City of Modesto Downtown Master Plan

Modesto, CA

Final Plan
August 2020

CITY OF MODESTO CALIFORNIA

OPTICOS

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What's Inside?

City of Modesto Downtown Master Plan


HISTORIC
GRAFFITI
Cruise
Route
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CHAPTER

1

Project Background

In this chapter

1.1 Purpose and Intent

The Downtown Master Plan will guide the future growth of downtown Modesto by identifying key opportunities for reinvestment and proposing development that is feasible, predictable, and consistent with community aspirations and priorities.

Project Background

The City of Modesto has undertaken the Downtown Master Plan effort to build on recent initiatives to develop downtown Modesto to its true potential. The Master Plan aims to identify improvements to public space, street design, and infrastructure; and also proposes new uses and economic development strategies.

Opticos Design, with its consultants Toole Design Group, BAE Urban Economics, Siegman & Associates, and O'Dell Engineering, have facilitated an extensive community-driven design process to arrive at the updated vision for downtown Modesto, presented in this document.

The Master Plan defines a set of design principles, identifies key opportunity sites, and establishes design guidance and implementation recommendations to guide future downtown development.

The Master Plan is an eight-month effort with a planning horizon of 20 years (2020 to 2040).

Relationship to Previous and Ongoing Planning Efforts and Policies

The Downtown Master Plan builds on the foundation of a series of planning efforts initiated by the City. The most important of these include:

Redevelopment Master Plan [2007]
The 2007 Redevelopment Master Plan (RDA) superseded the original 1994 plan and its update in 2004. It provided goals and implementation strategies that responded to emerging development trends at that time. The RDA Plan defined eight goals, several of which directly relate to the future growth of downtown. It also included design concepts for catalyst projects and opportunity sites, many of

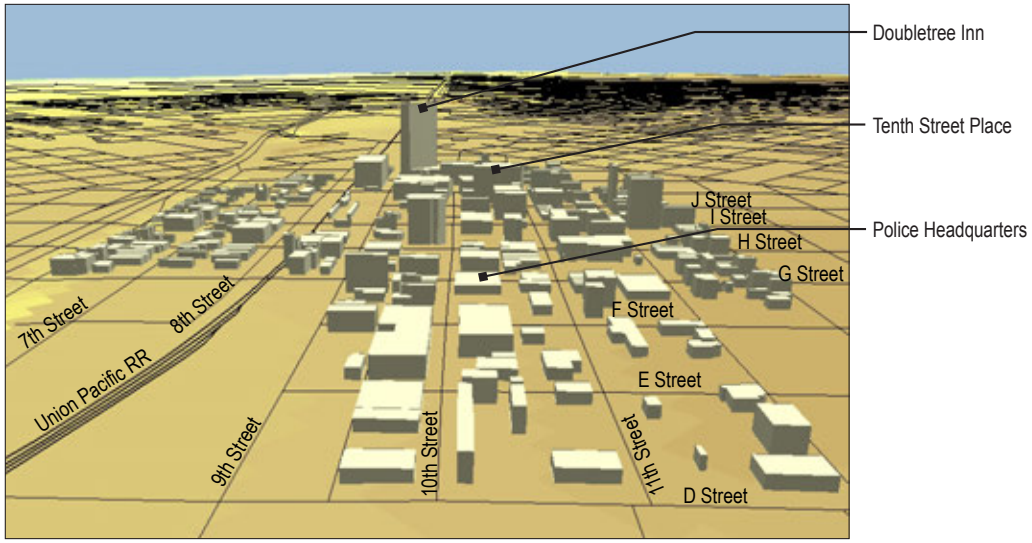
> **"The Downtown Master Plan will establish a vision for the future of Modesto's city center and identify ways to realize that vision."**
>
> **City of Modesto; statement from the Downtown Master Plan RFP document**

which are within the boundaries of the current Downtown Master Plan Area.

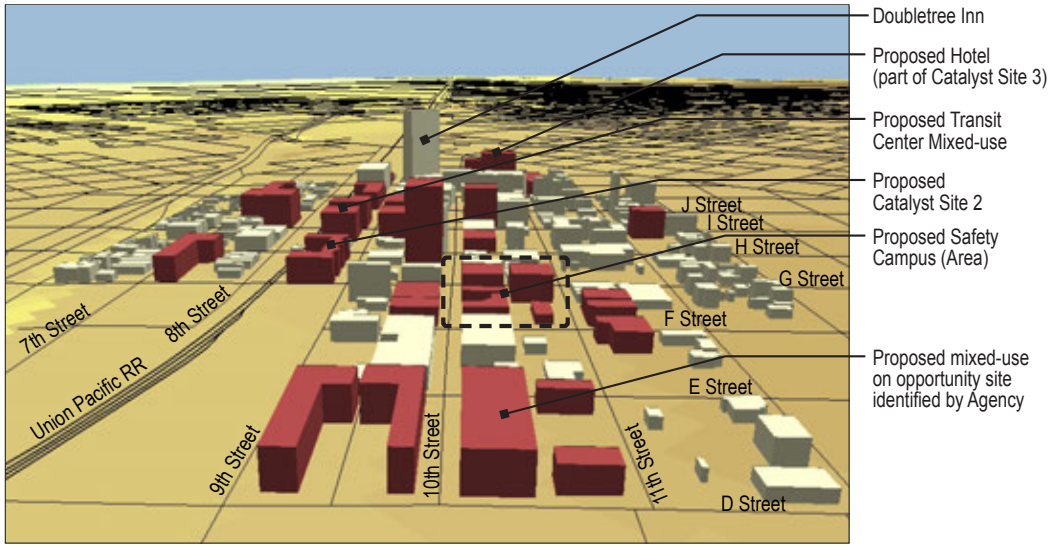
This Downtown Master Plan carries forward and updates the RDA vision for downtown, including its emphasis on development along Tenth Street.

Downtown Passenger Rail Station Feasibility Study [2013]
Prepared by the City of Modesto's Community and Economic Development Department (Planning Division), this study examines the viability of a future passenger rail station in downtown Modesto for potential high speed and conventional rail service.

It evaluates two vertical alignment alternatives, above-grade (elevated above street level) and at-grade (at street level), consistent with the alignments under consideration by the California High-Speed Rail Authority (CHSRA). The CHSRA's Revised Business Plan (April 2012) includes a smaller-scale, near-term option, which is part of the "Northern



Existing scale of development in the Downtown Core



Proposed scale of development in the Downtown Core

Figure 1.1 ***Vision for downtown as shown in the 2007 RDA Plan***
Image source: RDA Plan [2007].

California Blended Service." Phase Two of the CHSRA's Plan includes a train connection linking Merced to San Jose via the Altamont Pass. Part of this effort is the planned extension of the Altamont Commuter Express (ACE) train service to downtown Modesto, estimated to be operational by 2023.

This study looked at three site options for the downtown train station, and provided important information on existing conditions, station site design considerations, funding sources and policy recommendations. The ACE train extension to downtown Modesto follows the short term recommendations of this study.

This Downtown Master Plan follows through in recommending developing the Transit Center area as a major new mixed-use node, and also relies on the study's parking data to make recommendations for parking, described in Chapters Four and Five of this document.

General Plan Amendment 2040

General Plan Amendment 2040, adopted in March of 2019, states as its overarching goals to "revise the Land Use Element, including the land use diagram, to provide enhanced economic development opportunities as new development occurs; revise the circulation element to provide a mode-balanced and cost-effective transportation system; update policies to reflect applicable state laws and regulations; and, update the General Plan Master EIR to allow subsequent projects to benefit from streamlined review based on its environmental analysis".

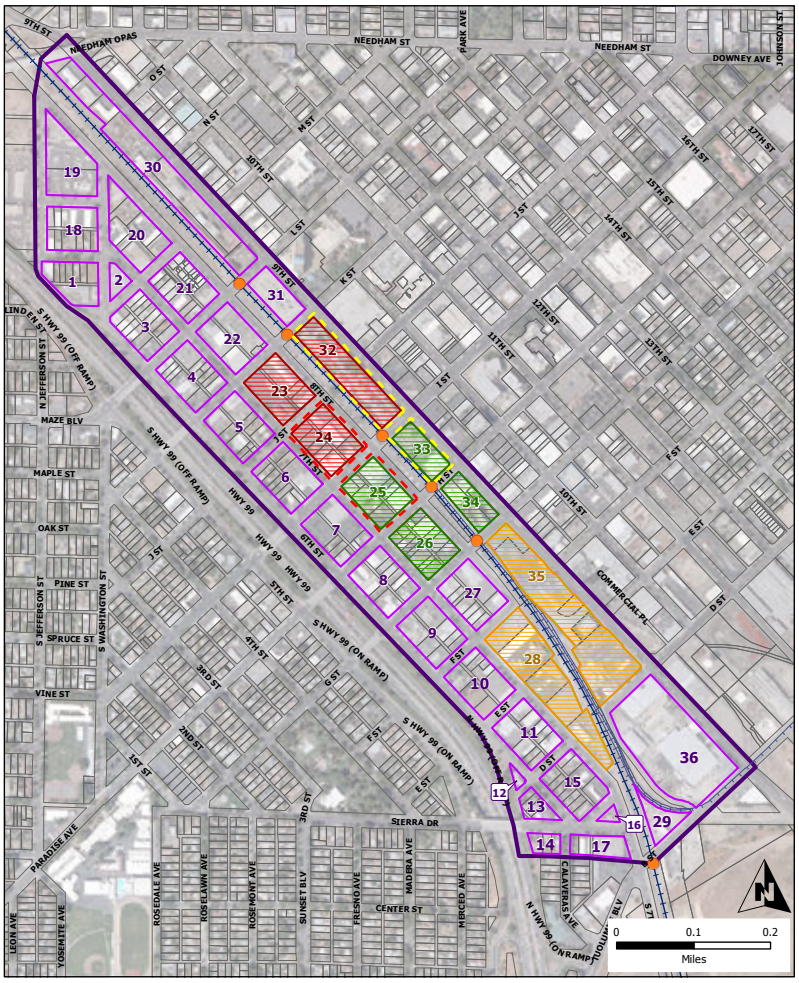


Figure 1.2 ***Station sites assessed in downtown Modesto. Site D emerged as the preferred site.***
Image source: Downtown Passenger Rail Station Feasibility Study [2013].

Under the General Plan, downtown has a "guiding intensity" of FAR 1.0 - 14.0 for both residential and non-residential uses. The General Plan vision for downtown Modesto is for it to be the focal point of community life and the social, cultural, business, governmental and entertainment center of Stanislaus County. This vision is to be achieved through public-private partnerships; with the City taking the lead through strategic investments in public infrastructure and by recruiting and assisting with new private investment.

Housing is to be an integral part of downtown Modesto, to be complemented and stimulated by a safe and attractive, tree-lined environment, and with convenient transportation to and within the downtown area. Vertical mixed use development is encouraged. General Plan Goal III.F states that downtown is planned to become a "*more urban, higher-density, mixed-use, pedestrian-oriented, economically vibrant, innovative center for living, working, socializing and recreating*".

For the amendment of the Circulation Element, one of the focus areas is aiming for downtown to have "Complete Streets."

This Downtown Master Plan outlines strategies to achieve the General Plan vision for downtown, and recognizes the significance of streetscape improvements in revitalizing downtown. It lays special emphasis on promoting mixed-use development and enhancing multimodal connectivity.

Downtown Form-Based Code [2010]

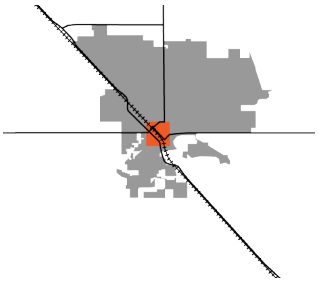
Modesto adopted a Form-Based Zoning Code for its downtown in 2010 (for the downtown core) and in 2015 (for the remainder of downtown). The Downtown Code covers 42 blocks in the downtown area (approximately 180 acres) and is intended to implement the General Plan vision for downtown as the cultural, social, business and activity center of Modesto.

Unlike use-based zoning, which characterizes most of Title 10, the development code for Modesto, the Downtown Code emphasizes the regulation of building form and placement and encourages mixed-use development on individual parcels. There are six form-based code zones in the downtown area, each distinct in its purpose, development standards, intensity, and allowed uses:

This Downtown Master Plan uses the Downtown Form-Based Code as a basis to explore build-out on key opportunity sites and suggests ways in which the code's tools should be implemented on a lot by lot basis.

1.2 Regional and Local Context

Figure 1.3 ***Downtown location***
The square mile of downtown Modesto is recognizable by its diagonal street grid, aligned with State Highway 99 and the Union Pacific railway—both of which provide direct access to the center.



This section establishes the current status and role of downtown within Modesto and the region, and provides a summary of current socio-economic conditions in downtown.

Regional Context

Modesto is the 19th largest city in California, and is among the five largest cities in the Central Valley, with a population of 215,000 (2019). Located in Stanislaus County, it is the county seat. Surrounded by rich agricultural land, Modesto is reputed for its agro-based industries and the farm-to-table movement.

Modesto is located 68 miles south of Sacramento, the state capital, and 90 miles north of Fresno. Nearby cities are Merced, 40 miles to the south and Stockton, 24 miles to the north. Yosemite National Park is 66 miles to the east, and San Francisco is 92 miles to the west. Modesto is well-connected to the region by Interstate 5 and State Routes 99 and 132. Modesto is also served by freight and passenger rail lines, and is a stop for Amtrak's San Joaquin line, which provides service between Oakland, Sacramento and Bakersfield.

The Modesto City-County Airport does not offer commercial flights but is well-used by local manufacturing and shipping industries.

Historical Setting

Founded in 1870 as a stop on the Central Pacific railroad connecting Sacramento and Los Angeles through the San Joaquin valley, Modesto quickly grew from a city of 1,000 residents in 1884 to 4,500 in 1900. Growth accelerated after World War II and reached 200,000 in 2001.

The original layout of the city constitutes downtown today, a 640-acre tract measuring a mile square, with the original street grid oriented parallel to the rail line, at 45 degrees from the city's current north-south grid. Downtown Modesto today is an important civic, cultural and entertainment destination for the city and region.

Figure 1.4 ***Major milestones in Modesto's development***

1870. Modesto (originally to be named Ralston) established on the Central Pacific rail line.

1884. Modesto incorporated as a city.

1891-92. Electricity, water and sewer service started. First hospital built.

1904. Modesto Irrigation District canals deliver water to local farmland.

1912. Modesto Arch built at 9th and I Streets.

1921-23. Modesto Junior College established. Don Pedro Dam provides hydroelectric power.

1950s & 1960s. Postwar boom; residential development expands, Highway 99 constructed, "cruising" culture established—as portrayed in George Lucas' 1973 film "American Graffiti."

1977. Vintage Faire Mall built. Downtown retail declines, replaced by government buildings.

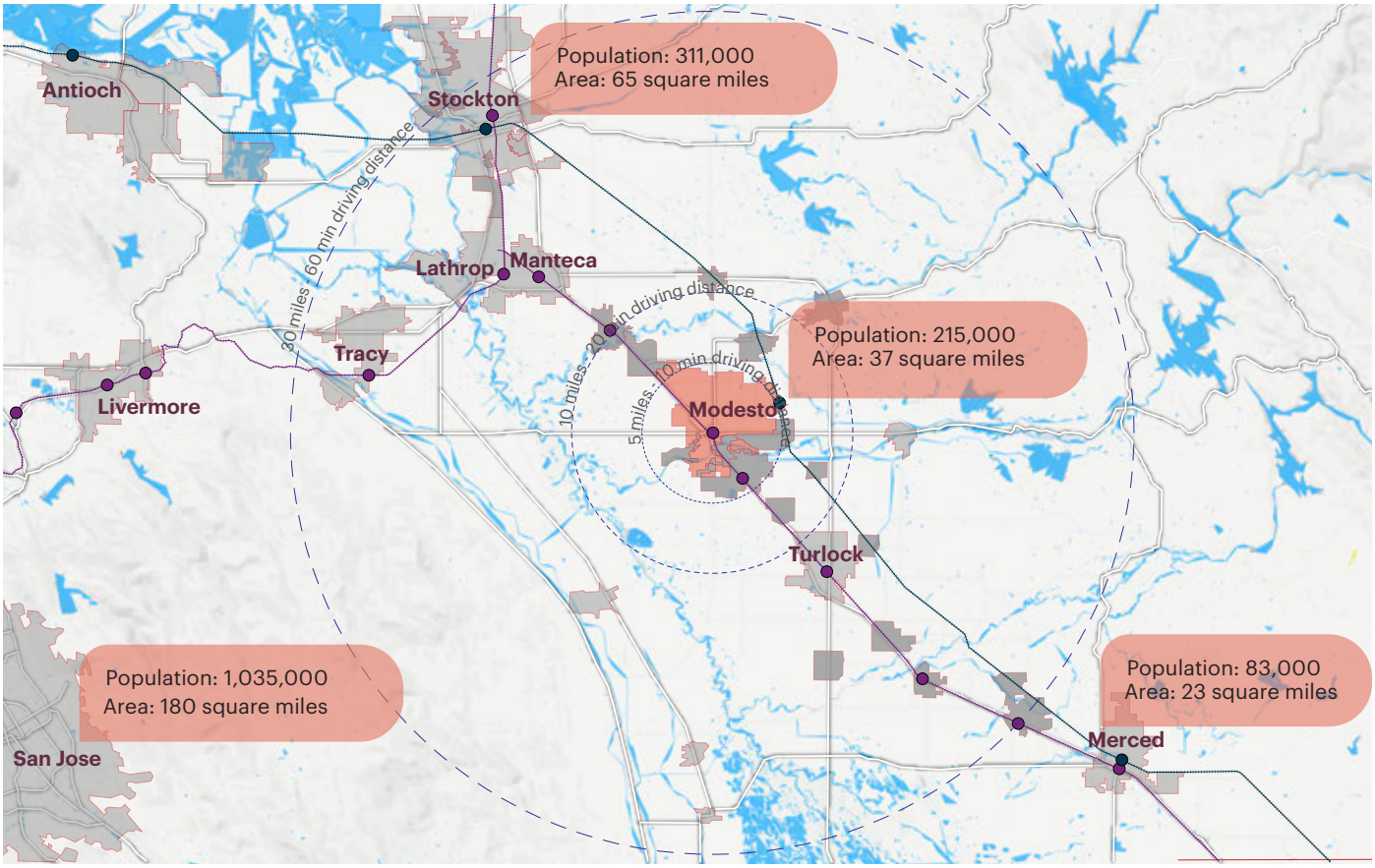


Figure 1.5 ***Regional and planning context***

Table 1A. Summary of Downtown's Socio-Economic Conditions

3,500 housing units*
91% rental (42% city-wide)
515 square feet average unit size
804 square feet city-wide)
4.4% vacancy

3,010 residents (1.4% of city's population)
67% population from minority groups (city-wide: 57%)
$21,849 median income (city-wide: $57,688)

40,200 jobs* that comprise 12% of city-wide retail, 34% of city-wide office; and 0.4% of city-wide industrial jobs.
49% of downtown jobs in Professional Services, Healthcare, Public Administration;
13.5% in Retail, Food Service, Arts and Entertainment.

Auto access via Interstate 5 and State Highways 99 and 132.
Altamont Commuter Express (ACE) Valley rail service expected to start in 2023.

** 2019 figures (Modesto General Plan)*

1.3 Mobility, Access and Connectivity

This section illustrates existing conditions in downtown in terms of mobility, street hierarchy, active transportation network, and parking in downtown Modesto.

Circulation and Access

Downtown Modesto is composed of a traditional street grid pattern providing predictable vehicular mobility throughout the area. Most streets are two-lane and typical widths are 80 feet. I Street and 9th Street are notable exceptions with generous widths of 100 feet and 90 feet respectively. While most of the streets in greater Modesto are oriented north-south and east-west, the original downtown grid was developed to respond to the railroad's northwest-southeast orientation.

H, G, H, I, J, K, and L Streets; and 5th, 6th, and 9th Streets are classified as arterials and as such provide good access to key destinations and downtown from adjacent neighborhoods. K, L, G, H, 5th, and 6th in particular provide easy access to and from downtown and State Highway 99.

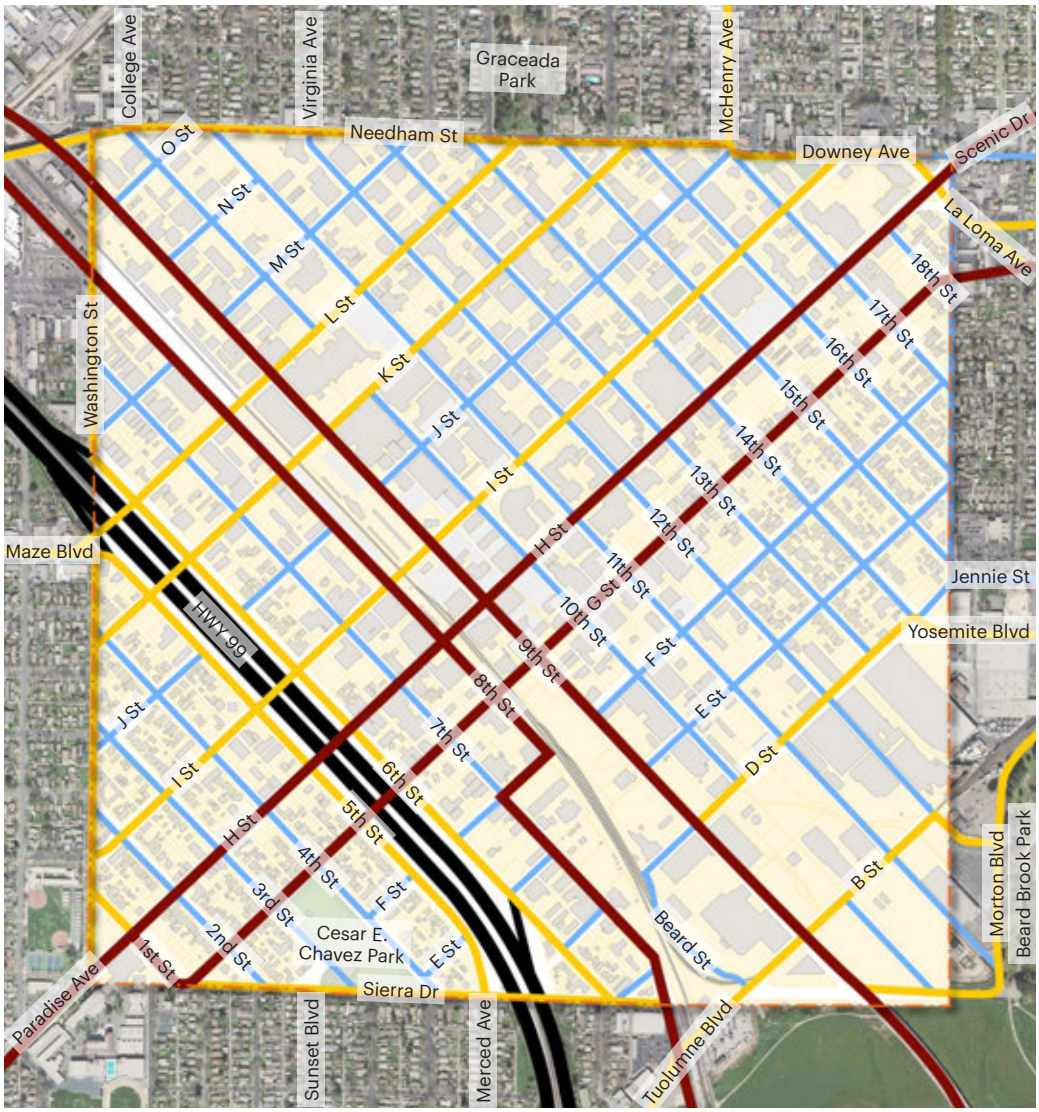


Figure 1.6 ***Street hierarchy***

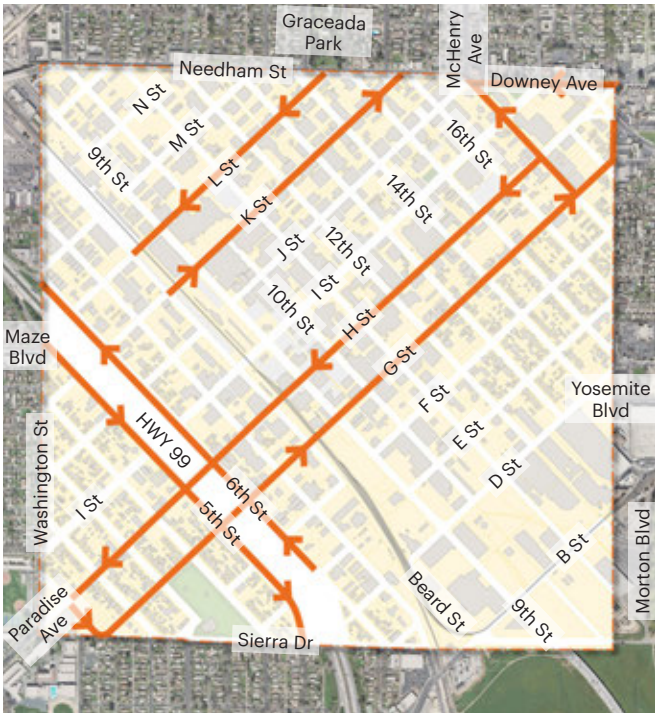


Figure 1.7 ***One-way streets***

One-way streets

One-Way Streets

G, H, part of K, L, 5th, 6th, 17th, Downey, and part of Burney are one-way streets in downtown Modesto. One-way streets are often fast, auto-oriented thoroughfares focused on moving people through a community. In downtown Modesto, the few one-way streets can be disorienting for those who don't know the community well and often create unnecessary circulation for people trying to find their destinations. Additionally, because of faster traffic, the one-way streets create an uncomfortable environment for pedestrians and bicyclists. The current one-way streets do not encourage people to stop and experience Modesto, nor do they provide a positive multimodal experience.

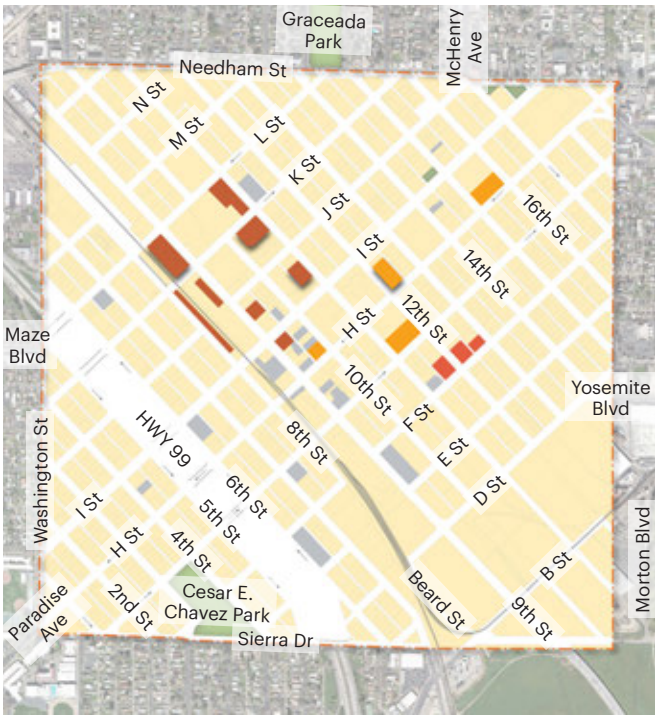
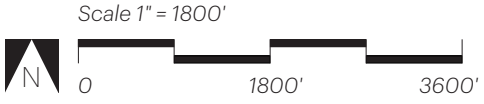


Figure 1.8 ***Parking locations***

- City-owned parking lot
- County-owned parking lot
- Privately-owned parking lot
- City-owned garage
- County-owned garage
- State-owned parking lot

Parking Facilities

According to the most recent comprehensive survey (1990), downtown has more than 14,000 parking spaces, including approximately 2,500 City-owned and 121 City-leased spaces. Only 53 percent of this supply was occupied at the busiest hour of the week. Both the 1990 survey and recent spot surveys found that at peak hours, curb parking on the most popular blocks (which is provided free of charge) fills up, even as nearby lots and garages (which often have fees) sit half-empty. Previous parking studies concluded that downtown has a parking management problem, rather than a parking supply problem. Better wayfinding and incentive programs may increase the use of parking garages, and a change in pricing for on street parking will encourage greater turnover.



Bicycle Network

The City of Modesto has made great efforts to encourage cycling throughout the community. There are a number of bikeways throughout Modesto, including shared use paths and on-street bikeways. Downtown is a notable exception. There are no routes leading into and through downtown Modesto, currently, though there are a number of suggested new routes from the City's recent Non-Motorized Transportation Master Plan (2006). A connected bikeway network that goes to and through downtown is essential if the City is interested in encouraging bicycling as a viable mode of transportation.

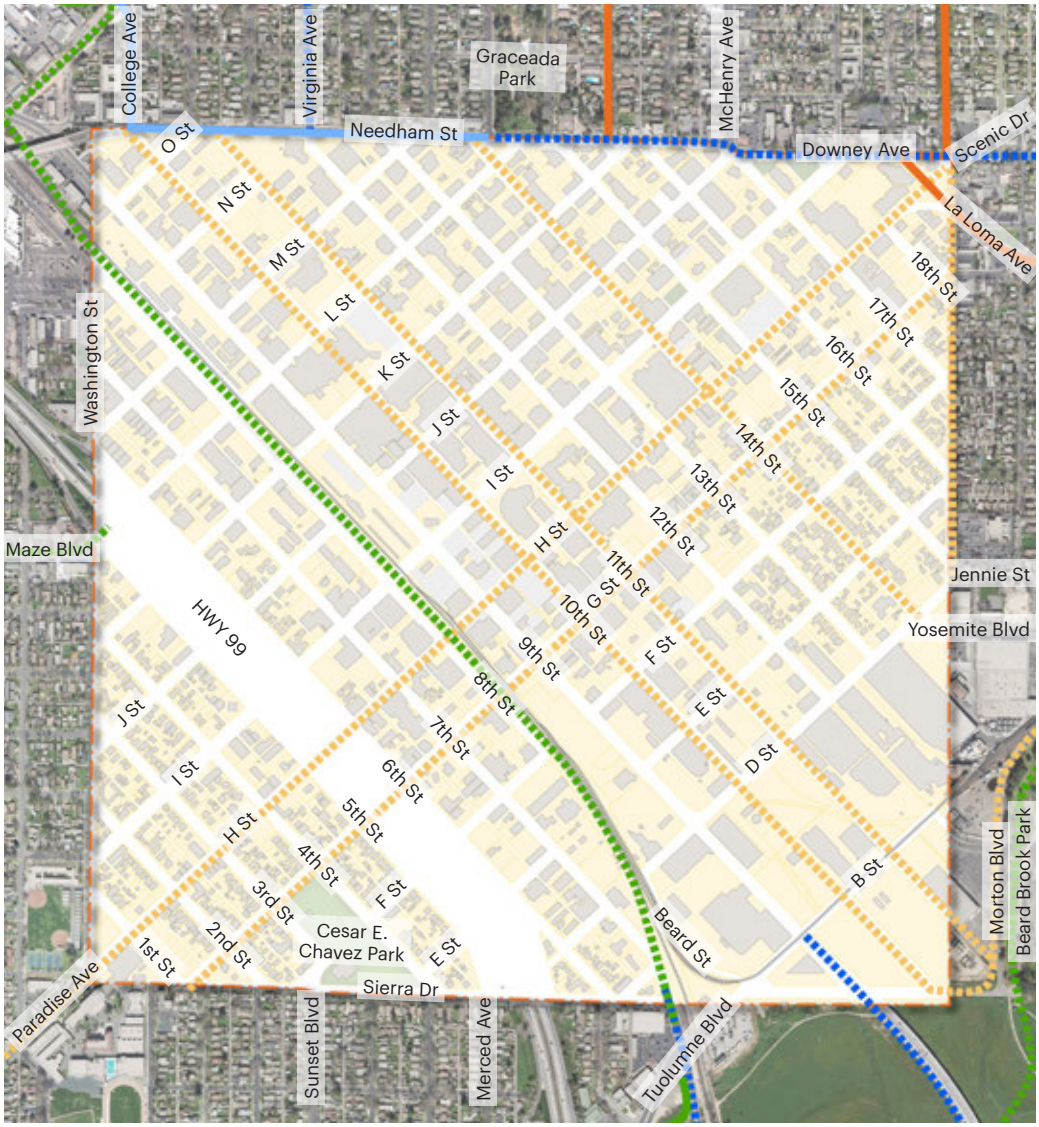


Figure 1.9 ***Existing and planned bicycle network***

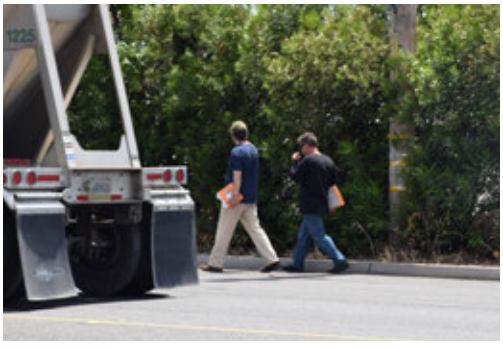


Figure 1.10 ***Pedestrian facilities in downtown are not consistent*** *ranging from no sidewalks on a section of 9th Street (right) to the pedestrian-priority 10th Street between J and K Streets (far right).*

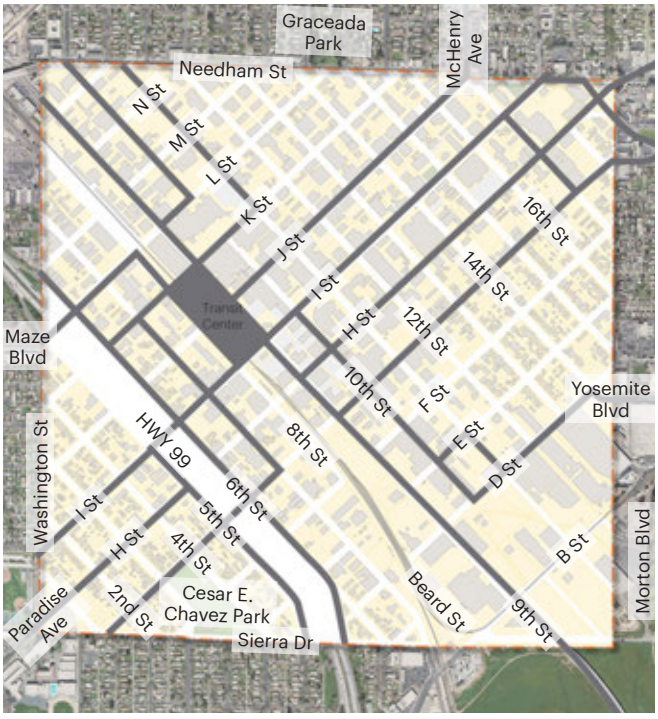


Figure 1.11 ***Existing transit network***

Amtrak

Transit routes

Transit Center

Figure 1.12 ***Pedestrian connectivity barriers***

Freeway crossing

Multi-lane crossing

Key difficult crossing (intersection improvement opportunity)

Transit Network

Downtown Modesto has a robust transit network centered around the 9th Street Transit Center. The Modesto Area Express (MAX) provides local bus service along J, I, H, G, 7th, 9th, 10th, 11th, and Needham Streets. Because of high demand, MAX may improve headways from fifteen to seven minutes, which could improve transit access. The Transit Center has Stanislaus Regional Transit providing county-wide bus connections and to the Dublin/Pleasanton Bay Area Rapid Transit station. It also has a Greyhound Bus station for longer trips. The recent reconfiguration of parking and bus bays has improved vehicular access; but it is difficult to access by foot or bicycle. The south side of the Transit Center is not pedestrian or bicycle-friendly, and the railroad creates a significant barrier. To the north, 9th Street is a high-volume, high-speed state highway and is not considered pedestrian-friendly. In 2019, a privately-funded free downtown shuttle was introduced and was well-received.

Pedestrian Connectivity

Where the greater Modesto north-south grid meets the downtown northwest-southeast grid, the street intersections have skewed angles, creating poor visibility, especially for turning movements; and often longer crossing distances for pedestrians. This increases the probability of pedestrian-vehicular conflicts compared to typical perpendicular intersections. Key intersections need to be improved to improve safety for all modes. The railroad tracks and Highway 99 overcrossings present significant pedestrian barriers. In some instances, the street has been removed (e.g., J Street at the railroad and Highway 99); and in some cases the crossing is not, or does not feel safe (e.g., H Street). While 9th Street has pedestrian accommodations, the lack of a buffer between the vehicle travel lanes and the sidewalk makes it uncomfortable for pedestrians.

Scale 1" = 1800'

N

0 *1800'* *3600'*

1.4 Community Context

This section illustrates key community assets and points of interest in downtown, and important projects that have been recently completed or are in the development pipeline.

1. **Southern Pacific Railroad Depot**
   Historic landmark, transit hub, and future ACE passenger rail station.
2. **Modesto Arch**
   Historic gateway to downtown Modesto and designated city landmark.
3. **Gallo Center for the Arts**
   Performing arts destination open since 2007.
4. **Hall of Records Building**
   Designed by Russell Guerne DeLappe in 1939, this building is a key example of Central Valley Modernism.
5. **McHenry Museum**
   Museum of local history housed in Modesto's first public library. A designated city landmark.
6. **McHenry Mansion**
   Historic landmark and former in-town residence of local businessman Robert McHenry.
7. **Movie Theaters**
8. *Brenden Theatres occupies a prominent location on 10th Street. The art deco State Theater is Modesto's only surviving movie theater from the early 20th century and a designated city landmark.*
9. **DoubleTree Hotel**
   Important destination for meetings, conferences, and conventions.

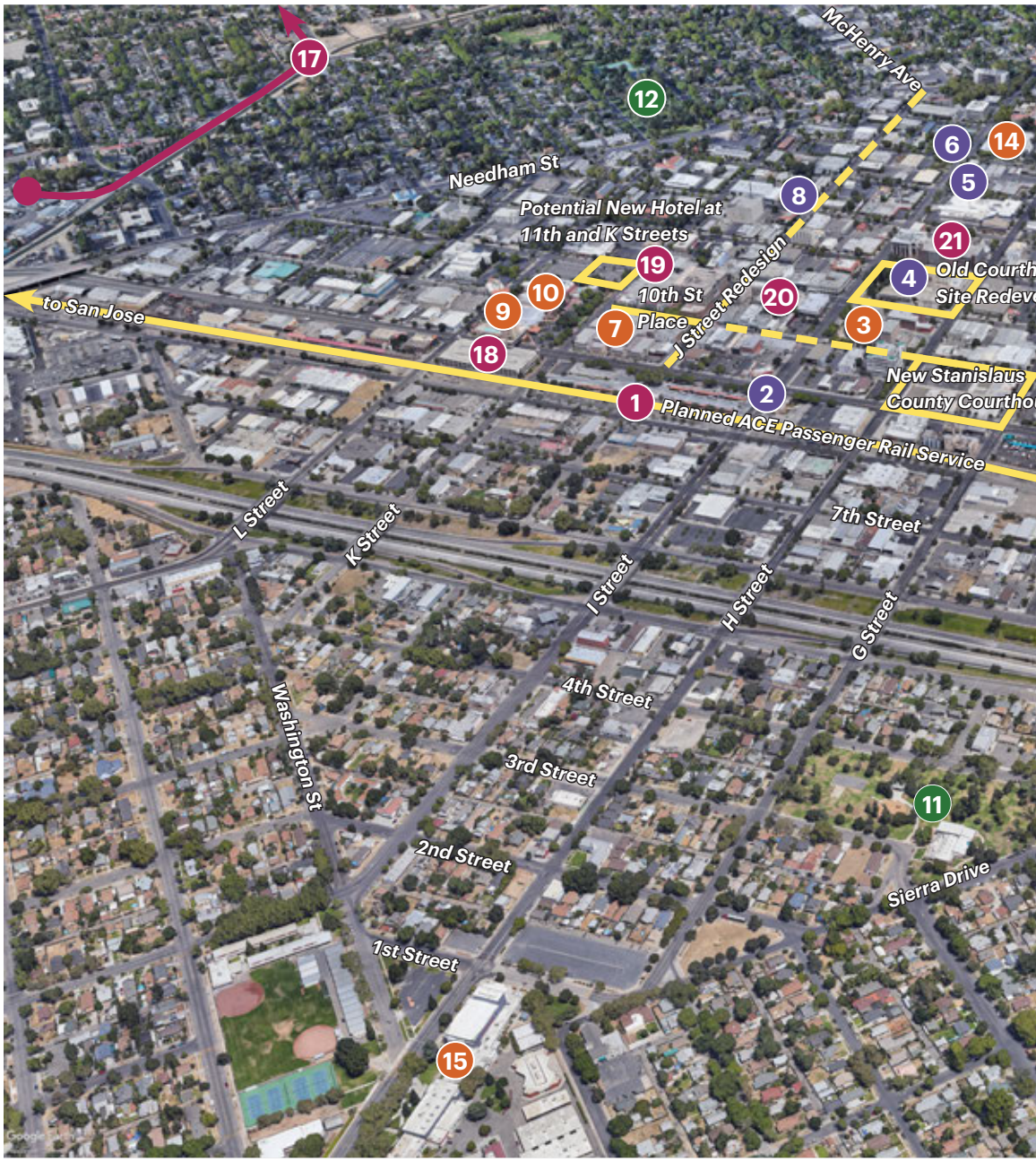


Figure 1.13 ***Plan Area existing conditions***

Community destinations
Mobility elements
Open spaces
Historic resources
Recent and pipeline projects

10 Modesto Centre Plaza
Major convention center with a wide variety of available spaces.

11 Cesar E. Chavez Park
Major recreation area for West Modesto featuring the Maddux Youth Center, which hosts a variety of activities.

12 Graceada Park
Large central park featuring the Mancini Bowl performing arts stage, a picnic pavilion, and tennis courts.

