

CARUTHERS COMMUNITY PLAN

ADOPTION

F R E S N O C O U N T Y P L A N N I N G C O M M I S S I O N	
AUGUST 14, 1958	Resolution No. 1623 & 1623A
F R E S N O C O U N T Y B O A R D O F S U P E R V I S O R S	
MARCH 3, 1959	Resolution No. (1)

AMENDMENTS

AMENDMENT		PLANNING COMMISSION		BOARD OF SUPERVISORS	
GPA NO.	SECTION/ MAP	RESOLUTION NUMBER	DATE	RESOLUTION NUMBER	DATE
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(2)	Text	6714	9/25/75	76- 350	2/18/76
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- (1) County Board of Supervisors' Resolutions did not include numbers on the date specified.
- (2) Plan amendment numbers were not used for these amendments.



604:1.00 I N T R O D U C T I O N

The County of Fresno is responsible for adopting a General Plan setting forth long-term objectives and policies that must be adhered to in the development of the area.

Fresno County's General Plan includes objectives and policies applicable County-wide, and others that apply only to a certain subarea of the County. The content of this Community Plan deals specifically with the Caruthers Community. Based on historical trends and current conditions, the Plan identifies expectations regarding development in the community during the next 20 years.

The unincorporated Community of Caruthers is one of several rural communities located in Fresno County. Like many of these communities, Caruthers originally developed around a railroad station in the late 1880's to provide services to surrounding agricultural areas. This role remains essentially the same today, long after the railroad facilities have been removed.

As an unincorporated community, Caruthers receives its primary community services through or under the auspices of the County of Fresno and special districts. The County has the primary planning responsibility for the development of the community. In addition to County-wide objectives and policies, this document focuses on those policies and objectives specifically applicable to Caruthers and its immediate area.

1.01 PLAN BOUNDARIES

The Caruthers Community is bounded generally by Mountain View Avenue on the north; West Avenue on the east; Kamm Avenue on the south; and Marks Avenue on the west. Within this area and generally coterminous with planned and existing urban uses, lie the boundaries of the Caruthers Community Services District which is the primary provider of urban services for the area. In addition, a 20 acre area at the northwest corner and a 40 acre area at the southwest corner of Marks and Caruthers Avenue forms the West Caruthers Area.

2.00 PLANNING HISTORY

The first Community Plan for Caruthers was adopted in 1959. In 1976, that Plan was substantially revised as part of the overall revision of the County General Plan. This Plan reflects recent development activity in the community, and provides for additional development to accommodate growth during the 20-year planning period.

604-01 L A N D U S E E L E M E N T

The land use element of this Community Plan is a refinement of and is consistent with the overall land use element of the Fresno County

General Plan. This element also contains, by reference, County-wide goals, objectives, criteria, and standards. Section 205 of the Fresno County General Plan (Intensive Development Policies) should be reviewed to accurately determine County urban development policy. Section 205-03 (Unincorporated Community Areas) is especially critical because it contains the primary policies for urban development in the County's rural areas.

1.00 LAND USE DESIGNATIONS

a. Agriculture

Shall mean land designated for the production of crops and livestock and for the location of necessary agricultural commercial centers, agricultural processing facilities, and certain nonagricultural industries.

b. Reserve

Shall mean land designated for limited agriculture with an indicated future urban use. Development of the indicated use will usually not occur until annexation to the Caruthers Community Services District.

c. Residential

Low Density Residential shall mean land designated for residential development at a density not to exceed one dwelling unit per 12,500 square feet.

Medium Density Residential shall mean land designated for residential development at a density not to exceed one dwelling unit per 6,000 square feet.

Medium High Density Residential shall mean land designated for residential development at a density not to exceed one dwelling unit per 2,400 square feet.

d. Commercial

Central Business Commercial shall mean land designated for development of commercial centers where the full range of retail services and professional and governmental offices is concentrated in a location that is central to most community residents.

Service Commercial shall mean land designated for general commercial activities which, due to space requirements or the distinctive nature of the operation, are not usually located within commercial centers.

e. Industrial

Limited Industrial shall mean land designated for restricted nonintensive manufacturing and storage activities which do not have detrimental impacts on surrounding properties.

f. Public Facilities

Public Facilities shall mean land designated for location of services and facilities which are necessary to the welfare of the community. Typical uses include liquid and solid waste disposal, ponding basins, parks, schools, civic centers, hospitals, and cemeteries.

