

SCOPE OF WORK AND BUDGET

SCOPE OF WORK

VRPA Technologies, CD&A, and EPS will work together to develop recommendations for the General Plan land use designations for a Phase 1 subset of the City of Fresno's Adopted Freeway 41 Mid & High Rise Corridor (Mid & High Rise Corridor), Activity Centers and Linear Intensity Corridors – collectively referred to as Intensification Areas – and to develop and evaluate two alternative growth scenarios for the Intensification Areas.¹

The proposed major tasks referenced in this scope of services include the following:

1. Project initiation – *See Task I.1*
2. Reflect existing and future land use designations in the GIS database. Conduct a field review of the planned activity centers. Also identify and review potential corridors that will be considered - *See Tasks I.2, I.3 and I.4*
2. Broadly characterize the most likely future uses to occur in the different intensification areas and develop the growth scenario at finer grain level. EPS will provide an analysis of socioeconomic sector - *See Tasks I.5 and I.6*
3. Using the menu of development or land use prototypes, review the larger market and identify what development prototypes most closely match each Activity Center – *See Tasks II.1, II.2, and II.3*
4. Identify the transportation improvement scenarios and include recommendations/analyses from recent transit studies, the Downtown Transportation Infrastructure Study (DTIS), and the Southeast Fresno Specific Plan. Layer the information into the scenario analysis process – *See Task II.4*
5. Melding items 3 and 4 together (land use prototypes and transportation scenarios together), work with the City to review the base information and identify transportation system and intensification refinements. Run the base scenario using the GRS modeling tools. Review the results and refine as necessary – *See Task II.4*
6. Complete the base allocation and define potential scenario alternatives – *See Tasks II.5 through II.9*
7. Run the scenario alternatives through the GRS Modeling process and compare results – *See Tasks III.1 and III.6*
8. Based upon results, define and assess the preferred alternative – *See Tasks IV.1 and IV.2*

¹ This scope of work does not include the Downtown Activity Center portion of the Mid & High Rise Corridor as this is being examined and further detailed as part of a separate process.

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9. Develop recommendations including descriptions of activity center prototype's character, size and nature. Discuss zoning relationships with Paul Crawford. Some of the prototypes will be very specific, while others will be provided at a general level detail - *See Tasks IV.3 and IV.4*
10. Not included in this scope of services - General Plan amendment of the specific sites and a more detailed assessment of other activity centers.

The work effort will use site planning, GIS, and real estate development feasibility analysis to: (1) inform the development of General Plan land use designations supportive of more intensive uses and ultimately updated Zoning designations (the City's Zoning Ordinance is being updated by other consultants under a separate contract), and (2) develop two potential, more intensive development futures for these areas. It will also use the latest GIS-based land use allocation models, transportation models, and indicator models to assess the impacts of these more intensive development futures on demographic distribution, transportation patterns and performance, and a number of other issues of concern in the region; the proposed methodology and tools are those that were developed for the San Joaquin Growth Response Study. The outcome of the modeling process will, in turn, help define recommendations for General Plan land use designations, and ultimately zoning designations for the Intensification Areas that were identified in the update to the Fresno General Plan. The consultant team will work closely with City staff to ensure the goals of the project are met.

EPS will conduct market research and financial feasibility analysis to inform land use designations and growth scenario formulation. EPS will use its October 2004 report, "An Economic Assessment of the Prospects for Compact Development in the Fresno and Madera Counties" as a starting point. EPS will also conduct additional market research and prototype residual land value analysis to help ensure land use policy recommendations conform with economic conditions, recognizing the likelihood of significant changes in the land and real estate markets in the coming decades in the City.

Utilizing this information, CD+A will work with EPS and the City of Fresno to establish growth allocation alternatives to the Phase 1 subset of Intensification Areas, traffic model inputs for two alternatives, and ultimately prepare recommendations for General Plan designations for the Intensification Areas. This information can then be used by the City's zoning code update consultant to inform their work within this initial Phase 1 subset of the Intensification Areas. VRPA will be responsible for coordinating with City staff, setting-up and managing the Workshops / Charettes, and, developing the traffic modeling and analysis.