13 Beard Brook Park
Recreation area with a creek.

14 Stanislaus County Library
Modesto's main downtown public library.

15 Modesto High School
Modesto's oldest high school, started in 1883 and moved to its current location in 1918.

16 Modesto Farmers Market
Popular source for local products, open on Thursdays and Saturdays.

17 Virginia Corridor Trail
Cross-town bicycle trail along old railroad right-of-way.

18 Public Parking Structures
19
20
21
There are several City-owned parking garages in downtown Modesto—in addition to numerous private lots—that are often underutilized.

1.5 Built Environment and Existing Uses

The diagrams in this section illustrate downtown Modesto's current built environment, including analysis of existing physical form and uses.

Built Form

Downtown has a walkable environment, with a regular street grid and an average block size of 300 feet by 400 feet.

A figure-ground analysis of the existing built form shows larger, "block-form" buildings in the core of downtown near the Transit Station area, and smaller, "house-form" buildings on the edges of the study area. Downtown has a significant number of parking lots, and a cluster of larger industrial buildings at the south-east edge of Downtown.

Figure 1.14 ***Built form analysis***

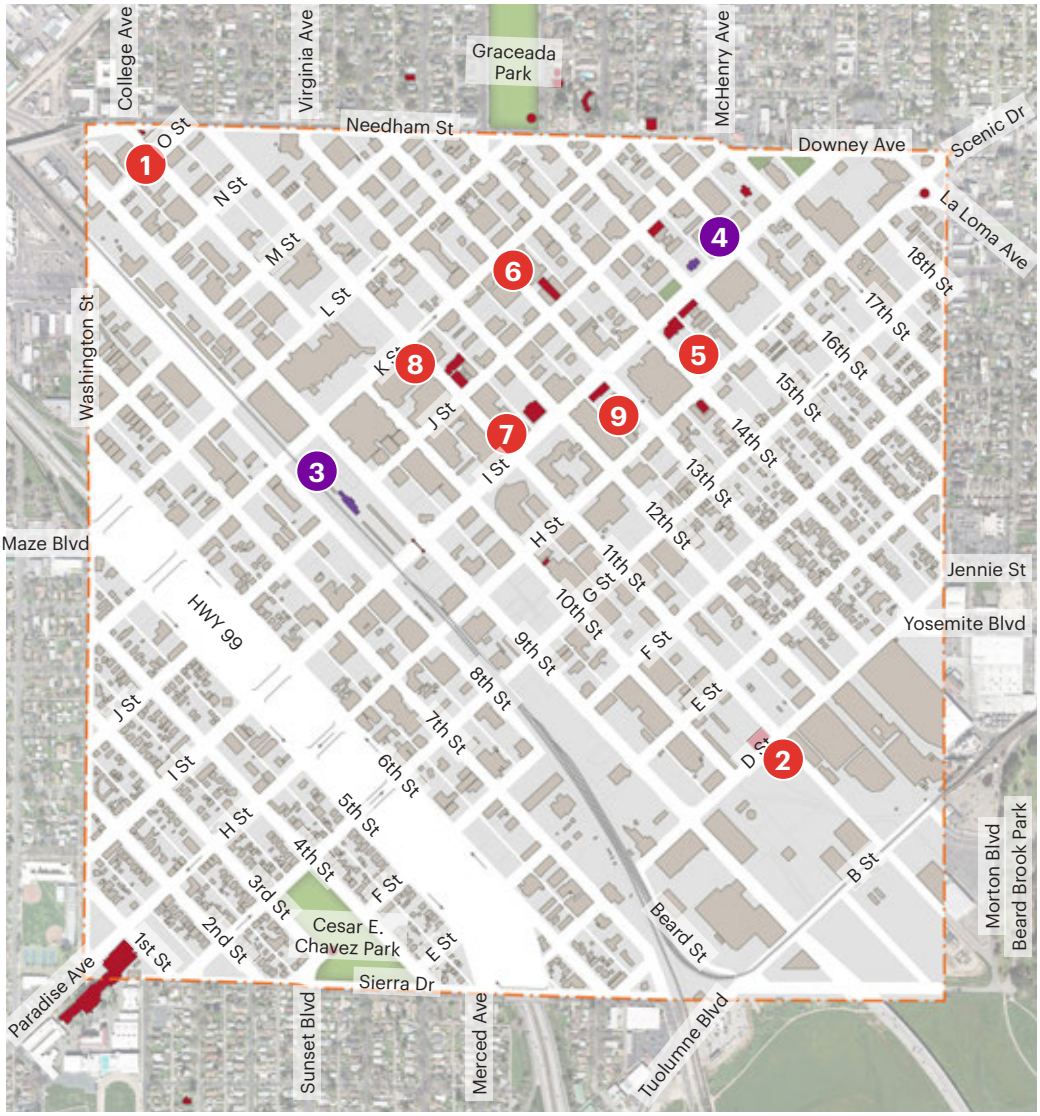


Figure 1.15 ***Historic resources***

- Landmarks registered with the National Register of Historic Places
- City of Modesto landmarks

Scale 1" = 1200'

N

0 *1200'* *2400'*

Historic Resources

In addition to structures listed on the National Register of Historic Places, such as the Southern Pacific station and the McHenry Mansion, the City of Modesto has designated many historic landmarks. Some prominent landmarks within downtown include:

1. Pump Station #9 at 10th and Needham
2. Gallo Founders Building at 11th and D Streets
3. Southern Pacific Station
4. McHenry Mansion
5. McHenry Museum
6. State Theater
7. Post Office Building
8. Pacific Telephone Building
9. Elks Lodge

Figure 1.16 ***Historic resources*** *include the Southern Pacific Station, listed on the National Register of Historic Places (left; image source: Andy Alfaro, The Modesto Bee), and the Elks Lodge building (far left), a designated city landmark.*

Public Realm and Frontages

Frontage refers to how the public face of a building addresses the adjacent street or public space. Building frontages play an important role in shaping the quality of the public realm and attracting pedestrians.

The highest-quality frontages provide an engaging experience to pedestrians, with frequent entrances, front porches, etc. The lowest-quality frontages consist of blank walls or buildings set too far back to engage the street. In the middle are frontages that present little in the way of pedestrian interest, but which have enough windows facing the street to contribute to safety.

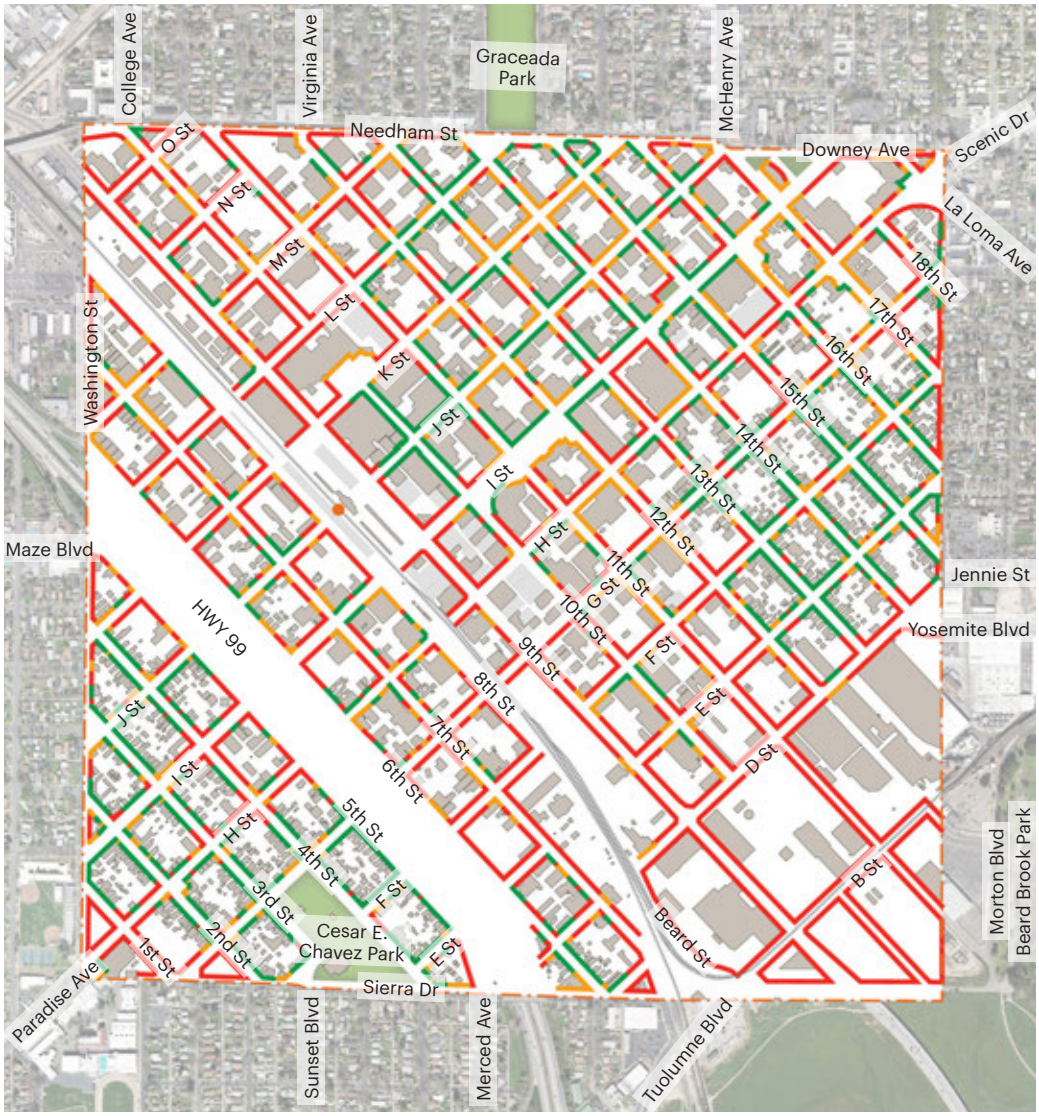


Figure 1.17 ***Frontage analysis***

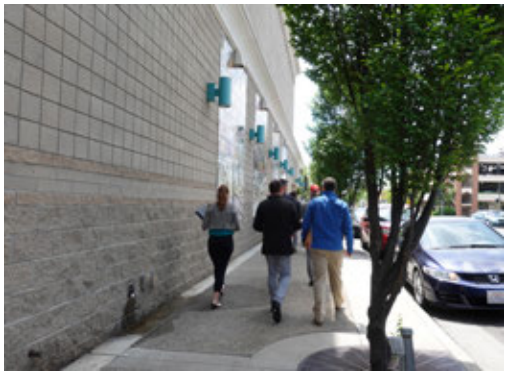


Figure 1.18 ***Frontage quality*** *in downtown Modesto ranges from expanses of unbroken wall (right) to active conditions that invite foot traffic (far right).*

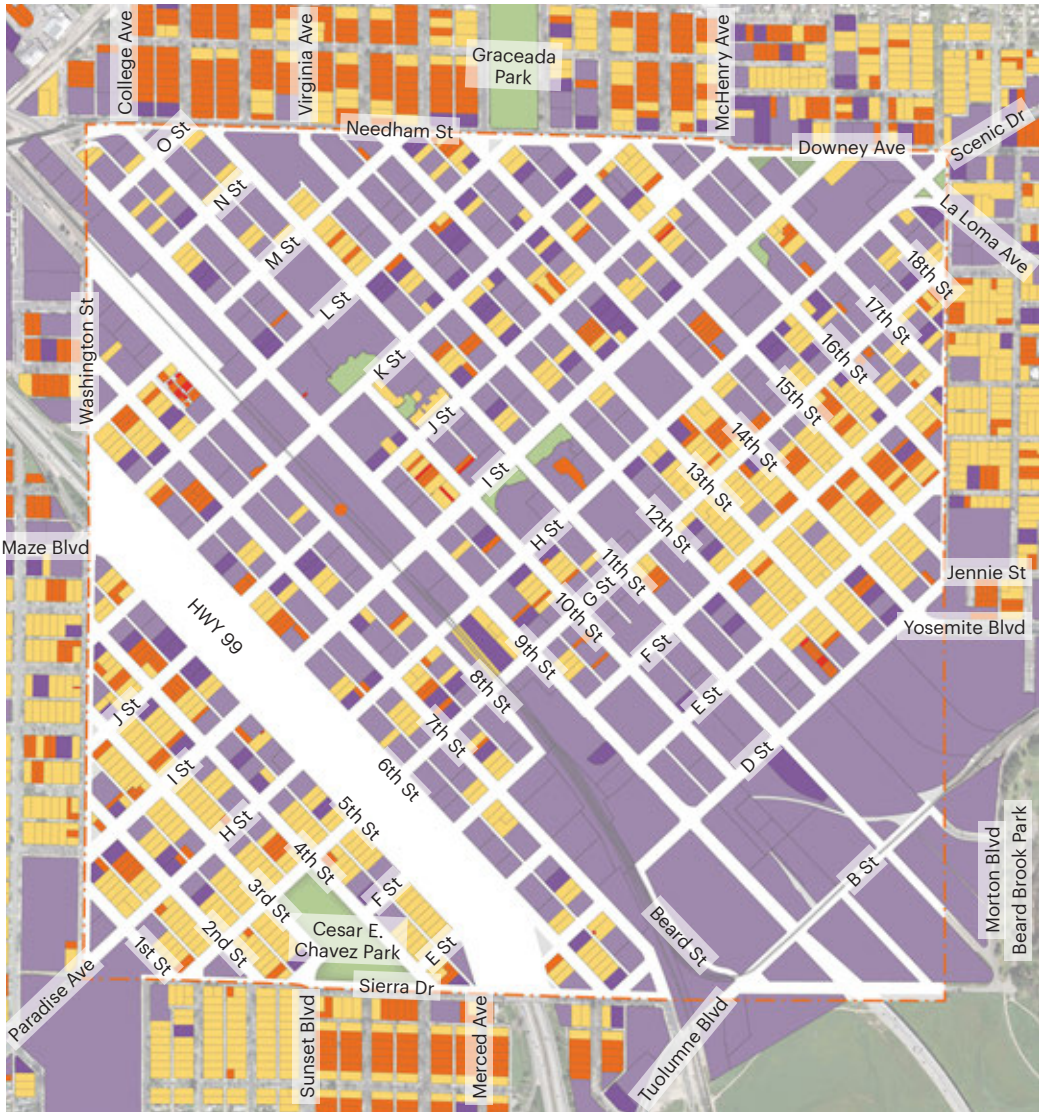


Figure 1.19 ***Lot width analysis***

Lot Characteristics

An effective strategy in assessing redevelopment opportunities in infill conditions is analyzing existing lot widths, which can determine the range of building types that could work on those lots.

The width of a lot is one factor determining which building types it can accommodate in the downtown form-based zones. In the historically residential areas to the east and south-west, 50-foot-wide lots are common. In historically industrial areas and where lots have been consolidated over time, lots measuring 100 feet or wider predominate.

Figure 1.20 ***Lot dimensions*** *range from small and regular (far left) to large and irregular (left), and these characteristics help to inform redevelopment strategies.*

Downtown Uses

Downtown has commercial and civic uses clustered at its core, around J and I, between 9th and 11th Streets. It also has many historic resources, as well as buildings of community value, such as religious and educational institutions.

Residential neighborhoods are towards the south-west and north-east edges of downtown, and larger parcels with industrial uses towards the south, near the Tuolumne River Regional Park. The TRRP is the major open space that downtown has access to. In addition, there are small parks and plazas within downtown. Larger parks such as Graceada and Cesar Chavez are located near or just outside the edges of downtown.

Downtown has a significant number of surface parking lots and vacant parcels, which can be opportunity sites for redevelopment.

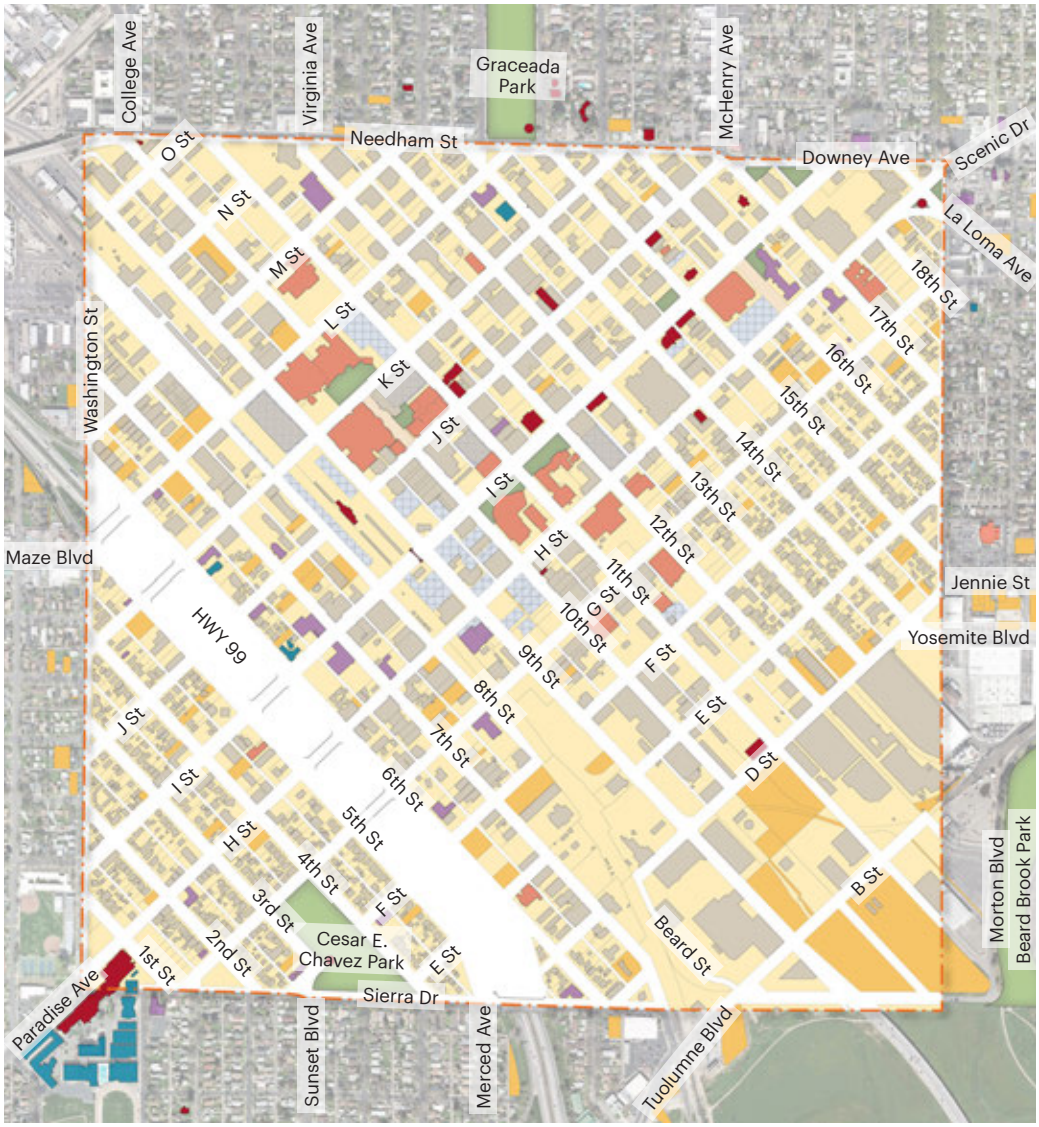
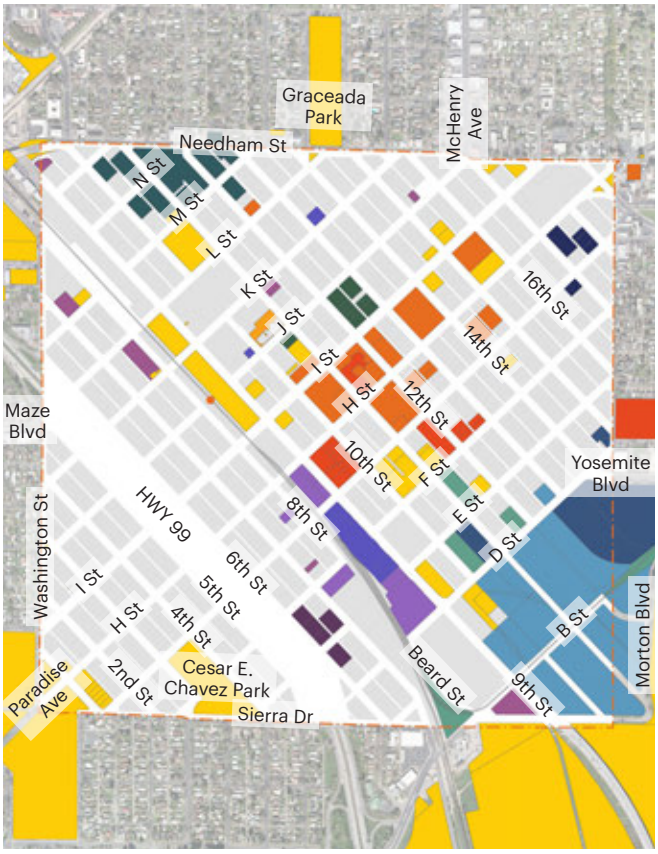


Figure 1.21 ***Existing uses***

Figure 1.22 ***Parks and open spaces near downtown*** *include Graceada Park (right) and the Tuolumne River Regional Park or TRRP (far right; image source: www.tuolumne.org). The TRRP includes a greenway along the riverfront, with an approved extension at the south end of downtown. The TRRP and Dry Creek Regional Park offer excellent recreational opportunities, at both local and regional scales.*

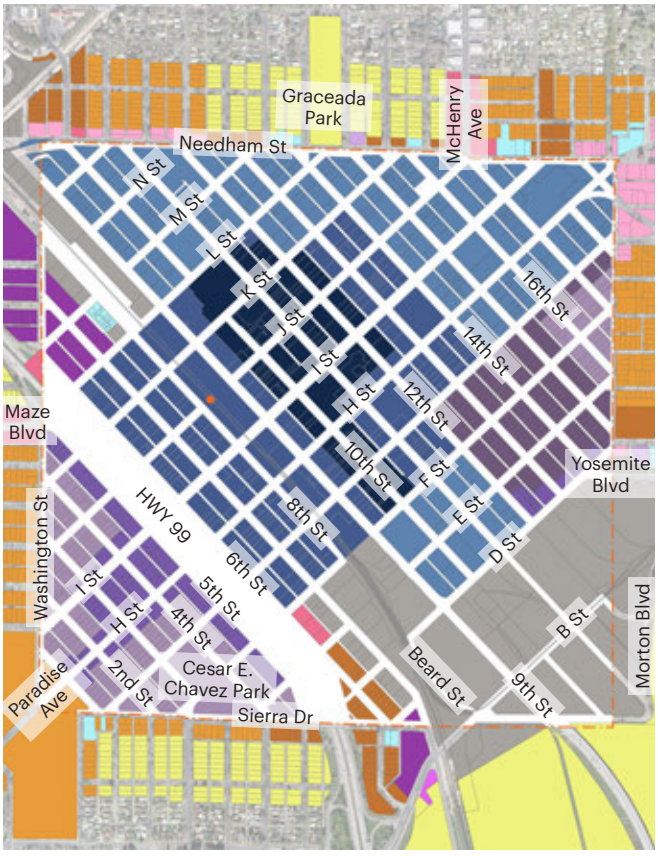


Ownership Pattern

Many properties in the center of downtown Modesto are owned by various levels of government (city, county, and/or state). Major public and privately-owned properties are shown in Figure 1.23.

Figure 1.23 ***Property ownership***

- State of California
- Stanislaus County
- City-county
- City of Modesto
- Basic Resources, Inc.
- Beard Land Improvement Company
- Crosspoint Community Church of Modesto
- D Street Partners
- E & J Gallo Winery
- EK Onkar, LLC
- G & K Enterprises, LLC
- J S West & Company
- Modesto Portuguese Pentecostal Association
- Varni Brothers LLC



Zoning

In 2015, the City of Modesto adopted a form-based zoning code for downtown. Whereas the previous zoning had largely prohibited residential development in the downtown core, the new zones encourage a diverse mix of uses. The new code also regulates the form of buildings, reintroducing building types and frontages that have historically contributed to walkable environments. The various form-based zones permit different building types and maximum heights according to context.

Figure 1.24 ***Existing zoning***

- Central Downtown (CD) zone
- Transition Downtown (TD) zone
- Urban General Downtown (UGD) zone
- Main Street Downtown (MSD) zone
- East Neighborhood Downtown (END) zone
- Traditional Neighborhood Downtown (TND) zone

Scale 1" = 1800'

N

0 *1800'* *3600'*

CHAPTER

2

Community Vision for Downtown

In this chapter

2.1 Community Outreach Process

Robust community engagement was an integral part of the Downtown Master Plan at all stages of its development.

Participatory Process

Community participation was critical to the Master Plan process. Its importance derives from the idea that a plan's legitimacy and longevity require community input and ownership. Not only do community members have a deep understanding of a place that adds value to the design process, but they also have an intimate stake in the future of the plan since the document will directly impact them over its lifetime.

The consultant team sought this feedback throughout the process through a wide range of events including focus group meetings, a Public Workshop, and a multi-day Community Design Charrette. The events were well-attended by local stakeholders, and the feedback they provided played a critical role in shaping the Plan's vision and goals.

Project Initiation and Outreach Strategy

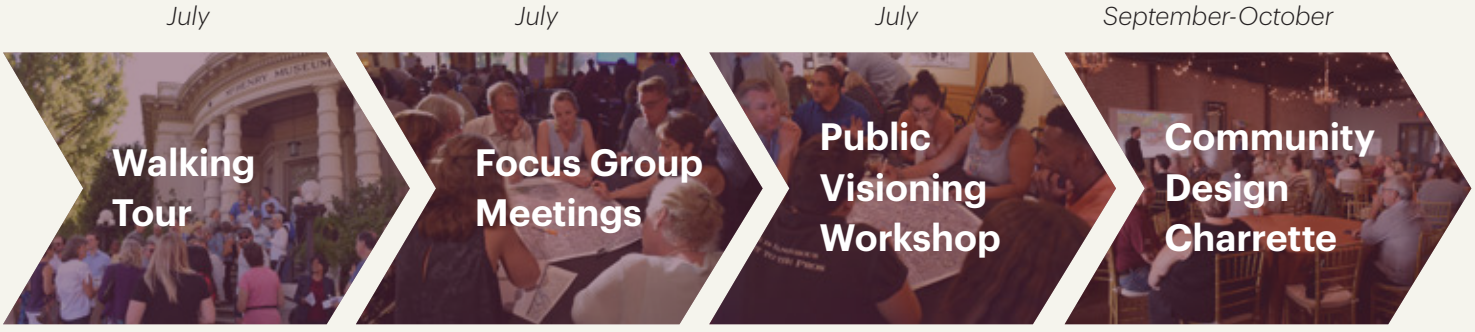
The consultant team worked with City staff to develop an outreach strategy that included a wide range of stakeholders and community groups. Outreach events were publicized ahead of time, and a dedicated project webpage was set up on the City's website.

Public Visioning Workshop

Walking Tour

The Downtown walking tour was led by City staff and the consultant team on the morning of July 22, 2019. The tour was well-attended, and participants included members of the Modesto community and City Council. The route covered opportunity sites within the project area, as well as important downtown destinations and recently completed projects. The

Timeline of Public Engagement, 2019



70+
Participants in the Walking Tour

100+
Participants in the Public Visioning Workshop

20+
Hours of public input during the Design Charrette

Figure 2.1 ***Downtown walking tour at the July workshop***
(Above left) The consultant team and staff led a walking tour during the kickoff trip that began at the McHenry Museum.

Figure 2.2 ***Table map exercise at the July workshop***
(Below) Community members write and draw ideas on table maps.

group stopped at key points along the route to share ideas and observations.

Focus Group Meetings
The consultant team and City staff convened a series of focus group meetings with small groups of local stakeholders, such as downtown property owners, local residents and other interest group representatives. Stakeholders gave their insights on what was working well in downtown, and what needed improvement. The meeting minutes were transcribed and made available on the project website.

Evening Workshop
Community members participated in a public workshop to share their vision for downtown. The event was held at the McHenry Museum and had over one hundred participants. After a brief presentation by the consultant team, participants worked in small groups to sketch and write their ideas for downtown's future on large table maps. The small groups then took turns reporting out to the rest of the room before concluding with a brief discussion and look ahead to the Design Charrette.

> "Think a generation ahead."
>
> **Community Member**
> *Public Visioning Workshop*

Envisioning the Future at the Community Design Charrette

The five-day community Design Charrette engaged stakeholder groups, City staff, and the broader community to solicit feedback. The workshop was a multi-day exercise of designing in public. Each design iteration received immediate public feedback, enabling the design team to incorporate public input in each phase of the design process. The public provided guidance through discussions after formal and informal presentations, visiting the consultant team during open studio hours, and recording ideas and opinions on the many posters, drawings, and other graphics lining the studio walls.

Opening Presentation

The Charrette opened with a presentation followed by two visioning exercises. First, participants were asked to provide one word each to describe downtown Modesto today and in 2040. Second, a prioritization exercise built off of the visioning exercise from the July Public Visioning Workshop. The consultant team presented a list of design ideas heard from the community at the July workshop, categorized by subject matter:

- Streets and connectivity;
- Parks and public spaces;
- New uses and activities; and
- Community identity.

Participants then had the opportunity to add to these lists of priorities before voting their top seven priorities through a dot exercise. The results, shown in Figure 2.7, helped to set the design direction for the consultant team for the Charrette.

Brown-Bag Presentations

Members of the consultant team offered lunchtime "brown bag" presentations on various topics of interest to the Downtown Master Plan, which were opportunities to both share information with the public and

Figure 2.3 ***Closing Presentation***
(Right) Jaylen French of the City of Modesto introduces the community vision for downtown.

Figure 2.4 ***Brown-bag presentation***
(Lower left) Aaron Nousaine of BAE Urban Economics answers questions during a brown-bag presentation on downtown economics.

Figure 2.5 ***Midpoint Pinup***
(Lower right) Stefan Pellegrini of Opticos Design responds to community feedback during the Midpoint Pinup.

solicit feedback on specific topics such as economics and parking.

Midpoint Pinup
The design team hosted an informal public pinup to discuss the design progress mid-week. The design team presented preliminary and in-progress design ideas and attendees provided feedback. This review loop gave direction for the next iteration of the designs.

Open Studio
The public were invited to informally visit the design studio throughout the Charrette to talk with the consultant team, and check in on design progress.

Closing Presentation
The Charrette concluded with a presentation of the designs developed over the course of the charrette. The team presented urban design, transportation, parking, and economic development opportunities illustrated with graphics, and hosted a group discussion to hear feedback and answer questions.

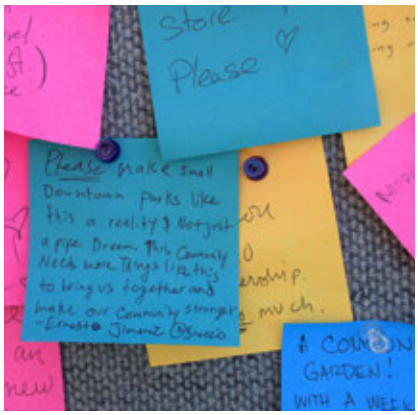


Figure 2.6 ***Public parklet at the Design Charrette***
(Left) A parklet was set up near the charrette studio for the duration of the charrette week. Set up by the DoMo Partnership and the City to celebrate 'PARK(ing) Day', the parklet helped to create awareness about the Design Charrette and attracted many downtown visitors. The parklet also invited community input about the future of downtown through sticky note comments. Temporary, low-cost strategies such as this are effective in building community support for design ideas.

Community Priorities: What We Heard

Figure 2.7 ***Design Charrette prioritization exercise***
The prioritization exercise at the Design Charrette Opening Presentation attracted many participants and led to active discussion of the many design ideas presented (above). After the votes were counted, the top three priorities in each category (right) were used to direct the consultant team's design efforts.

Streets + connectivity

1. Bike-priority streets connecting Virginia Corridor, Junior College to west, TRRP	26% of votes
2. J Street as a pedestrian-priority street	22% of votes
3. Improved connectivity across Hwy 99 and train tracks between west Modesto and downtown	15% of votes

Parks + public spaces

1. More trees, urban greenery, shade throughout downtown	57% of votes
2. Develop the Tuolumne riverfront	30% of votes
3. New public spaces and activities for kids, elderly, families	17% of votes
4. Alley improvements	17% of votes

New uses + activities

1. New housing at all levels of affordability	37% of votes
2. New museums, family activities	14% of votes
3. Spaces for small retail, incubator spaces	13% of votes

Community identity

1. Public art to celebrate local culture, history	48% of votes
2. Improve lighting, wayfinding for safety	20% of votes
3. Downtown 'branding', marketing for identity and events	19% of votes

Figure 2.8 ***Community 2040 vision for downtown***
At the Opening Presentation of the Design Charrette, participants were asked to use one word each to describe downtown Modesto today, and in 2040. This word cloud represents the words used to describe the future vision for downtown.

"Downtown housing would be a positive addition to improve safety and promote pedestrian traffic."

Community Member
Public Visioning Workshop

"West Modesto residents have limited access to various grocery stores. Utilize the space between the freeway and railway as commerce so it's within walking distance to go to a different grocery store."

Community Member
Public Visioning Workshop

"Support those already living in downtown by recommending policy that protects them from getting pushed out. Existing empty housing should encourage a mix of residents."

Community Member
Public Visioning Workshop

"We are a tree city. Every street should have lots of shade canopy."

Community Member
Public Visioning Workshop

"Include housing downtown for young families and seniors."

Community Member
Public Visioning Workshop

2.2 Issues and Opportunities

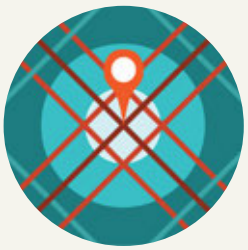
As a result of the extensive community outreach and the analysis of existing conditions and market demand, the following issues and opportunities were identified.

Issues

Four key issues reflect existing conditions that need to be improved in order for downtown to grow in a manner aligned with the community's vision.

Opportunities

Downtown Modesto has many attributes that provide a solid foundation to develop an authentic, memorable place that would attract locals as well as regional visitors. Several pipeline projects as well as regional socio-economic conditions offer significant development opportunities as well. This section identifies three key opportunities that can help shape the future of downtown.



Issue 1

Competition with other regional centers

Downtown Modesto is a major employment destination, but is not yet an established regional destination of choice for housing and entertainment. Similarly, it lacks a clear identity as the center of Modesto, in spite of its many cultural, civic, and entertainment assets.

Issue 3

Inadequate multimodal access and connectivity

Downtown Modesto can be described as car-centric, and is perceived by many pedestrians and bicyclists as unwelcoming or unsafe. The city's multimodal framework does not connect to and through downtown.

Issue

2

Insufficient housing opportunities

Downtown has a very small proportion of the city's housing stock, and of this, there is inadequate variety to accommodate a diverse population that can lead to a successful mixed-use downtown.

Issue

4

Inconsistent quality of public realm and lack of public space

For a downtown to be considered walkable, it needs to have well-designed streets, parks and public spaces. Downtown currently does not have a public realm that is consistent, and would attract pedestrians.

Opportunity

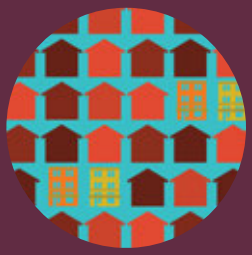
1

Strong regional economic growth and real estate market trends support a mixed-use, resilient downtown economy.

Opportunity

2

The ACE Valley Rail extension to downtown Modesto offers an important opportunity to create a downtown gateway and mixed-use node.



Opportunity

3

A regional housing shortage, coupled with shifting market preferences towards urban living, provide an opportunity to increase housing in downtown at all levels of affordability.

2.3 Design Principles

The three Design Principles developed for downtown Modesto reflect the community's vision and are intended to generate a memorable, pedestrian-oriented, multimodal, and mixed-use downtown with an identity that is uniquely Modesto.

Design Principles

The Design Principles recognize existing conditions and address key issues and development opportunities identified in Chapter One: Project Background. They have emerged as a direct result of robust community engagement at every step of the Master Plan process.

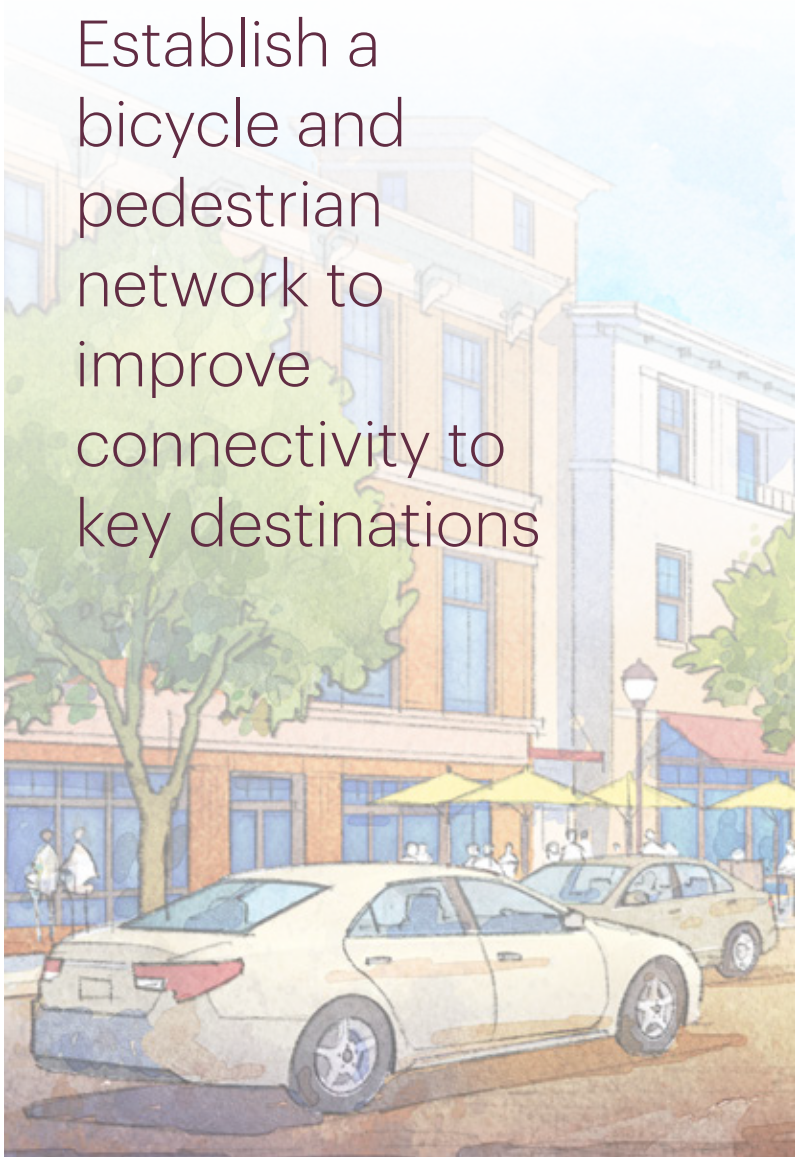
Expected Outcomes and Recommended Projects

In the following pages, each design principle is described, including a section each on "Expected Outcomes" and "Recommended Projects". The intent behind this is to provide a physical framework to help translate the stated vision into the desired built outcome.

Principle

1

Establish a bicycle and pedestrian network to improve connectivity to key destinations



Principle

2

Create a new downtown gateway and mixed-use node at the Transit Center at 9th and J Streets

Principle

3

Focus public investment in strategic infill projects to generate an active, mixed-use downtown

Principle

1 Establish a bicycle and pedestrian network to improve connectivity to key destinations

A comprehensive bicycle and pedestrian network that provides safe, convenient access to key destinations within downtown and adjacent neighborhoods will attract both residents and visitors.

Intrinsic to enhancing downtown's vitality and economy is increasing the number and diversity of its patrons. With limited space in existing rights-of-way, this can be done most efficiently by prioritizing pedestrians and cyclists, that occupy much less space than cars, and do not cause parking and congestion impacts.

One of the key issues identified during the plan process is inadequate connectivity through downtown, particularly for pedestrians and bicyclists. Existing bicycle routes terminate at the edges of downtown, and do not connect through it. Several streets, including 9th and I Streets are perceived as uncomfortable and unsafe for non-motorized modes.

Increased multimodal connectivity will provide better access to many residents, within and adjacent to downtown. These potential users are more likely to walk or use a bicycle if it is safe and comfortable to do so. Accommodating a wider range of transportation options (personal vehicle, transit, walking, cycling) can be an effective strategy to boost activity and strengthen downtown's economy.

Figure 2.9 ***Public realm to encourage walking and cycling***
Protected bikeways and wide, well-designed sidewalks can greatly increase the number of visitors to downtown, in particular from downtown-adjacent residential neighborhoods.

This example of a two-way separated bikeway could be a good solution for 9th Street.

Expected Outcomes

- An increase in the number of people walking and bicycling to downtown from adjacent neighborhoods.
- Reduction in severe and fatal injuries near crossings and along major corridors by slowing vehicular traffic.
- Improved pedestrian experience through the provision of wider sidewalks, landscaping, and areas to rest and recreate.
- Gaps closed to major existing bikeways and a bicycle network implemented within downtown that is suitable for all ages and abilities.
- "Park once and walk" principles promoted by establishing a pedestrian wayfinding system that is easy to understand, with well-lit walking routes to off-street lots and garages.
- Enhanced transit accessibility for pedestrians by visually connecting the J Street corridor to the Transit Center.

Recommended Projects

- J Street pedestrian enhancements and Shared Street near the Transit Center.
- 9th Street separated bikeway to the Transit Center.
- 10th Street pedestrian corridor enhancements to the waterfront.
- 12th Street bikeway to the Virginia Corridor trail.
- Cross-downtown bikeways on H and K Street to south-west Modesto.
- I Street civic corridor and green space.
- Rail-with-trail project through downtown to connect off-street opportunities.

Figure 2.10 ***Active streets*** *with protected bicycle facilities (above); wide sidewalks, street trees, and outdoor dining (below).*

Principle

2

Create a new downtown gateway and mixed-use node at the Transit Center at 9th and J Streets

The extension of the Altamont Commuter Express (ACE) Valley Rail to downtown Modesto offers a unique opportunity to create a multimodal Transit Center, with a mix of residential and commercial uses, supported by new public space and amenities.