2.00 OBJECTIVES

2.01 County objectives for development in Caruthers reflect management concepts for all unincorporated communities in Fresno County. County-wide objectives are contained in General Plan Section 205-03. The primary objectives are as follows:

- a. Restrict urban encroachment onto productive agricultural land.
- b. Concentrate urban development in existing communities.
- c. Preclude urban development that cannot be provided with appropriate urban services.
- d. Phase development in accordance with the adopted Community Plan.
- e. Accommodate urban population increases through infill of existing urban areas prior to development of planned expansion areas.

2.02 The following objectives are the basis for recommendations in the Caruthers planning area:

- a. Provide medium and medium high density residential areas to accommodate housing alternatives.
- b. Provide for commercial expansion in Caruthers as an extension of that which currently exists along Tahoe Street.
- c. Provide for industrial growth on the east side of the community, generally facilitating an expansion of existing uses in that area.
- d. Provide for a community park, in conjunction with the fairgrounds, which may be used throughout the year.
- e. Provide adequate educational, recreational, and urban services to accommodate population increases.
- f. Provide for a Master Drainage Plan for a community drainage system in Caruthers.

2.03 In addition to the foregoing primary objectives, County objectives contained throughout the Fresno County General Plan are applicable wherever pertinent to the Caruthers Community.

3.00 DETERMINANTS OF CHANGE

3.01 GROWTH INDICATORS

a. Population

Since 1960, Caruthers has grown at an average rate of 2.69 percent per year. The community experienced its greatest growth decade from 1970 to 1980 with an average annual growth rate of 6.14 percent per year. However, growth declined to 0.59 percent per year from 1980 to 1990. The community is expected to continue growth at a slow rate, below one percent per year, during this planning period.

CARUTHERS POPULATION

Year	Population	Type	Source
1960	887	Count	U.S. Census, 1960
1970	938	Count	U.S. Census, 1970
1974	1,211	Count	Special U.S. Census, 1974
1980	1,514	Count	U.S. Census, 1980
1985	1,548	Estimate	Fresno County
1990	1,603	Count	U.S. Census, 1990
1995	1,660	Projection	Fresno County
2000	1,730	Projection	Fresno County
2005	1,800	Projection	Fresno County
2010	1,870	Projection	Fresno County
2015	1,940	Projection	Fresno County

b. Land Availability

Vacant parcels within the existing urban area can accommodate planned commercial and industrial development during the planning period. Over twice the amount of land necessary to accommodate expected population growth is also provided.

c. Services

The Caruthers Community Services District provides both sewer and water service to the community. The systems are capable of serving the projected growth with only minimum additions or modifications. Mid-Valley Fire Protection District, which maintains a station in the community, provides fire protection. Police protection is provided by the Fresno County Sheriff's Department.

3.02 LIMITS TO DEVELOPMENT

a. Development Policies

Policies of the County to preclude urban sprawl will act to limit development in excess of need.

b. Planned Urban Boundary

Most of the community of Caruthers has been developed within the area generally bounded by Mt. View, Marks, Kamm, and West Avenues, although the limits of existing urban development are somewhat irregular. The land use designations for future urban uses are intended to "square off" the community boundaries within the perimeter established by the existing uses.

Community Plans generally provide for two to three times the land area needed for urban uses, as projected for the planning period, based on historical development activity. The area designated for urban uses in Caruthers would accommodate somewhat more than typically provided for.

This is due primarily to three factors: 1) Caruthers has developed as a very compact community which occupies a comparatively small area to begin with; 2) a number of parcels are designated for each use in order to provide for a range of choices in the marketplace and to ensure that suitable parcels are available at the time development is proposed; and 3) parcels adjacent to the community are relatively large in size, so each parcel adds significantly to the planned urban area.

c. Agricultural Soils

The Caruthers planning area lies primarily on soils defined by the General Plan as Class II - productive agricultural soils, and Class III - potentially productive agricultural soils with Storie Index Ratings of 68 to 95 by the U.S. Department of Agriculture, Soil Conservation Service. The General Plan's Agricultural policy to reduce expansion of intensive non-agricultural development onto productive or potentially productive soils is a constraint to expansion of the community.

d. Agricultural Preserve Contracts

All productive farm land is valuable as a local and regional economic resource and should be viewed as a constraint to development. Much of the land surrounding the community is also under Williamson Act Contract for agricultural preservation. Such lands are under an annual 10 year self-renewing contract unless a notice of non-renewal is filed by the property owner. When a notice of non-renewal is filed, the contract will run out after ten years.