TASK I: INTENSIFICATION AREA REVIEW AND CLASSIFICATION

Task I will provide an initial evaluation of the different Intensification Areas, including all Intensification Areas. The Task I product will prioritize the areas according to their potential for intensification and characterize each of the areas. A subset of the Intensification Areas will be identified and for this subset the consultants will identify the scale of potential for intensification and mix of land use building from current land uses and the market potential that has been identified, and provide initial recommendations for General Plan land use designations.

Task I-1: Project Initiation

CD+A and EPS will meet with City staff to review the intensification areas to identify any initial City intensification concepts, to identify similarities and parallels between the intensification areas, and to select the intensification areas that will be studied in this Phase 1 effort. Of particular importance will be the definition of the Mid & High Rise Corridor as the potential for intensification of such a large area will affect the potential market support for intensification of the Activity Centers and Linear Intensity Corridors. This information will help accomplish the goal of recommending land use designations and growth scenario development for the priority subset of areas within the available Phase 1 budget. It is assumed that City staff will provide the most current GIS data to CD+A.

Product: Refined schedule, scope of work, and budget; recommendations regarding Workshop / Charette stakeholders, and a refined schedule and rough agendas for the 2 Workshops / Charettes. A memorandum will be prepared describing the team's understanding of City staff input regarding staff's current concepts for the Intensification Areas.

Task I-2: Intensification Area Survey and Research

CD+A and EPS staff will conduct two-day review of the Intensification Areas selected through discussions with the City of Fresno. The purpose of the site reconnaissance will be to categorize each of the Intensification Areas generally, in terms of their current sub-areas and uses, the quality and age of existing development, the state of existing improvements, the presence of public amenities (parks, recreation, shopping centers, transit), access to the regional transportation system, as well as the major types of businesses, retail stores, and housing developments. Land and buildings for-sale and for-lease will be noted and existing market pricing will be researched. Similarities between the intensification areas will also be noted. To the extent feasible, the VRPA Team will recommend refinement to activity center and intensity corridor boundaries.

Task I-3: GIS/ Opportunity Sites Identification

CD+A and EPS, at a meeting with City staff, will identify vacant, under-utilized, and recently developed areas within each of the intensification areas that have been selected

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for study in Phase 1. GIS layers on existing uses, zoning, and assessed values will inform this evaluation. CD+A and EPS will define general rules to use in conjunction with GIS data to help determine which areas may be under-utilized.

Product: GIS maps of each intensification area that have been selected for study in Phase 1, showing areas with intensification potential (vacant and under-utilized) and areas unlikely to be developed over next twenty years (recently developed with strong market acceptance).

Task I-4: Development Pipeline

In conjunction with *Task 3: GIS/Opportunity Sites Identification*, EPS and CD+A will meet with City staff to identify the pipeline of potential development for each of the intensification areas selected for study in Phase 1. Projects under construction, approved, and proposed will be identified. The development pipeline will further inform the areas available for development as well as indicate any market-directed changes in the nature of development in the different areas. EPS will lead talks or discussions regarding this Task with the City of Fresno.

Product: Development pipeline matrix, showing projects for each intensification area selected for study in Phase 1.

Task I-5: Define Intensification Area Prototypes

Based on the prior Task I work and prior work on the Growth Response Study (GRS), CD+A and EPS will broadly characterize the most likely future uses to occur in the different intensification areas. These characterizations will include the most likely set of uses (residential, office, retail, industrial), the level of intensification of the use types (e.g. standard single family detached or a mix of single family detached and attached), and the general nature of the new development (suburban or urban). The consultant team will group some intensification areas together based on their location and/or other similar characteristics to facilitate the growth alternatives modeling in Task II. To the extent feasible, The VRPA Team will recommend refinements to activity center and intensity corridor boundaries. The analysis would not include the Downtown activity center.

Product: Matrix organizing the intensification areas by type and outlining initial land use and intensity characteristics for each type.

Task I-6: Task I Planning Memorandum and Meeting

The consultant team will compile this body of work into a Task I Memorandum that will characterize the different intensification areas, identify their existing development characteristics, their future plans for development, and potential areas and types of intensification. Based on this documentation and analysis, the consultant team will

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provide potential intensification use types for each of the areas. These initial findings will form a starting point for development of General Plan land use designations and will also help define and group intensification areas for growth scenario building and land use/ transportation modeling purposes.