Modesto is experiencing a once-in-a-generation opportunity in the form of the ACE Valley Rail extension to downtown by 2023, with the future potential of being linked to the state-wide High Speed Rail network via Merced. This investment will further enhance Modesto's prime location within the North San Joaquin Valley, with shorter commutes and improved mobility choices to regional destinations.

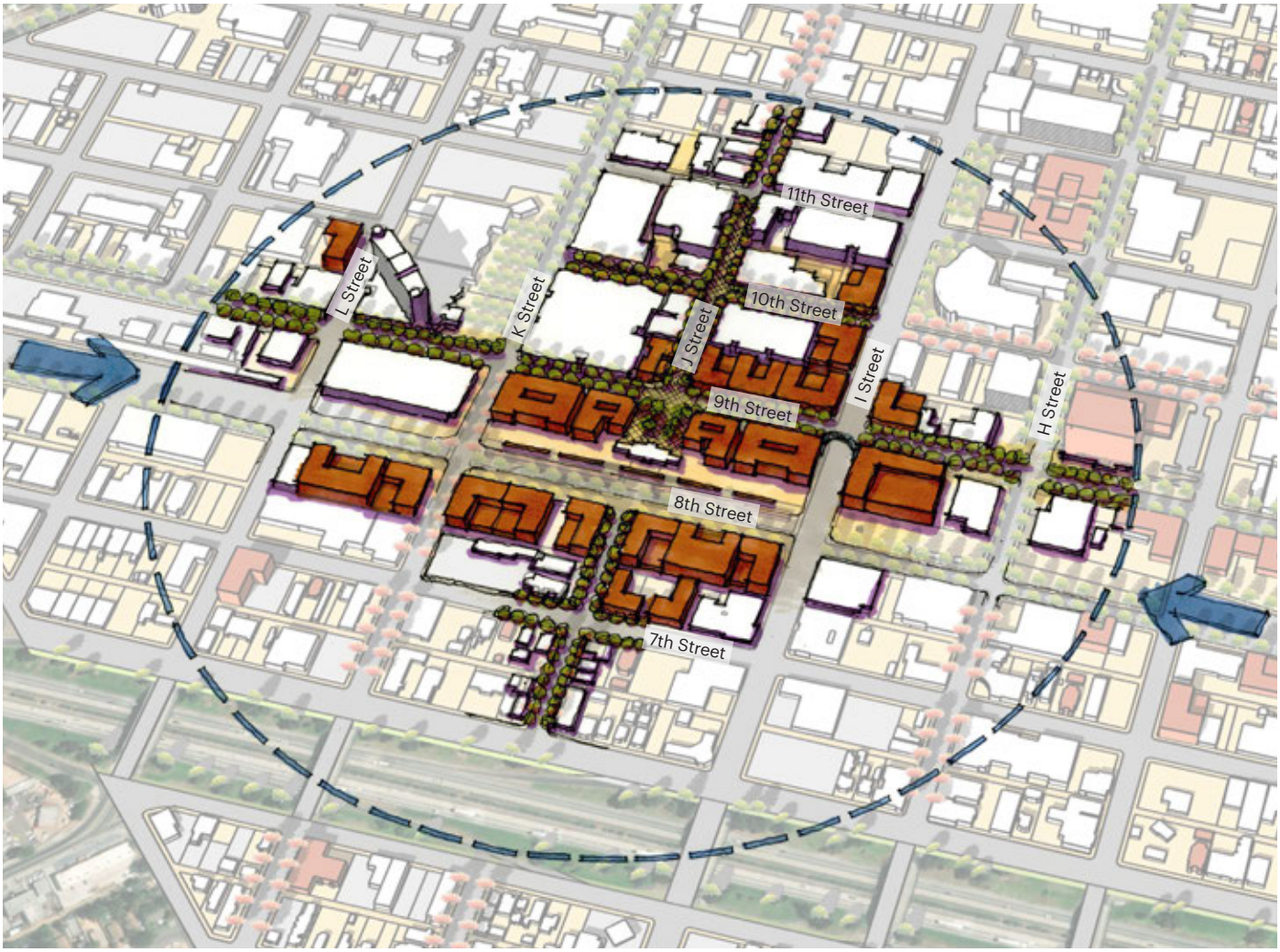
Downtown Modesto can greatly benefit from this project, and the location of the train station at 9th and J Streets is an opportunity to create a new gateway to attract visitors to downtown's businesses and activities. In keeping with market trends, downtown Modesto is in a position to both support, and also benefit from new mixed-use development at this node, that would be walkable, transit-served, and within easy reach of many community attractions, employment and recreation opportunities.

Future development should strive to balance residential and commercial uses, to create an active, "24-hour" downtown node that has a memorable identity. The mix of new and existing uses, and the design of the built form, streets and public spaces, will be critical to maintaining long-term vitality.

New investment in the node can be leveraged to support public realm improvements, support new downtown uses and activities; and provide new housing at a range of affordability levels for current and future downtown residents.

> "Station areas are unique places where intercity passenger rail can connect seamlessly with intermodal transit. Infill development around the station can boost economic growth and community vitality."
>
> **Joseph Szabo**
> *Federal Railroad Administration*

Figure 2.11 ***Orenco Station, Oregon*** *is a reputed example of a walkable, mixed-use town center at a light rail station. Image source: Crandall Arambula.*



Expected Outcomes

- A Transit Center established at 9th and J Streets integrating light rail, bus, and other modes, to provide seamless multimodal connectivity and convenient access to transit.
- Mixed-use development at the train station and in surrounding blocks provide new housing and employment opportunities in the heart of downtown.
- Improved pedestrian and bicycle access across the train tracks helps to integrate west Modesto as part of downtown.
- Significant public realm improvements on 9th and J Streets create an inviting downtown gateway and a new public space for community events.

Recommended Projects

- Restructuring of existing Transit Center functions and circulation to accommodate passenger rail.
- New TOD mixed-use development on the train station site, along 9th Street; and infill projects in surrounding blocks including parking facilities if needed.
- J Street improvements as a pedestrian-priority street linking to the Transit Plaza, creating a safer 9th Street crossing.
- Improvements to 8th and 9th Streets to accommodate multimodal facilities.

Figure 2.12 ***Union Station, Denver*** *is an example of successful downtown revitalization spurred by transit improvements.*

Principle

3 Focus public investment in strategic infill projects to generate an active, mixed-use downtown

Figure 2.13 ***Walkable, mixed-use downtowns*** *are an established trend, with a focus on pedestrian-scaled streets and active ground floor uses.*

Initiate catalyst projects in key locations to spur redevelopment and foster a "24-hour downtown" with distinct neighborhoods.

Modesto is emerging as an important economic center within the Northern San Joaquin Valley (NSJV) region, with its central location providing easy access to all North California markets. It has many of the region's largest employers, and offers a high quality of life and greater affordability than many areas nearby. Modesto has a prominent position in the agriculture and food and beverage sectors; and is attracting interest from the business, healthcare and education sectors.

These current market forces, along with state-led development incentives and funding opportunities, create a range of development opportunities for downtown Modesto. Downtown has benefited greatly from a series of City-led and privately-led projects and improvements over the past decade. To carry that momentum forward, it will be important to establish development priorities and make strategic investments at key locations.

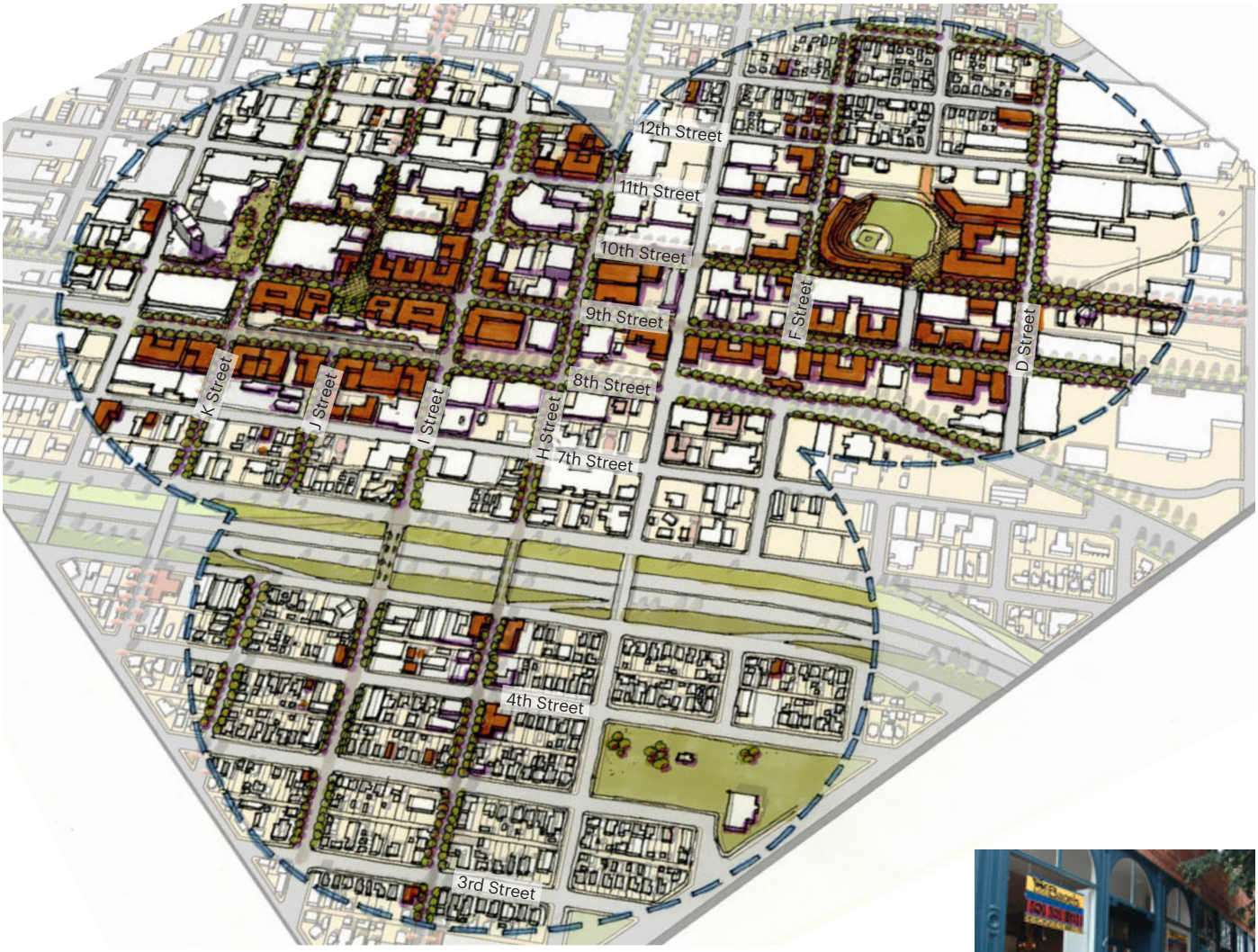
The intent is to spark redevelopment at all scales and in different parts of downtown through catalyst projects; along with the implementation of bigger, higher-visibility pipeline projects such as the Transit Center, new Courthouse, a potential new downtown hotel, etc. Through a combination of such landmark projects as well as smaller, incremental infill projects, downtown will be able to sustain its growth, and successful transformation to an active, safe, "24-hour" downtown with a balanced mix of uses.

Key to this envisioned transformation to a mixed-use downtown is improving housing access and affordability, and providing community amenities to meet daily needs such as parks, convenience stores, etc. Many parcels in downtown have the potential to be redeveloped as mixed-use residential projects.

Public realm improvements as part of a downtown "placemaking and wayfinding" strategy, will incentivize private investment and the redevelopment of underutilized sites. Within downtown, different streets and areas have unique characteristics. This "district character" should be reinforced, to create unique, authentic places that have a sense of history and place.

Expected Outcomes

- Downtown Modesto has a strong identity and an authentic sense of place, with distinct neighborhoods that each have a unique character and role within downtown.
- Downtown has a balanced mix of housing, employment, civic and recreation uses; and an increased number of people living in downtown.



- Downtown is a destination of choice for employment, entertainment and recreation, for Modesto and the North San Joaquin Valley region.
- Downtown is a community destination for Modesto, with active, well-used streets and public spaces, a variety of shopping and dining options, and community events and activities.

Recommended Projects

- Completion of pipeline projects such as the Transit Center, new Courthouse, downtown hotel, etc.
- Redevelopment of old Courthouse block at 11th and I Streets.
- Redevelopment of opportunity sites along the 10th Street corridor from J to D Streets, creating a mixed-use node on 10th Street in the general vicinity of E and F Streets.
- Development of mixed-use nodes within residential neighborhoods in west and east Modesto.
- Incentivize small-scale infill housing throughout downtown on underutilized parcels. This could, in turn, help improve market conditions for larger, more intense housing projects in the future.
- Establish a downtown-wide multimodal network to improve pedestrian and bicycle access, safety and connectivity to all downtown destinations.

Figure 2.14 ***Local institutions and events give identity*** *to a downtown, attracting residents and visitors alike.*

CHAPTER

3

Downtown Vision:

Urban Design and Opportunity Sites

In this chapter

3.1 Urban Design Framework and Development Approach

A strategy of focused improvements at key opportunity sites, along with incentives for incremental growth and redevelopment will create a downtown that reflects community aspirations and has a unique identity.

Overall Vision for Downtown

The vision for downtown Modesto is of a vibrant destination with a rich mix of uses. It will have a distinct identity, shaped by its buildings and open spaces, and a sense of place reinforced by an inviting and inclusive public realm.

The built environment will establish a clear hierarchy of spaces within downtown, with the intensity of development reflecting the uses and intended character in different parts of downtown.

Through key City-led development projects and public realm improvements in strategic locations, and by creating a setting that invites economic investment and new development opportunities, downtown will provide more housing and employment to enhance livability.

Design Process

During the multi-day Community Design Charrette, the consultant team worked with City staff to identify potential infill and/ or redevelopment sites throughout downtown. Important criteria in selecting these opportunity sites were their location, size, ownership status, infill potential as well as planned improvements or approved projects.

From this larger group of potential sites, a smaller subset of opportunity sites were selected to demonstrate major multimodal, public realm and urban design improvements being recommended as part of the overall downtown design framework. Parcels within the opportunity sites were then analyzed and tested with appropriate building types to create an illustrative plan of what the future development could look like, shown in Figure 3.1. Streetscape and public realm improvements for these sites were developed to demonstrate ideas and reflect their role within the downtown multimodal framework and street prioritization strategy.

After the design concepts were vetted with community and City staff input at the charrette and further refined, the required infrastructure improvements were estimated in order to implement the design vision. The four opportunity sites have been discussed in Sections 3.5 through 3.9.

Development Program

The development program shown in Table 3A is based on the yield from the infill testing of vacant and underutilized sites (opportunity sites) identified at the Design Charrette. These sites were tested with a range of building types currently allowed in the Downtown Form-Based Code. From this analysis, it is estimated that downtown Modesto can accommodate 1,550 new residential units, and 780,000 square feet new non-residential uses.

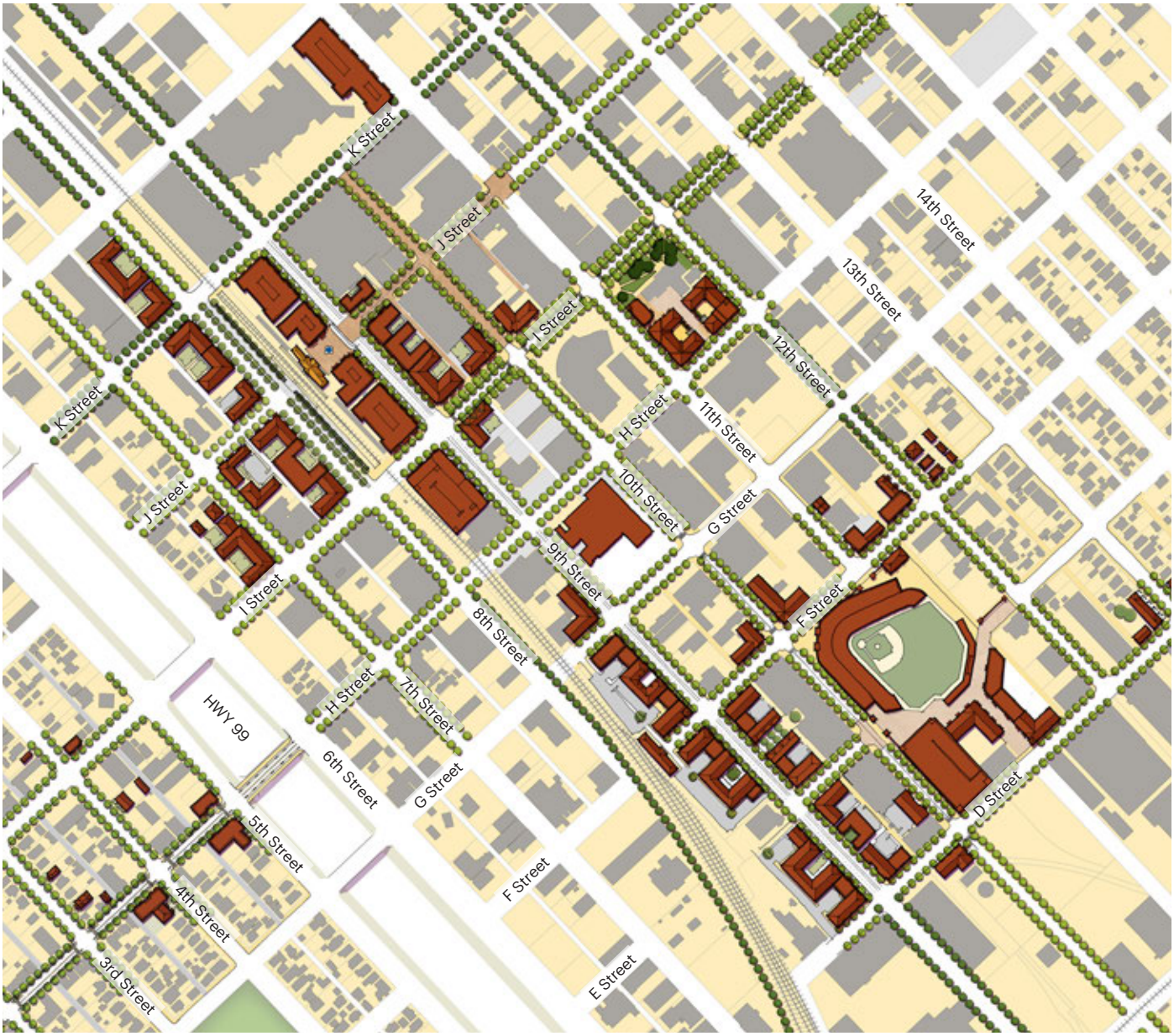


Figure 3.1 ***Illustrative Plan***
An illustrative plan of one possible build-out scenario for the future downtown showing key design moves and incremental infill development.

Legend

- Existing buildings
- Proposed buildings

Scale 1" = 600'

N

0 *600'* *1200'*

Table 3A. Recommended Development Program

Development Type	Total New Development by 2040
Residential	1,550 units
Non-Residential	780,000 sf

3.2 Incremental Infill and Phased Transformation

Along with strategic catalyst projects to mobilize downtown revitalization, the City can enable sustained economic growth through strategies to encourage incremental infill.

Incremental Infill and Community Character

Incremental infill is an effective strategy to sustain growth without compromising community character. It will allow downtown to evolve without a drastic change in its built character. It is also practical, given that much of the envisioned development will happen over a 20-year time frame, and on land that is privately owned. Also, the development and absorption of small projects will help to prove the market and demonstrate feasibility for larger-scale development.

Phased Transformation

The City should consider working with local property owners to implement short-term, low-cost transformations (refer Figure 3.3) for sites such as vacant storefronts, underutilized surface parking lots, etc. that may not redevelop in the near future.

Figure 3.2 ***Protect community character***
Local institutions, historic resources and community events create a sense of place, add historic context, and contribute to community character. Downtown Modesto has many such assets that should be protected and enhanced while promoting new development.

Modesto Arch


Hall of Records building

McHenry Museum

Gallo Center

Farmer's market

Short-Term and Long-Term Transformations

Figure 3.3 *Phased transformation and tactical urbanism for short-term activation*
Not all transformation needs to happen at the same time or at a large scale to have a big impact. In the near term, small, feasible improvements can provide enough change to transform a dilapidated building, street, or business into a lively, attractive hub. These small-scale transformations can be used as pilot projects to catalyze larger-scale transformation.

Building Facades
Improving the building facade can greatly transform the pedestrian experience, such as opening up boarded windows, better signage, adding awnings and shade structures; adding a mural to a blank wall, etc.


Before


After facade improvements


Murals to improve blank facades

Building Frontages
Improvements to the frontage (where the building meets the sidewalk) such as outdoor dining, benches, planters, paving, etc. can reclaim unused space and improve the public realm.


Before


After public realm improvements


Reclaimed space

Pedestrian Alleys
Existing alleys can be made into attractive "paseos" with better lighting, wayfinding signage, and murals, to attract more pedestrian activity and improve safety.


Before


After alley improvements


A "green alley"

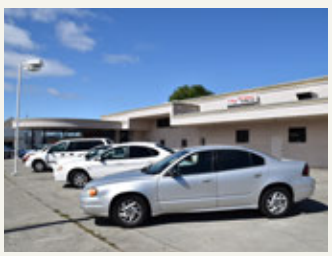
Streets and Public Space
Wider sidewalks, medians, and parklets in areas with high foot traffic provide a more comfortable, enjoyable, and safe pedestrian experience.


Before


After streetscape improvements


Curb bulb-outs and ADA ramps

Near-Term and Long-Term
Transformations can be a strategy to reclaim space and encourage use of underutilized spaces such as surface parking lots; with incremental improvements over the years.


Before


Near-term transformation


Long-term transformation

3.3 A Form-Based Approach with Building Types

A variety of physically appropriate building types is the basis of a form-based approach to determining downtown's future built character.

Designing with Building Types

Rather than rely on traditional metrics such as Floor Area Ratio (FAR) and density requirements, the Master Plan uses a form-based approach in which building types are used to determine what future development could be. This strategy of designing using building types is a direct response to downtown's existing physical and regulatory conditions and establishes a visual hierarchy of form and scale. It provides both flexibility in how a site can be redeveloped (since several different building types could work on the same lot), while providing a clear picture of a built outcome to developers, owners, and neighbors.

Buildings can be categorized according to their physical form. Front yard houses, duplexes, row houses, and commercial block buildings are all examples of different building types. While certain uses or functions may be typical of certain building types, uses are not a primary determinant of building type. For example, a front yard house building might be used as a single-family home, or it might be used as a café, but in both cases its building type remains a front yard house.

Analysis of site conditions, such as lot width and depth, determine which building types can work best on particular sites. These required site conditions for each building type, overlaid on the actual parcels in the project area reveal the realistic range of development possibilities for downtown.

The existing form-based code for downtown Modesto accounts for some of these site requirements by regulating building types according to parcel width for some zones. Building types used in infill lot testing are those allowed by the Downtown Form-Based Code.

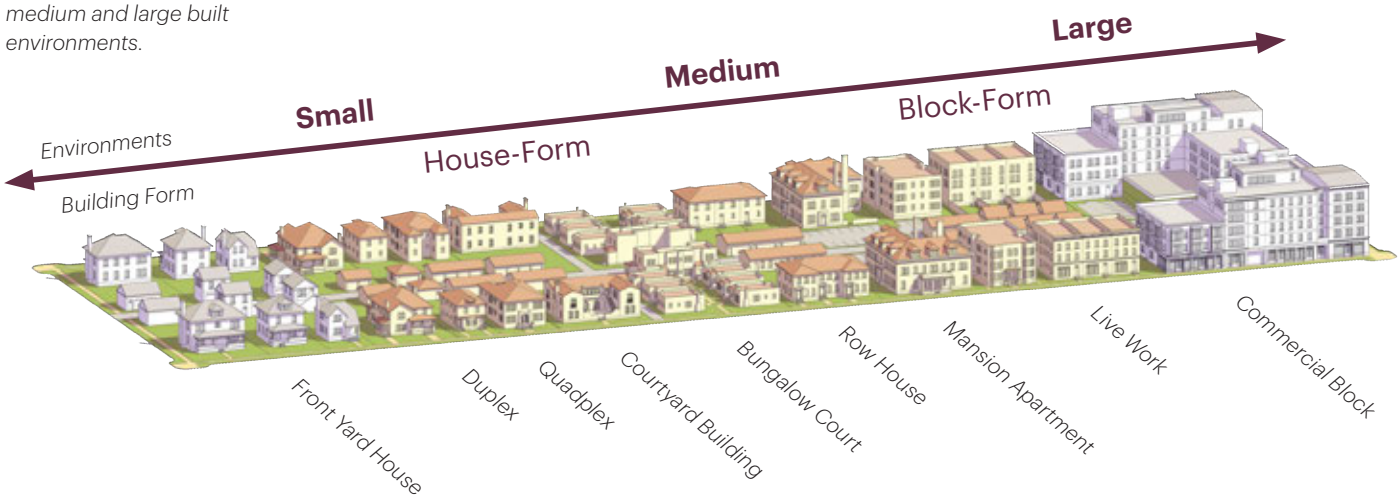


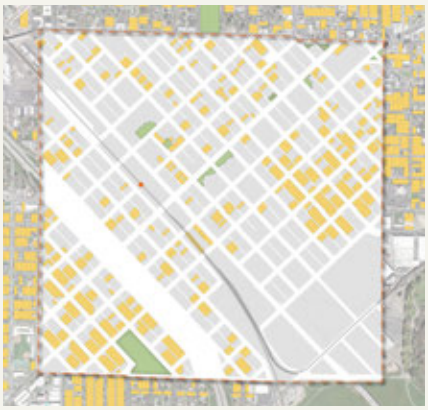
Figure 3.4 ***Building types***
House-form and block-form building types create small, medium and large built environments.

Lot Analysis and Testing with Building Types

Figure 3.5 ***Building type testing on typical lot sizes***
Existing lot widths in downtown Modesto were grouped into small, medium and large categories and tested with actual building types that would work with those lot constraints, and are allowed under the Downtown Form-Based Code. This informed the Illustrative Plan (Figure 3.1) that shows one possible built outcome, and in estimating development capacity through infill opportunities.

Lot Types in Downtown Modesto

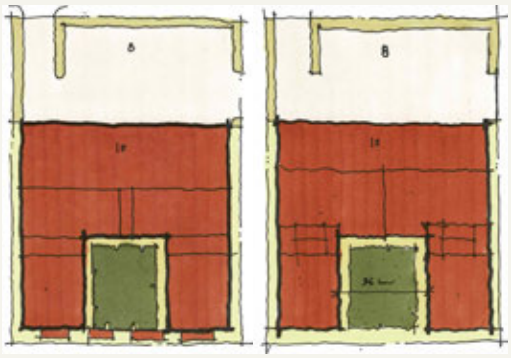
Small lots (less than 50 feet width)
provide opportunities for small infill and redevelopment.



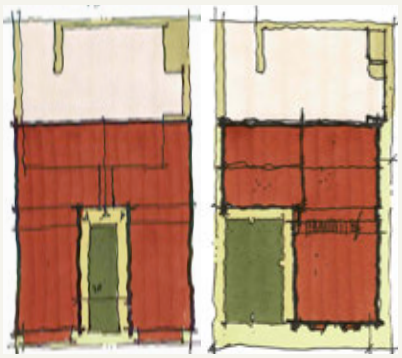
Medium lots (50 to 80 feet width)
provide opportunities to make effective transitions in scale.

Large lots (greater than 80 feet width)
provide opportunities for larger buildings and for alley-accessed parking.

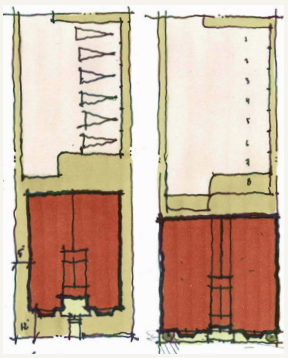
Figure 3.6 ***Building type studies***
A range of building types can work in downtown Modesto. Among the types studied at the Design Charrette were courtyard and multiplex types.



Lot width: 100 feet
Courtyard type with mixed-use (left) and residential (right) ground floor uses



Lot width: 75 feet
Courtyard type with mixed-use (left) and residential (right) ground floor uses



Lot width: 50 feet
Six-plex (left) and eight-plex (right) residential

3.4 Open Space and Public Realm Strategies

A well-designed and connected public realm that includes streets, parks, plazas, and alleys can significantly improve walkability and contribute to a vibrant downtown.

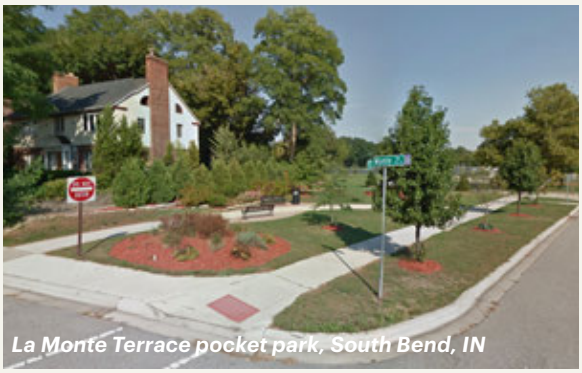
The many benefits of open spaces in urban conditions are many, and well-established. It is often challenging to carve out public spaces in areas that are largely built-out, such as in downtowns. Figure 3.7 shows examples of open space types that may be appropriate for downtown Modesto.

Types of Open Spaces

Figure 3.7 ***Open space types suitable for downtown Modesto***

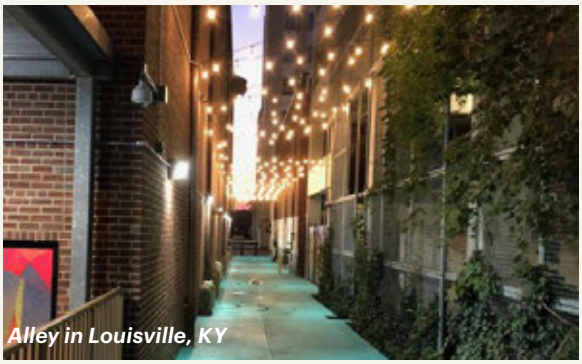
Pocket Parks, Playgrounds and Linear Greens
Small parks, playgrounds and linear greens provide neighborhood-scale places to meet and interact.


Typical playground


La Monte Terrace pocket park, South Bend, IN


Alley in Vancouver, Canada

Pedestrian Alleys
Alleys are often perceived as unsafe, but can be lively places connecting pedestrian destinations. Lighting, public art and wayfinding signage are easy ways of transforming alleys.


Alley in Louisville, KY

The following strategies can be considered in creating or enhancing open spaces in downtown:

- Assess existing traffic capacity and actual traffic volumes for existing street rights-of-way, and repurpose underused right-of-way space for widening sidewalks and creating linear greens.
- Create pocket parks and pocket plazas in underused parking lots and similar spaces. Consider setting a fixed lifespan for some of these improvements, to be evaluated for other uses after a few years.
- Use development agreements with private developers to negotiate small public spaces and easements as community benefits, especially for large parcels or when several parcels are consolidated.
- Arrange for privately-owned open spaces to be publicly accessible, in exchange for development incentives.
- Transform alleys in key locations with high pedestrian traffic into pedestrian paseos.

Plaza in Detroit, MI

Pocket Plazas

Small-scale open spaces often located at street corners, pocket plazas providing an intimate space for seating, outdoor cafés, small-scale commercial activity, and informal events.

Paley Park, NY

Shared Street

A shared street prioritizes pedestrians and bicyclists, while accommodating motor vehicles at slower speeds. Shared streets are typically curbless, to allow greater accessibility and flexible use of space.

Shared Street, Copenhagen, Denmark

Pearl Street, Boulder, CO

3.5 Focused Improvements at Opportunity Sites

The development strategy for downtown Modesto includes focused improvements at key opportunity sites, along with incentives for incremental growth and redevelopment.

Downtown Opportunity Sites

During the Community Design Charrette, the team focused on identifying potential infill and/ or redevelopment sites throughout downtown. These opportunity sites were then analyzed and tested with appropriate building types to create illustrative plans of what the future development could look like. This process has been discussed in Sections 3.1, 3.2 and 3.3 of this chapter.

The four opportunity sites, shown in Figure 3.8, are:

- Transit Center Area (9th and J Streets)
- Old Courthouse Block (11th and I Streets)
- 10th Street Mixed-Use Node (9th, 10th, D, E and F Streets)
- West Modesto Node (4th and H Streets)

In this and the following sections of this chapter, the four opportunity sites have been discussed, describing the envisioned role of each in shaping the future vision for downtown Modesto. Recommended design improvements for each opportunity site have been described, that include streetscape and public realm improvements, built character, and new uses.

Table 3B shows the development that each of these opportunity sites can accommodate, through infill opportunities and pipeline projects already approved or being considered by the City.

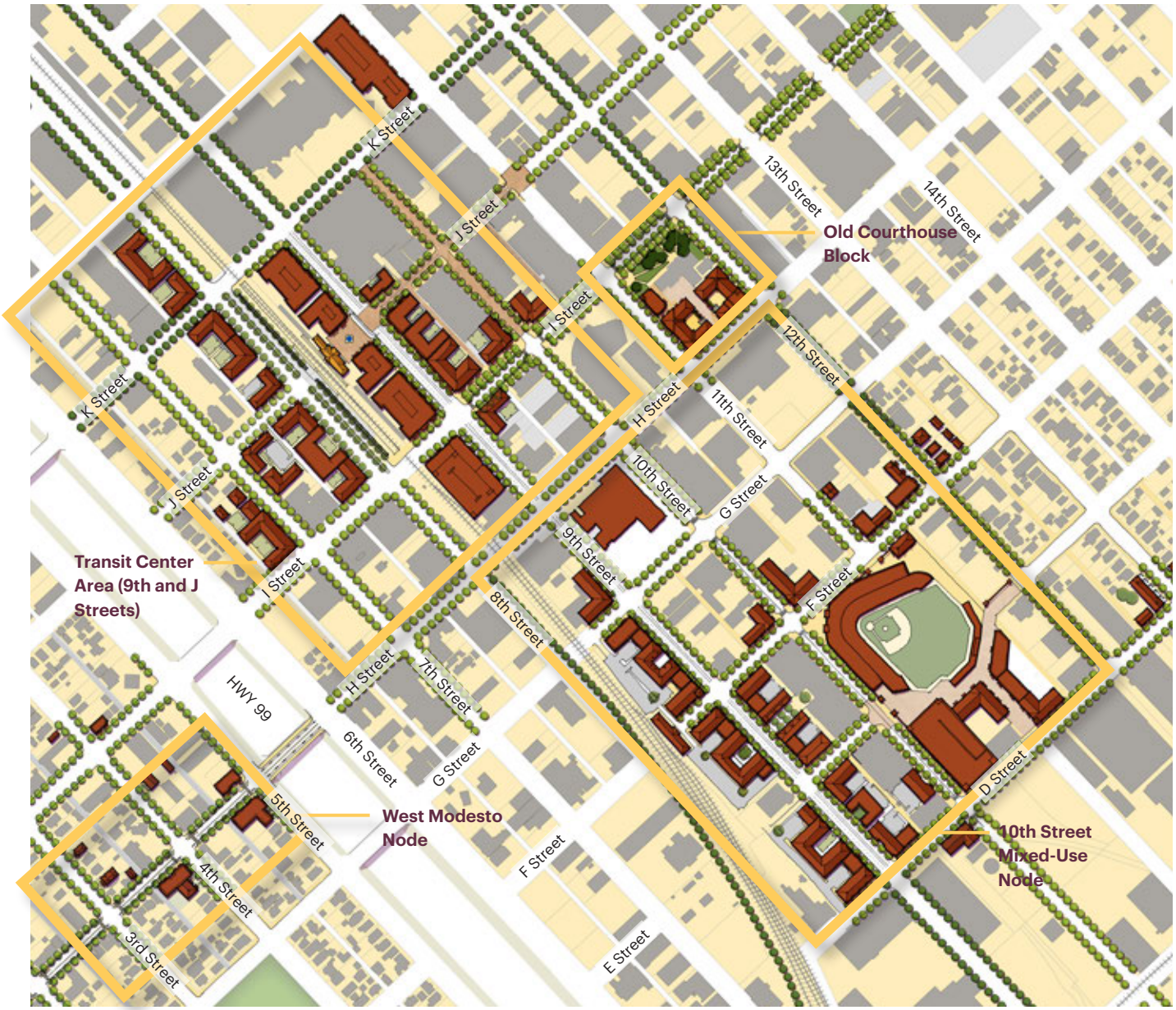


Figure 3.8 ***Opportunity sites***
Opportunity sites within downtown were identified based on several factors, such as location, infill capacity or redevelopment potential, and planned improvements or pipeline projects.

Legend

- Existing buildings
- Proposed buildings
- Opportunity site

Scale 1" = 600'

N

0 600' 1200'

Table 3B. Recommended Development Program by Opportunity Site

Opportunity Site	New Residential	New Non-Residential
Transit Center Area	850 units	447,800 sq ft
Old Courthouse Block	72 units	52,800 sq ft
10th Street Node	398 units	222,000 sq ft
West Modesto Node	40 units	37,850 sq ft
Other infill sites	190 units	19,550 sq ft
Total	**1,550 units**	**780,000 sq ft**

3.6 Transit Center Area (9th and J Streets)

Figure 3.9 ***Transit Center area within downtown***

The Transit Center area is an opportunity to create a new gateway into downtown, with transit-oriented mixed-use buildings and public space.

Identity and Role

The Transit Center area is one of the most significant of the recommended downtown projects. The vision is for this area to transform into a true mixed-use, transit-focused node offering housing, employment, shopping and entertainment options with convenient access to transit.

Built Character and Uses

- Reconfigure the Transit Center to create a new plaza along 9th Street, connecting to J Street through a raised "pedestrian crossing table" across 9th to allow seamless pedestrian access to downtown.
- Transform J Street between 9th and 11th Street into a Shared Street, creating a new public space and a unique arrival experience. The street would allow slow-moving cars but prioritize pedestrian and bicycle movement. The street could be a "flush" or curbless street, with attractive paving and street furniture.

Figure 3.10 ***Existing conditions***

The historic Southern Pacific station anchor's Modesto's downtown Transit Center, which accommodates local and intercity bus service. ACE passenger rail service is planned for 2023. Most of the surrounding properties, however, are not designed for foot traffic. The streets bordering the Transit Center are dominated by parking, with a couple of fast-food restaurants representing the area's most visible commercial activity.

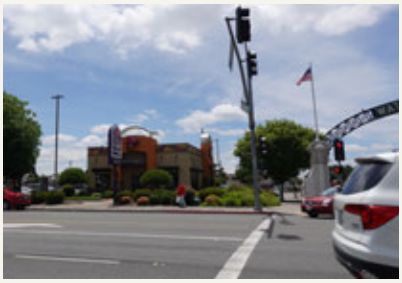


Figure 3.11 ***Illustrative Plan for the Transit Center area***
showing one possible build-out scenario by 2040.

1. **Relocate Bus Station from 9th to 8th Street**
   Bus bay access from 8th St.
2. **Improve Pedestrian-Bike Connectivity across tracks**
   Tunnel linking 8th to station.
3. **J Street Improvements**
   Shared street from 9th to 11th; permeable paving, street furniture, etc.
4. **Transit Plaza**
   Plaza between station building and 9th, pedestrian crossing table at 9th and J.
5. **Commercial Development**
   Retail and office (four stories) on 9th St. Transit Center site.
6. **9th Street Improvements**
   New bicycle facilities, street trees, etc.
7. **7th Street Improvements**
   Pedestrian priority street with wider sidewalks, street trees.
8. **Future Parking Structure near 9th and I Streets**
   Street-facing retail and office liner (five stories); parking as needed to serve ACE rail, etc.

Figure 3.12 *Regional precedent*
Main Street in downtown Turlock features a configuration similar to that proposed for J Street. Wide sidewalks and abundant street trees line a two-lane carriageway, with both parallel and angled parking. Image source: Wikimedia Commons

- Relocate the existing bus station functions and passenger facilities, including access and circulation, from 9th to 8th Street. Make necessary improvements to 7th Street to make it a pedestrian-priority street.
- Facilitate a safe and accessible route for pedestrians and cyclists from the Transit Center to West Modesto. In the near term, this can be achieved through improvements to the intersections at 8th and K and I Streets. In the long term, particularly as train service becomes more frequent, the City should evaluate the feasibility of a pedestrian-bicycle tunnel beneath the train tracks to provide seamless connectivity to West Modesto from the Transit Center.
- Develop new mixed-use commercial buildings (retail and office) along 9th Street, flanking the new Transit Plaza.
- A new parking structure could be considered at the north-east corner of 9th and I Streets, with ground floor retail.
- Other significant infill opportunities for mixed use in this area include surface parking and underutilized lots such as the block between 9th, 10th, J and I Streets, the south-west corner of 10th and I Streets, north-west corner of 9th and I Streets, the south-east corner of I and 7th Streets, and the blocks facing 8th Street between L and I Streets.
- Mixed-use residential prototypes such as courtyard buildings should be considered that are appropriate for the envisioned urban character of downtown, but compatible in scale and form to existing buildings. Ground floor spaces should be designed to be accessible and inviting to ensure that the commercial spaces are well-used.
- Pipeline projects such as the proposed hotel at 11th and K Streets should be initiated, to meet anticipated increases in downtown visitors in the near term.
- Testing of infill lots and potential pipeline projects in this node yielded a development capacity of 850 new residential units and 447,800 square feet of new non-residential uses.