Under limited circumstances, the contract may be cancelled by the Board of Supervisors on land for which a petition has been filed. A cancellation fee is charged to the property owner upon the contract's cancellation.

e. County-wide Services and Municipal Services

County-wide services are predominantly population driven. The County provides the following services to all residents and property owners throughout Fresno County (within cities as well as unincorporated areas):

Detention Facilities	Farm and Home Advisor
District Attorney	Ag Commissioner
Public Defender	LAFCO
Courts	Refuse Disposal
Probation	Veterans Service
Grand Jury	Board of Supervisors
Coroner	Assessor
Clerk, Elections, Recorder	Auditor, Controller
Social Services	Tax Collector
Health Department	Parks
Valley Medical Center	Library

The County provides the following municipal services to all residents and property owners in the unincorporated areas of Fresno County:

Sheriff's Patrol	Surveyor
Sheriff's Detectives	Building and Safety
Sheriff's Crime Lab	Roads
Planning and Zoning	

County-wide and municipal services are provided with current revenues. The net county cost component is provided from locally generated revenues such as property and sales taxes. Traditionally, residential uses generate less revenue than the cost of providing services to the residents. In most cases, non-residential uses are revenue positive with respect to county-wide and municipal services.

A balance between residential and non-residential land uses should be achieved. In the absence of a balance, service levels will be eroded if revenues are not generated at the rate required to maintain current levels of service. Financing alternatives may encompass user fees for services or infrastructure financing options that allow for on-going support for maintenance and operations.

3.03 DEVELOPMENT PHASING

The Caruthers Community Plan map depicts areas suitable for development at the present time with appropriate graphic symbols. Areas proposed for future development are designated Reserves.

The County's policies regarding development phasing are contained in General Plan Section 205-03. These policies are intended to maintain compact urban boundaries, minimize intrusion of urban development into productive agricultural areas and facilitate provision of services.



#### 4.00 RESIDENTIAL LAND USES

The majority of the area shown on the Plan map for residential development is designated as Medium Density Residential. Three areas are designated as Medium High Density Residential. These areas reflect existing land use and zoning patterns. A Low Density Residential area is shown, west of Marks Avenue both north and south of Caruthers Avenue. This designation reflects the existing development pattern in the West Caruthers Area.

The Plan contains approximately 100 acres of land designated Reserve (Medium Density Residential), which exceeds the amount required to accommodate projected growth during the planning period. This provides for alternative housing locations throughout the community.

The development of the 63 acre Residential Reserve north of Clemenceau Avenue, between Kincaid Street and Marks Avenue should follow a development progression from the existing urban area along Kincaid Street westward to Marks Avenue, and from Clemenceau to the north, with the northwesterly portion being developed last. This will prevent a disjointed development pattern and provide for a logical extension of services.

The Medium Density Residential and Residential Reserve areas are intended primarily for single family residential development. However, alternatives such as Planned Residential Developments and Mobile Home Parks are also permitted, subject to approval of a special permit. Such multi-family projects could help to alleviate the chronic shortage of rental housing in the community, but they should be carefully designed to avoid adverse impacts on existing and planned development.

Residential developments should not adversely impact the jobs/housing balance or fiscal balance of the Community. In the event of adverse impacts, residential developments should establish or participate in financing mechanisms that permit on-going support for maintenance and operation of county-wide and municipal services.

#### 4.01 STANDARDS AND CRITERIA

- a. Fresno County General Plan Section 205-06 (Urban Residential) is applicable to residential development in Caruthers.
- b. Residential Reserves are planned for development within the Caruthers Community Services District when urban services can be provided.
- c. The Low Density Residential area west of Marks Avenue should not develop further until community water and sewer service, and adequate roads are provided.
- d. Areas outside the boundaries of the Caruthers Community Services District should be annexed to the District prior to urban development.

- e. Financing mechanisms shall be established to provide facilities and services that will benefit the residential development without adverse fiscal effect on other areas of the County.