The consultant team will prepare the Final Task I Planning Memorandum. Advisory Committee – 21 members – Plan Advisory Committee – proportional.

Product: Task I Planning Memorandum.

TASK II: GROWTH SCENARIO DEVELOPMENT

Task II will build on Task I and develop two alternative growth scenarios for the intensification area groupings that have been selected for the Phase 1 effort. The growth alternatives will include a market-constrained intensification scenario as well as a more aggressive intensification scenario.² Potential development types will be divided into prototypical land use designations, similar to the Growth Response Study (GRS), including intensification uses.

Task II-1: Define Development Prototypes (Optional Task)

CD+A and EPS will develop intensification prototypes that will capture the most likely intensification development forms for the City's Intensification Areas. These development concepts will include residential, office, retail and mixed-use prototypes, and will vary in terms of size, number of stories, tenure, and parking supplied and construction type. They will also vary in terms of their locational characteristics, including suburban and urban locations. Photos of built projects will be used to illustrate the various development types and, to the extent feasible, will include local projects and projects from within the Central Valley. The analysis will build on the Phase I results, prior CD+A intensification prototype definitions as part of the GRS, and the market conclusions from the October 2004 EPS Economic Assessment.

Take into consideration of attractiveness of growth and development in DT Fresno.

Product: Illustrated Development Prototypes Matrix spread sheet.

Task II-2: Provide Development Caps by Scenario

For the market-based scenario, EPS, with input from CD+A, will develop market-based, maximum estimates of more intensive development by use type over the next twenty years. Use types considered will include residential, office, and retail uses. Residential maximums will be based on the regional economic assessment for residential uses broken out for the City of Fresno. Maximums for office development will be based on interviews with commercial real estate brokers, a review of employment projections, and an estimate of the amount of future space demand associated with industry sectors that might locate employees in higher-density and mixed-use office formats. Market-based maximums for retail development will be based on estimates of future demand for retail space and the proportion of this space demand that is associated with retail store types that would consider locating in a mixed-use, higher-density environment. The aggressive scenario will relax some of these constraints, assuming a greater structural shift towards higher density development and higher maximums by use type.

² The growth alternatives will represent two potential growth patterns. Actual growth patterns will depend on a large number of uncertain elements, including City and regional policy decisions among others.

Product: Development Caps Memorandum.

Task II-3: Intensification Area Ranking by Use Prototype

EPS and CD+A will develop a ranking order for different use types among the intensification area groupings viewed as suitable for the particular use. These rankings will be based on planning, market, and financial feasibility considerations, and include:

- **Planning Considerations.** CD+A will consider the numerous other issues pertinent to the appeal of a location for development, including local amenities, transportation access, and adjacent uses. These considerations will help inform the development of different rankings.
- **Real Estate Market Considerations.** The regional economic assessment, market indicators provided by the proposed development projects, and additional market research will also inform the ranking. Additional market research will explore the most likely locations in the City for more intensive use types.
- **Financial Feasibility Considerations.** EPS will develop a static residual land value analysis of development prototypes. Local developers will be interviewed to obtain development costs. These models will allow project feasibility to be tested under different assumptions, including different price points, construction costs, and parking requirements. This will help evaluate the financial hurdle to more intensive development in different parts of the City and inform the rankings.

Product: Refined Task I-5 matrix of intensification areas by type and land use and intensity characteristics for each type.

Task II-4: Transportation Improvement Scenarios

VRPA and CD+A will work with City and FAX staff to develop transportation improvement scenarios that will define the initial transportation networks for the Alternative Scenarios. These will build from the improvements that are assumed by the Fresno General Plan and the 2004 RTP; and the corridor assessments that have been recommended as part of the Fresno PTIS (Public Transit Infrastructure Study) project. Most additional improvements will likely focus on revisions to the transit system to provide higher-quality transit service to the subset of Intensification Areas. This will likely consist of a range of transit types from Rapid Bus to a fixed guideway system (e.g.; Bus Rapid Transit, Light Rail, People-mover, Monorail, etc.).