Streetscape and Public Realm Improvements

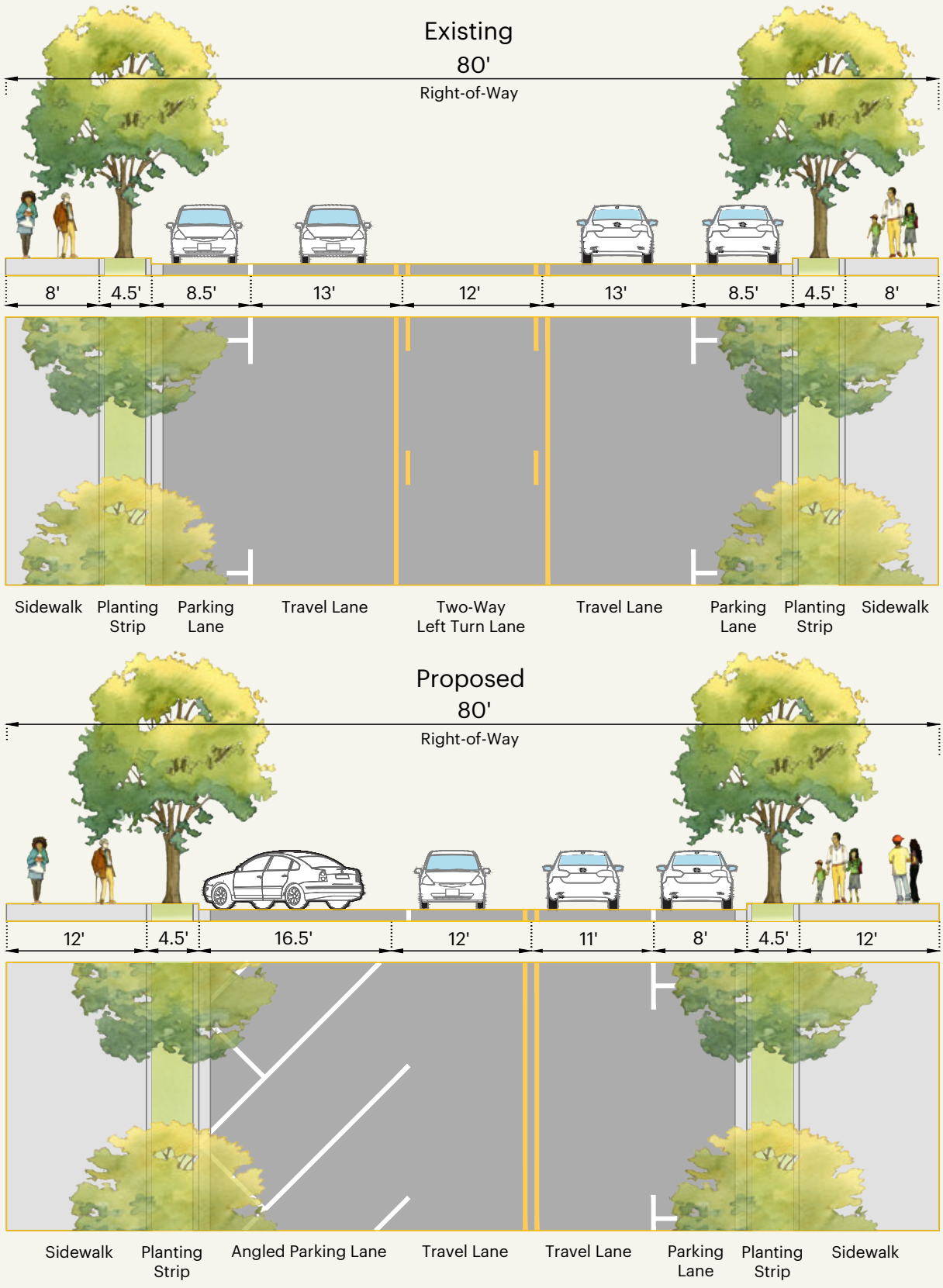
J Street

J Street is an important commercial corridor, and has the potential to be a marquee walking street given the current built form, redevelopment opportunities, and recommended enhancements.

- The design concept for J Street is to repurpose some of the space allocated to motor vehicles and shift that to a more inviting and generous pedestrian realm. Additionally, the shift from parallel to angled parking will increase parking

Figure 3.13 *Shared street*
An example of a flush or curbless shared street from Asheville, NC that can be an inspiration for J Street between 9th and 11th Streets. The street allows slow-moving traffic but pedestrian uses are clearly prioritized. Paving materials demarcate spaces for different uses.
Image source: www.nacto.org

Figure 3.14 ***Proposed improvements to J Street from 11th to 17th Streets, and from 9th to 6th Streets***



along the corridor. The intent is that the angled parking should alternate sides after every other cross street. This will create a small shift in the center line of the street, providing traffic calming.

- The existing center turn lane is not necessary with the proposed street network changes, and travel lanes could be narrowed. Some of the 15-16 feet thus gained would be reallocated to the angled parking area, and the remainder can be used to widen sidewalks to accommodate people walking, outdoor cafés, and retail spill out space.

Figure 3.14 shows the recommended modifications to J Street, from 11th to 17th Streets, and from 9th to 6th Streets.

9th Street

9th Street is an important state route with 23,300 ADT (2017 figures). It serves as a major vehicular arterial with significant truck traffic, that will remain. Some of the generous street width can be repurposed to better accommodate pedestrians and bicyclists, still allowing two lanes of travel in each direction, and a center turn lane. This corridor can be well suited for Caltrans Active Transportation Program grant funding to implement streetscape improvements and could be bundled with other low-cost Class IV corridors downtown to build out a basic cross-downtown connected network project.

- Underutilized parallel parking along the entire corridor could be used to create a two-way protected bikeway along the south side of the street connecting to the existing two-way protected bikeways north and south of downtown.
- A 5-foot bikeway buffer as a landscaped median could provide shade.
- The modifications will slightly reduce the sidewalk on the south side of the street. As the parcel is redeveloped, the City could require an easement to widen the sidewalk to 15 feet, to create a more enjoyable pedestrian realm. The current sidewalk on the north side of the street is a comfortable 10.5 feet and could easily accommodate street trees.

Figure 3.16 shows the recommended modifications to 9th Street.

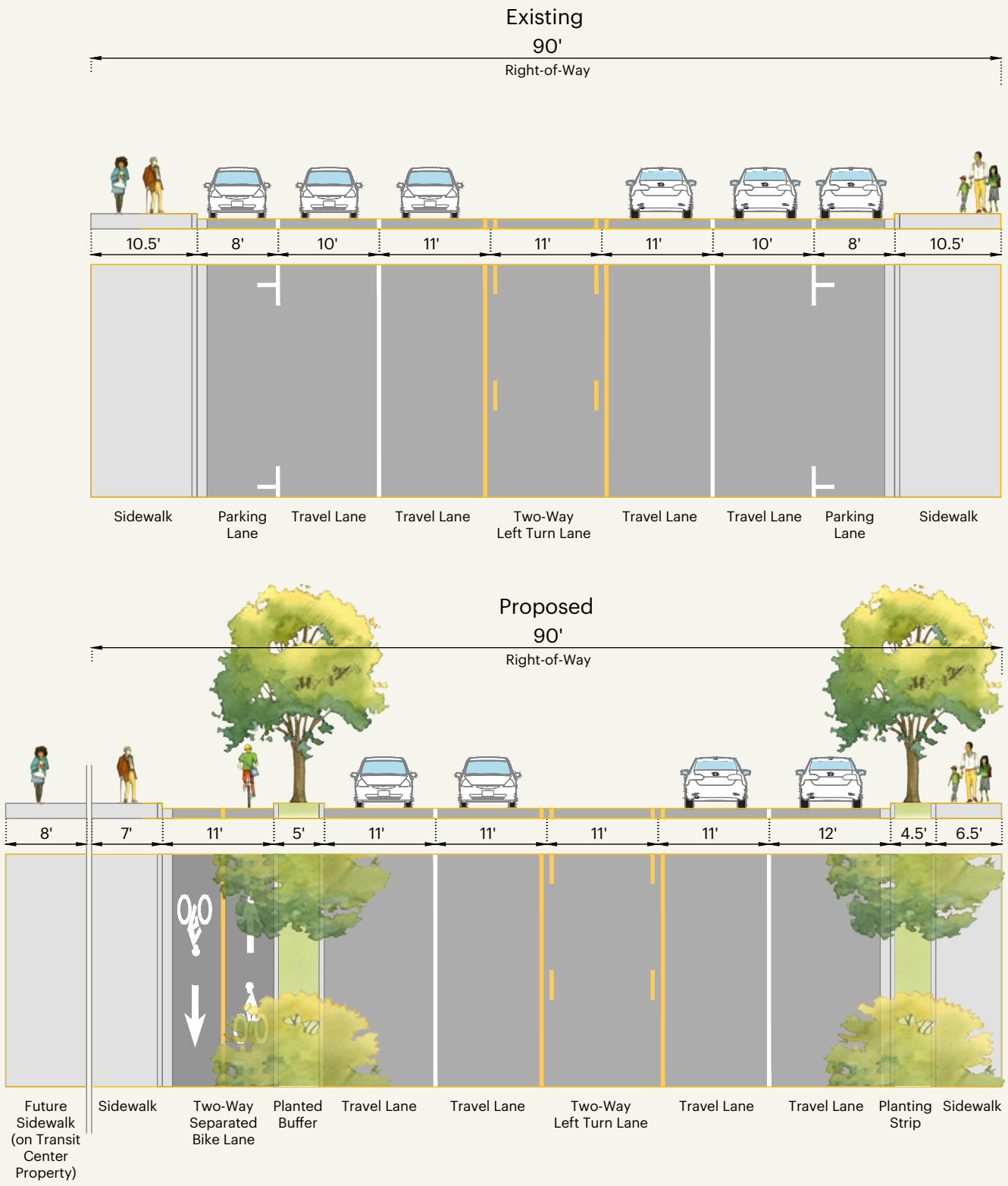
Other Recommendations

- Continue to support the role of the Downtown Modesto Partnership in marketing downtown's existing assets, planned events, and upcoming improvements.
- Explore strategies to create a "Quiet Zone[1]" at the Transit Center area, to allow increased frequency of trains in the near future without creating additional noise.

Figure 3.15 ***A two-way protected bikeway*** *as an example of the recommended improvements for 9th Street*

1 For more information on Quiet Zones, refer https://cms8.fra.dot.gov/highway-rail-crossing-and-trespasser-programs/train-horn-rulequiet-zones/train-horn-rule-and-quiet

Figure 3.16 ***Proposed improvements to 9th Street***



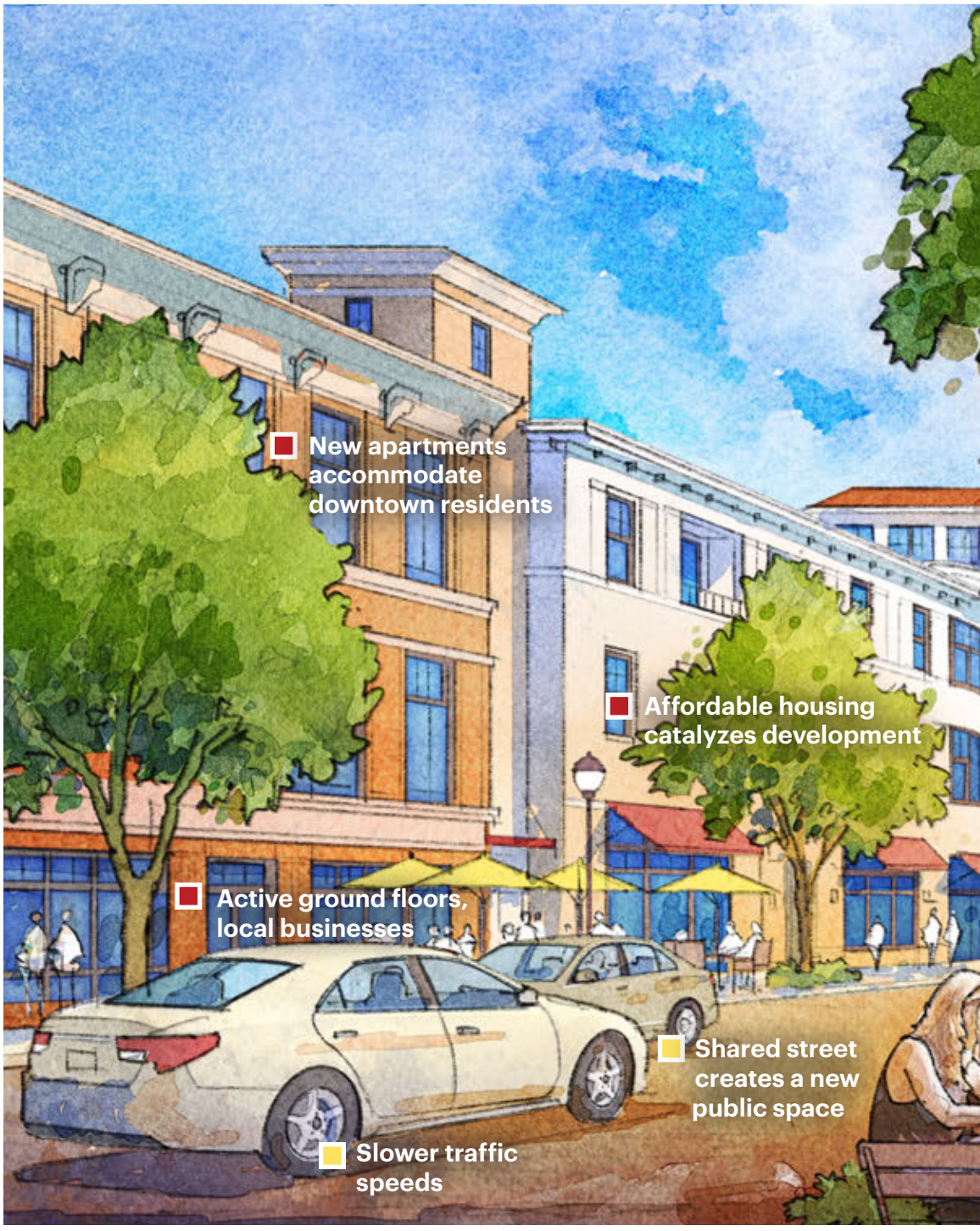
Community Identity Through Built Form and Public Realm Improvements

Figure 3.17 ***A new downtown gateway at J and 9th Streets***
As shown in this illustrative rendering of J Street, envisioned as a Shared Street; looking south-west towards the train station and Transit Plaza.

The photograph on the top right corner of the facing page shows existing conditions at the same location.

Types of Improvements

- Streets and connectivity
- Parks and public spaces
- New uses and activities



Street trees for shade and urban greenery

New offices accessible by transit

Shade trees over plaza

Facade elements for shade

Historic station accommodates new passenger rail service

Plaza at station

On-street parking

Sidewalk café seating

Wide sidewalks improve street life

3.7 Old Courthouse Block (11th and I Streets)

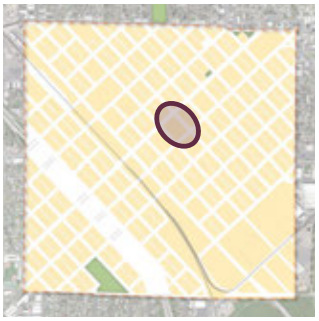


Figure 3.18 ***Old Courthouse block within downtown***

The Old Courthouse block can be a new node on I Street, reinforcing downtown's history, with new housing and community-focused uses.

Identity and Role

The Old Courthouse block is at a prime location along I Street, and it also has a valuable historic identity. The redevelopment of this block is a key catalyst project for downtown.

The design vision for this block is to retain the green spaces along I Street and portions of the Hall of Records building that have historic integrity, and redesign the southern half of the block with mixed-use buildings and new public space.

Built Character and Uses

- The Hall of Records building should be assessed to identify which parts of this historic building should be preserved, and which parts could be rehabilitated or adapted for other compatible uses.
- The Master Plan recommends a community-oriented use in the north wing of this building, such as a museum or similar cultural facility. The southern half of this block can be used for new

Figure 3.19 ***Existing conditions***

The Hall of Records was built in 1939 to a design by Russell Guerne DeLappe. The same block also houses the county jail and offices of the Superior Court, soon to be relocated to the new Courthouse building at 10th and H Streets. The landscaped area in front of the Hall of Records is one of the most extensive green spaces within downtown Modesto and contains several historical monuments.

Figure 3.20 ***Illustrative Plan for the Old Courthouse block*** *showing one possible build-out scenario by 2040.*

1 Assess Hall of Records for Historic Status, Integrity
Improvements to the front wing as necessary

2 Mixed-Use Development
Retail and residential; two stories on the west corner; five stories in south of block

3 Landscaped Park and Plaza, Mid-Block Connection to H
New street furniture, lighting, pedestrian amenities; restored historic brick plaza in the interior of the block; new pedestrian paseo/mid-block connection to H Street

4 12th Street Improvements
New bicycle facilities, street trees, etc.

5 I Street Improvements
Expanded pedestrian paths and landscaped zones

6 H Street Improvements
New bicycle facilities, street trees, etc.

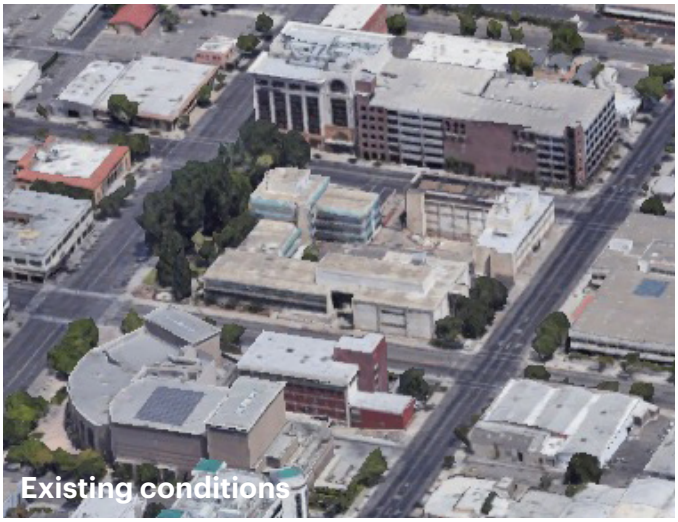


Figure 3.21 ***Terrace courtyard*** *Courtyard buildings with roof terraces accommodate plenty of new housing and amenities while generating quality outdoor space.*

mixed-use development, potentially a mixed-income housing project.

- The existing green space along I Street can be improved with street furniture and landscaping, to become a lively downtown park. Existing trees and cultural artifacts should be preserved to keep the historic setting intact.
- A new pedestrian paseo through the middle of this block will improve pedestrian activity, and highlight the historic brick courtyard in the block's interior. The paseo can support ground floor retail and outdoor seating.
- Testing of infill projects in this block yielded a development capacity of 72 new residential units and 52,800 square feet of new non-residential uses.

Streetscape and Public Realm Improvements

I Street has the potential to become an iconic civic street for Modesto. Most of the 100-feet right-of-way is allocated to vehicle throughput or storage, with two travel lanes in each direction, and angled parking.

Traffic volumes (19,000 ADT, 2007 figures) do not warrant two lanes in each direction, and parking could shift from angled to parallel throughout the corridor.

- The concept is to create a park-like atmosphere with ample green space and framing views of the iconic Modesto Arch. The space obtained from removing the two travel lanes and angled parking can be repurposed into a linear park with generous walking paths.
- Because of the generous green space, an extensive shade canopy could grow, creating an exceptional walking experience along the length of the corridor in downtown Modesto during all seasons of the year.
- Pedestrian-scale lighting similar to what is used at the Gallo Center should be used along the corridor.
- Planters and pedestrian-scale lighting should also be added to the Interstate 99 overpass to better extend the connection between downtown and south Modesto.

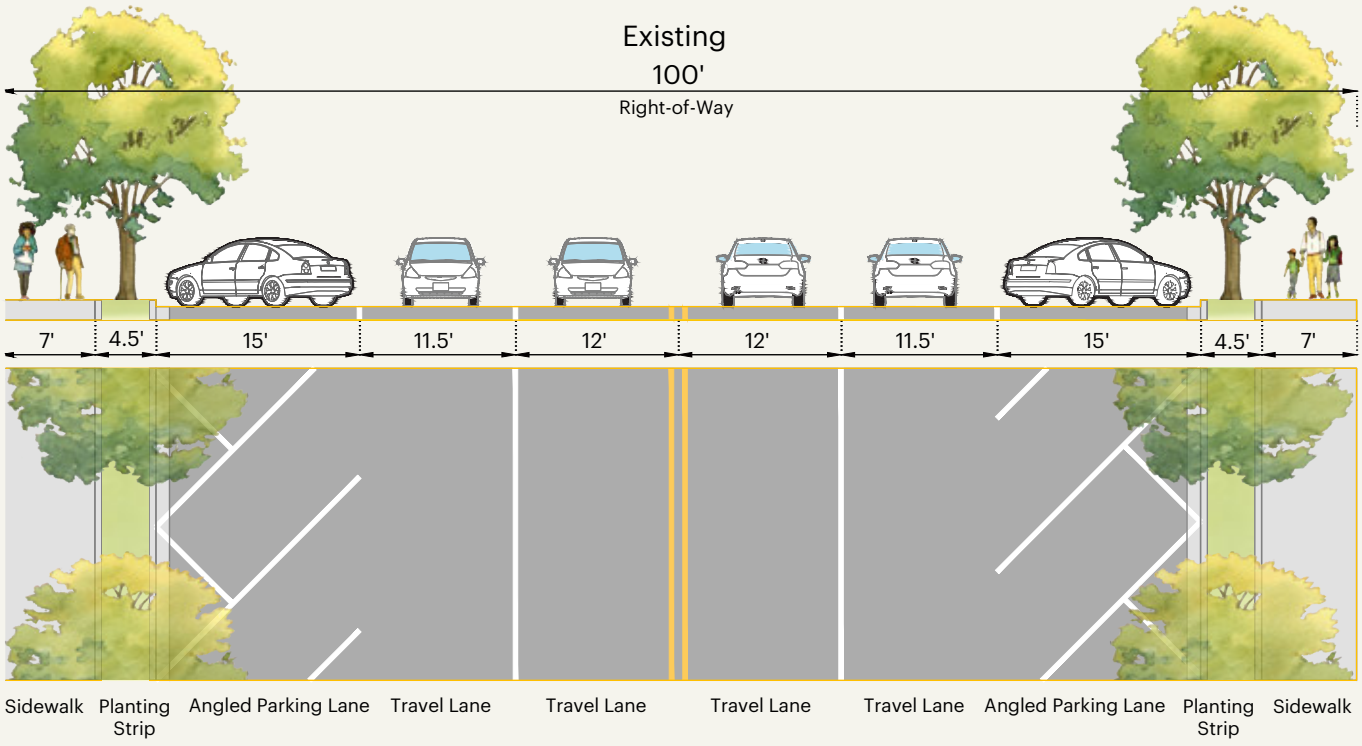
Figure 3.23 shows the recommended modifications to I Street.

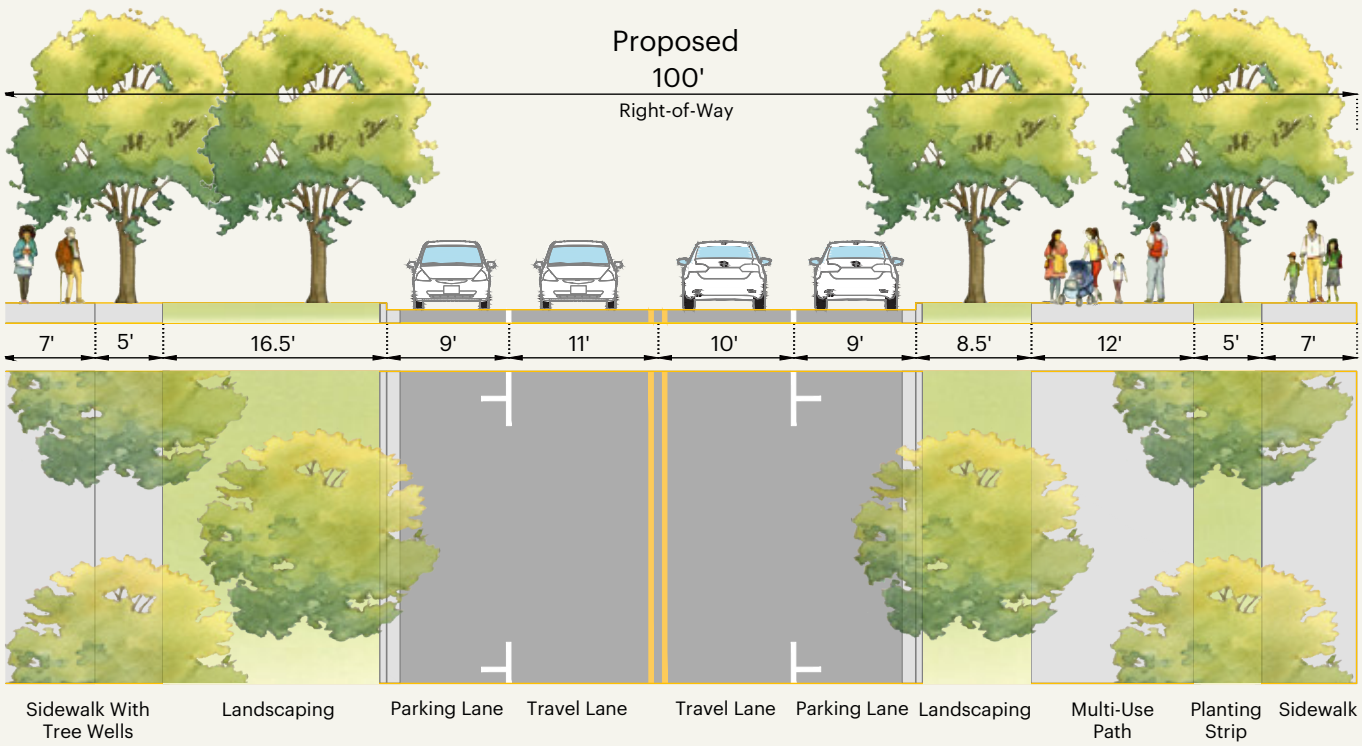
Other Recommendations

The Old Courthouse block can be developed as a public-private partnership to achieve the mix of uses and functions recommended in the Master Plan. It has significant potential to be a major catalyst project for this part of downtown.

Figure 3.22 ***Klyde Warren Park*** *in Dallas (below and right) is an example to consider for I Street. The 5-acre park, built over a below-grade freeway, provides a variety of open space activities and streetcar access.*

Figure 3.23 ***Proposed improvements to I Street***





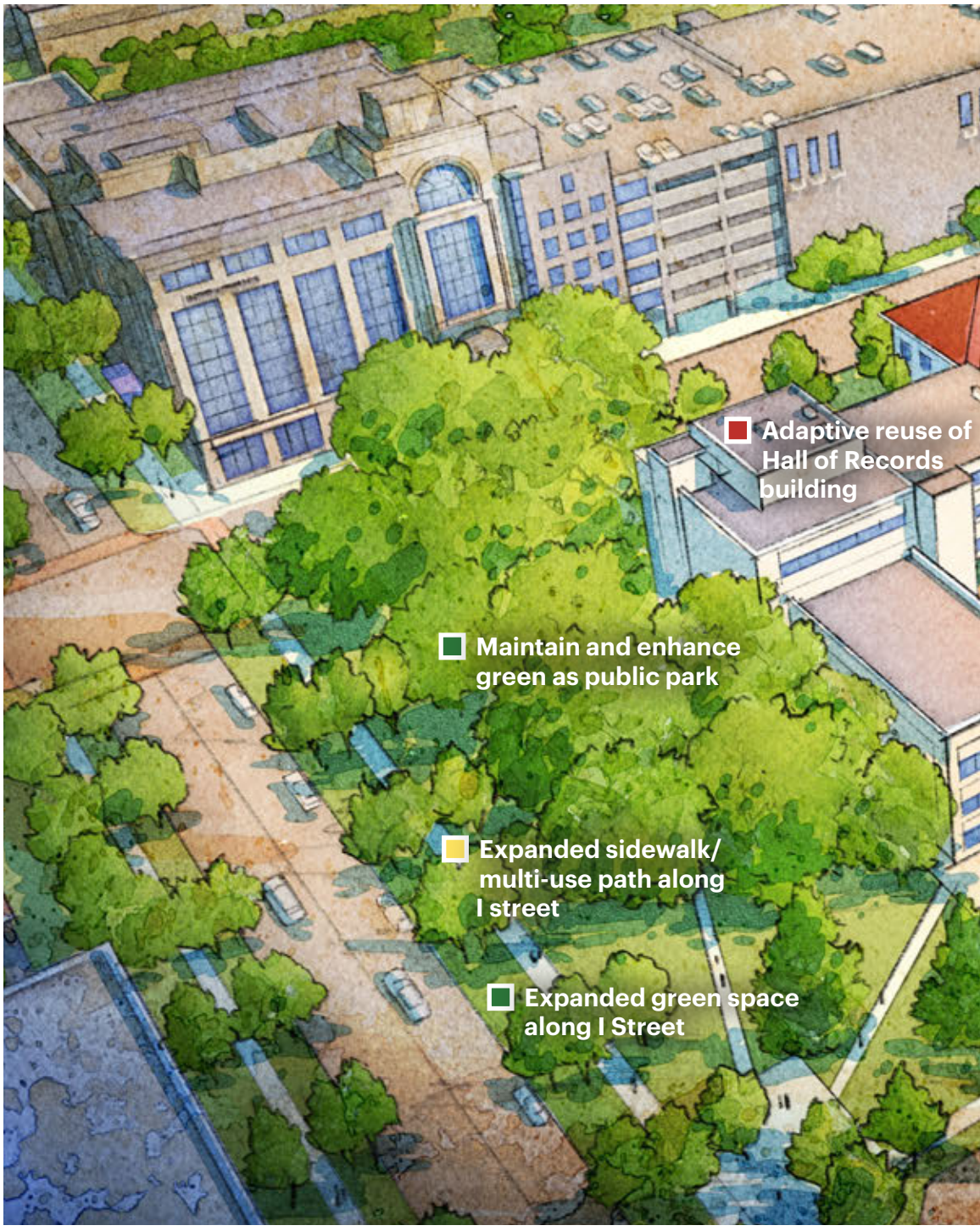
Community Identity Through Built Form and Public Realm Improvements

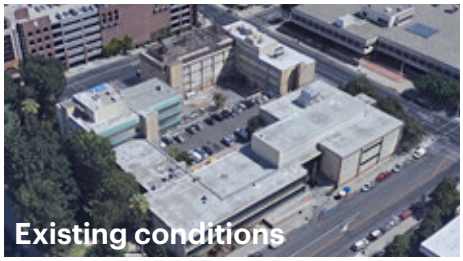
Figure 3.24 ***Redevelopment of the Old Courthouse block***
This block, at a prime downtown location, offers many possibilities. As this illustrative rendering shows, the existing Hall of Records building can be adapted for an appropriate community-focused use. The south side of the block can be used for mixed-use development, and a pedestrian connection through the block can create new public space. The park facing I Street is enhanced, along with pedestrian improvements on I Street.

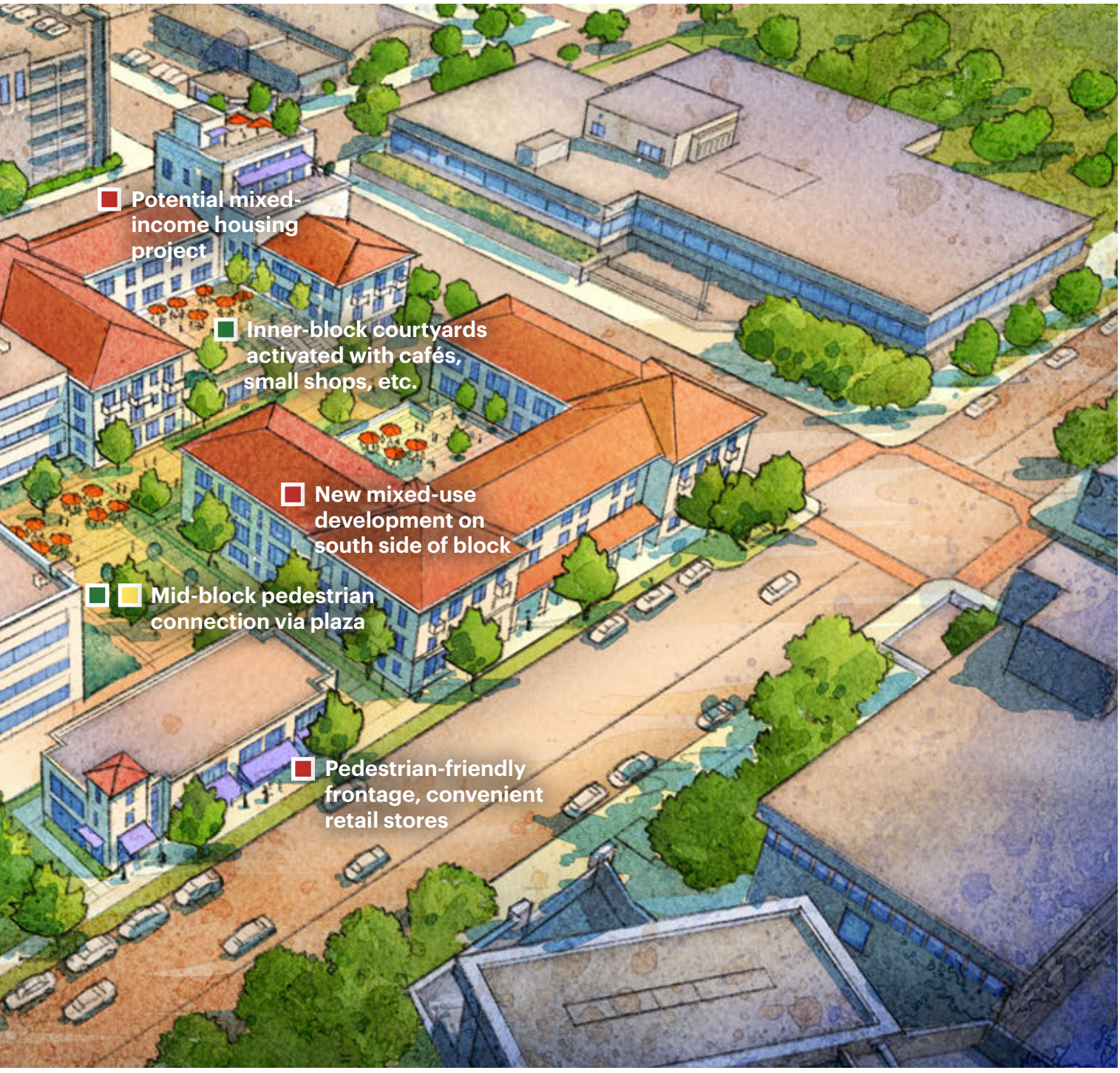
The photograph on the top right corner of the facing page shows existing conditions at the same location.

Types of Improvements

- Streets and connectivity
- Parks and public spaces
- New uses and activities




Existing conditions


Potential mixed-income housing project
Inner-block courtyards activated with cafés, small shops, etc.
New mixed-use development on south side of block
Mid-block pedestrian connection via plaza
Pedestrian-friendly frontage, convenient retail stores

3.8 10th Street Mixed-Use Node (9th, 10th, D, E and F Streets)

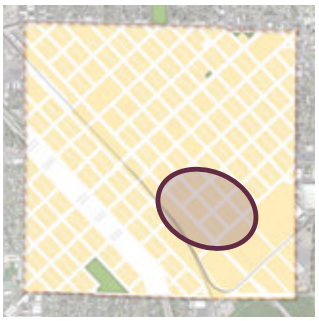


Figure 3.25 ***10th Street mixed-use node within downtown***

10th Street can become an important mixed-use corridor connecting downtown to the Tuolumne riverfront, with a mixed-use node focused on recreation and entertainment.

Identity and Role

The Master Plan envisions carrying forward the ideas previously introduced in the RDA Master Plan and subsequent studies, of 10th Street as an important mixed-use corridor within downtown and a key pedestrian connection linking the heart of downtown to the Tuolumne River Regional Park (TRRP).

10th Street has always been an important corridor in downtown, and has potential to develop a stronger identity as an entertainment or recreational corridor, providing different types of entertainment options at its J Street node, and at the proposed new node at F and D Streets.

Built Character and Uses

- 10th Street between downtown and the Tuolumne riverfront is proposed to be developed as a mixed-use corridor, creating a new arts and entertainment district, with sports and music venues,

Figure 3.26 ***Existing conditions***

10th Street has been Modesto's primary commercial street since 1900. While it is pedestrian-friendly between K and I Streets, it loses this quality as it continues to the south-east. Most of the street frontage between G and F Streets is devoted to vehicle storage. There are a number of businesses occupying industrial buildings south-east of F Street, but the frontage of these buildings along 10th Street does little to invite foot traffic.

Figure 3.27 ***Illustrative Plan for the 10th Street node***
showing one possible build-out scenario by 2040.

1 9th Street Improvements
New bicycle facilities, street trees, etc.

2 10th Street Improvements
Wider sidewalks, pedestrian facilities, street trees, etc.

3 H Street Improvements
Conversion from one-way to two-way, with new bicycle facilities, lighting, trees, etc.

4 New Minor League Ballpark
Potential new home field for the Modesto Nuts with on-site concessions, retail, etc.

5 Mixed-Use Development
Four stories of apartments over ground floor retail with mid-block bicycle/pedestrian/ service access lane

6 Parking Structure + Retail
If required, based on analysis of existing parking, provides 800 spaces with ground-floor retail along 10th Street

Figure 3.28 ***A walkable mixed-use corridor***
Wide sidewalks and buildings directly fronting the street encourage downtown residents and visitors to venture further along 10th Street.

restaurants, art galleries, etc. as well as new housing at all levels of affordability.

- A new mixed use node at 10th and F Streets can activate the area with entertainment or recreation-based uses, potentially a new minor league ballpark for hosting the Modesto Nuts.
- A parking structure could be built at the corner of 10th and D Streets, with a retail liner on the ground floor. But this should be considered only if needed, after an assessment of existing parking capacity in the area.
- Small-scale, house-form infill development is proposed in the north-east portion of this district, within the existing residential neighborhoods.
- A variety of medium-scale building types should be used to achieve an appropriate scale and form transition from the mixed-use, block-form character along 10th Street towards the lower-intensity, house-form character in the residential neighborhoods to the north-east.
- Testing of infill lots and potential pipeline projects in this node yielded a development capacity of 398 new residential units and 222,000 square feet of new non-residential uses.

Streetscape and Public Realm Improvements

The concept for streets throughout the 10th Street Mixed-Use Node is to improve bicycle-pedestrian connectivity from downtown to the Tuolumne riverfront.

10th Street

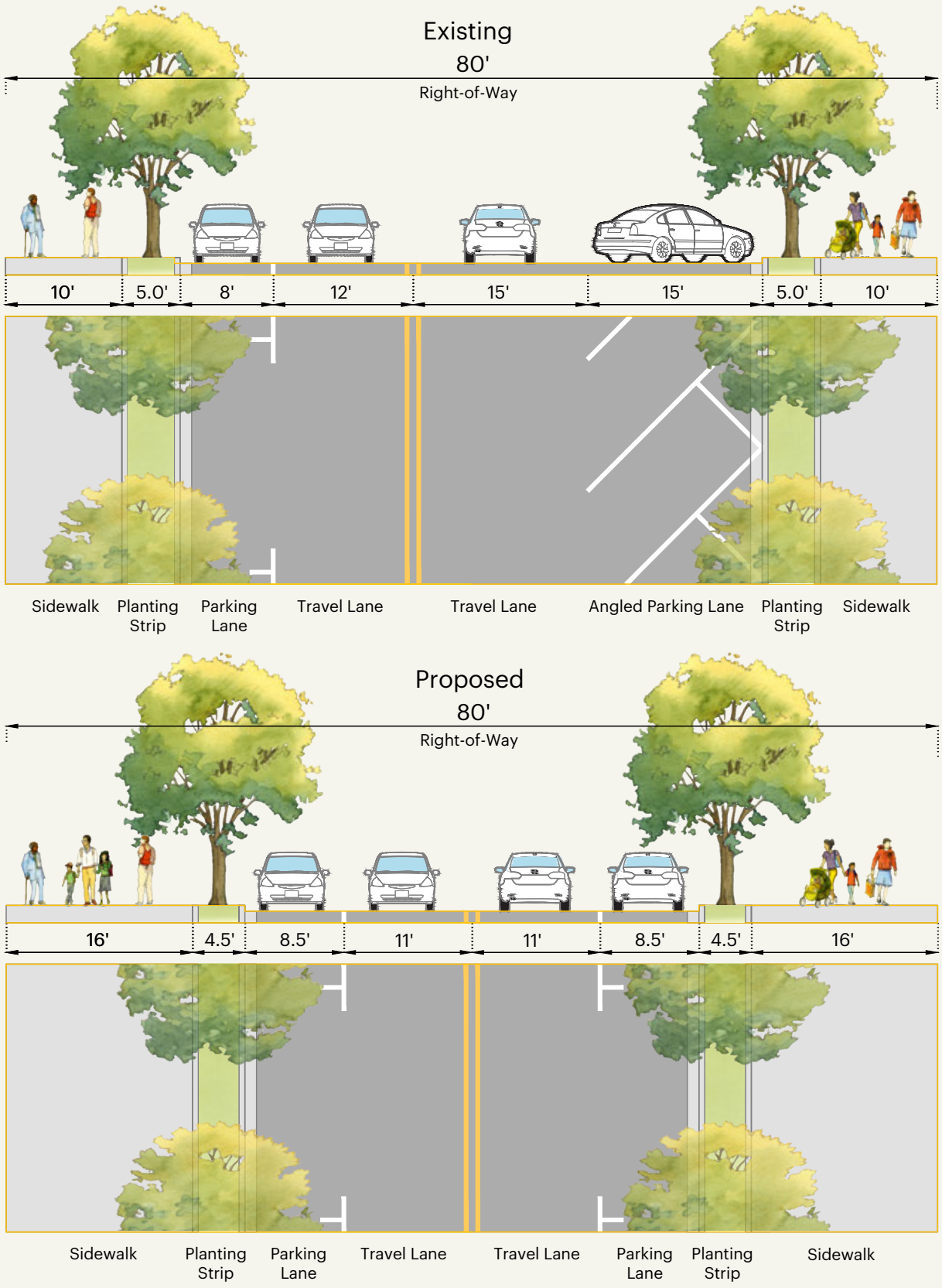
The vision for 10th Street is for it to be a key pedestrian corridor connecting the heart of downtown to the Tuolumne River waterfront.