Product: GIS-based mapping of the transportation networks for each of the two land use allocation alternatives in both ArcGIS and Acrobat pdf formats.

Task II-5: Growth Allocation

Growth in each of the areas will depend on the citywide demand for more intensive development, the support of local and regional policies, the availability of land, the appeal of the location, and the feasibility of development. In this task, two growth

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allocations will be developed based on the growth caps, the intensification area rankings by land use, and the amount of land available for development/redevelopment. EPS and CD+A will develop capture rates by intensification areas based on the results of the prior tasks to allocate growth limits for each land use under the different scenarios. The scenarios will be illustrated using GIS to communicate the land use character of the Intensification Areas.

Product: GIS-based mapping of the two land use allocations to the intensification areas in both ArcGIS and Acrobat pdf formats.

Task II-6: Phase II Workshop / Charette

During this initial task, VRPA, CD+A, EPS and City staff will prepare for the Phase I Workshop/Charette. The Workshop / Charette should attract a varied cross-section of stakeholders from the business and development community, interest groups, policy makers, city staff and the public. The consultant team will guide the process, present a draft of the Task I Memorandum's recommendations, introduce the stakeholders to the full scope of the study, and its schedule.

The two Alternative Scenarios, in draft form, will also be presented Workshop / Charette for feedback and refinement. The consultant team will present the land use alternatives and discuss the process that led to the development of the Alternative Scenarios (the market-based assumptions that led to the two development caps, the development prototypes, context, services and amenities, etc.). Stakeholders will be asked to provide input on the assumptions and methodology used in developing the Alternative Scenarios, but most importantly the stakeholders will be asked if the two Scenarios represent their desired range of development and transit options for the Intensification Areas. Input is needed so that refinements can be made to the Scenarios prior to running the regional transportation model assessment.

VRPA will lead the meetings with support and appropriate presentation of materials by CD+A and EPS.

Product: Development, coordination, preparation and conduct of the Phase I Workshop / Charette.

Task II-7: Phase II Planning Commission/City Council Study Session

This task includes a Study Session with the Planning Commission and City Council in order to solicit their opinion and to inform them of the process and to provide an opportunity for them to understand the ideas and logic behind the two Alternative Scenarios. VRPA will lead the study sessions with support and appropriate presentation of materials by CD+A and EPS.

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Product: Development, coordination, preparation and conduct of the Phase II Planning Commission/City Council Study Session.

Task II-8: What If? Land Use Allocation Tool

The budget for the project also includes the purchase of the What If? land use allocation tool that was utilized in the GRS project, and the license for the program will be turned over to the City at the end of the project.

Product: WhatIf? Land Use Allocation Tool.

Task II-9: Task II Memorandum

The Task II report will summarize the methodology and results associated with developing the growth scenarios. It will also suggest refinements to the preliminary set of General Plan land use designations outlined in Task I, based on the new information.

Product: Task II Memorandum.

TASK III: MODEL INPUTS AND ALTERNATIVE SCENARIO ASSESSMENTS

Task III-1: Land Use Allocations for Transportation Modeling

CD+A, EPS, and VRPA will prepare revised TAZ-level data files describing the future (2034) employment and household demographics that would be expected to result from implementation of each of the Alternative Scenarios. CD+A and EPS will prepare a land use allocation model run to determine growth within the City of Fresno. Results of the allocation will be verified and converted for input into the transportation model to assess the impact of growth within the intensification areas and the rest of the City of Fresno from each of the alternative scenarios. The VRPA Team will prepare 2025 or 2034 based land use allocations and if feasible, prepare allocations for both years.

Product: TAZ-level demographics files for the two Alternative Scenarios.

Task III-2: Transportation Modeling

VRPA will develop the Traffic Analysis Zone (TAZ) splits for the Intensification Areas that will not follow current TAZ boundaries. VRPA will then run the TP+, model and apply the 4D step process to the modeling results.

Product: Model outputs for the two Alternative Scenarios.