- Some of the space currently devoted to parking can be reallocated to enhance the pedestrian realm. It is proposed to convert the angled parking on one side of the street to parallel parking.
- Generous sidewalks with trees can create an enjoyable walking experience, provide opportunities for outdoor seating, cafés, or retail spill-out space as the area redevelops.

Figure 3.30 shows the recommended modifications to 10th Street.

Figure 3.29 ***Street lighting adds character and improves safety*** *as shown in this example of 10th Street between J and I Streets.*
Image source: Councilmember Tony Madrigal.

Figure 3.30 ***Proposed improvements to 10th Street***



12th Street

Improvements to 12th Street are intended to illustrate a typical bicycle-priority street as part of downtown's future bicycle network.

- Recommended improvements include reallocating the existing right-of-way to create protected one-way bicycle lanes on both sides, separated from travel lanes by a landscaped median.
- The street would still retain street parking on one side.

Figure 3.32 shows the recommended modifications to 12th Street.

Other Recommendations

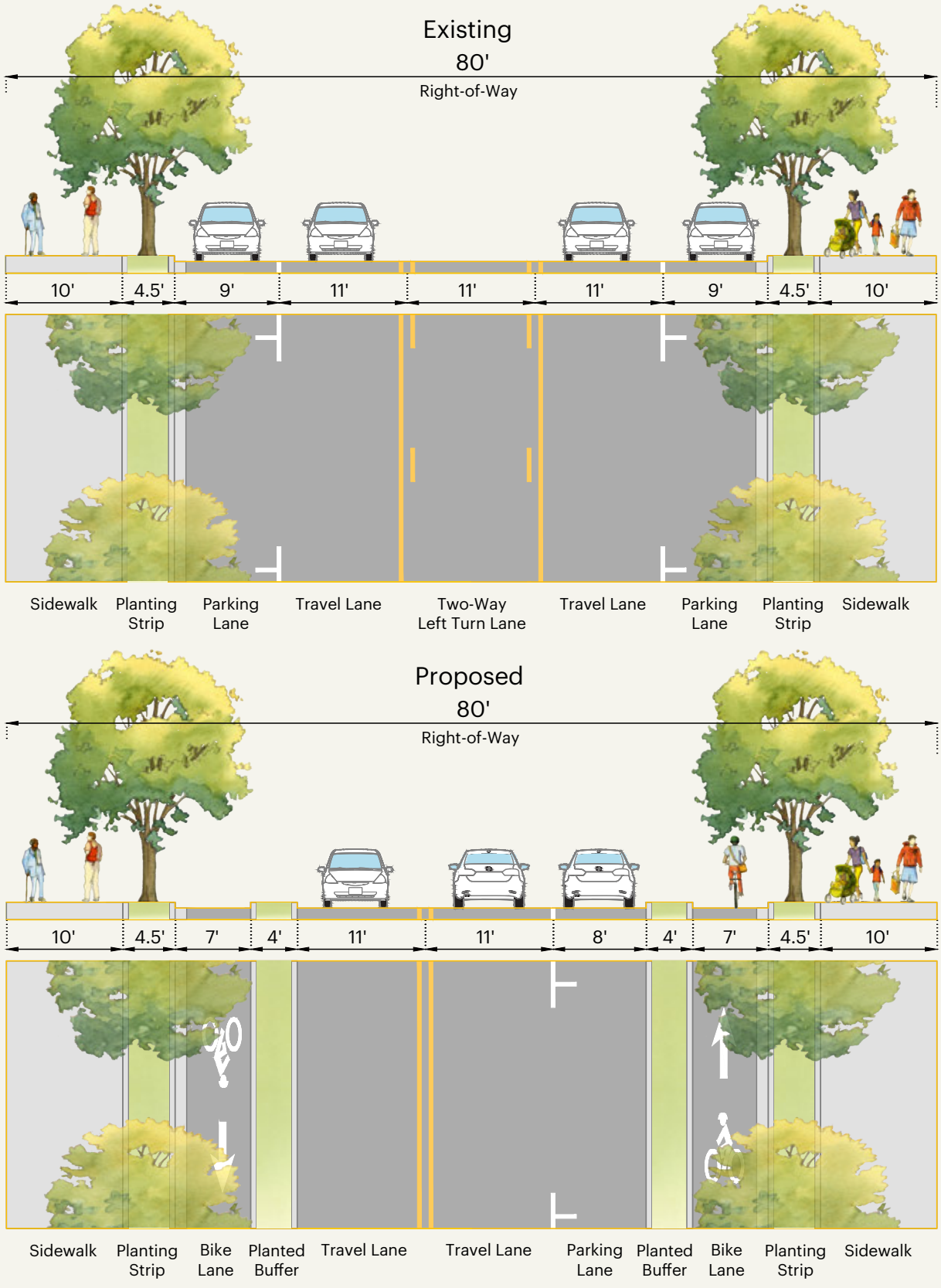
One of the key recommendations for the 10th Street node is a new entertainment-focused use. The Illustrative Plan in Figure 3.27 shows a ballpark as one possible such use. This is based on the fact that the Modesto Nuts have expressed interest in moving from John Thurman Field in south Modesto to a new ballpark in downtown. A ballpark could catalyze economic development, spur new mixed-use projects, and be an appropriate use for this part of downtown. Design considerations will include:

- Ideally, home plate would be oriented roughly toward west/ south-west to take the best advantage of sun angles.
- Street lighting can be part of a placemaking strategy, using innovative lighting techniques to create identity, and to make the area more attractive and safe for residents and visitors.
- The ground floor should be activated through concession stands, gift stores, and other compatible forms of retail.
- Other complementary uses such as art galleries, music venues, restaurants, breweries, etc. should be considered.
- Additional parking for the ballpark should be provided only after analyzing existing parking capacity.

Figure 3.31 ***Precedent for downtown ballpark***

Fifth Third Field, Toledo OH
The urban ballpark for the Toledo Mud Hens was opened in 2002, and has a capacity of 10,300 (8,943 fixed seats).

Figure 3.32 ***Proposed improvements to 12th Street as a typical bicycle-priority street***



Community Identity Through Built Form and Public Realm Improvements

Figure 3.33 *10th Street as a mixed-use corridor, with a new entertainment-based node at F and 10th Streets*
As shown in this illustrative rendering of 10th Street looking south-east towards the TRRP, this area can greatly benefit through streetscape improvements to provide better pedestrian facilities.

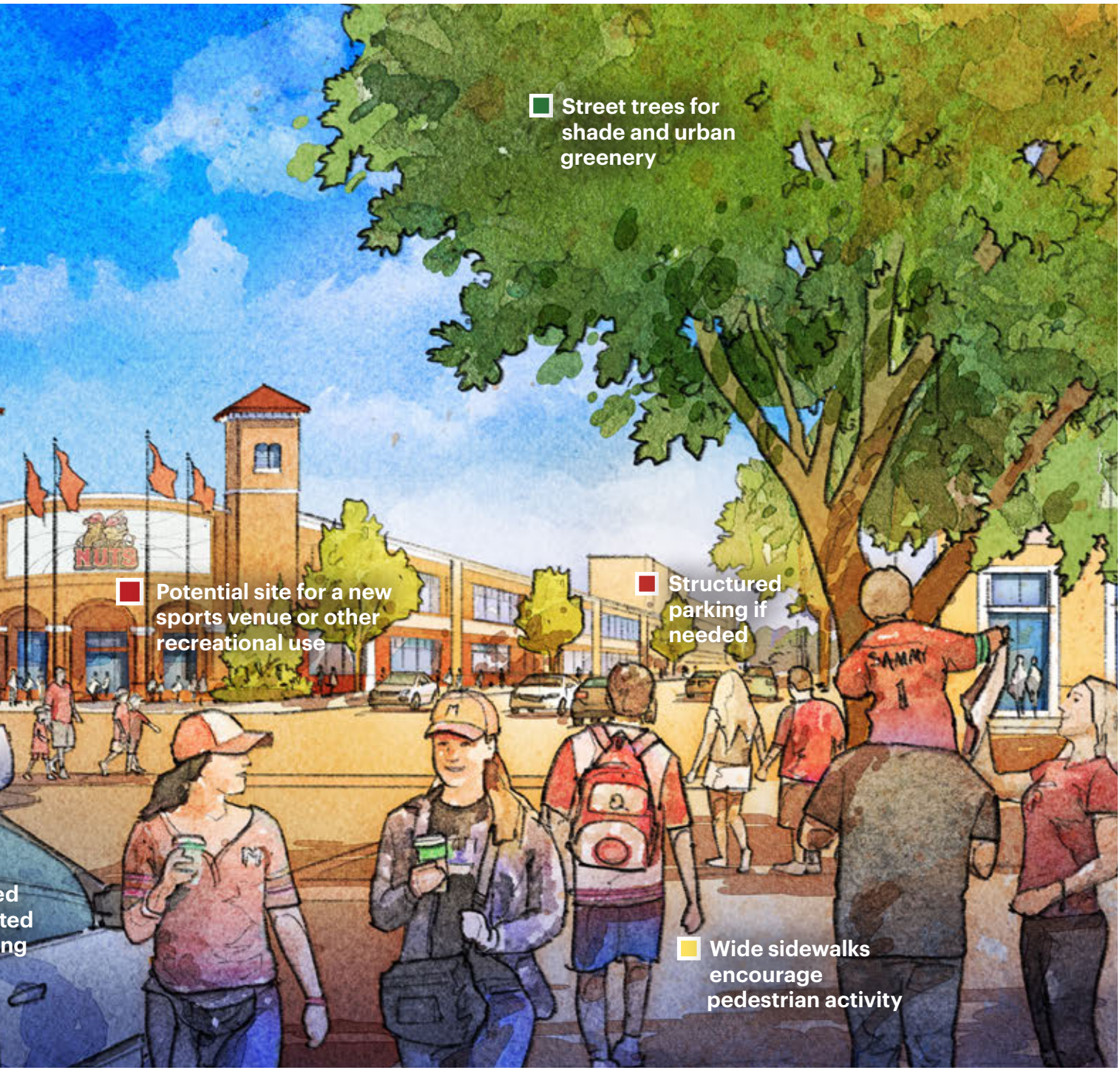
This would support new mixed-use development focused around a recreational node. In this illustration, a minor league ballpark is shown as one of many possible ideas to activate this street.

The photograph on the top right corner of the facing page shows existing conditions at the same location.

Types of Improvements

- Streets and connectivity
- Parks and public spaces
- New uses and activities


Existing conditions



3.9 West Modesto Node (4th and H Streets)

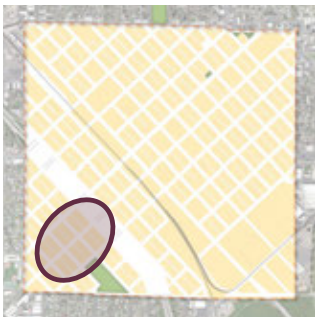


Figure 3.34 ***West Modesto node within downtown***

West Modesto has the potential to develop as a downtown neighborhood with a distinct character, well-connected to downtown and with mixed-use nodes providing neighborhood-serving amenities.

Identity and Role

West Modesto has remained an under-served neighborhood within downtown because of poor connectivity across the train tracks. The Master Plan sees West Modesto transform into an active, well-connected neighborhood with a strong cultural identity. This can be achieved by providing new pedestrian and bicycle facilities connecting existing assets such as Modesto High School and Cesar Chavez park; and through incremental infill of available sites with small-scale mixed-use buildings.

Built Character and Uses

- West Modesto can develop as a compact, lower-intensity neighborhood with small-scale, incremental infill on vacant and underused sites.
- New development should be focused at street corners, where it would be easier

Figure 3.35 ***Existing conditions***

Several vacant sites in West Modesto have the potential to enliven a mixed-use environment. Neighborhood-serving retail and food-service establishments sit alongside housing, laying the groundwork for walkability—which is nevertheless hampered by large gaps in the streetscape and a lack of shade. The area stands to benefit greatly from targeted infill development and improved pedestrian and cycling infrastructure.

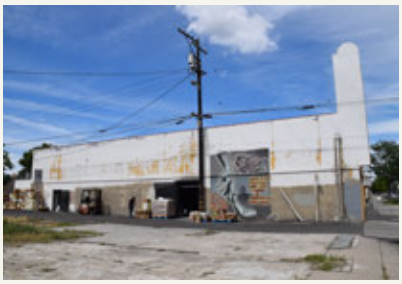


Figure 3.36 ***Illustrative Plan for the West Modesto node*** *showing one possible build-out scenario by 2040.*

1 H Street Improvements
Conversion from one-way to two-way, with new bicycle facilities, lighting, trees, etc.

2 I Street Improvements
Expanded pedestrian paths and landscaped zones

3 Neighborhood-Serving Community Service Facility
Activates a key infill site with services tailored to local needs

4 Infill at 5th and H
Functions as a gateway to the neighborhood from the north-east and a link with downtown

5 J Street Improvements
Wider sidewalks, street trees, and other improvements.

6 Improved Connectivity across Highway 99
Pedestrian and bicycle safety improvements across the freeway improve connectivity

7 Infill at 1st and H Streets
Provides needed services and ties Modesto High School into the neighborhood

Figure 3.37 ***Neighborhood amenities*** *such as a small grocery, convenience stores, cafés, personal services, etc. within easy reach of many homes, make a neighborhood more walkable, active and safe.*

to add mixed-use buildings to provide neighborhood-scale retail, amenities and services.

- Housing should be the primary focus of new development, and in particular affordable housing, either through City policies and/ or by facilitating innovative housing types and micro-units (typically below 500 square feet in area).
- New development should respect and enhance the existing scale and character of the area, relying on "missing middle" building types - house-scale, multi-family units - to add more housing and neighborhood-serving amenities.
- Testing of infill lots in this node yielded a development capacity of 40 new residential units and 37,850 square feet of new non-residential uses.

Streetscape and Public Realm Improvements

- As part of the proposed overall multimodal network, G, H, K and L Streets are recommended to be converted from one-way to two-way.
- H, and G Streets through the West Modesto Node are generally 80 feet in width and the concept is to create true multimodal corridors to connect people walking, cycling, or driving from west Modesto to downtown Modesto.
- Some space currently allocated to travel lanes can be repurposed into one-way protected bikeways on both sides of the street.
- As the bikeways cross Highway 99 it will be important to continue the protection which can be done with striping and planters, along with good lighting

Figure 3.39 shows the recommended modifications to H and G Streets.

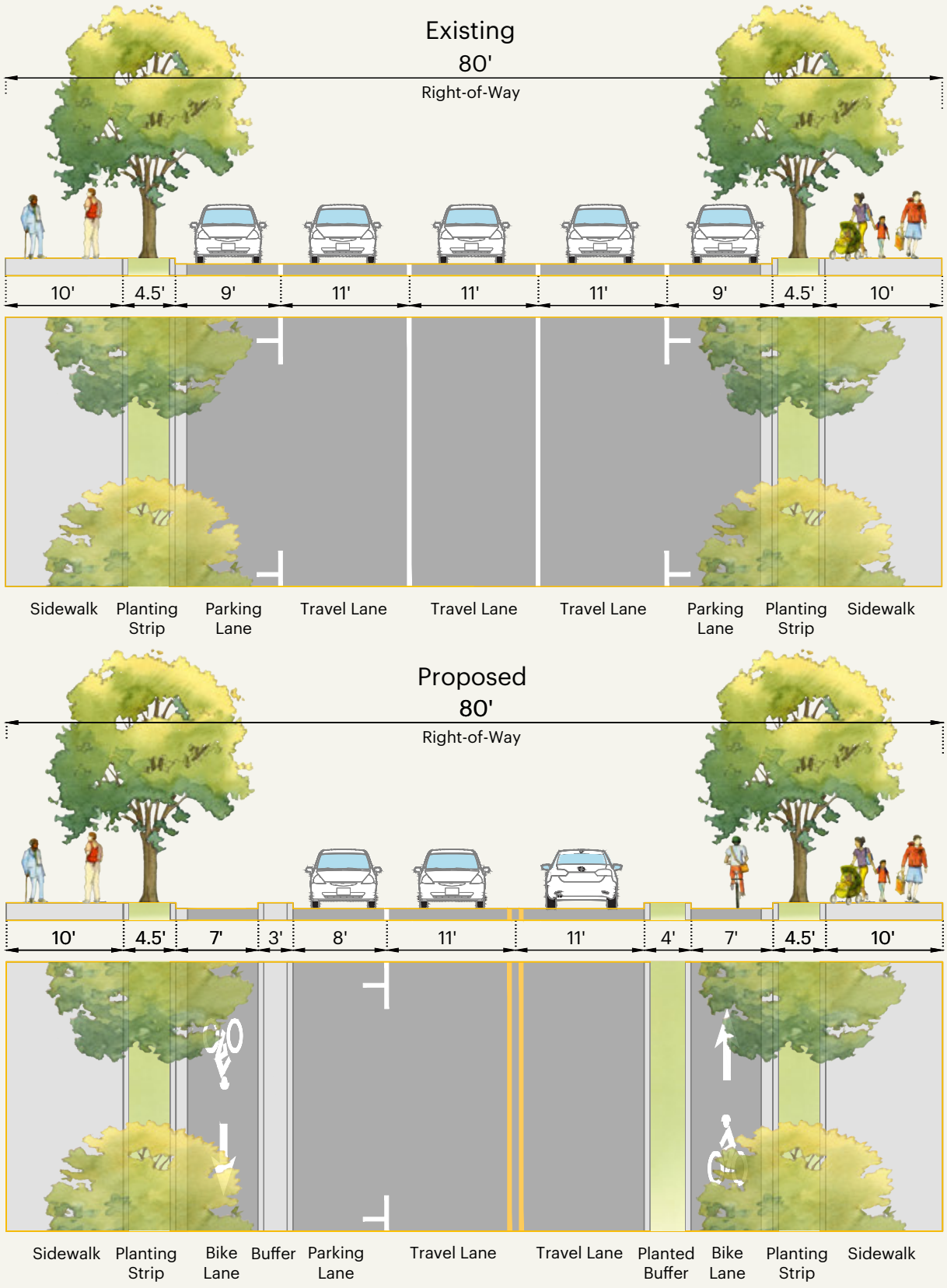
Other Recommendations

The City should set in place strategies to ensure that the development of West Modesto and similar downtown neighborhoods should provide new housing while avoiding gentrification, and protect cherished local businesses and cultural institutions.

The City should explore programs to help keep existing residents, targeting both renters and owners. Programs for renters may include development of new deed-restricted affordable housing, while programs for owners may include down-payment assistance, repair/ renovation/ energy efficiency loans/ assistance, etc.

Figure 3.38 ***An example of a street retrofitted with a protected bikeway*** *using low-cost techniques. This can be an approach to consider for G and H Streets.*

Figure 3.39 ***Proposed improvements to H and G Streets***



Community Identity Through Built Form and Public Realm Improvements

Figure 3.40 ***A thriving residential neighborhood with community amenities and service, and with good connectivity to downtown destinations***
West Modesto can become an integral part of downtown with improved connectivity and facilities to make walking and cycling feel safe.

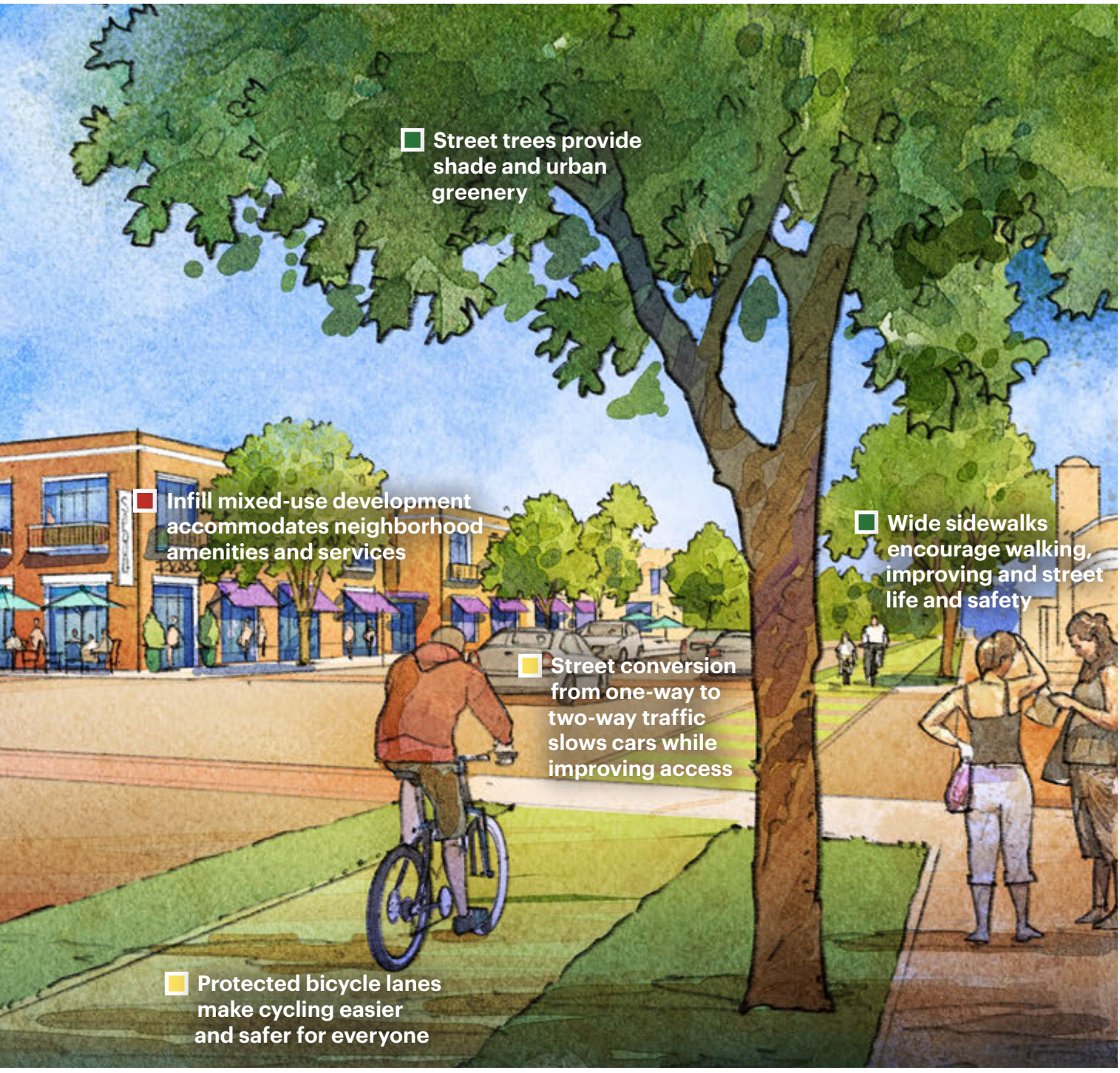
Small-scale infill projects such as the mixed-use building shown in this rendering, can be a strategy to increase housing supply, provide community amenities such as corner stores, medical clinics, etc. while maintaining the built character of the neighborhood.

The photograph on the top right corner of the facing page shows existing conditions at the same location.

Types of Improvements

- Streets and connectivity
- Parks and public spaces
- New uses and activities


Existing conditions


Street trees provide shade and urban greenery
Infill mixed-use development accommodates neighborhood amenities and services
Wide sidewalks encourage walking, improving and street life and safety
Street conversion from one-way to two-way traffic slows cars while improving access
Protected bicycle lanes make cycling easier and safer for everyone


NUTS

CHAPTER

4

Downtown Vision:
Mobility, Parking and Utilities

In this chapter

4.1 Multimodal Circulation Framework

Rebalancing the roadway network to put people first can be accomplished by prioritizing how all modes of transportation and users gain access to downtown. A complete network that accommodates people walking, bicycling, driving, and taking transit is necessary to make all residents and visitors feel welcome.

Overall Approach

Historically, vehicular throughput and access has been prioritized on Modesto's roadways. The pedestrian and bicycling experience on downtown streets has largely been an afterthought. The "Complete Streets" approach, as shown in Figure 4.1, puts people first. It is critically important to design for the safety, comfort, and experience of the most vulnerable roadway users first.

However, this concept works best when applied at the larger scale and not to just a few individual streets. In other words, the entire downtown street network must accommodate all users to create a "Complete Network" where all users have equal access; but every street may not need to accommodate all modes equally. During the charrette process, participants provided insights on which connections should be prioritized for each mode of transportation. This approach looks at how we connect people of all ages, abilities, and income levels to all the amenities downtown Modesto has to offer.

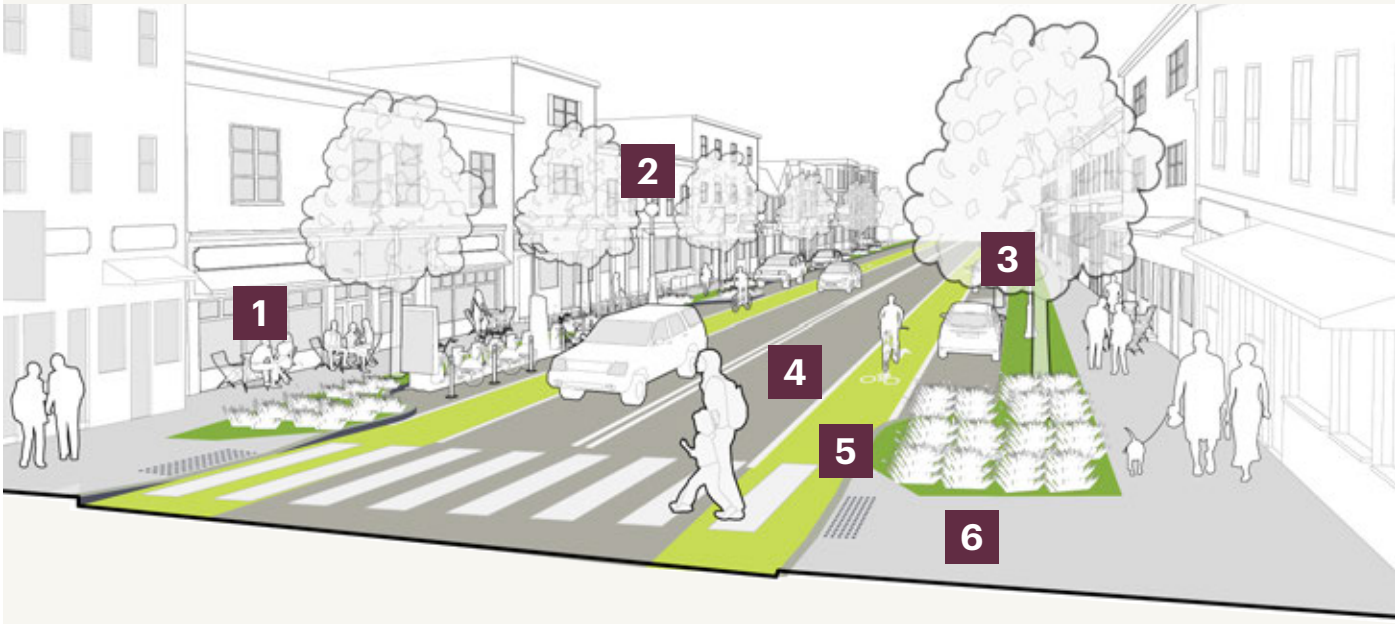
Multimodal Framework

Individual networks for pedestrian, bicycle and vehicular traffic were developed at the Community Design Charrette, and refined with community input. Together, they create a modal framework that highlights priority streets for walking, bicycling, and vehicular traffic and each network helps to guide recommended improvements to existing roadways to further each modal priority.

For example, for a street that shows both pedestrian and vehicular priorities, recommended improvements could include both the widening of existing sidewalks and maintaining vehicular capacity. The modal framework with street prioritization serves as the blueprint for future roadway improvements.

Complete Streets

Figure 4.1 *A multimodal approach to balance the needs of all users*
Complete Streets are designed so that people of all ages and abilities can travel safely, comfortably, and conveniently by foot, bicycle, car, or transit. This approach improves the quality of life for all users by creating safe, sustainable transportation networks and public spaces.

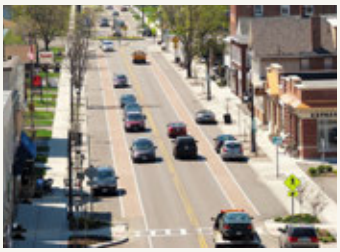


1. Street Furniture *such as seating, tables, and bicycle parking help to identify the street as a destination rather than merely a route between distant points.*

2. Pedestrian-Scale Lighting *that is well-designed can contribute to safety and accessibility, making the street an inviting place at all hours and for all users.*

3. Street Trees and Green Infrastructure *can deliver a variety of benefits to the streetscape, from providing shade and lowering ambient temperatures, to capturing and treating storm water.*

4. Narrower Travel Lanes *encourage people to drive more slowly along the street, resulting in a safer and more hospitable downtown environment.*



5. Bicycle Facilities *that are designed for safety and comfort make cycling an attractive option for a wide range of ages and ability levels.*

6. ADA-Compliant Sidewalks and Crosswalks *with curb extensions and highly visible crosswalk markings can make a tremendous difference for people with sensory or mobility challenges, and the elderly.*

Street Prioritization and Modal Priorities

The Community Design Charrette highlighted the following priorities for each mode:

Bicycle Priorities

- Close gaps to the major downtown adjacent bikeways;
- Connect across Highway 99; and
- Improve intersection crossings.

Pedestrian Priorities

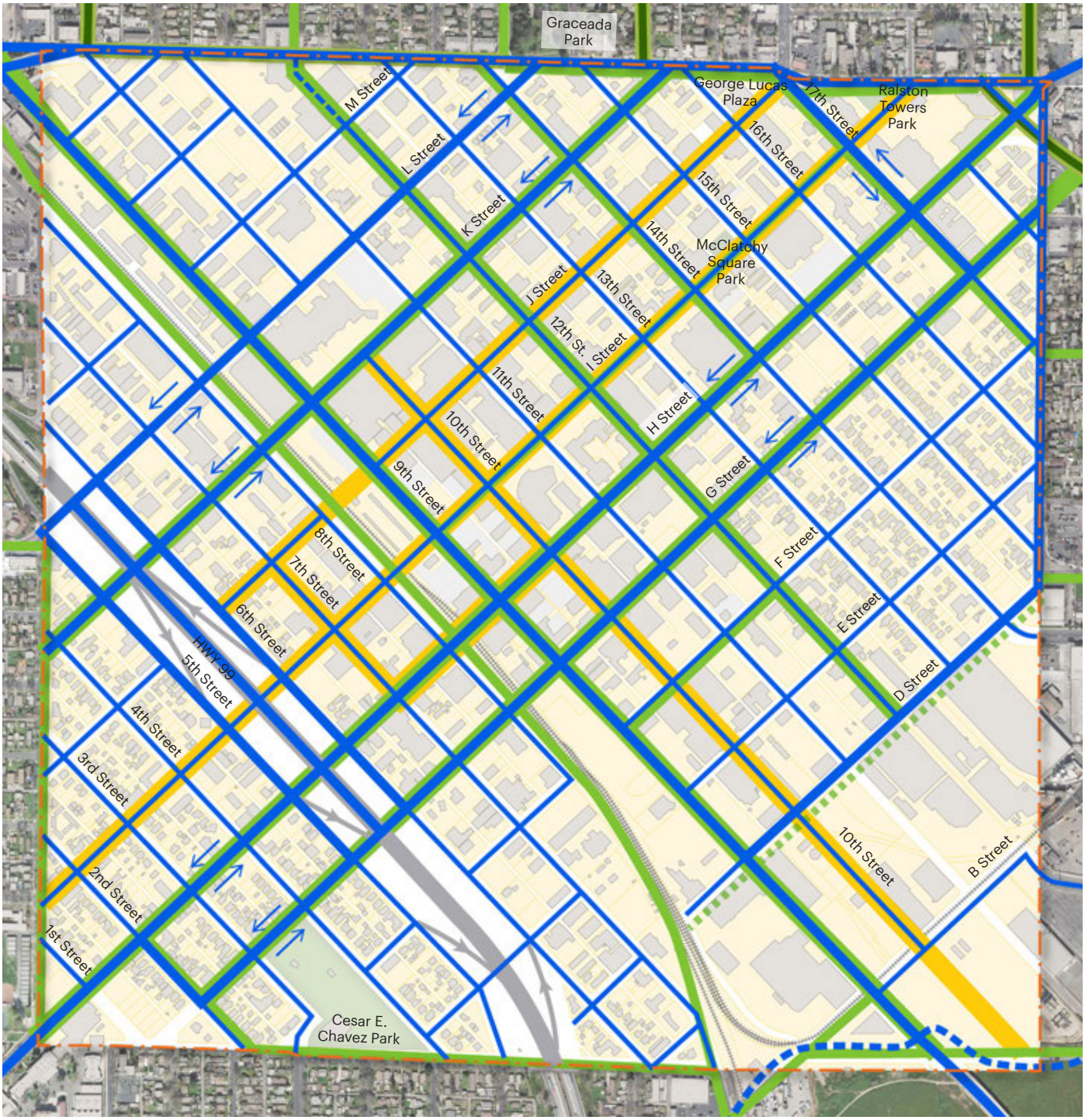
- Connect the 10th Street corridor to the waterfront;
- Provide improved connections across Highway 99; and
- Encourage access to transit and parking opportunities.

Vehicular Priorities

- Maintain access to Highway 99;
- Reduce circuitous movements for visitors; and
- Provide adequate facilities for heavy vehicles and transit.

Figure 4.3 on the facing page illustrates the overall circulation framework, reflecting the modal priorities discussed above. The individual networks for bicycle, pedestrian and vehicular circulation have been discussed in the following sections of this chapter.

Figure 4.2 ***Low-cost pilot projects*** *are an effective strategy to test out design concepts and to gain community support without incurring significant capital costs. In many cases, low-cost techniques such as paint, movable bollards, or even sturdy planters as shown in this example can be effective in creating a separated bikeway. This is an approach recommended for H Street and K Streets.*



Legend

- Vehicular - crosstown circulation
- Vehicular - local access
- Temporary closures allowed/ concept to be studied
- Major bikeways
- Minor bikeways
- Potential future connection
- Proposed pedestrian enhancements

Figure 4.3 ***Street Prioritization Plan***
The overall street network for downtown, showing modal priorities that reflect recommended improvements.

Scale 1" = 800'

N

0 800' 1600'

4.2 Bicycle Network and Facilities

Creating a comfortable, connected bicycle network for people of all ages and abilities to navigate to and throughout downtown Modesto will provide new mobility options that are currently lacking.

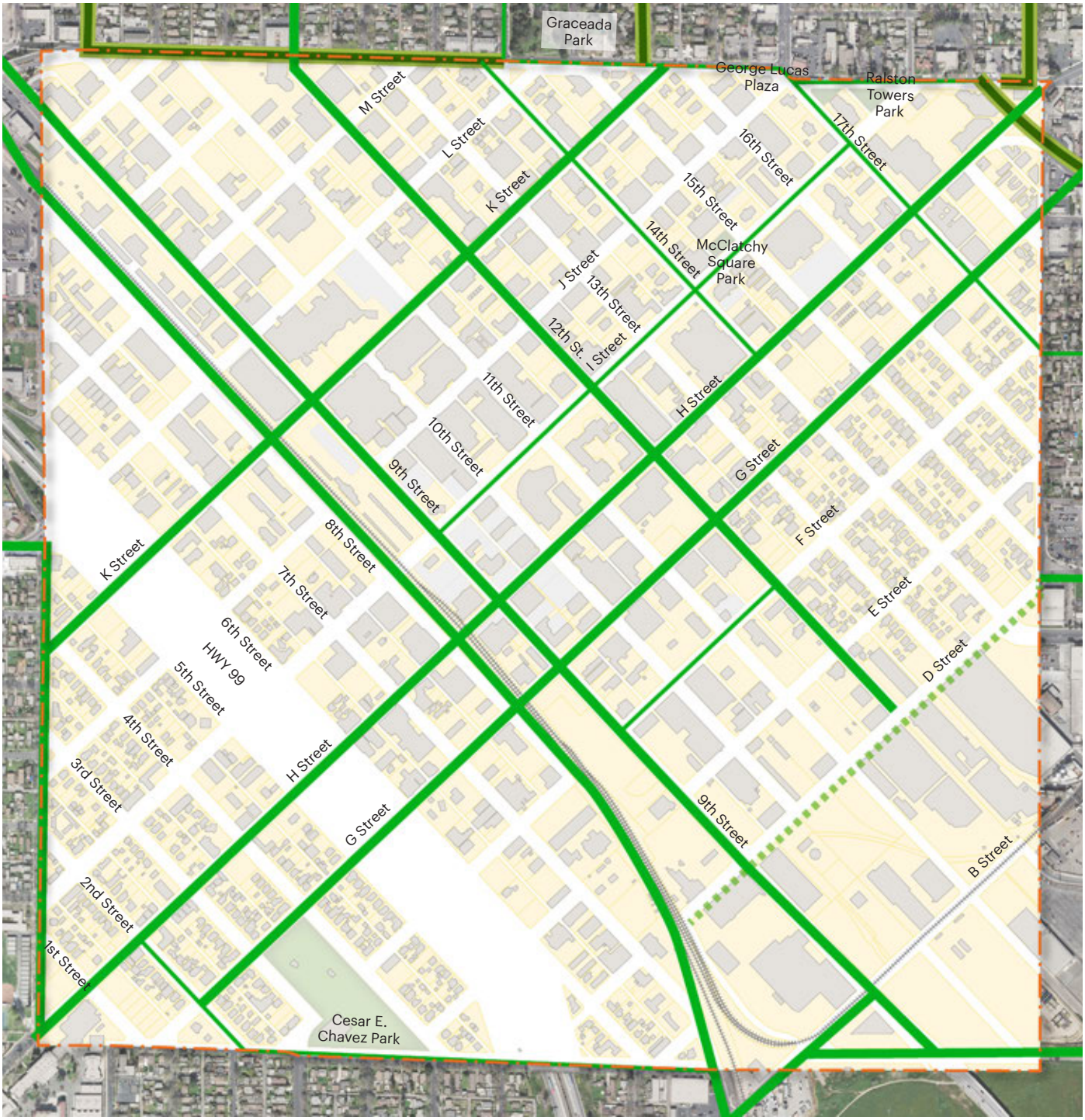
Overall Approach

Creating a connected, legible bicycle network for downtown Modesto will create a more equitable transportation system for its residents and visitors. Currently, motor vehicles occupy the largest portion of the right-of-way system in downtown Modesto in travel lanes and parking. Some of this space can easily be repurposed for bikeways, providing transportation options for those who choose to, or need to, cycle as their mode of transportation. Additionally, bikeways have demonstrated proven economic benefit in communities.

The recommended bikeway network aims to attract residents in adjacent neighborhoods within easy bicycling distance (under three miles) by creating separated bikeway facilities on select roadways. The intent is to complete gaps in the existing network to make these facilities usable by bicyclists of all ages and abilities. The bikeway network should also support accessibility by other low-speed mobility devices such as electric scooters.

The existing bikeway network within downtown and within a one-mile buffer was reviewed to identify gaps in accessibility to key destinations. The lack of bikeway facilities in downtown Modesto creates a "donut-hole" effect where major regional bikeway facilities such as the Virginia Corridor Trail, College Avenue and North 9th Street separated bikeways, and the Dry Creek Trail all terminate at the edges of downtown. Options were reviewed to establish how these bikeways could be best connected

Figure 4.4 ***An integrated network***
Integrating new bicycle facilities with existing trails and other transportation modes improves mobility for residents across the whole city. Separating bicycle lanes from vehicular traffic communicates safety and encourages use of the bikeway.



Legend

- Existing bikeways
- Proposed major bikeways (separated/multi-use paths)
- Proposed minor bikeways (striping/painted lanes)
- Potential future connection

Figure 4.5 ***Proposed Bicycle Network Plan***
This map illustrates recommended improvements to the existing bicycle network and type of bicycle facilities suitable for downtown.

Scale 1" = 800'

N

0 *800'* *1600'*

into and through downtown. Figure 4.5 shows the recommended improvements to the existing bicycle network. A planned bikeway improvement on Paradise Road provides a key opportunity to connect west and south Modesto to downtown. Identified major facilities for regional connectivity include 9th Street, 12th Street, G Street, H Street, K Street, a rail-with-trail opportunity, and the extension of the Dry Creek Trail along the Tuolumne River.

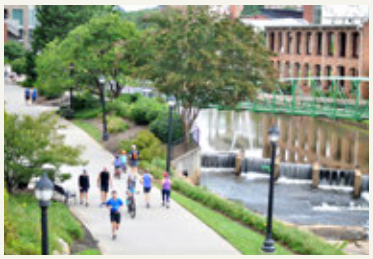
Once the major existing facilities were connected, downtown bicycle circulation was reviewed to identify key downtown destinations. A local downtown bikeway network was established to complement and enhance accessibility to and from regional facilities. Local-serving bikeway facilities include 14th Street, 17th Street, I Street, F Street, and a new future facility adjacent to D Street. Other peripheral roadways that provide access to the local network include Maze Boulevard, Washington Street, 1st Street/ Sierra Drive, and Needham Street.

Table 4A summarizes key recommended improvements to the existing bicycle network.

Table 4A. Recommended Bicycle Network Improvements

Major Regional Bikeways	
9th Street	Two-way Class IV Separated Bikeway
12th Street	One-way Class IV Separated Bikeways
G Street	Class II Buffered Bicycle Lanes (includes one-way to two-way street conversion)
H Street	One-way Class IV Separated Bikeways (includes one-way to two-way street conversion)
K Street	One-way Class IV Separated Bikeways (includes one-way to two-way street conversion)
Cross-Downtown Rail-Trail	Class I Multi-use Path on the south side of the Union Pacific Railroad
Dry Creek Trail Extension/ Tuolumne River Trail	Class I Multi-use Path including Morton Boulevard Side Path
Virginia Corridor Trail extension	Class I Multi-use Path
Minor Local Downtown Bikeways	
14th Street	Class II Bicycle Lanes
17th Street	Class II Bicycle Lanes (includes one-way to two-way street conversion)
I Street	Class I Multi-use Side Path and enhanced civic/park spaces
F Street	Class II Bicycle Lanes
D Street	Assess feasibility of Class I Multi-use Path or Class IV Separated Bikeway alignment in the future roadway
Maze Boulevard	One-way Class IV Separated Bikeways
Washington Street	Two-way Class IV Separated Bikeway
Needham Street/ Downey Avenue	Class II Bicycle Lanes
1st Street/ Sierra Drive	Class III Bicycle Boulevard with traffic calming

Shared Use Path (Class I)
Multi-use paths are two-way facilities physically separated from motor vehicle traffic and used by pedestrians, cyclists, and other non-motorized users. These paths may cross roadways at grade, at under- or over-crossings. Multi-use paths are often located along creeks and former rail corridors but may also be constructed along roadways.



Separated Bicycle Lane (Class IV)
These are a protected bicycle facility that combines the user experience of a multi-use path with the on-street infrastructure of a conventional bicycle lane. They are physically separated from vehicular traffic with curbs, flexposts, etc., and are distinct from the sidewalk. This type is most appropriate for roadways accommodating more than 6,000 vehicles per day, at speeds of 35 mph or more.

Buffered Bicycle Lane (Class II)
These are similar to standard bicycle lanes but provide increased riding space and comfort by painting a striped buffer between the bicycle lane and adjacent travel lane. This type of facility is most appropriate for roadways accommodating up to 6,000 vehicles per day, at speeds of up to 30 mph.

Bicycle Lane (Class II)
Bicycle lanes provide dedicated space for cyclists in the roadway, delineated with lines and symbols on the roadway surface. Bicycle lanes are usually provided in both directions on two-way streets and on one side of one-way streets.

Bicycle Routes (Class III)
Bicycle routes accommodate both bicycles and motor vehicles in a shared roadway. They may be marked with shared lane markings or signage, and include additional traffic calming and crossing treatments. These enhanced facilities may be called bicycle boulevards. This type of facility is most appropriate for roadways with fewer than 3,000 vehicles per day, at speeds less than 25 mph.

Figure 4.6 ***Types of bicycle facilities***
In California, bicycle facilities are classified according to the type of separation they provide from motor vehicles. Different facilities are appropriate for different roadways based on the speed and volume of vehicles on the roadway. The bicycle facilities shown here are presented in the order of separation, from maximum to minimum separation.

4.3 Pedestrian Network Enhancements

Figure 4.7 ***A pedestrian-friendly environment***
Small, targeted investments in the public realm can make it more inviting to people on foot.

Enhancing the pedestrian experience throughout downtown is accomplished by creating welcoming areas with wider sidewalks, pedestrian-scale lighting, rest areas, activated store fronts, and cross-downtown accessibility.

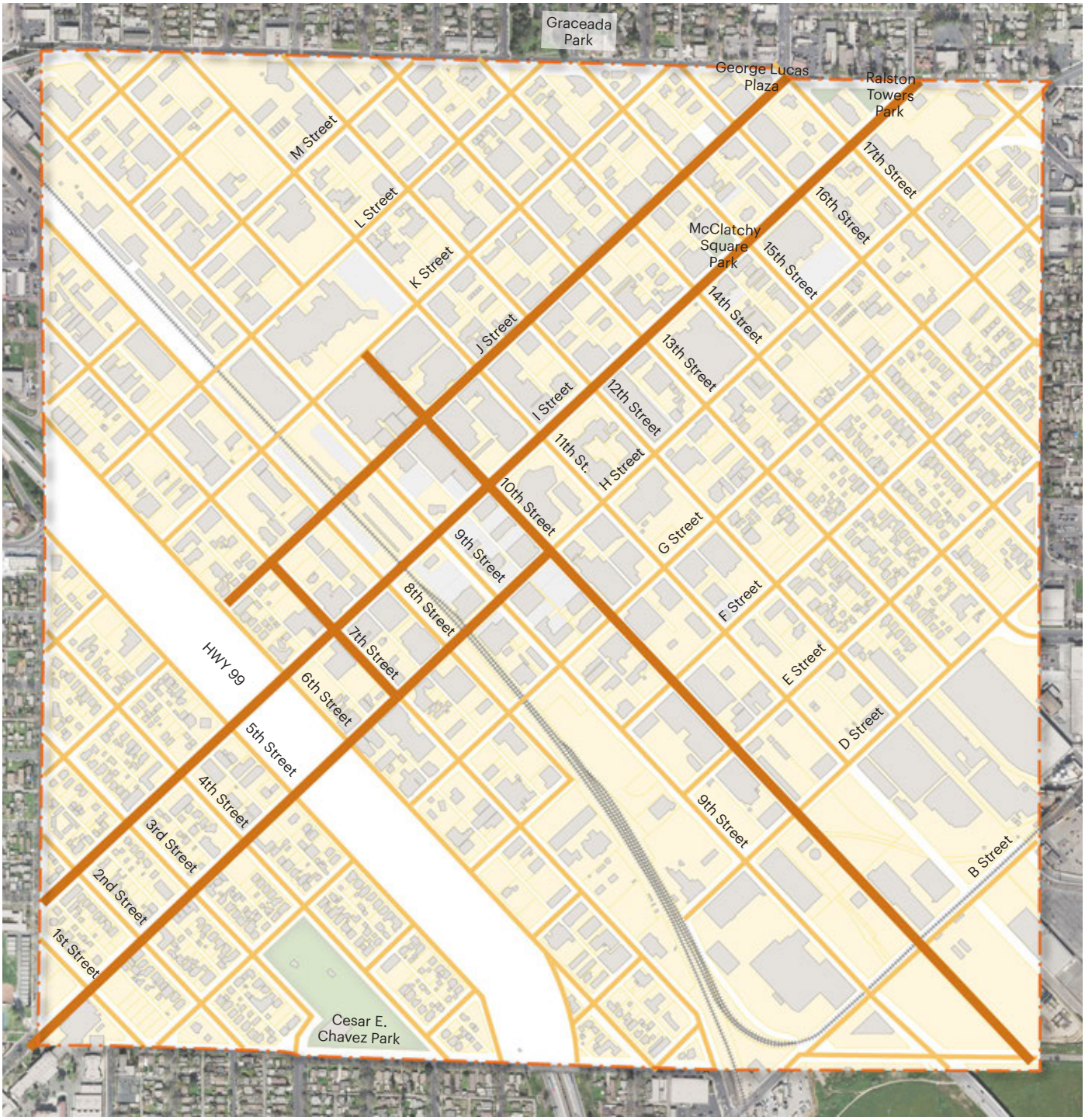
Overall Approach

Key corridors were identified to provide good walking routes from downtown to south Modesto, to the Tuolumne River, to the Modesto Transit Center, along the J Street business corridor, across downtown on a new civic corridor on I Street, and within a new transit-oriented district along 7th Street. Together, these focused improvements, as shown in Figure 4.9, serve the core area of downtown and provide access to critical destinations while encouraging a "Park Once and Walk" environment.

Most existing roadways within downtown Modesto have complete sidewalk infrastructure on both sides of the roadway. However, many roadways lack critical pedestrian-supportive amenities to make the pedestrian environment feel safe and secure, especially at night. In fact, most of the existing lighting within downtown is centered toward the middle of street. The pedestrian recommendations developed during the charrette process are intended to focus infrastructure improvements to select areas that provide critical connections within or to downtown and key destinations. These priority corridors not only need widened sidewalks but should also include amenities like landscaping, public art, pedestrian-scale lighting, wayfinding, and activated storefronts or businesses with outdoor space to make people feel more welcome.

Table 4B on the next page summarizes key recommended pedestrian enhancements to existing streets.

Figure 4.8 ***Street life and urban form***
Building frontages, sidewalk dimensions, and landscaping all contribute to creating a place where people want to be.



Legend

- Proposed pedestrian enhancements
- Existing pedestrian facilities

Figure 4.9 ***Pedestrian Enhancement Plan***
This map illustrates recommended improvements to the existing pedestrian facilities in downtown.

Scale 1" = 800'

N

0 *800'* *1600'*

Table 4B. Recommended Pedestrian Enhancements	
Key Pedestrian Street Improvements	
J Street	Create a shared or flush street from the Transit Center entrance on 9th Street till 11th Street to visually connect transit users to the primary downtown shopping and business corridor. Explore the potential of a new underpass beneath the railroad tracks the Transit Plaza and 9th Street to the new 7th Street transit corridor. Widen sidewalks east of 11th Street to create larger pedestrian walkways and spaces for outdoor dining or entertainment spaces. Public art, pedestrian-scale lighting, wayfinding, bicycle corrals, parklets, and shade spaces should also be considered along J Street.
I Street	Create a civic corridor with enhanced green spaces, widened sidewalks, and multi-use path that can be programmed for various community activities. This new civic space should be developed to promote a park-like atmosphere by creating a 16-foot wide greenway on one-side while leaving space to frame views of the Modesto Arch in the center of the corridor. Pedestrian-scale lighting similar to the ones used at the Gallo Center should be used along the corridor. Public art and wayfinding should be considered along I Street. Planters and pedestrian-scale lighting should also be added to the Interstate 99 overpass to better extend the connection between downtown and west Modesto.
H Street	Implement pedestrian improvements to better connect west Modesto residents to downtown by installing more pedestrian-scale lighting, shortening crossing distances with landscaped curb extensions at intersections, and installing ADA-accessible bi-directional curb ramps. To lend a unique identity to this corridor, create branded wayfinding that celebrates the west Modesto community along with public art. Planters and pedestrian-scale lighting should also be added to the Interstate 99 overpass to better extend the connection between both communities.
7th Street	Develop a pedestrian-focused corridor that enhances accessibility to transit by widening sidewalks, installing pedestrian-scale lighting, and implementing intersection safety improvements such as curb extensions. Potential new land-uses and residential developments should be oriented toward the street to increase the security of people walking along the corridor. Wayfinding should be developed to brand the district and provide easily identifiable connections to the Transit Center and new underpass that connects to J Street.

Table 4B. Recommended Pedestrian Enhancements	
Key Pedestrian Street Improvements	
10th Street	Extend the existing portions of this corridor in the core of downtown that currently serve as a priority pedestrian area to connect with the riverfront area mixed-use node and ballpark. The new segments south of I Street should include widened sidewalks, street trees and landscaping, benches, wayfinding, and pedestrian-scale lighting. Intersection crossing improvements such as curb extensions and high-visibility crosswalks should also be included.
12th Street	Connect existing businesses and underutilized parking areas including the parking garage to major pedestrian corridors by installing pedestrian-scale lighting and wayfinding. Explore the feasibility of temporary street closure for the segment of 12th Street between Needham and N Street owned by Crosspoint Communities as part of their proposed design concept to create a church campus in that location.

Figure 4.10 ***Pedestrian-priority streets***
An example of a curbless or "flush" street in Redmond, WA with delineated spaces for different modes, pedestrian-scale lighting, and outdoor activated business or dining areas.

4.4 Vehicular Priority Network

Figure 4.11 ***Vehicular transportation network***
Businesses in downtown Modesto rely on a strong vehicular transportation network to move goods.

Priority roadways provide access between adjacent neighborhoods, to Interstate 99, and key destinations within downtown. These roadways can provide critical circulation functions as well as capacity functions while not degrading the experience or safety of other roadway users.

Overall Approach

The existing roadway network consists of multiple one-way couplets that provide high-speed, high-volume access through downtown to Interstate 99. These connections are critical to providing access for people working and living not just in downtown but also for those living in surrounding neighborhoods.

To balance accessibility and comfort for all roadway users, one-way couplets were assessed for potential two-way conversions. This maintains the current capacity by spreading the volume of traffic during peak periods on two roadways rather than focusing all traffic on one roadway in each couplet. This also decreases vehicular rear-end crash risk by creating dedicated left-turn spaces.

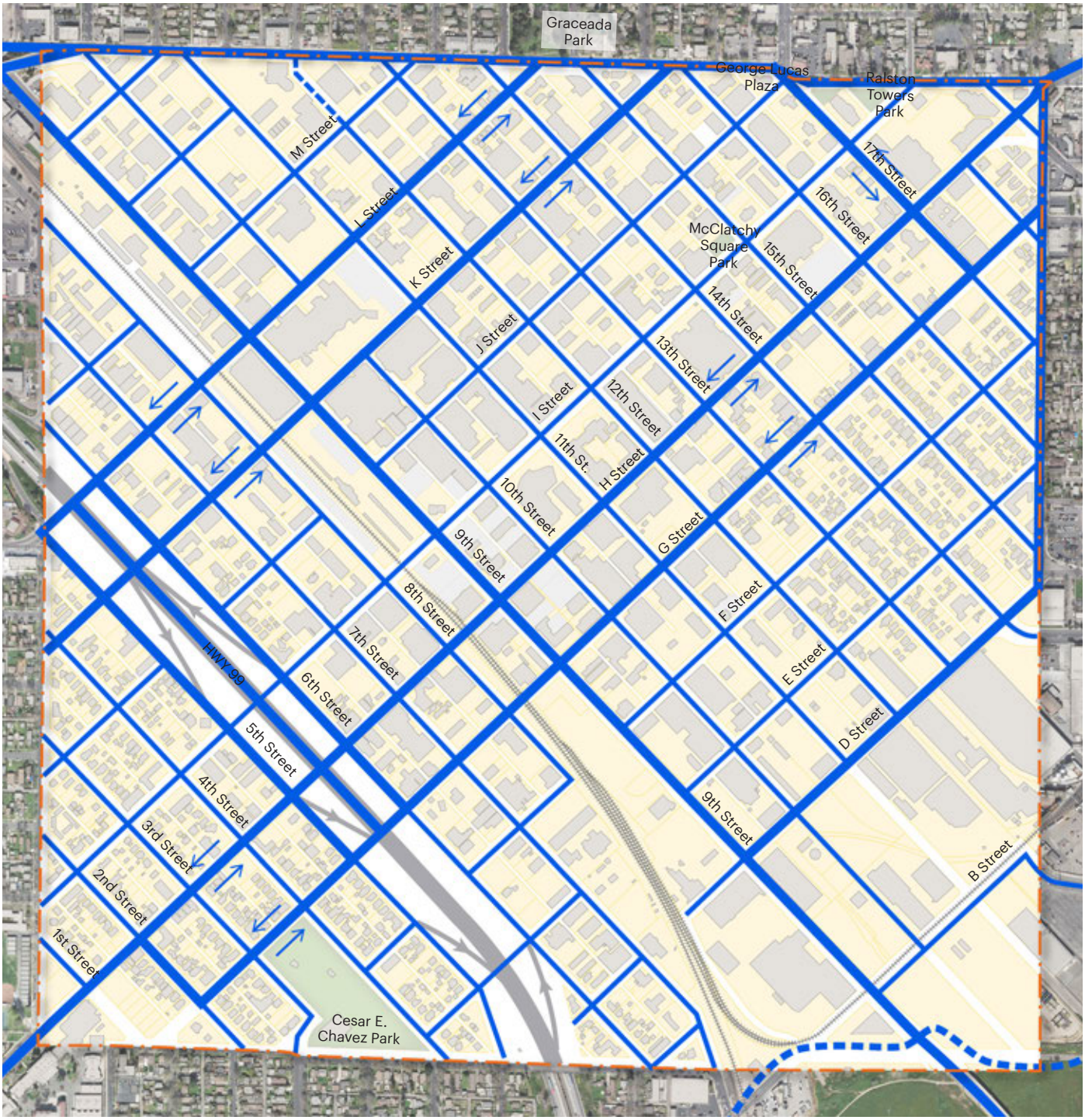
This conversion of one-way streets to two-way will enable wayfinding, help visitors to navigate downtown more easily, and also find parking spaces with less circuitous paths of travel.

Recommended improvements to the vehicular network are listed in Table 4C and shown in Figure 4.13.

Figure 4.12 ***Prioritization and wayfinding***
Clear prioritization and wayfinding to destinations and parking can enable smooth multimodal circulation; as shown in this example from Emeryville, CA.

Table 4C. Recommended Vehicular Network Improvements

H Street/ G Street one-way to two-way conversion	Convert the H Street/ G Street one-way couplet to two-way vehicular travel on each roadway. At intersections, remove parking on one side to provide dedicated turn lanes where needed.
K Street/ L Street one-way to two-way conversion	Convert the K Street/ L Street one-way couplet to two-way vehicular travel on each roadway. At intersections, remove parking on one side to provide dedicated turn lanes where needed.
17th Street one-way to two-way conversion	Convert 17th Street from a one-way facility to a two-way vehicular travel roadway.
9th Street transit and heavy-vehicle accessibility	Enhance navigation and accessibility for transit buses and heavy-vehicles by redesigning the roadway with wider outside travel lanes and removing parking conflicts.



Legend

- Crosstown circulation
- Local access
- Temporary closure permitted
- One-way to two-way street conversion

Figure 4.13 ***Vehicular Circulation Plan***
This map illustrates recommended improvements to the existing vehicular network in downtown, including recommended street conversions.

Scale 1" = 800'

N

0 *800'* *1600'*

Intersection Improvements

Skewed intersections at the confluence of street grids with different alignments should be redesigned to make them safer for all modes.

Figure 4.14 ***Needham Street/ Park Avenue- 14th Street/ Sycamore Avenue- 15th Street intersection***
As described above, this intersection is a particularly challenging one to navigate for all modes. The skew makes vehicular turning movements challenging, sight lines more difficult, and creates long pedestrian crossing distances. Redesigning the intersection to be perpendicular, as shown here, would create a safer, more comfortable, and more predictable environment for all modes.

Recommended Improvements

1. *Where L Street and 14th Street meet, carry just one street north to Needham and signalize the intersection.*
2. *Remove the one-way west-bound lane on the south side of Needham Street to create a more generous pedestrian realm along Needham, more predictable street network, and a safer intersection at Needham and 15th Streets. This would also create an opportunity to provide access from Needham Street to the surface parking lot south of Needham.*
3. *Create a perpendicular, signalized intersection of 15th and Needham Streets. This will improve sight lines, reduce pedestrian crossing distances (particularly across Needham), and improve operations.*

A number of intersections along the edge of downtown Modesto are difficult to navigate, particularly for pedestrians and cyclists. Intersections where the north-south grid of greater Modesto meets the northwest-southeast grid of downtown Modesto are to be particularly challenging due to the skewed configuration and challenging sight lines.

The intersections of Needham with 14th and 15th Streets are examples of what happens when the grids converge and motor vehicles are prioritized. Similarly, intersections such as Downey Street/ H Street/ Burney Street/ La Loma Avenue, where several streets meet within a short distance, are confusing and difficult to navigate by car, on bicycle, and on foot.

Figure 4.15 ***Downey Street/ H Street/ Burney Street/ La Loma Avenue intersection***

The Downey / H / Burney / La Loma intersections are very confusing and difficult to navigate whether by car, bicycle, or foot. This area could be substantially improved by rethinking the intersections as a whole and creating two roundabouts, as shown here.

Roundabouts would better process the traffic through this area, create better separation of motor vehicles, pedestrians, and bicyclists, and provide an opportunity to create a "gateway" at this area of downtown Modesto. The tradition of lighting the large tree in the existing traffic island for the holidays could continue with the new roundabout.

Recommended Improvements

1. *Replace confusing intersections with two roundabouts.*
2. *Create a fully separated shared use path for pedestrians and cyclists to navigate the area.*
3. *Create tabled, high visibility crossings on all streets approaching the roundabout.*
4. *Consider creating a "gateway" treatment in the center of the roundabout at La Loma and Burney, noting the arrival into downtown.*
5. *Preserve the existing monument and park features.*

Figure 4.16 ***Example of a roundabout***

4.5 Managing Curb Space: Parking, Loading and Other Uses

Recommendations for Managing Curb Space

Priorities for Use

The City should adopt a clear methodology to guide decision-making on how to prioritize the use of limited curb space. In general, the needs of the following uses should be addressed before devoting curb space to long-term parking (shown in order from highest to lowest priority):

- Bicyclists, pedestrians, and transit;
- Active freight and passenger loading, including paratransit and ridehailing services;
- Placemaking uses, such as parklets and sidewalk dining;
- Short-term parking.

Curb Parking that is Well-Used but Readily Available

The City should charge for curb parking, which is the most convenient, and set prices with the aim of ensuring that curb parking is well used, but readily available. Where necessary to maintain availability, the City should:

1. Implement performance-based parking pricing with rates that may vary by time of day, day of the week and by block;
2. Charge for parking wherever and whenever necessary – including evenings and weekends, if needed – to achieve a target occupancy range of approximately 65 to 85 percent occupancy on each block;
3. Use prices rather than time limits to maintain curb parking availability; and

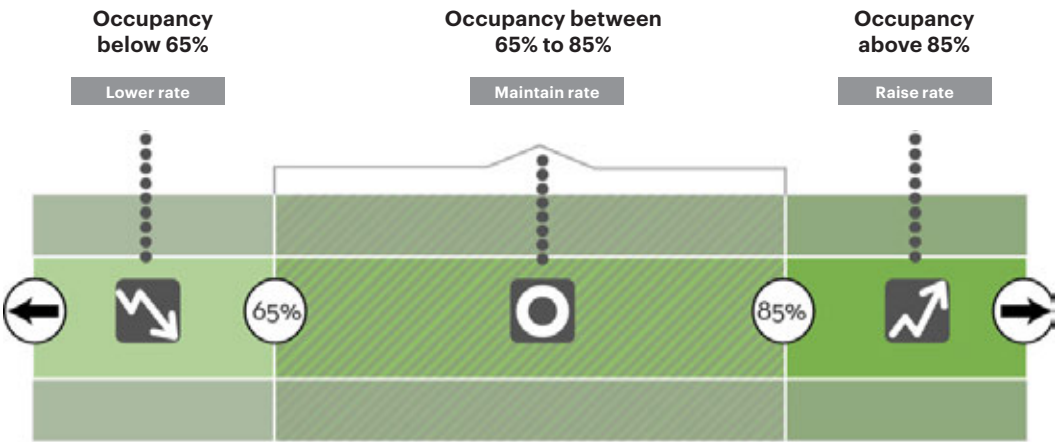


Figure 4.17 ***Performance-based curb parking***
Performance-based curb parking pricing sets rates at the lowest price needed to make parking readily available on each block. If curb parking occupancy on a block is within the recommended target occupancy range of 65 to 85 percent, then parking is well-used but readily available, and the meter rate for that block should be left unchanged. If the occupancy figures are routinely less than 65 percent, then the rate should be reduced. If the occupancy figures are routinely more than 85 percent, then the rate should be increased.

4. Use all net new parking revenues (i.e., after covering parking program expenses) to fund public facilities and services that benefit the blocks where the parking revenue is generated.

Protecting Existing Residents from Spillover Parking

To protect existing neighborhoods from excessive spillover parking from new development, and to balance the supply of and demand for curb parking, the City should establish Residential Parking Benefit Districts on blocks which are primarily residential. Residential Parking Benefit Districts provide existing residents with curb parking permits for free or a nominal fee, while allowing a limited number of non-residents to pay to park. In each district, the City should:

- Use all net new parking revenues to fund public facilities and services that benefit the district; and
- Issue no more than one residential parking permit for each existing curb parking space, to help prevent overcrowding.

The City should also require new development to assist in funding the establishment of Residential Parking Benefit Districts, where necessary, to prevent spillover parking from new developments into nearby residential streets, including those within a 1350-foot walking distance (i.e., a five-minute walk) of the Plan Area boundary. Residential Parking Benefit Districts should be established only in neighborhoods where a majority of residents support their creation.

Improve Enforcement and Data Collection

To ensure that parking for customers, employees and other downtown users remains readily available, parking laws must be enforced, and supply and demand must be monitored. The City should continue to improve parking enforcement and collect regular (e.g. quarterly) parking inventory and occupancy data on all downtown parking—public and private, on-street and off-street. This can be done by deploying modern technologies (e.g. license plate recognition systems) with appropriate policies to safeguard privacy.

Improve Parking Signage and Wayfinding

The City should continue efforts to improve parking signage and install real-time electronic parking wayfinding signs, to help direct motorists away from overcrowded blocks of curb parking and into underutilized nearby lots and garages.

Figure 4.18 ***Parking strategies in Redwood City***
Redwood City uses performance-based parking prices: no time limits needed.

Figure 4.19 ***Curb parking in Old Pasadena***
In Old Pasadena, curb parking revenues keep parking available and keep streets safe and clean, by funding security, steam cleaning, and marketing.

Figure 4.20 ***Curb space management***
Good curb space management keeps spaces available for shoppers.

4.6 Managing City-Operated Lots and Garages

The following recommendations apply to City-owned and leased parking lots and garages.

Recommendations for Managing City-Operated Parking Facilities

Public Parking

The City should continue to operate public lots and garages, with the goal of ensuring the efficient sharing of parking between land uses with different times of peak parking demand.

Short-Term Improvements

Short-term improvements, such as updating and improving Parking Access and Revenue Control Systems, lighting, cleaning, signage and landscaping, should be implemented in City-operated lots and garages.

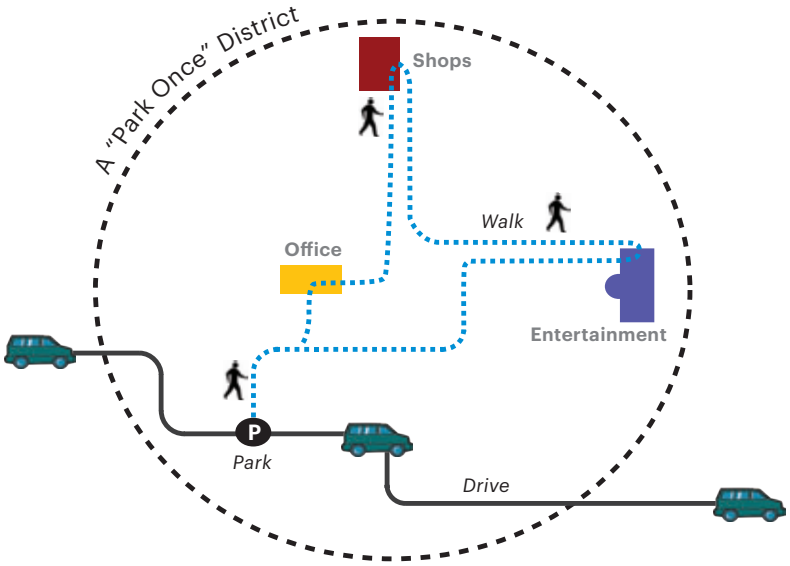


Figure 4.21 ***"Park-Once" district*** *uses shared garages where motorists park once and visit many destinations on foot.*
Image source: Nelson/Nygaard Consulting; Walter Kulash.

Off-Street Parking Enterprise Operation

City-owned or operated lots and garages should continue to operate as an enterprise activity, which pays for itself through direct user fees paid by motorists. City lots and garages should not be subsidized by other taxpayer dollars or by curb parking revenues.

User fees should be set for each parking facility to achieve the following goals: ensure parking availability and make City-operated parking self-supporting. To implement these policies, existing parking subsidy programs should be phased out over time. To ease the transition, consider letting low-income employees and residents and/or existing parking permit holders continue purchasing parking permits at below-cost rates.

Parking Wayfinding

The City should implement an integrated wayfinding system for off-street parking facilities, including both static and dynamic (changeable electronic display) signage to provide guidance and real-time parking availability information.

Assess Highest and Best Use

The City should regularly assess whether continued use of each City-owned or operated parking lot or garage as a parking facility is the highest and best use of that property. The City should consider whether each parking facility should be converted to another use and the parking replaced elsewhere or discontinued.

Converting Private Parking into Shared Public Parking
The City should consider providing incentives for converting underused private parking into shared public parking. These can include the City taking on the liability insurance, maintenance, operation, enforcement, and/or revenue collection costs of the parking facility; making one-time improvements, such as landscaping and/or improving access for people with disabilities; or requiring that the parking facility be made available to the public (at some or all hours) as a condition of approval of a new development or change of use.

Reserve Sites for Additional Parking If and When Needed
The City should reserve sites for future public parking lots and garages if and when needed. New parking facilities should not be built until all lower-cost options have been implemented, including the conversion of underused private parking into shared public parking; providing downtown employees with free transit passes, parking cash-out benefits, and the full suite of transportation benefits described elsewhere in this chapter; and phasing out below-cost parking prices for existing public parking. If built, future public parking should be designed to allow easy conversion to other uses, such as offices or homes, when parking demand falls.

Facilitate Greater Use of Electric Vehicles lower Greenhouse Gas (GHG) Emissions
With the aim of meeting the GHG emission reduction targets set forth by recent measures such as Senate Bill 350, the City needs to make investments to encourage the adoption of shared zero emission mobility options for Modesto residents.

The City has installed fourteen electric charging stations at several places in Modesto, but downtown has only one, located on I Street at the library, not near most downtown shops and restaurants. The City should consider improving electric charging infrastructure in downtown, and installing electric charging stations in City-owned lots and garages. Potential sites include City-owned garages and City-owned parking lots at 11th and K Streets, 9th and K Streets, and mid-block on 11th street between J and I Streets.

Figure 4.22 ***San Francisco parking wayfinding signage***
Image source: SF Park

Figure 4.23 ***Singapore parking wayfinding signage***
Image source: Rudy Hernan

Regulating Private Parking

Parking Standards
To encourage new investment in downtown, there should be no minimum parking requirements for new development or for the reuse of existing buildings. This will allow the emergence of a market for parking, where spaces are bought and sold, rented and leased.

Removing minimum parking requirements will increase the feasibility of new development, improve urban design, reduce motor vehicle trips and pollution, and increase housing affordability.

4.7 Infrastructure Approach and Improvements

This section examines existing utility infrastructure and capacities in the downtown area, and identifies required improvements to implement the Master Plan vision, focusing on streets that have been identified for key improvements in the preceding sections.

Overall Approach

Existing infrastructure capacities were analyzed for the streets for which design improvements have been recommended. This helped to highlight potential deficiencies, and necessary upgrades.

Water Infrastructure

Existing Water Infrastructure

Downtown Modesto has a reliable water service system that consists mainly of 4-inch to 16-inch diameter pipes. Most of the network is located in the roadway; however, there are also smaller water lines in the alleys that support the buildings on that block. The pipes in the systems are constructed of various materials: cast iron pipe (CIP), ductile iron pipe (DIP), asbestos cement pipe (ACP), polyvinyl chloride (PVC), and steel (STL).

There are fire hydrants on each block, and there are several active wells withing the downtown area. One well is located on the block bounded by 10th, F, 11th, and G Streets, and another is on the block bounded by 16th, G, 17th, and H Streets.

Table 4D gives information on the existing water infrastructure specifically in the rights-of-way of the proposed street improvements identified in previous sections of this Master Plan.

Recommended Water Infrastructure Improvements

The City has identified some necessary improvements to the downtown Modesto water system in the Water Master Plan that will help support future development and modernize the system, as shown in Figure 4.24. Included in these improvements is the strengthening and replacement of pipes, fire flow improvements, and grid improvements on several streets and in some alleys.

The City will no longer allow connections to 4-inch water lines, and existing 6-inch water lines will need to be upsized in order to handle the fire suppression requirements. Replacement pipes will be minimum 8-inch in diameter.

In many cases, the existing water line is located two to three feet from the existing face of curb. In order to accommodate the recommended wider sidewalks in the streetscape upgrades on I, J, and 10th Streets, the existing water lines will need to be removed or abandoned so that the pipe is within the paved area of the road.

The fire hydrants will need to be relocated to approximately two feet behind the back of curb. Since the sidewalks on K, H, 9th, and 14th Streets are not intended to be widened, the water line and fire hydrants should be able to remain in their existing locations. However, the design of these

Figure 4.24 ***Recommended improvements to existing downtown water infrastructure***

- Existing water line
- Existing fire hydrant
- Active well
- Out-of-service well
- Lower priority fire flow improvements
- Future fire flow improvements
- Grid improvements
- Future grid improvements

Table 4D. Existing Water Infrastructure for Streets with Proposed Improvements

H Street [9th Street to Burney Street]	12″ DIP from 9th Street to 17th Street 10″ PVC from 17th Street to 18th Street 8″ PVC and ACP from 18th Street to Burney Street
I Street [9th Street to Downey Avenue]	10″ CIP from 9th Street to 11th Street 8″ CIP from 11th Street to north of 13th Street 6″ CIP/ACP from south of 14th Street to Downey Avenue 10″ ACP from north of 16th Street to south of Downey Avenue
J Street [9th Street to Needham Street/ Downey Avenue]	6″ CIP from 9th Street to 12th Street 10″ ACP from 12th Street to Needham Street/Downey Avenue 4″ CIP from 9th Street to 10th Street 12″ DIP from 10th Street to 11th Street
K Street [9th Street to Needham Street]	12″ ACP from 9th Street to 12th Street 10″ ACP from 12th Street to north of 15th Street 6″ CIP from 9th Street to north of 12th Street
9th Street [D Street to L Street]	6″ CIP from D Street to F Street 12″ PVC from F Street to west of I Street 12″ ACP from I Street to L Street
10th Street [D Street to J Street]	16″ STL from D Street to E Street 10″ CIP from D Street to J Street
12th Street [D Street to L Street]	12″ CIP from D Street to E Street 16″ STL from E Street to L Street

streets should aim to avoid installing landscaped or hardscaped buffers that conflict with the existing water lines if at all possible.

One consideration to keep in mind when relocating the water lines in streets with a narrower paved area is that the City requires a minimum of 10 linear feet of horizontal clearance between pipes. I, J, and 10th Streets all have other existing utilities running parallel to them in the roadway that will need to be taken into account.

Sanitary Sewer Infrastructure

Existing Sanitary Sewer Infrastructure
Sanitary sewer service in the downtown area is provided mostly by 6-inch to 33-inch diameter pipes constructed of reinforced concrete pipe (RCP), vitrified clay pipe (VCP) and, more recently, PVC. The system is made up of public mains in the road and smaller alley mains that service the surrounding buildings and feed into the mains in the roadway. There are several existing storm drain cross connections within the downtown area that discharge stormwater runoff into the sanitary sewer system. The City has expressed a desire to remove these cross connections in the future so that stormwater runoff stays within the storm drain system.

Table 4E gives information on the existing sewer infrastructure specifically in the rights-of-way of the proposed street improvements identified in previous sections of this Master Plan.

Recommended Sewer Infrastructure Improvements
There is one main capacity issue that the City has identified in the Wastewater Collection System Master Plan in the downtown area, shown in Figure 4.25. The existing 12-inch pipe in J Street is undersized, which causes surcharging. Approximately 2,400 linear feet of this pipe will be replaced with a 15-inch pipe. The City has identified this as a high priority project. The other capacity and rehabilitation issues are on the far west and far south borders of downtown and do not affect the project scope.

In general, the sewer mains in the downtown area were installed very close to the centerline of the roadways; therefore, the streetscape enhancements on I, J, and 10th Streets should not require the relocation of any sewer lines. There are two existing parallel sewer mains in J Street, a 12-inch/15-inch VCP and a 6-inch/8-inch VCP, which will remain. These will need to be considered when redesigning the street. Landscaped and hardscaped buffers in K, H, 9th, and 14th Streets should aim to avoid conflicts with the existing sewer system if possible.

Alley sewers will likely need to be abandoned, removed, or upsized depending on the nature of the development that occurs in the future. Recommended improvements to existing sanitary sewer infrastructure are shown in Figure 4.25.

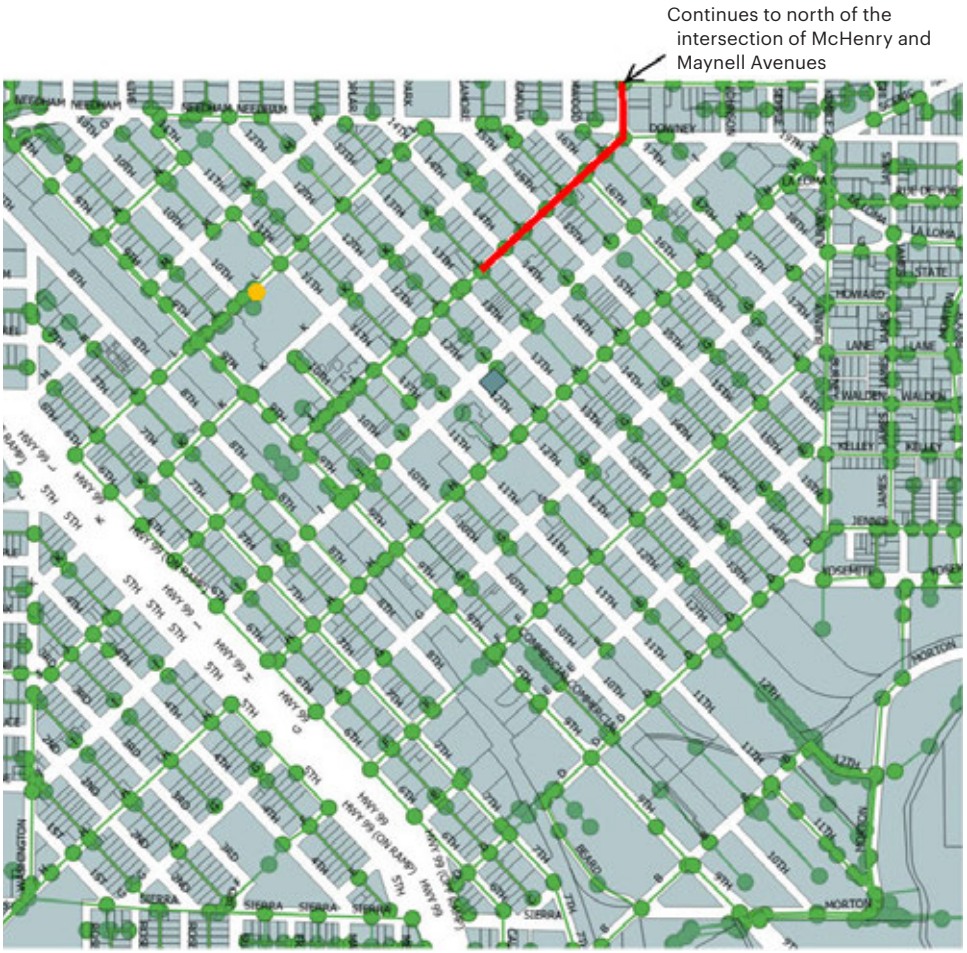


Figure 4.25 ***Recommended improvements to existing downtown sewer infrastructure***

- Existing sanitary sewer line
- Sanitary sewer manhole
- Sanitary sewer lift station
- Existing system deficiencies

Table 4E. Existing Sewer Infrastructure for Streets with Proposed Improvements	
H Street [9th Street to Downey Avenue]	12″ VCP from 9th Street to north of 18th Street 6″ VCP from south of 19th Street to Downey Avenue
I Street [9th Street to 10th Street]	6″ VCP from 9th Street to 10th Street
J Street [9th Street to Needham Street/ Downey Avenue]	15″ VCP from 9th Street to 12th Street 12″ VCP from 12th Street to Downey Avenue 8″ VCP from 9th Street to north of 16th Street 6″ VCP from south of 17th Street to Downey Avenue
K Street [9th Street to Needham Street]	No existing sewer line in K Street
9th Street [D Street to L Street]	16″ VCP from D Street to E Street 14″ VCP from E Street to H Street 12″ VCP from H Street to J Street 8″ VCP from J Street to L Street 27″ RCP from K Street to L Street
10th Street [J Street to K Street]	6″ VCP from J Street to K Street
12th Street [D Street to L Street]	No existing sewer line in 12th Street

Storm Drain Infrastructure

Existing Storm Drain Infrastructure

The downtown Modesto storm drain service, as shown in Figure 4.26, is provided by a network of 8-inch to 42-inch diameter pipes constructed of RCP and non-reinforced concrete. Catch basins are located primarily at major road intersections, and manholes connect midblock alleys to the mains in the roadway. Cross streets are typically constructed so that the high point is located near the midpoint of the block, allowing water to drain toward the catch basins at the intersections.

Table 4F gives information on the existing storm drain infrastructure specifically in the rights-of-way of the proposed street improvements identified in previous sections of this Master Plan.

Recommended Storm Drain Infrastructure Improvements

The City of Modesto does have a Stormwater Infrastructure Master Plan; however, it does not focus on the downtown core. The storm drain system appears to be sized adequately in most of the downtown area.

One exception is the storm drain line in 9th Street, which has been recognized as being undersized and should be upsized. The main limitation in the system is the catch basins. They are smaller structures that are easily clogged, causing the intersections to flood on occasion during heavy storms. It is recommended that these structures are upsized when replaced.