Task III-3: Additional Scenario Assessment

CD+A will prepare an assessment of the land use allocation model run for each of the Alternative Scenarios. Using the INDEX model, the results of the Alternative Scenarios will be evaluated for a particular set of indicators. Depending on the available data, indicators may include: diversity of land uses within a defined area, residential and employment uses within a walking distance from a transit line, and residential uses within a walking distance from parks and schools.

Product: INDEX output data files and GIS-based mappings of INDEX results for the two Alternative Scenarios.

Task III-4: Phase III Workshop / Charette

The results of the allocation, indicator, and transportation model runs for the two Alternative Scenarios will be presented at the Phase III Workshop / Charette. VRPA, CD+A, and EPS will present the land use alternatives and discuss the results of the model runs. The stakeholders will be asked to provide input on the assumptions, but also to provide feedback for the development or adoption of a preferred scenario for amendment into the General Plan and for further planning studies that may be needed to develop the Freeway 41 Mid & High Rise Corridor, Activity Centers and Linear Intensity Corridors.

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Task III-5: Phase III Planning Commission/City Council Study Session

This task includes a Study Session with the Planning Commission and City Council to solicit their opinion and to inform them of the process, and to provide an opportunity for them to understand the ideas and logic behind the two Alternative Scenarios.

At this point, the City, with input from the Workshops / Charettes, may decide on the scenario or combination of scenarios they wish to incorporate into their General Plan as an amendment for the intensification areas that have been studied in Phase I.

Product: Development, coordination, preparation and conduct of the Phase III Planning Commission/City Council Study Session.

Task III-6: INDEX Land Use & Transportation Analysis Tool

The budget for the project also includes the purchase of the INDEX land use and transportation analysis tool that was utilized in the GRS project, and the license for the program will be turned over to the City at the end of the project; the \$4,000 budget is the base price for the program and includes 2 seats, additional seats could be purchased for \$750 each.

Product: INDEX Land Use & Transportation Analysis Tool.

TASK IV: GENERAL PLAN DESIGNATIONS FOR INTENSIFICATION AREAS

Task IV-1: Prepare Preferred Alternative

Based on the feedback from the Staff, stakeholders, and from the Planning Commission and City Council, the consultant team will develop a Preferred Alternative intensification land use pattern and transportation network. The Preferred Alternative will be accompanied by Growth Allocations for each of the Intensification Areas that are utilized in the Preferred Alternative, which will serve as the inputs for the model runs. Similar to the process conducted for the two Alternative Scenarios in Task III, the consultant team will develop and perform a land use allocation model run for the Preferred Scenario.

Depending upon the extent of variation from the Alternatives prepared in Task III, the Preferred Alternative will include a more refined set of land use designations and mapping of land use patterns within the Intensification Areas.

Product: GIS-based mappings of the land use allocation to the intensification areas and of the transportation network that is recommended for the Preferred Alternative in both ArcGIS and Acrobat pdf formats.

Task IV-2: Assess Preferred Alternative

Similarly, the indicator and transportation models will be run to assess the implications and potential impacts of the Preferred Scenario.

Products: GIS-based mapping of the intensification area land use patterns and transportation networks for the Preferred Scenario in both ArcGIS and Acrobat pdf formats. TAZ-level demographics files for the Preferred Scenario. Transportation and INDEX model outputs assessing the Preferred Scenario. GIS-based mappings of the INDEX analysis results.

Task IV-3: Draft Task IV Memorandum/Recommendations for General Plan Designations

The Task IV Memorandum will summarize the methodology and results associated with the model runs for the Preferred Scenario. It will also outline draft General Plan recommendations.

Product: Draft Task IV Memorandum including draft General Plan recommendations.

Task IV-4: Final Task IV Memorandum/Recommended General Plan Designations for Intensification Areas

The Consultant Team will produce a final memorandum outlining recommended General Plan Designations for the Intensification Areas. A summary explanation of the

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Intensification Areas will include recommended land use designations and density ranges. Included in the memorandum will be example development prototypes for each Intensification Area land use to illustrate the particular development type envisioned.

The information in the memorandum can be used by the City and their zoning ordinance consultant to prepare the revised zoning designations for the Intensification Areas; recommendations will also be provided in regards to which Intensification Areas are best suited to the use the form-based zoning code methodology.

Product: Final Task IV Memorandum including draft General Plan recommendations.