Similar to the sewer mains, the storm drain lines tend to be installed close to

Table 4F. Existing Storm Drain Systems for Streets with Proposed Improvements

H Street [16th Street to Downey Avenue]	30" RCP from 16th Street to 17th Street 21" RCP from 17th Street to La Loma Avenue 15" RCP from La Loma Avenue to Burney Street Catch basins at intersections with 16th, 17th, and 18th Streets, La Loma Avenue, Downey Avenue, Burney Street
I Street [9th Street to 12th Street]	24" RCP from 9th Street to 11th Street 18" RCP from 11th Street to 12th Street Catch basins at intersections with 9th, 10th, 11th, 12th Streets
J Street [9th Street to 16th Street]	36" RCP from 9th Street to 11th Street 30" RCP from 11th Street to 13th Street 24" RCP from 13th Street to 14th Street 18" RCP from 14th Street to 16th Street Catch basins at all major intersections
K Street [13th Street to 15th Street]	24" RCP from 13th Street to 14th Street 18" RCP from 14th Street to 15th Street Catch basins at 13th, 14th, and 15th Streets
9th Street [D Street to L Street]	42" RCP from D Street to L Street Catch basins at all major intersections
10th Street [E Street to K Street]	12" DIP from E Street to F Street 18" DIP from F Street to G Street 15" DIP from J Street to K Street, 12" DIP at I Street
12th Street [E Street to H Street]	8" line from E Street to F Street 10" line from G Street to H Street

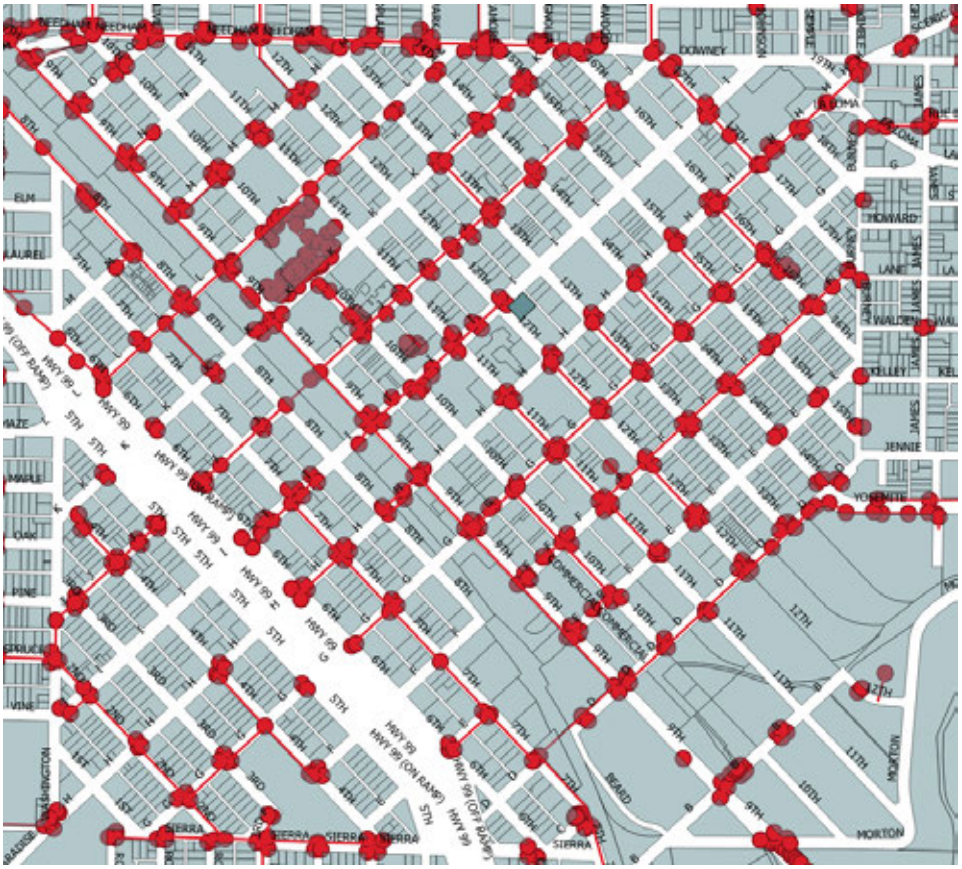
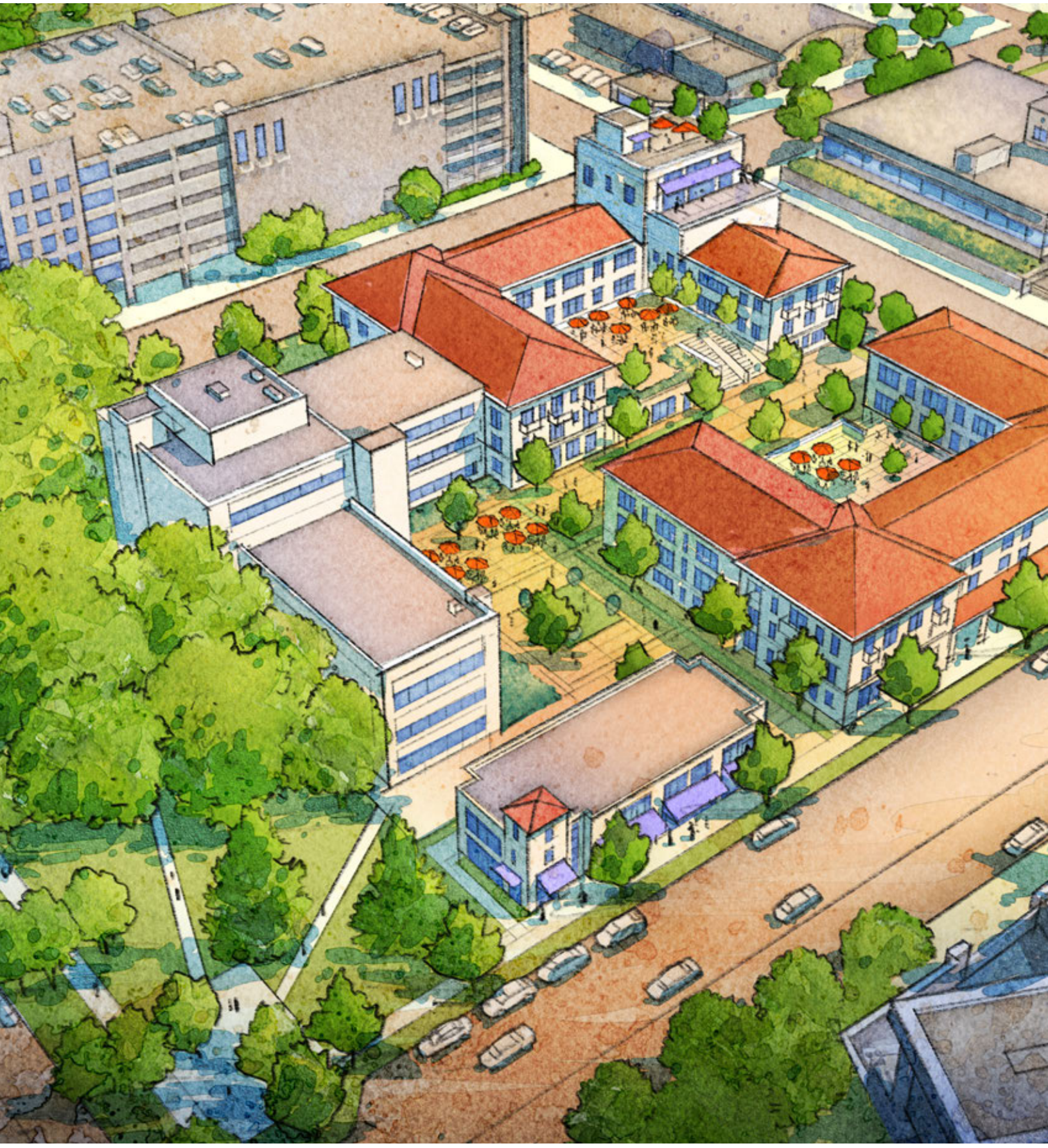


Figure 4.26 ***Existing downtown stormwater infrastructure***

the centerline of the road; so, the streetscape improvements should not require the abandonment or removal of any storm drain lines. Catch basins will need to be moved and replaced with upgraded structures to accommodate the widened sidewalks on I, J, and 10th Streets.

The creation of buffered bicycle lanes on 9th, 14th, K, and H Streets will alter the existing drainage pattern of the roads. New catch basins will need to be installed along the new curb lines with connections to the existing storm drain system to accommodate this new drainage pattern.



CHAPTER

5

Implementation Strategies

In this chapter

5.1 Overview of Plan Implementation

This section outlines the overarching strategy for the implementation of the Downtown Master Plan including prioritization of catalyst projects.

Implementation Approach

Implementation of the Downtown Plan will be a long-term project that will require collaboration between the City of Modesto, property owners, and the development community. It will be a combination of strategic catalyst projects as well as facilitating smaller-scale infill opportunities.

The Downtown Master Plan does not recommend a rigid phasing strategy for implementation. This is to provide a degree of flexibility to City staff to be able to pursue development as opportunities arise. Also, for many of the proposed improvements, it would be practical and cost-effective to initiate a pilot project for a defined timeline to truth-test the concepts for viability, without incurring any substantial capital costs.

The Plan thus recommends the following as a simple implementation strategy:

- **Catalyst Projects.** Prioritize development projects within the four key opportunity sites identified during the Master Plan process and initiate catalyst projects. Complete major approved and ongoing projects, such as the proposed 200-room hotel at 11th and K Streets (RDA Catalyst Site 3), and the new Courthouse project (Superior Court of Stanislaus County Courthouse) between 9th, 10th, G and H Streets.
- **Public Realm Improvements.** Define key public realm improvements necessary to implement the Plan vision, and assign a prioritization (high, medium, low) for each project as well as a timeline (near-term: 2020 to 2030 and long-term: 2030 to 2040). Explore grant funding opportunities and initiate these projects in partnership with other public and/ or private entities as feasible.
- **Incremental Infill.** Analyze downtown for underutilized parcels that could be small-scale infill opportunities. In particular, under-used surface parking lots should be tested for feasibility, such as the lot behind the library on H Street between 15th and 16th Streets. Explore partnerships with the private sector to facilitate incremental development, as opportunities and interest arise.
- **Pilot Projects and Tactical Urbanism**. Use pilot projects and strategies such as short-term or temporary uses to test out concepts and build community support for design ideas.
- **Retain Community Character**. Establish policies to protect local businesses, historic resources, and to prevent displacement of local residents.

Figure 5.1 indicates the highest-priority catalyst projects recommended for carrying out the Plan vision. This is a recommendation based on conditions at the time of the drafting of the Plan, and can be changed over the life of the Plan as conditions change, and to avail of new opportunities over the life of the Plan.

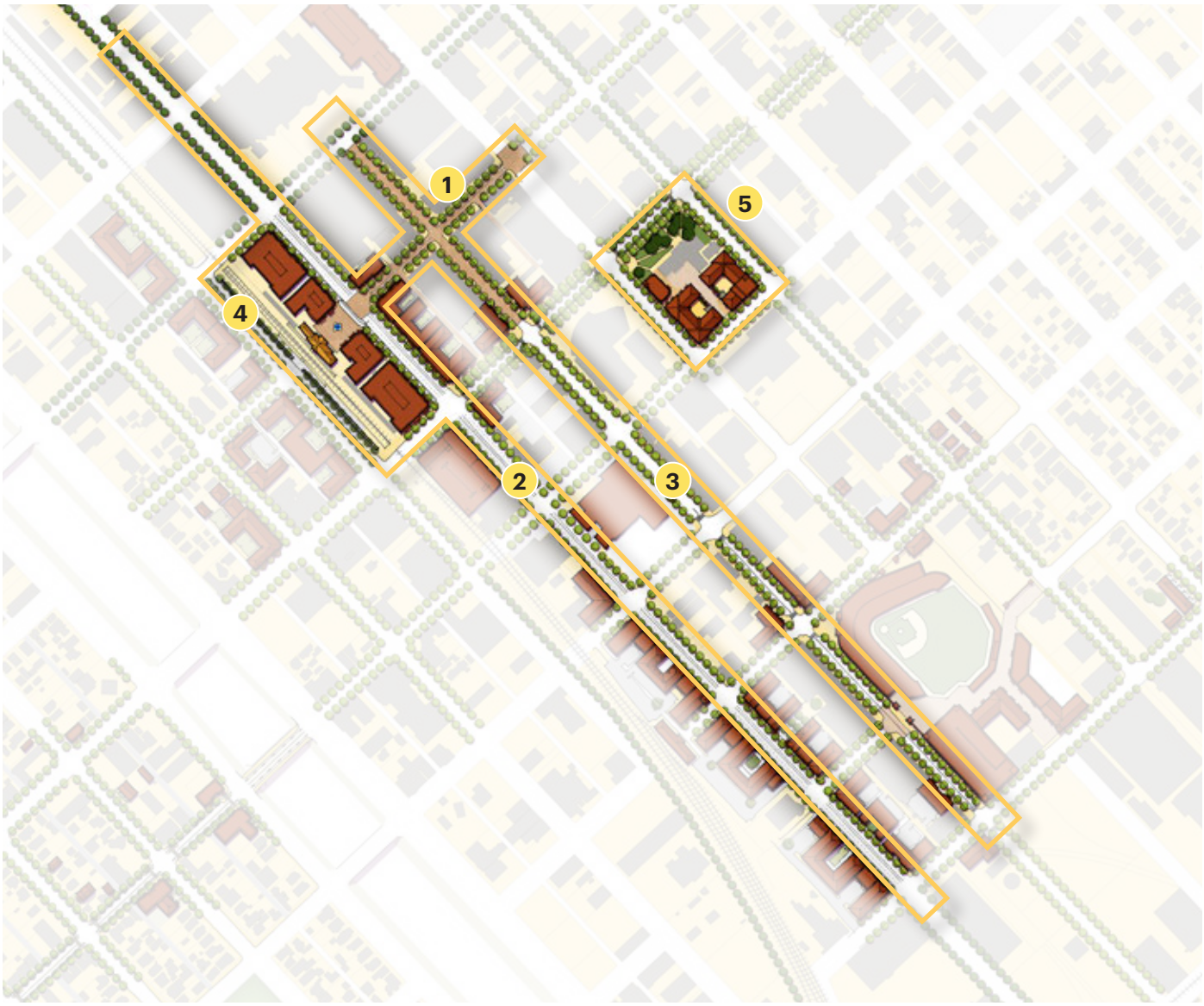


Figure 5.1 ***Highest-priority catalyst projects***
The highest-priority projects to carry out the implementation of the Master Plan include:

Public Investment Projects
[Public realm improvements]

1 J Street Improvements
Near-term (2020 to 2030)

2 9th Street Improvements
Near-term and long-term (2020 to 2040)

3 10th Street Improvements
Near-term (2020 to 2030)

Public-Private Partnerships
[Key development projects]

4 Transit Station Area transformation
Near-term and long-term (2020 to 2040)

5 Old Courthouse redevelopment
Near-term and long-term (2020 to 2040)

5.2 Downtown Revitalization and Economic Growth

The Master Plan recommends the following set of strategies for the City to consider in order to have balanced, sustained economic growth. Many of these reference previously set goals in the 2007 RDA Plan.

Background

Over the course of the last half century, prevailing trends in urban development favored suburbanization, resulting in sustained and systemic disinvestment in historic downtowns. Following the end of the World War II (WWII), the population of most cities began moving outwards towards newly developed suburban residential developments.

As the resident population base shifted, so did the commercial center of gravity within the community. This led to the development of extensive mall complexes and strip retail centers on what were at the time the outskirts of the city. This shifting of demographic and economic energies away from central cities has progressively reduced the level of economic vibrancy in historic central city areas.

However, over the course of the past decade, many communities throughout the nation have experienced a resurgence in demand for urban living, shopping, and entertainment. Many people are rediscovering the benefits that come from high density urbanization, such as, walkability, and demographic, social, and economic diversity. While much of the new demand for urban living is coming from younger Millennial households, others like "Empty Nesters" and retirees are also beginning to show a renewed interest in central city living. This is having a marked impact on the commercial and cultural vibrancy of many historic downtowns. Many communities are capitalizing on these trends through proactive and progressive planning; and are beginning to recognize that a robust planning process can help to coalesce the community around an clear vision for the future. This can then be compared against the current and reasonably anticipated future market opportunities and constraints.

To achieve the vision outlined in this plan, the City of Modesto will need to work with the community to strategically moderate near-term expectations, while also identifying and prioritizing strategic public investments that will help to move the community towards their identified goals. The first step in this process is the creation of a clear vision, as is outlined in this plan, followed by a well articulated investment strategy.

This will signal to the business and development communities that local government and civic leaders are serious about reinvestment in the downtown. These improvements will also help to add value to prospective development projects that will help incremental and catalyst developments to achieve feasibility. This can, in turn, begin the cycle of attracting (more) investment into the downtown sooner than might otherwise be achievable by the market alone.

Overarching Strategies

The following summarizes a variety of high-level strategies that the City of Modesto may want to consider, recognizing the stated goals of the City, local conditions within the Plan Area, and the various demographic and economic trends discussed above.

1

Facilitate a Mixed-Use Downtown with a Diversified Economy

- Expand the Housing Stock
- Retain and Support Downtown Office
- Retain Key Civic Uses
- Create Opportunities for Industrial Development

2

Develop a "District" Character and Integrate New Uses

- Develop "Downtown Districts"
- Encourage Specialty and Experiential Retail
- Create an Entertainment District
- Create a Downtown Marketing Strategy

3

Make the Most of What Downtown Has

- Pursue Creative Catalyst Projects
- Transit Center Development
- Leverage Opportunity Zone Designation
- Explore Tactical Urbanism and Temporary Uses

Strategy

1 Facilitate a Mixed-Use Downtown with a Diversified Economy

To be economically successful, downtown businesses need to have a variety of patrons - office workers during the day, shoppers and people dining at night, residents shopping throughout the week. A diversified economy with a mix of retail, entertainment and employment options will keep downtown vibrant and resilient in the long run.

1A. Expand the Housing Stock

Businesses in the existing downtown rely too much on daytime worker spending and evening/weekend spending by visitors from outside of the neighborhood.

Expanding the amount of high-quality housing that is affordable to households at a variety of income levels will expand the downtown consumer pool and encourage more economic activity during off-peak times and days.

In particular, courtyard building types can work well in downtown's setting, based on average existing lot sizes and the fact that most parcels have alley access. This building type can provide a high quality residential environment, with access to a shared open space, at an attainable price point. In a survey conducted by the DoMo Partnership in 2018, the number one reason for potential home buyers in Modesto to not consider buying a home in downtown was the perception that they would have no access to private/semi-private open space. The courtyard building type can address this concern, and be used to increase housing options for downtown.

Figure 5.2 ***Courtyard housing*** *is recommended as a new housing type for downtown Modesto.*

This building type can be designed with an active frontage to accommodate residential or non-residential uses at the ground floor, and has a built form and scale that is appropriate for downtown.

Courtyard buildings ranging from two to four stories in height were tested for downtown parcels during the Design Charrette, and are depicted in the Illustrative Plan (Figure 3.1) and building type studies (Figure 3.6) in Chapter Three: Downtown Vision: Urban Design and Opportunity Sites.

1B. Retain and Support Downtown Office

Continue to take steps to retain and expand the pool of office-based businesses in the downtown, recognizing that downtown Modesto functions as a business center for the broader Stanislaus County and region.

Currently, clusters of downtown offices exist along 10th Street. The proposed improvements will further encourage such uses to increase and diversify employment opportunities in downtown.

1C. Retain Key Civic Uses

While many communities have moved local government and civic functions to new suburban locations that provide cheaper development opportunities, retaining these uses in downtown can help to reinforce the district's unique identify and preserve core components of the existing downtown consumer base (e.g., day-time workers and people visiting government offices).

I Street has the potential to be a civic corridor, giving a unique identity to downtown Modesto, and establishing its regional importance with the new County Courthouse nearby.

1D. Create Opportunities for Industrial Development

The City should take steps to not only preserve important existing industrial uses, but should also allow, if not facilitate, establishment of certain desirable industrial or quasi-industrial uses, such as "maker" spaces, specialty food manufacturing (such as bakeries, chocolatiers, breweries, distilleries, etc.).

Such uses should be explored for the area between 6th and 8th Streets, and in the lower 10th Street area in particular, between F and D Streets as a transition to more entertainment and recreational uses.

Figure 5.3 ***Downtown office*** *workers help support downtown businesses during the daytime, particularly restaurants.*

Figure 5.4 ***Existing civic*** *uses in downtown add to its character and signify regional importance.*

Figure 5.5 ***Maker spaces*** *are an attractive way of repurposing underutilized industrial spaces, creating new activity at low cost, and encouraging local entrepreneurs.*

Strategy

2

Develop a "District" Character and Integrate New Uses

The existing downtown can be subjectively subdivided into a variety of unique districts. The City should consider formalizing these distinctions and leveraging them to develop a downtown brand identity. This can translate into marketing materials, as well as the built environment.

2A. Develop "Downtown Districts"

Downtown Modesto has several neighborhoods and areas within it that have unique characteristics, and this can be developed further to establish a strong downtown identity.

Such areas include, among others, the heart of downtown around J and 10th Street, the lower 10th Street area, the civic node around the Old Courthouse, the Farmer's Market and library area, and residential neighborhoods. By enhancing the unique attributes and memorable character of each area, the overall image and identity of downtown can be reinforced.

2B. Encourage Specialty and Experiential Retail

Due to the rise of online shopping, brick and mortar retail is shifting away from "commodity" retail products towards more "specialty" retail products and "experiential" retail.

The City should recognize this and prioritize improvements that leverage the linkages between retail and entertainment, such as walkability, streetscape and public space improvements, parking management, etc.

Currently, downtown retail is concentrated in the vicinity of J and 10th Streets.

Figure 5.6 ***Experiential retail*** *is based on the concept of market differentiation by providing a unique or interactive experience for visitors. In this example of a Lush store, patrons can touch and try on skincare products prior to purchase. Image source: www.lightspeedhq.com*

Development of the 10th Street corridor will provide new opportunities for retail nodes that would help expand the downtown consumer base.

2C. Create an Entertainment District

In the event that the City is successful in negotiations for development of a new minor-league baseball stadium in downtown, the City will want to plan for the creation of a dynamic mixed-use entertainment district adjacent to the park that can leverage and capture some of the associated economic activity.

For example, in the event that a stadium were sited in the 10th Street area, the City may wish to update the zoning and/or infrastructure capacity along 10th Street, between G and D Streets, in order to facilitate the long-term development of an adjacent sports, arts, and entertainment district that combines food and beverage sales with other supportive uses, like live action entertainment.

This will strengthen the identity of 10th Street as a major corridor linking downtown to the Tuolumne riverfront, and in turn spur residential and mixed-use development projects.

2D. Create a Downtown Marketing Strategy

The City should create and implement a comprehensive marketing campaign with the aim of reintroducing existing Modesto residents to downtown. The focus on existing residents will help to build greater resilience within the downtown market and support development of an authentic "Modesto brand" that would appeal to a broader spectrum of consumers. This can include print, radio, and television advertising, as well as event sponsorships, and downtown events programming.

The events calendar should also be approached in a way that highlights the unique offerings and experiences available in downtown, versus being stand-alone activities. These efforts should be coordinated with the Downtown Modesto Partnership and Downtown Business Improvement District, as well as major employers and cultural institutions.

Streetscape and public space improvements should be coordinated with programming of activities and events, to both publicize the improvements, and to ensure that the spaces are maintained through active use. For events, activities, and new uses, themes unique to Modesto should be considered, to reinforce downtown's identity.

Figure 5.7 ***Downtown identity*** *can be created in a variety of ways to provide a unique experience for residents and visitors. Nevada City, for instance (left), hosts a Victorian Christmas in its downtown which attracts many visitors during the holiday season. Image source: www.travelmag.com*

Strategy

3 Make the Most of What Downtown Has

Downtown Modesto is already an important civic and commercial center and can be a regional entertainment destination. Recognizing these strengths, the City and its partners should focus on reinforcing and leveraging downtown as a destination.

3A. Pursue Creative Catalyst Projects

Recognizing the limited feasibility of new development in the downtown under current market conditions, the City should focus on identifying and supporting creative interim and catalyst projects. For example, such projects can include the adaptive reuse of challenging or historic properties, or the creative interim use of a long-term development site, like the Grub Hub.

The General Plan vision for downtown Modesto is for it to be the focal point of community life and the social, cultural, business, governmental and entertainment center of Stanislaus County. This vision is to be achieved through public-private partnerships; with the City taking the lead through strategic investments in public infrastructure and by recruiting and assisting with new private investment.

In addition to commercial and office projects, the City will want to encourage small-scale residential projects. In all cases, the City will want to emphasize development to be of high-quality for long-term benefit.

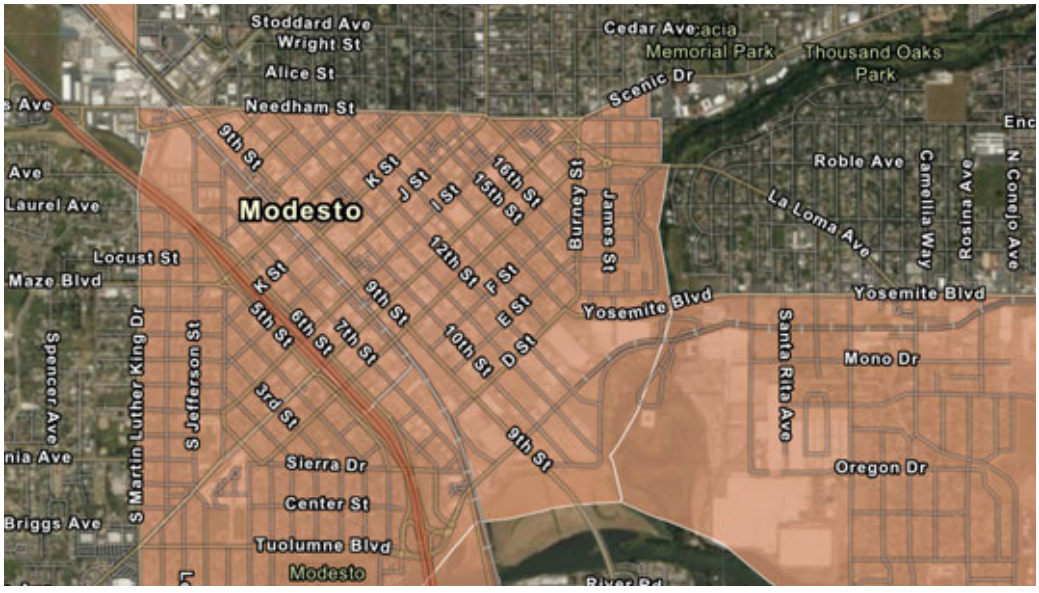


Figure 5.8 ***Opportunity Zone***
Downtown Modesto is one of the seventeen census tracts in the Modesto area certified by the U.S. Department of Treasury as Opportunity Zones. Projects constructed in these zones are offered tax relief as a development incentive for potential investors.
Image source: www.eig.org

3B. Transit Center Development

The City should carefully plan for development of the Transit Center area with a focus on creating a new mixed-use node with transit-oriented uses. Though the intensity of development is likely contingent upon the delivery of ACE train service to Modesto, in any scenario the development in this area should focus on mixed-use office and related uses. In addition, uses such as residential and specialty commercial can be considered.

The plan should also include better bicycle and pedestrian connectivity to key downtown destinations and should help reconnect the downtown to the neighborhood between 8th Street and Highway 99.

3C. Leverage Opportunity Zone Designation

Downtown Modesto is one of the seventeen census tracts in the Modesto area certified by the U.S. Department of Treasury as an Opportunity Zone. Projects constructed in these zones are offered tax relief as a development incentive for potential investors. The City of Modesto should research and facilitate opportunities to attract Opportunity Zone funding. This may include direct establishment of, or coordination with, a Qualified Opportunity Fund (QOF).

3D. Explore Tactical Urbanism and Temporary Uses

To keep up the momentum of downtown development, the City should target short-term tactical activation, temporary uses, low-cost pilot projects, and similar strategies in addition to longer-term planning and environmental enhancements. The City should explore all creative opportunities to expand outreach and engagement with both local residents and visitors.

Figure 5.9 ***Temporary activation*** *of vacant and underutilized parcels can play a big role in improving the identity of a neighborhood. This can be achieved in a variety of ways and at low cost with tactical urbanism ideas such as food trucks, maker spaces, retail kiosks selling specialty and artisan products, etc.*

5.3 Strategy for Downtown Parking Improvements

A clear and understandable parking strategy, in coordination with a wayfinding strategy, can encourage visitors and non-downtown residents to visit the area for commercial and cultural activities.

Implementation Strategy

The Master Plan recommends a series of strategies to implement the parking-related improvements in downtown. These are listed in Table 5A, along with the required steps to achieve each strategy.

Financing Strategies

All recommended curb parking management improvements are anticipated to be self-funding. The improvements described in Chapter Four: Downtown Vision: Mobility, Parking and Utilities, the capital costs (for improvements such as parking meters, signage, striping, license plate recognition systems, etc.) and operating costs (such as enforcement staff) will be paid for by the revenues the meters generate.

All recommended off-street parking improvements (improving existing lots and garages, and building additional capacity if necessary) are anticipated to be self-funding. The capital and operating costs will be paid for by parking fee revenues.

The transportation management program improvements recommended in Chapter Four may be funded by an array of sources, including parking revenues, transportation impact fees assessed on new development, employer contributions (e.g., for employee carpool, vanpool, and transit pass programs) and/or user fees (e.g., for carshare and bikeshare services).

Federal, state and regional transportation funds (e.g., gas tax revenues) may also be used to assist in funding transportation management program improvements.

Table 5D in Section 5.6 summarizes approximate capital costs associated with the recommended parking-related improvements.

Table 5A. Recommended Steps for Implementation of Improvements related to Parking and Traffic Reduction	
1. Manage curb parking	1A. Adopt a clear methodology to guide decisions on prioritizing the use of available curb space. 1B. Set curb parking prices with the objective of ensuring that curb parking is well-used but readily available, by achieving a target occupancy range of approximately 65 to 85 percent on each block. Charge the lowest rates needed to achieve this goal. 1C. Return parking revenue to downtown to pay for public services. 1D. Establish residential parking benefit districts. Revenues help pay for neighborhood improvements. 1E. Improve parking signage and install real-time electronic parking wayfinding system. 1F. Designate additional passenger and delivery loading zones, as warranted by demand.
2. Manage City-operated lots and garages	2A. Implement short-term improvements to City-managed lots and garages. 2B. Operate City lots and garages as a self-funding Enterprise Operation. Set user fees to ensure availability and make City-owned parking self-supporting (with assistance for low-income employees). 2C. Assess highest and best use of City-owned lots and garages. 2D. Offer incentives for converting underutilized private parking into shared public parking. 2E. Reserve sites for future public parking lots and garages if and when needed.
3. Regulate parking standards for private development	3A. Remove minimum parking regulations. 3B. Set maximum parking regulations. 3C. At new developments, require unbundling of parking costs from the cost of other goods and services. 3D. At new developments, if parking is to be provided, require provision of spaces for carshare vehicles and carpools, and preferential parking for electric vehicles and charging stations. 3E. At new developments where tenants choose to subsidize employee parking, encourage parking cash-out programs. 3F. At new developments, encourage provision of free transit passes to residents and employees. 3G. At new developments greater than 25,000 square feet in size, encourage Transportation Demand Management (TDM) plans. 3H. Monitor compliance with traffic reduction regulations required for new private developments and results achieved.
4. Improve transportation choices	4A. Strengthen Modesto's existing transportation management programs, in order to minimize traffic congestion, parking demand, and pollution. 4B. Make infrastructure investments to encourage greater use of electric vehicles.

5.4 Strategy for Downtown Utility Improvements

The strategies discussed below can be used to finance potential upgrades and improvements to the existing utility infrastructure that will be needed to implement the Plan vision.

Water Infrastructure Improvements

The City of Modesto has a Capital Improvement Program (CIP) to categorize and prepare budgets for water system improvements. The improvements for the existing water system in the downtown area that have previously been identified for strengthening, replacement, or fire flow improvements (See Section 4.3 in Chapter Four: Downtown Vision: Mobility, Parking and Utilities) are included within an established and approved CIP.

CIP Category 9 is the source created to "strengthen and replace the water system"[1]. Category 9 "provides funding to replace and upgrade deficient water mains, which may also include 'looping' improvements"[2]. Fire flow and grid improvements are included in Category 9.

Water line and fire hydrant relocation that is associated with the streetscape upgrades on I, J, and 10th Streets described earlier in this Master Plan document are not included in the approximate capital costs shown in Table 5E in Section 5.6 of this chapter. However, if the projects can be combined, there would be a significant cost savings.

Sanitary Sewer Improvements

The City of Modesto has a Capital Improvement Program (CIP) to prepare budgets for sewer system improvements. Replacing the existing 2,400 linear feet of 12-inch sewer main on J Street with a 15-inch sewer main is included in the established and approved CIP. The cost allotted for this project is $800,000.

The cost of and responsibility for abandoning, removing, or upsizing alley sewers has not been accounted for in the CIP and will be determined at the time of development planning.

Storm Drain Improvements

The City of Modesto does have a Stormwater Infrastructure Master Plan; however, it does not focus on the downtown core. Because of this, the City does not have a specific budget for updating the storm drain system downtown. The cost of and responsibility for any upgrades or revisions to the storm drain network as a result of the streetscape enhancements will be determined at the time of development planning.

[1,2] *Taken from West Yost Associates (2017), Water Master Plan*

5.5 Funding and Financing of Downtown Improvements

This section identifies appropriate sources of funding and financing mechanisms to carry out the public improvements needed to implement the Downtown Plan.

Funding for proposed public improvements will represent a key challenge. The City will play a key role in the development of infrastructure to support build-out of the Downtown Plan, by planning and designing infrastructure system improvements, providing a framework to allocate the burden for public improvements among various parties, leveraging private investments with available public resources, and providing tools to raise funds and finance the necessary improvements.

Funding Sources and Financing Tools

Various funding sources will contribute towards the cost of public improvements in the Downtown Plan area. For the types public improvements included in the plan, such as streetscape improvements and creation of public plazas, which provide general or areawide benefit, it is necessary for the City to identify funding sources and financing mechanisms. For other types of improvements that more narrowly benefit specific properties, the property owner or developer will be expected to directly fund or provide the necessary improvements.

Funding for public improvements can accrue on either a one-time basis (e.g., grants, payments from developers) or an ongoing basis (e.g., annual property assessments).

The Downtown Plan recognizes that there may be a mismatch between the timing/availability of funds from certain revenue sources and when it will be necessary to pay certain costs, so that public improvements can be developed and ready when needed to serve new development. Often, it is necessary to "front load" development of public improvements, meaning that the improvements must be built in advance of the development that will ultimately benefit from them and generate the revenues that will help to pay for them. To address this, municipalities often employ various debt financing tools to obtain necessary funds early in the development process, with the debt to be paid off over time by the development that is served.

The following sub-sections outline various funding sources and financing mechanisms that may be utilized in the Downtown Plan area. Ultimately, the necessary funding and financing for these improvements will be selected in a way that assures the most responsible and efficient use of public resources. The final financing program will most likely be a combination of various financing methods and funding sources, the mix of which will be determined through negotiations with the landowners and developers of affected properties. Because there is uncertainty about the availability of funding from various grant programs, including future grant programs

which are not known at this time, the funding strategy must be flexible and adaptable, and a key role for the City of Modesto will be to monitor and pursue funding opportunities for downtown improvements. Phasing for individual improvements may be adjusted based on funding availability and changes in City priorities.

Local Funding Sources

Following is a listing of potential funding sources that are controlled by, or available to, local governments. The City should consider using locally controlled funds strategically, in a way that leverages local monies to secure funds available from other sources.

Private Funding
The planned roadway improvements within the Downtown Plan area may partially be installed and funded through developer payments or by them directly constructing and then dedicating the completed improvements when their need is tied to private development activity. In the case of developer improvements that provide area-wide benefits, they may be partially reimbursable, or fee creditable, to some extent, through the City's Development Impact Fee Program.

For example, if developers are required to make intersection improvements or improve street frontage adjacent to their property a portion of the cost associated with general benefits for the large downtown area or the Modesto community at large could be eligible for reimbursement or fee credits. When it is determined that reimbursement or fee credits are due, a development reimbursement agreement shall be executed between the City and the developer. Infrastructure that is the developer's responsibility, as dictated by the project's conditions of approval, is not eligible for reimbursement. When private property owners and developers must construct improvements to support their project, the City will encourage them to complete these improvements as soon as practical by tying building permit issuance or building occupancy to completion of certain improvements.

Development Fee Program (also known as Impact or Mitigation Fees)
The City of Modesto Development Fee Program establishes the relationship between contemplated new development, facilities needed to serve new development including parks and trails, and the estimated costs of those improvements. The purpose of the fees, sometimes also referred to as AB 1600 fees, is to finance public facilities to mitigate the impacts caused by new development. These capital improvement impact fees are adopted pursuant to California Government Code Section 66000, et. seq.

The Development Fee Program is updated periodically to ensure that required facilities are adequately funded and costs are apportioned to the various types of new development. The updated Development Fee Program information is used to determine the amount of fees available for the funding of proposed projects, and could be amended to include public improvements identified for the Downtown Plan area that create city-wide benefits.

As the City collects impact fees over time, the City can then expend the funds on eligible expenditures included in the Impact Fee Program's capital improvement plan (CIP). When a developer is required to construct public improvements that not only benefits their specific project, but also provides an area-wide benefit not specific to the project, the cost of the infrastructure may offset some portion of the fees that would otherwise be due, or may be partially reimbursable.

Development Agreements and Community Benefit Payments

Structured negotiations between cities and developers are often conducted to obtain desired improvements in exchange for development rights. The extent to which a new project can contribute to the provision of infrastructure depends on the project's specific economics, including the relationship between development costs and the revenues that the developer would collect from either leasing or selling the completed development; the amount of funding to be provided through development agreements will have to be negotiated.

While development agreements often memorialize a developer's obligations to construct or pay for public improvements that directly mitigate specific project impacts, in some cases the City and developers may be able to negotiate community benefit payments, which the City is able to use to more flexibly to fund necessary community enhancements that are not strictly necessary to mitigate project impacts, but nevertheless reflect a negotiated exchange of value between the City and the developer. For example, the City might negotiate a community benefit payment as part of a development agreement for a project located outside of the downtown, which would provide funds that the City could use to make improvements in the downtown which benefit the community at large.

Municipal Bonds

General Obligation Bonds, or G.O. Bonds, are tax-free municipal bonds backed either by the full faith and credit of the issuing jurisdiction, or by a pledge by the local jurisdiction to levy additional ad valorem property taxes in an unlimited amount, as necessary to satisfy debt service. Due to the broad pledge of revenues associated with General Obligation Bonds, the State Constitution requires two-thirds voter approval prior to issuance. General Obligation Bonds have historically provided the lowest borrowing costs due to the broad security pledge. By comparison, revenue bonds are tax-free municipal bonds that are issued to cover the costs of construction for revenue-generating public facilities, where the anticipated cash flow is sufficient to cover operating costs and debt service. Revenue bonds are often used to finance construction of paid municipal parking facilities, among other revenue generating uses.

Revenues from bond issuance can fund a wide variety of activities. However, bonds are best suited for one-time infrastructure investments, rather than ongoing maintenance or operations. General obligation bonds may be well suited to paying for major streetscape improvements (e.g., adding curb cuts, ramps and railings, landscaping, and parklets), in building and maintaining new parking structures, and in building and improving park spaces. Revenue bonds may also be used for similar purposes, but are best suited for use in combination with other public and private funding for planning and construction of specific revenue generating improvements, such as parking structures. In these cases, revenue bonds are issued based on the anticipated revenue raised through parking fees or special districts.

General Fund Allocations

The General Fund is the main operating fund for the City of Modesto and is the least restrictive of all potential funding sources. The use of General Fund monies is at the discretion of the City Council. Subject to the need to balance many budgeting needs, the City Council could decide to spend General Fund dollars on any of the desired implementation items. The total budget in the current 2019-2020 fiscal year was $138.3 million, including both assigned and unassigned funds. Major expenditure categories

within the General Fund include Finance and Administration, Community and Economic Development, the Fire and Police Departments, Parks and Recreation, and Public Works.

Major General Fund revenue sources include Property Tax, Sales Tax, Property Tax In-Lieu of Vehicle License Fees (ILVLF), Transient Occupancy Tax (TOT), Utility Users Tax, Business License Tax, Impact Fees and Construction Revenues, and other revenues associated with special assessments, among other sources. While General Fund resources are available for use at the City's discretion, the use of such monies would divert resources from other City funding priorities, such as police and fire services, planning, public works, or other core municipal services; thus, it should be expected that General Fund allocations for plan implementation will be limited.

Transient Occupancy Tax (TOT)
This special tax is charged to visitors who rent overnight accommodations (e.g., hotels, motels, AirBnB, etc.) for 30 days or less. Revenues are collected at the time of payment by the lodging operator and lodging establishments located within the City of Modesto remit the TOT collections to the City. The applicable TOT rate is set by the local jurisdiction and can be increased or decreased with local voter approval. Many communities, when proposing an increase in the TOT rate, designate subsequent revenue for a specific use, such as community marketing, tourism development, or wayfinding improvements.

However, revenue from a TOT measure may be either restricted or unrestricted. While TOT revenue is more often used to fund ongoing branding and tourism development efforts, such revenue may also be used over time to offset capital improvement costs for things like gateway improvements and branding, implementation of the wayfinding strategy, parking management, and other efforts geared toward improving the downtown as a visitor destination.

Special Assessment Districts
A Special Assessment District can be used to fund any improvement that provides a "direct and special" benefit to the assessed property. By this definition, improvements like parking facilities, sidewalks, and lighting can be funded via Special Assessments, while "general" benefits like parks and schools may not.

There are two primary challenges in establishing Special Assessment Districts, particularly for those in already developed areas. The first is that total property taxes can only increase a certain amount before they begin to disadvantage new development relative to properties not subject to an assessment. The second is that assessment districts require a majority vote of property owners, weighted by property value. All the affected properties must stand to benefit from that particular improvement, and no assessment can exceed "reasonable cost".

Business Improvement Districts (BIDs)
A Business Improvement District (BID) is a common type of self-taxing Special Assessment District that assesses business and/or property owners to fund maintenance, marketing, and other activities, including additional public services or improvements. A property-based business improvement district (PBID) assesses the owners of property within the district. Although not common, BIDs and PBIDs can be established in overlapping areas. The Modesto Downtown Improvement District already covers much of the Plan Area. Given the broad applicability of BID revenues, the City should continue to coordinate closely with the BID to align goals and leverage resources, where appropriate.

Landscaping and Lighting Assessment Districts (LLADs)

A landscaping and lighting assessment district (LLAD) is another type of Special District established by a local government to finance the costs of landscaping and lighting public areas. Revenues are most often used toward the installation and maintenance of landscaping, statues, fountains, general lighting, traffic lighting, recreational and playground equipment, and public restrooms. Revenues can also be used to back revenue bonds, which can fund acquisition of land for parks and open space, as well as the construction of community centers, auditoriums, and other similar public uses. By law, the levy associated with an LLAD cannot be tied to the value of land or improvements, but must be established using a "benefit formula" that allocates benefits and costs to providing service to each parcel. LLADs that provide ongoing services may remain in place for as long as service is provide. A majority vote is required to establish an LLAD, as well as to increase the assessment rate.

Mello-Roos Community Facilities Districts (CFDs)

Community Facilities Districts (CFDs or Mello-Roos) are another form of Special Tax District that can be used to fund infrastructure improvements and ongoing operations and maintenance. California law allows CFDs to fund a much wider range of improvements than Special Assessment Districts - including park facilities and open space as well as infrastructure. CFDs also differ from Assessment Districts in that they do not require that a strict nexus be established between the special tax paid and the benefits conferred on a given parcel. A two-thirds vote of registered voters is required to form the District. CFDs are most commonly formed in undeveloped areas, where a two-thirds vote of property owners is required (so long as there are no more than twelve registered voters living within the proposed district). If bonds are sold by the district, property owners located within the district will pay the yearly special tax until the bonds are paid in full. Therefore, a CFD could be used to back issuance of community facilities bonds, or the revenue may be used to fund improvements or ongoing maintenance on a pay-as-you-go basis.

Community Revitalization Investment Authority (CRIA)

A Community Revitalization Investment Authority (CRIA) new form of redevelopment in California. As of January 2016, local agencies are authorized to designate "community revitalization and investment areas" to carry out infrastructure, affordable housing, and economic revitalization activities with tax increment financing. Similar to the prior redevelopment law, 25 percent of tax increment revenues must be spent on affordable housing. Formation of a CRIA is allowed in areas where at least 80 percent of the land contains any combination of Census Tracts and/or Block Groups where at median household income is less than 80 percent of the state-wide, city-wide or county-wide annual median income, and the area meets at least three of the following criteria:

- Unemployment rate at least three percentage points higher than the state-wide average annual unemployment rate
- Crime rates for violent or property crime offenses, at least five percent higher than state-wide average
- Deteriorated or inadequate infrastructure
- Deteriorated or inadequate residential structures

Enhanced Infrastructure Financing Districts (EIFDs)

The Enhanced Infrastructure Financing District (EIFD) is another new funding mechanism that was signed into law to serve as a post-redevelopment tool, on September 2014. Its main purpose is to finance a wide array of infrastructure projects with "community-wide significance," from parks and brownfield remediation to transit improvements and affordable housing. Unlike a CRIA, an area designated for an EIFD does not have to meet stringent qualifying criteria. An EIFD can be created by a city, county, or Joint Powers Authority to fund specific infrastructure and economic development projects.

EIFDs can also leverage multiple funding streams to achieve these goals — including tax increment, assessment revenues, increases in Property Tax In-Lieu of Vehicle License Fees (ILVLF), service fees/charges, and other sources, such as state and federal grants. EIFDs share a number of similarities to CRIAs. For example, the governing structure must include at least two members of the public, any taxing entity other than a school district can participate, and they may not form until the successor redevelopment agency has wound down. Unlike a CRIAs, however, an EIFD can be established without voter approval, and does not require an affordable housing set-aside. EIFDs may not issue debt without a 55 percent vote of the District's registered voters, nor can revenues be used to fund ongoing maintenance and operations.

The City would need to determine the percent of the ad valorem property tax increment that the City (and other cooperating agencies) controls, and the magnitude of tax increment that could be generated over time, in order to evaluate the potential efficacy of establishing an EIFD for areas within downtown.

Local Transportation Funds (LTF)

Local Transportation Development (LTF) Funds are equal to one-quarter cent of the state-wide retail sales tax receipts. The funds are returned to each county by the State Board of Equalization based on the pro-rata share of state-wide retail sales and use taxes collected within each area. Administration of LTF funds is undertaken by StanCOG. LTF can be used for the administration of the Transportation Development Act (TDA), pedestrian and bicycle facilities, the public transit system (both operations and capital), and for streets and roads projects. TDA requires that two percent of the annual estimate be set aside for bicycle and pedestrian improvements. Claims for administrative, pedestrian and bicycle, and public transit are to be funded first. Any remaining funds, after deducting operating costs, may be allocated for streets and road purposes. Projects eligible for funding are identified in the CIP.

State and Regional Funding Sources

Following are descriptions of a number of State and Regional funding sources, for which selected Plan components may be eligible projects.

Infrastructure State Revolving Loan Fund (ISRF)

The California Infrastructure and Economic Development Bank (I-Bank) loans money (ranging from $50,000 to $25 million) to public agencies and non-profits for infrastructure projects. The I-Bank is the state's general purpose financing authority that finances public infrastructure and private development projects that promote economic development and revitalization. Eligible project categories may include rehabilitation of city streets and state highways; new parks and recreational facilities; educational, cultural and social facilities; goods movement related infrastructure; and expanded

public transit. Applications are accepted continuously.

Strategic Growth Council Housing and Sustainable Communities (AHSC) Program
The Affordable Housing and Sustainable Communities (AHSC) program provides grants and affordable housing loans for compact transit-oriented development and related infrastructure and programs that reduce greenhouse gas (GHG) emissions. Administered by the Strategic Growth Council, the program is funded through the Greenhouse Gas Reduction Fund (GGRF).

The program has two main objectives. The first is to reduce GHG emissions and vehicle miles traveled (VMT). The second is to increase the accessibility of housing, employment centers and key destinations through low-carbon transportation options, such as walking, cycling, and transit. Assistance is provided through housing loans and capital grants.

Strategic Growth Council Transformative Climate Communities (TCC) Program
The Transformative Climate Communities (TCC) Program managed by the California Strategic Growth Council is funded with through the California Cap and Trade Program. The program takes a place-based strategy to reducing greenhouse gas emissions. Eligible projects must significantly reduce greenhouse gas emissions over time, leveraging additional funding, and promote additional health, environmental, and economic benefits. Example projects include affordable housing developments, transit stations and related facilities/improvements, bicycle and carshare programs, urban greening projects, bicycle and pedestrian facilities, and health and well-being projects, among others. To be eligible, at least 51 percent of the designated project area must be located within Census Tracts that are among the top 10 percent of the identified "disadvantaged communities" in California. *According to CalEnviroScreen 3.0, the two Census Tracts that cover the Downtown Plan area are among the top five percent of Disadvantaged Census Tracts in California, which would make the area eligible for participation in the TCC program. Under round three of the program, the SGC anticipates awarding two implementation grants of $28.2 million each, and three planning grants of $200,000 each.*

Caltrans Active Transportation Program
The Caltrans Active Transportation Program (ATP) consolidates funding from various transportation programs at both the State and Federal level, including the Federal Transportation Alternatives Program (TAP), Bicycle Transportation Account (BTA), and State Safe Routes to School program. Approximately $220 million was be awarded through the 2019 ATP and distributed into three categories: Statewide competition (50 percent), Metropolitan Planning Organization (MPO) projects for regions with 200,000 or more residents (40 percent), and small urban and rural regions with populations of less than 200,000 (10 percent). The goal of the ATP is to encourage increased use of active modes of transportation, including walking and cycling, as well as the safety and mobility of non-motorized users. Eligible projects may include establishing bicycle lanes and separated bikeways and walkways, as well as adding new landscaping, traffic control devices, street calming, and enhanced street lighting.

Federal Funding Sources

Following are some examples of federal funding sources for which at least some Plan components may be eligible.

Community Development Block Grants
For cities that participate in the Community Development Block Grant (CDBG) entitlement program, the Department of Housing and Urban

Development (HUD) offers grants that can support a wide array of infrastructure improvements, so long as they provide benefit to low- and moderate-income persons, prevent or eliminate slums or blight, and help to remediate urgent threats to the health or welfare of the community for which other funds are not available.

Land and Water Conservation Fund
The Land and Water Conservation Fund (LWCF) provides matching funds to state and local government agencies that contribute to development of public outdoor recreational facilities. Funded activities include technical studies and planning, as well as land acquisition, and development of recreational facilities. Approximately 75 percent of the funds distributed by the LWCF were used to facilitate development of local recreational facilities.

Other Private/Non-Profit Funding Sources

In addition to public funding sources from various levels of government, private funding may play a role in the Downtown Plan's implementation.

Private Donations
Contributions from private donors, such as individuals or charitable foundations, whose interests align with the goals of the Downtown Plan are another potential source of funds that could support either capital improvements or ongoing operations and maintenance. Donations can take the form of cash contributions or in-kind donations of time or materials. One particular type of improvement identified in the Downtown Plan that should be targeted for private in-kind funding is construction and maintenance of parklets. The City should identify property owners and/or business owners whose properties front onto main pedestrian streets, who would like to construct parklets in the adjacent right-of-way. Owners of eating and drinking establishments in particular should be attracted to undertake these types of projects, because they can provide additional seating capacity, and make their businesses more visible and attractive. In exchange for these benefits, the owners should be willing to design, construct, and maintain the parklets at their cost, in accordance with City/Caltrans guidelines.

Sponsorship Programs
Similar to private donation drives, organized sponsorship programs solicit larger donations from individuals, business, and organizations which can be used to fund improvements. Sponsorship campaigns often include some form of public recognition, such as participation in ribbon cutting ceremonies, naming rights to a park or public space, or a commemorative plaque or a piece of public art work. Some of the specific items that may benefit from sponsorship programs include the creation of new park spaces and plazas.

Private Charities and Foundations
In addition to donations from private individuals and named sponsors, additional voluntary donations may be available from private charities and foundations. Funds are often secured through the submission of applications to charities and foundations with stated missions which align with the goals of the project in question.

User Fees and Concessions
To the extent that new facilities charge fees for access or usage of facilities, said fees can be used to offset the costs of operations and maintenance. User fees may include new parking fees, as well as admission fees, such as for baseball games or special events. If concessions are provided, such as snack stands, food trucks, or vending machines, concession fees may also be used to offset operations and maintenance costs, such as for supporting an event series, or providing

security and maintenance services. User and concession fees are typically insufficient to offset construction costs for most types of public facilities, but can be part of a balanced and multifaceted financing strategy. However, in the event that a new baseball stadium is developed, concession/user fees could be used to back low-cost bond issuance.

Public-Private Partnerships

Public-private partnerships are recommended in the Modesto General Plan as a means of implementing development projects in downtown. Collaboration between a City of Modesto agency and a private-sector company can be used to finance, build, and operate projects such as streetscape and public realm improvements, mixed-use projects, convention centers, etc. Financing a project through a public-private partnership increases the certainty of the built outcome, and timely delivery.

Summary

The discussion above identified funding sources and financing tools that could be utilized to develop public improvements to support implementation of the Downtown Plan. Implementation of the Plan will also require on-site improvements to be developed or constructed by developers or builders in conjunction with the improvements necessary to support their projects. Several funding mechanisms and tools have been identified that will assist in developing financing plans for the future improvements.

Factors that the City shall consider when prioritizing funding and selecting the techniques to fund and finance, and matching funding sources with individual improvements include:

- Potential for improvements to serve as catalysts and facilitate development of a range of properties versus improvement projects that have more limited benefits.
- Required timing of improvements compared to location and anticipated rate of development and absorption of completed products.
- The ability to leverage locally generated funds with funds available from regional, state, or federal grants not otherwise available to the City.
- The beneficiaries of the planned improvements and the targeted sources of funding, including available grants
- Feasibility of constructing improvements on a "pay as you go" basis versus the need for up-front funding and construction of certain improvements.
- Consistency with applicable standards and best practices for bond financing, including lien to value ratios, debt service coverage ratios, limitations on overall property owner tax burden, and diversification of the ownership base of participating properties.
- Integration of projects requiring public funding with overall city-wide priorities.
- Preferences of a developer or individual landowners will be balanced with the overall requirements for efficient and equitable implementation of the Downtown Plan.

5.6 Summary of Major Downtown Projects

Table 5B. Major Projects by Opportunity Site

Opportunity Site 1: Transit Center Area

Program (based on illustrative plan + lot testing on infill sites)		850 new residential units 447,800 SF new non-residential uses		
Major Capital Projects		**Timing[1]**	**Priority**	**Cost Estimate**
1A	New mixed-use commercial development facing 9th Street on the site of the existing Transit Center (office with ground floor retail, average height four stories)	Near-term	High	Private development
1B	New parking structure at the north-east corner of 9th and I Streets (parking with ground floor retail/ office liner, five stories)	Long-term	Low	Requires further analysis
1C	Transit Plaza along 9th Street fronting station building, with a pedestrian crossing table at 9th and J intersection	Near-term	High	Requires further analysis
1D	Relocate bus station access from 9th to 8th Street, including the relocation of bus bays, bus parking and passenger facilities	Near-term	High	Requires further analysis
1E	Evaluate feasibility of bicycle/pedestrian tunnel underneath the train tracks to connect J Street across Transit Station	Near-term	Medium (assess feasibility)	Requires further analysis
1F	J Street improvements as a Shared Street from 9th to 11th (permeable paving, street furniture, etc.) and other improvements on J (priority section: till 14th/Needham)[2]	Near-term	High	$10,000,000
1G	7th Street improvements as a pedestrian priority street from L to G Streets[2]	Near-term	Medium	$3,000,000
1H	9th Street improvements from L to H Streets, connect with existing facility from Tully Road to H Street[2]	Near-term	High	$880,000

Opportunity Site 2: Old Courthouse Block

Program (based on illustrative plan and lot testing on infill sites)		72 new residential units 52,800 SF new non-residential uses		
Major Projects		**Timing[1]**	**Priority**	**Cost Estimate**
2A	Assess existing building for historic status and integrity; and make necessary improvements to front wing	Near-term	Medium	Requires further analysis

1 Near-term: 2020 - 2030
Long-term: 2030 - 2040

2 Please also refer Table 5C for major streetscape improvements

3 To be constructed only if needed after analysis of existing parking capacity

Table 5B. Major Projects by Opportunity Site				
2B	New mixed-use development at north-west corner and southern half of block (residential with ground floor retail; two stories at north-west corner, five stories in southern half of block)	Near-term	High	Private development
2C	Create landscaped park and plaza facing I Street including street furniture, lighting and pedestrian amenities	Near-term	Medium	Requires further analysis
2D	Restore historic brick plaza in the interior of the block, create pedestrian mid-block connection to H Street	Long-term	Medium	Requires further analysis
2E	12th Street improvements (Needham Street to D Street)[2]	Near-term	High	$3,400,000
2F	I Street improvements (9th Street to 17th Street)[2]	Near-term	High	$6,600,000
2G	H Street improvements (10th Street to 19th Street)[2]	Near-term	High	$1,300,000
Opportunity Area 3: 10th Street Node				
Program (based on illustrative plan and lot testing on infill sites)		398 new residential units 222,000 SF new non-residential uses		
Major Projects		**Timing[1]**	**Priority**	**Cost Estimate**
3A	New minor-league ballpark with retail (or similar use) at the north-west corner of F and 10th Streets	Near-term/ Long-term	Medium	Requires further analysis
3B	New parking structure on south-west corner of 10th and D Streets (800 parking spaces with retail liner, five stories)	Long-term[3]	Low	Requires further analysis
3C	New mixed-use development (residential with ground floor retail, five stories)	Long-term	High	Private development
3D	9th Street improvements (H Street to Morton Boulevard)[2]	Near-term	High	$800,000
3E	10th Street improvements (I Street to Morton Boulevard)[2]	Near-term	High	$4,800,000

1 Near-term: 2020 - 2030
Long-term: 2030 - 2040

2 Please also refer Table 5C for major streetscape improvements

3 To be constructed only if needed after analysis of existing parking capacity

Table 5B. Major Projects by Opportunity Site

Opportunity Area 4: West Modesto Node

Program (based on illustrative plan and lot testing on infill sites)		40 new residential units 37,850 SF new non-residential uses		
Major Projects		**Timing[1]**	**Priority**	**Cost Estimate**
4A	New mixed-use buildings on both block corners at 5th and H Streets (residential with ground floor retail, two stories)	Near-term/ Long-term	Medium	Private development
4B	New mixed-use building on north-east corner of H and 4th Streets (residential with ground floor retail, two stories)	Near-term/ Long-term	Medium	Private development
4C	New mixed-use buildings on block corners on both sides of H on 1st Street (residential with ground floor retail, two floors)	Near-term/ Long-term	Medium	Private development
4D	Incremental infill on interior lots ("missing middle" building types)	Near-term/ Long-term	Medium	Private development
4E	H Street improvements (1st Street to 10th Street)[2]	Near-term	High	$7,600,000
4F	I Street improvements (Washington Street to 9th Street)[2]	Near-term	High	$2,700,000
4G	J Street improvements (6th Street to 8th Street)[2]	Near-term	High	$400,000
Other infill sites		190 new residential units 19,550 SF new non-residential uses		
Total new development		**1,550 new residential units** **780,000 SF new non-residential uses**		

1 Near-term: 2020 - 2030
Long-term: 2030 - 2040

2 Please also refer Table 5C for major streetscape improvements

Table 5C. Recommended Improvements - Streetscape and Active Transportation

Street/ Corridor	Recommended Improvements				Cost Estimate
	Bicycle	Pedestrian	Vehicular	Parking	
9th Street Tully Road to Morton Boulevard	Two-way separated bikeway	NA	NA	Parking removed (both sides)	$3,500,000
Cross-downtown rail-trail Needham Street/root lateral to Tuolumne Boulevard	Multi-use path	NA	NA	NA	$3,400,000
12th Street Needham Street to D Street	One-way separated bikeways	NA	Center turn lane removed	Parking removed (one side)	$3,400,000
14th Street Needham Street to D Street	Bicycle lanes	NA	Center turn lane removed	NA	$300,000
17th Street Needham Street to Burney Street	Bicycle lanes	NA	One-way to two-way conversion (two one-way lanes changed to one lane in each direction)	NA	$200,000
Lane Street Burney Street to Morton Boulevard	Bicycle boulevard	NA	NA	NA	$50,000
Needham Street/ Downey Avenue Park Avenue to Kimble Street	Bicycle lanes	NA	NA	Parking removed (one side)	$170,000
Morton Boulevard La Loma Avenue to Yosemite Boulevard	Bicycle boulevard	NA	NA	NA	$110,000
Dry Creek Trail Extension La Loma Avenue to 11th Street	Multi-use path	NA	NA	NA	$2,500,000
Tuolumne River Trail Extension Tioga Drive to Rouse Avenue	Multi-use path	NA	NA	NA	$2,500,000
Morton Boulevard Waterfront Trail 7th Street to 11th Street	Multi-use path	NA	NA	NA	$1,200,000
B Street 7th Street to 9th Street	One-way separated bikeways	NA	Street reconstruction	NA	$670,000
D Street/ Jennie Street 9th Street to Morton Boulevard (alignment to be decided)	One-way separated bikeways	NA	NA	Parking removed (both sides)	$1,680,000
Maze Boulevard Helen White Memorial Trail to Washington Street	Two-way separated bikeway	NA	Center turn lane removed	Parking removed (both sides)	$820,000
Washington Street Maze Boulevard to H Street	Two-way separated bikeway	NA	NA	NA	$1,100,000

Table 5C. Recommended Improvements - Streetscape and Active Transportation

Street/ Corridor	Recommended Improvements				Cost Estimate
	Bicycle	Pedestrian	Vehicular	Parking	
Sierra Drive 3rd Street to 7th Street	Bicycle lanes	NA	NA	NA	$140,000
1st Street/ Sierra Drive Washington Street to 3rd Street	Bicycle boulevard	NA	NA	NA	$70,000
Virginia Trail root lateral extension College Avenue to 9th Street	Multi-use path	NA	NA	NA	$460,000
K Street Washington Street to Needham Street	One-way separated bikeways	NA	One-way to two-way conversion (two one-way lanes changed to one lane in each direction)	Parking removed (one side)	$3,100,000
I Street 9th Street to 17th Street	Shared-use side path	Widen sidewalk	One lane in each direction	NA	$9,300,000
H Street/ Paradise Road 1st Street to 19th Street (*sidewalk improvements from Washington Street to 10th Street)	One-way separated bikeways	Widen sidewalk*	One-way to two-way conversion (two one-way lanes changed to one lane in each direction)	Parking removed (one side)	$8,900,000
F Street 9th Street to 17th Street	Bicycle lanes	NA	NA	NA	$170,000
Park Avenue/ Enslen Avenue/ Morris Avenue Virginia Trail to Needham Street	Bicycle boulevard	NA	NA	NA	$140,000
Virginia Avenue Morris Avenue to Needham Street	Advisory bicycle lanes	NA	NA	NA	$110,000
7th Street G Street to L Street	NA	Widen sidewalk	NA	NA	$3,000,000
J Street 6th Street to 8th Street, 11th Street to 14th Street	NA	Widen sidewalk	NA	NA	$2,400,000
J Street Shared Street 9th Street to 11th Street	NA	Flush/ shared street	NA	NA	$8,200,000
10th Street I Street to S. Morton Boulevard	NA	Widen sidewalk	NA	NA	$4,800,000
Total					**$62,390,000**

Table 5D: Recommended Improvements - Parking and Traffic Reduction			
Improvement Type	**Timing[1]**	**Funding**	**Potential Partnerships**
Curb parking management improvements (license plate recognition systems, meters, signage, striping)	Near-term	City (self-funding)	Caltrans BID Private development
Electronic parking wayfinding signage system	Near-term	City (parking fee revenues)	Caltrans Private development
Short-term City lot and garage improvements (e.g., lighting, renovation, landscaping)	Near-term	City (parking fee revenues)	Caltrans BID Private development
Additional City parking supply, if and when needed	Long-term	City (parking fee revenues)	Caltrans Private development

1 Near-term: 2020 - 2030
Long-term: 2030 - 2040

Table 5E: Recommended Improvements - Water Infrastructure [a]			
Improvement Type	**Improvement Description**	**Quantity**	**Estimated Capital Costs [b,c]**
High Priority Fire Flow Improvements			
Pipeline improvements	New 8-inch diameter pipelines	2,160 LF	$392,100
Pipeline improvements	New 12-inch diameter pipelines	30 LF	$7,300
Subtotal		**2,190 LF**	**$399,400**
Low Priority Fire Flow Improvements			
Pipeline improvements	New 12-inch diameter pipelines	8,980 LF	$2,182,200
Subtotal		**8,890 LF**	**$2,182,200**
Fire Flow Improvements			
Pipeline improvements	New 8-inch diameter pipelines	70 LF	$12,800
Pipeline improvements	New 12-inch diameter pipelines	11,370 LF	$2,763,000
Subtotal		**11,440 LF**	**$2,775,800**
Strengthen and Replace (S&R) Improvements			
Pipeline improvements	Upsize existing small diameter pipelines to 8-inch diameter pipes	59,640 LF	$10,824,700
Subtotal		**59,640 LF**	**$10,824,700**
Grid Improvements			
Distribution/ transmission improvements	Construct new 12-inch diameter pipelines along the following: - 5th Street between G Street and H Street - H Street between 5th Street and South Washington Street	2,100 LF (in downtown area)	~$510,300 (in downtown area)
Subtotal		**2,100 LF**	**$510,300**
Total		**84,260 LF**	**$16,692,400**

[a] Taken from West Yost Associates (2017), Water Master Plan, Tables 11-2 and 11-3.
[b] Costs shown include a mark up equal to 50 percent.
[c] Costs shown are rounded up to nearest $100.

CHAPTER

6

References + Glossary

In this chapter

6.1 Reference Documents

Public Visioning Workshop: July 22, 2019

- **Focus Group Notes**
  https://www.modestogov.com/DocumentCenter/View/14597/DMP-Focus-Groups-Notes-7-22-19-PDF
- **Workshop Presentation**
  http://www.modestogov.com/DocumentCenter/View/14601/DMP-Workshop-Presentation-7-22-19-PDF
- **Visioning Workshop Exercise Notes**
  https://www.modestogov.com/DocumentCenter/View/14596/DMP-Public-Workshop-summary-7-22-19-PDF

Community Design Charrette: September 30 - October 4, 2019

- **Charrette Opening Presentation**
  http://www.modestogov.com/DocumentCenter/View/14754/Charrette_Opening_Presentation_20190930-PDF
- **Brown Bag Presentation: Economics**
  http://www.modestogov.com/DocumentCenter/View/14755/Charrette_Economics_BrownBag_20191001-PDF
- **Brown Bag Presentation: Mobility**
  http://www.modestogov.com/DocumentCenter/View/14753/Charrette_Mobility_BrownBag_20191002-PDF
- **Brown Bag Presentation: Parking and Transportation Demand Management (TDM)**
  http://www.modestogov.com/DocumentCenter/View/14752/Charrette_Parking_TDM_BrownBag_20191002-PDF
- **Charrette Closing Presentation**
  http://www.modestogov.com/DocumentCenter/View/14903/Charrette_Closing_Presentation_20191004-PDF

City Council Workshop: December 17, 2019

- **City Council Downtown Master Plan Workshop Presentation**
  http://www.modestogov.com/DocumentCenter/View/15259/Council-Workshop-Presentation-12-17-19PDF

City of Modesto Documents

- **Downtown Form-Based Code**
  http://www.modestogov.com/DocumentCenter/View/1393
- **General Plan and Master EIR**
  https://www.modestogov.com/784/General-Plan-Master-EIR
- **Non-Motorized Transportation Master Plan**
  https://www.modestogov.com/DocumentCenter/View/1722
- **Redevelopment Master Plan**
  https://www.modestogov.com/DocumentCenter/View/1486/Attachment-I-2007-RDA-Master-Plan-Sections-1-4-PDF
- **Downtown Passenger Rail Station Feasibility Study**
  https://www.modestogov.com/DocumentCenter/View/1360/Downtown-Passenger-Rail-Station-Feasibility-Study-PDF

6.2 Definitions of Specialized Terms and Phrases

A

Alley. A secondary lane behind buildings, offering space for services and utilities (garbage collection, electricity, off-street parking, etc.).

B

Block-form, building. A building that is individually as large as a block or individual buildings collectively arranged along a street to form a continuous facade as long as most or all of a block.

Building elevation/facade. The exterior wall of a building not adjacent to a street, the front or side along a private street, or civic space.

Building form. The overall shape and dimensions of a building.

Building frontage. The length of the building site line of any one premises parallel to and along each street and/or open space which it borders.

Building type. A structure defined by its combination of configuration, disposition and function.

Bungalow court. This building type consists of a series of small, detached structures, providing multiple units arranged to define a shared court that is typically perpendicular to the street. The shared court takes the place of a private rear yard and is an important community-enhancing element. It provides well-designed higher densities appropriately scaled for primarily single-family or medium-density neighborhoods. [See Modesto Zoning Code: 10-7.512 (a)]

C

Carshare parking space. A parking space required to be dedicated for current or future use by a carshare service through a deed restriction, condition of approval or license agreement. Such deed restriction, condition of approval or license agreement shall grant priority use to any carshare service that can make use of the space, although such spaces may be occupied by other vehicles so long as no carshare organization can make use of the dedicated carshare spaces.

Carshare service. A service that provides a network of motor vehicles available to rent by members by reservation on an hourly basis, or in smaller intervals.

Catalyst project. A development project undertaken with the intention of beginning a trend of further development in a particular area, often initiated or implemented by the City with or without public-private partnerships.

Center. Concentration of ground floor retail, restaurants, and services, with additional offices and housing located above, within a Walkable Urban context.

Charrette. A multiple-day collaborative design and planning workshop held on-site of the area being planned and inclusive of all affected stakeholders.

Civic. A term defining not-for-profit organizations that are dedicated to arts, culture, education, religious activities, recreation, government, transit, and public parking facilities.

Civic building. A structure operated by governmental or not-for-profit organizations and limited to civic and related uses.

Civic space. Publicly accessible open space. Can be used interchangeably with "public open space".

Commercial. A term defining service and retail uses collectively.

Commercial block building. A medium- to large-sized structure, typically attached, intended to provide a vertical mix of uses with ground-floor retail or service uses and upper-floor service or residential uses. [See Modesto Zoning Code: 10-7.512 (b)]

Complete street. A street design concept that takes a multimodal approach to the planning and design of roadways to ensure that the needs of all users are balanced, and that people walking, cycling, driving, and using transit can travel safely, comfortable, and conveniently, regardless of age and ability.

Connectivity. The system of connecting paths that people use to move through a town. More connections offer more options for getting from Point A to Point B, and thus improved connectivity.

Context. Factors encompassing a particular site that affect how development on the site will interact with its surroundings. Includes neighboring buildings, natural features, vegetation, climate, topography, cultural factors, etc.

Courtyard. An unroofed area that is completely or partially enclosed by walls or buildings on at least two sides and often shared by multiple residential units or commercial suites.

Courtyard building. A medium- to large-sized multi-family structure arranged to share one or more common courtyards. The courtyard serves as a semi-public space, as its use is shared among units. Each unit may have its own individual entry, or up to three units may share a common entry. [See Modesto Zoning Code: 10-7.512 (c)]

D

Duplex. A small- to medium-sized structure that consists of two dwelling units, one on top of the other or side-by-side, both of which face and are entered from the street. This type has the appearance of a medium to large single-family home and is appropriately scaled to fit within primarily single-family neighborhoods or medium-density neighborhoods. [See Modesto Zoning Code: 10-7.512 (d)]

E

No specialized terms beginning with the letter E are defined at this time.

F

Facade. See Building Elevation/Facade.

Flex space/ flex curb zone. The area along the edge of the street, typically between travel lanes and a sidewalk, which can be allocated for a variety of uses including outdoor seating, bicycle parking, and loading for goods or ridesharing services.

Floor-area ratio (FAR). The relationship between the total amount of usable square footage in a building and the total area of the lot. Higher ratios tend to be more urban.

Form. The shape of a building that defines the space around it.

Form-based code. A form-based code is a land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. A form-based code is a regulation, not a mere guideline, adopted into city, town, or county law.

[Definition from the Form-Based Codes Institute (FBCI)]

Front yard house. A small- to medium-sized detached structure on a medium-sized lot that incorporates one unit. It is typically located within a primarily single-family residential neighborhood in a walkable urban setting, potentially near a neighborhood main street. [See Modesto Zoning Code: 10-7.512 (e)]

Frontage. How the front facade of a building and the privately-owned land between the building and the sidewalk relate to the streetscape. [Definition from FBCI]

Frontage, private. The area between the building facade and the back of the sidewalk abutting a street or public open space.

Frontage, public. The area between the on-street parking and the back of the sidewalk.

Frontage type. Physical element(s) configured to connect the building facade to the back of the sidewalk abutting a street or public open space.

G

Gateway. A structure marking a transition into a particular realm, such as a city or neighborhood.

Green infrastructure. A cost-effective, resilient approach to managing wet weather impacts that provides many community benefits. While single-purpose gray stormwater infrastructure—conventional piped drainage and water treatment systems—is designed to move urban stormwater away from the built environment, green infrastructure reduces and treats stormwater at its source while delivering environmental, social, and economic benefits.

Ground floor. The floor of a building located nearest to the level of the ground around the building.

H

Headway. The time between scheduled arrivals of individual transit vehicles (e.g. buses) along the same route.

Height. The distance measured from closest adjacent street to top of cornice, parapet, or eave line of a peaked roof with the following exceptions:

1. Rooftop mechanical equipment and utility structures that are:
   - Enclosed, generally centrally located on the roof and not visible from adjacent streets;
   - Screened from public view; and
   - Provided with measures where possible with reasonable efforts to buffer noise from adjacent existing residential uses.
2. Small rooftop amenity structures such as, clubhouses or cafeterias, located in public or private open spaces areas that are:
   - Generally centrally located on the roof and not visible from adjacent streets;
   - No more than five percent of the open space area within which they are located or 5,000 square feet total, whichever is less; and
   - No taller than 12 feet above the maximum allowed heights.

Highest and best use. "The reasonably probable and legal use of vacant land or an improved property that is physically possible, appropriately supported, financially feasible, and that results in the highest value" [Definition from the Appraisal Institute].

Hotel. A facility containing guest rooms or suites, used by guests on a transient occupancy basis for less than 30 days. Also includes guest amenities such as

swimming pools, gyms, restaurants, bars, meetings rooms, etc.

House-form, building. A detached building that is compatible in scale to a single-unit house.

I

Improvement. The product of any modification to a site structure or building.

J

No specialized terms beginning with the letter J are defined at this time.

K

No specialized terms beginning with the letter K are defined at this time.

L

Livability. The ability of a community to meet "broad human needs ranging from food and basic security to beauty, cultural expression, and a sense of belonging to a community or place" [Definition from *Community and Quality of Life: Data Needs for Informed Decision Making*. National Research Council, 2002].

Live/work. A small- to medium-sized attached or detached structure consisting of one dwelling unit above or behind a flexible ground floor space for residential, service, or retail uses. Both the primary ground-floor flex space and the second unit are owned by one entity. [See Modesto Zoning Code: 10-7.512 (f)]

M

Main street building. See commercial block building.

Major. Having a greater size, scope, effect, characteristic or quality relative to the other corresponding sizes, scopes, effects, characteristics or qualities; or being the greater of two or more.

Mansion apartments. A detached building with the appearance from the street of a large house which contains more than four dwellings. [See Modesto Zoning Code: 10-7.512 (g)]

Minor. Having a lesser size, scope, effect, characteristic or quality relative to the average size, scope, effect, characteristic or qualities; or being the lesser of two or more.

Missing middle housing. House-scale buildings with multiple units in walkable neighborhoods: "missing" because they have typically been illegal to build since the mid-1940s and "middle" because they sit in the middle of a spectrum between detached single-family homes and mid-rise to high-rise apartment buildings.

Mixed-use (development, building). Mixed-use development typically refers to pedestrian-oriented places that layer compatible land uses, public amenities, and utilities together at various scales and intensities. This variety of uses allows for people to live, work, play and shop in one place, which makes such places attractive destinations. A mixed-use building accommodates multiple functions within the same building. Common forms include "vertical" mixed-use buildings (different uses on different floors of the same building), "horizontal" mixed-use blocks (individual buildings may have the same use; but a block has several buildings, each with different uses); or mixed-use "walkable neighborhoods" (a combination of vertical and horizontal mixed-use within a five to ten-minute walking distance of a center).

Multimodal. Supporting several different means of mobility (e.g., walking, bicycles, cars, buses, trains). A multimodal station offers people the ability to switch from one transportation mode to another, while a multimodal corridor accommodates multiple modes along its length.

N

No specialized terms beginning with the letter N are defined at this time.

O

One-way cycle track. A bikeway at street level intended for cyclists moving in one direction, protected from passing vehicular traffic by a variety of methods including parking lanes or other barriers.

Open space, private. A portion of a development held in common and/or single ownership and not reserved for the exclusive use or benefit of an individual tenant or owner and is available for use by all occupants of the building.

Open space, public. Open space that is publicly accessible, whether it is located on publicly-owned or privately-owned land. Can be used interchangeably with "civic space."

Opportunity site. A site with high potential for development to create new value, often owing to underuse, current or impending vacancy, or expressed interest on the part of the current property owner.

P

Parking benefit district. A defined geographic area in which public parking revenues raised within the district are reinvested back into the district to pay for public facilities and services that benefit the district. The funds may be used for purposes including, but not limited to, maintaining and improving public buildings and the public realm, parking and transportation facilities and services that improve access to the district, and marketing the district to customers and visitors. A Parking Benefit District may be created using a variety of mechanisms (e.g., a parking meter zone and/or Business Improvement District and/or a Vehicle Parking District, as provided for under state law) or may be established by tracking revenues and expenditures using the City's regular accounting procedures (e.g., by designating a separate fund in the City's accounting system).

Parking district. A defined geographic area established by a government entity for the purpose of managing, regulating, pricing, funding, and/or providing public parking. Examples include Parking Benefit Districts, Parking Meter Zones (as defined by California Vehicle Code 22507), Preferential Parking Permit Districts (as defined by California Vehicle Code 22508), and various types of legally constituted parking districts as authorized under the Codes of the state, such as the Vehicle Parking District Law of 1943, the Parking Law of 1949, the Parking District Law of 1951, the Parking and Business Improvement Area Laws of 1965 and 1989, and the Property and Business Improvement District Law of 1994.

Parklet. A public space that is typically at sidewalk level, created by extending a sidewalk into parking spaces along the roadway.

Pipeline project. A project for which the development process is already progressing, with a reasonable expectation of being completed in the near future.

Placemaking. An approach to planning and design that focuses on public spaces and public amenities as ways to promote health and well-being, community engagement, and other social goods.

Planning horizon. The time frame within which the elements contained in a plan are expected to be fulfilled.

Planting strip. A landscaped or grassy area located between a street and a sidewalk.

Public realm. A term broadly used to describe spaces in a community that are publicly owned and freely accessible, including streets, sidewalks, parks, plazas, etc. The concept encompasses the social

interaction and processes that occur in public spaces, as part of community living.

Public use. A use undertaken by a political subdivision, its agents, or assigns.

Q

Quadplex. A medium structure that consists of four units: typically two on the ground floor and two above with a shared entry. [See Modesto Zoning Code: 10-7.512 (d)]

Quality of life. "The relationship between economic and social well-being and the complex nature of individual and social material and immaterial well-being." Includes factors such as traffic, crime rate, employment opportunities, amount of open space, quality of housing, etc.

R

Rear. Opposite of front.

Recessed entry. An entrance to a building that is set back from the facade of the building.

Regulating plan. A map that identifies the zoning and standards to be applied to specific locations.

Retail. Businesses that provide products and services (including restaurants) which are for sale to the general public.

Ridehailing. A service using small vehicles to provide transportation to passengers on an individual basis (e.g., Lyft, Uber).

Right-of-way (ROW). Land that contains the public street, sidewalk, and utilities, typically abutting the property lines of adjacent properties.

Road diet. A transportation planning strategy in which the effective width of a street is reduced for traffic-calming and improving pedestrian safety. This can be achieved through a variety of ways, typically converting a travel lane to a median, a parking lane, bicycle lanes, sidewalk extensions, etc.

Roundabout. A form of an intersection, typically circular in shape, in which vehicles circulate in a single direction around a central island with entering traffic yielding to circulating traffic. Roundabouts avoid the need for a signalized intersection, and are favored by traffic engineers since they allow uninterrupted traffic flow, with decreased potential for collisions.

Row house. Row houses are two or more attached two- or three-story dwellings with zero side yard setbacks. Each dwelling is designed for use by a single family. This type is typically located within medium-density neighborhoods or in a location that transitions from a primarily single-family neighborhood into a neighborhood main street. [See Modesto Zoning Code: 10-7.512 (h)]

S

Shared parking. Any parking spaces assigned to more than one user, where different persons utilizing the spaces are unlikely to need the spaces at the same time of day.

Shared street. A thoroughfare that is designed to minimize or remove the segregation between different modes of users such as pedestrians, cyclists, and motor vehicles, often by removing curbs and other road surface delineations.

Sidewalk. A paved area along a street intended exclusively for pedestrian use and often installed between a street and building site frontages.

Site. One or more adjacent lots under common ownership.

Small, medium, and large. A design concept that promotes hierarchy in the built environment based on building form, scale, and placement.

Stakeholder. Anyone impacted by the outcome of a project, particularly those who live, conduct business, or spend time in the environment under consideration. A stakeholder's interest in the project outcome need not be financial; hence, this term is often used in deliberate contrast to "shareholder".

Stoop. A frontage type that is appropriate for residential uses with small setbacks. The stoop is elevated above the sidewalk to provide privacy along the sidewalk-facing rooms. Stairs or ramps from the stoop may lead directly to the sidewalk or may be side-accessed. [See Modesto Zoning Code: 10-7.513 (e)]

Storefront. The portion of a shopfront frontage composed of the display window and/or entrance and its components, including windows, doors, transoms and sill pane. [See Modesto Zoning Code: 10-7.513 (d)]

Story. That portion of a building between the bottom surface of a floor and the upper surface of the floor next above. If the finished floor level directly above a basement or cellar is more than six feet above natural grade for more than 50 percent of the total perimeter, such basement or cellar shall be considered a story.

Street. A public or permanent private thoroughfare which affords a primary means of access to property.

Street network. See Connectivity.

Street tree. A tree of any species or size planted in open spaces, parkways, sidewalk areas, easements, and streets. Pruned to provide a canopy for shade and open space underneath for people and vehicles to circulate.

Streetscape. The overall experience of a street, defined by elements such as building frontages, sidewalk and roadway design, landscape elements, street furniture, lighting, etc.

Structure. An improvement permanently attached to real property.

T

Tactical urbanism. Low-cost, temporary interventions to the built environment that by nature can be implemented faster and more easily than more permanent urban interventions. Tactical urbanism projects frequently serve as proof-of-concept for longer-term goals.

Thoroughfare. A road or path or corridor forming a route between two places. Thoroughfares range from wide boulevards and avenues to pedestrian passages and trails. Thoroughfares include sidewalks and alleys.

Townhouse. See Row House.

Transit-oriented development (TOD). A type of urban development around a transit station that clusters an optimal mix of complementary uses, such as retail, office, residential and recreational, within a five to ten minute walking distance (one quarter to one half mile) from the transit station. Such development typically results in a higher intensity, mixed-use, walkable built environment.

U

Unit. A discrete part of a building, individually leased or purchased; e.g., an individual apartment, house, or condominium.

Upper floor. A floor in a building containing habitable space that is located above the ground floor.

Use. The purpose for which land, premises, or structure thereon is designed, arranged, or intended, or for which it is or may be occupied or used.

V

No specialized terms beginning with the letter V are defined at this time.

W

Walkability. A characteristic of an area that is highly interconnected to other areas and appeals to pedestrians for recreational walking or for walking to work, transit, errands, shopping, or restaurants. Factors influencing walkability include the design of the street network, streetscape, building frontages, and pedestrian facilities.

Walkable urban context. Areas that are pedestrian-oriented in nature, where bicycling and walking are viable, daily options because services, retail, or restaurants are within a short walking distance of most residences.

X

No specialized terms beginning with the letter X are defined at this time.

Y

No specialized terms beginning with the letter Y are defined at this time.

Z

Zoning. The process of zoning is a land use planning tool typically used by local governments to divide land in a municipality into zones, with each zone having defined characteristics that govern the development of property within that zone. Zoning ordinances are local laws that can be bypassed only with a variance.