#### 5.00 COMMERCIAL LAND USE

The central business commercial area along Tahoe Street reflects the existing pattern of commercial development in Caruthers. The Service Commercial designation allows a variety of commercial uses essential to serve both the urban and rural population.

Revitalization of underutilized parcels in the central business district and new commercial development in the service commercial areas are essential to achieve economic and fiscal balance within the Community.

New commercial development in the central business district is hampered by the small size of many of the parcels, and the Zoning Ordinance requirement to provide a 2:1 off-street parking area to building area ratio. Combining adjoining properties to make a reasonable sized parcel for development purposes is often not practical due to ownership and development patterns.

Tahoe Street is the main commercial street in town. It is developed on an 80 foot right-of-way, with both parallel and diagonal parking provided along various segments. Diagonal parking on public streets is generally discouraged by the County, but it has not presented a problem in Caruthers due to the low volume of traffic. Due to the availability of existing on-street diagonal parking, the ease of pedestrian access to the central commercial area, and the small size of the community, consideration should be given to reducing the 2:1 off-street parking area requirement for new development where a traffic hazard would not be created.

#### 5.01 STANDARDS AND CRITERIA

- a. Expansion of the central business commercial area should occur through infilling and growth along Tahoe Street, as well as development of appropriately zoned vacant lots.
- b. Commercial Reserves are planned for development within the Caruthers Community Services District when urban services can be provided.
- c. Fresno County General Plan Section 205-07 (Urban Commercial) is applicable to commercial development in Caruthers.
- d. A comprehensive commercial revitalization and business development program should be implemented as funding permits.

#### 6.00 INDUSTRIAL LAND USES

Industrial areas are concentrated in the northeast part of the Community. These industrial designations largely reflect existing

industrial land use and zoning patterns. The limited industrial reserve area along Superior Street provides for future industrial development.

Promotional and marketing materials should be prepared to present available parcels in the community to industrial site selectors. The community should be marketed and presented as part of the overall Fresno County industrial development effort.

#### 6.01 STANDARDS AND CRITERIA

- a. Industrial Reserves are planned for development within the Caruthers Community Services District when urban services can be provided.
- b. Fresno County General Plan Section 205-08 (Urban Industrial) is applicable to industrial development in Caruthers.

#### 7.00 PUBLIC LAND USES

##### 7.01 PUBLIC FACILITIES AND SERVICES

The Community Plan identifies public land uses. To a major extent, these uses are managed by the Caruthers Community Services District, local school districts, Mid-Valley Fire Protection District, and Caruthers Fair Association. The County has minimal involvement with the location or operation of these facilities.

##### a. Sewage Disposal and Water Facilities

The Caruthers Community Services District provides sewer and water services to the urbanized portion of Caruthers.

It is anticipated that District sewer and water services will be extended to the reserve areas as the areas are annexed and developed. Improvements to the community's water and sewer systems are planned to maintain current levels of service and to accommodate new growth.

##### b. Fire Protection

The Mid-Valley Fire Protection District provides fire protection to the urbanized areas of Caruthers, as well as the surrounding rural area. The fire station is located at Raider and Superior Streets, on the fairgrounds property.

##### c. Schools

Caruthers is served by two school districts--Caruthers Union Elementary and Caruthers Union High School. Each district has responsibility for development of appropriate school facilities. About one-half of the area shown for the Elementary School is developed. The remaining area is reserved for future expansion or the development of community-oriented recreation facilities.

d. Parks and Recreation

Caruthers has a seven-acre park and a ten-acre fairground, operated by the Caruthers Fair Association. The park is available for year-round use.

e. Storm Drainage

The Caruthers Community Services District maintains the storm drainage facilities for the urbanized area. A Master Drainage Plan for the community should be developed for adoption by the District and the Board of Supervisors.

f. Library

The Capital Facilities Assessment Fresno County Library: Meeting Library Needs for the Fresno County Residents: 1990-2005 Report was adopted by the Board of Supervisors in March, 1990. The report identified eight library projects, including a library for the Caruthers Community, as top priority projects for Phase I (1990-1998 period). The report indicates that a 4,395 square foot facility is needed to serve the Caruthers Community.

7.02 STANDARDS AND CRITERIA

- a. Existing public facilities depicted on the Plan map have no underlying land use designation. In the event the public use is terminated, an appropriate designation should be applied as an amendment to the General Plan.
- b. Proposed public facility sites have the same underlying land use designation as surrounding property. In the event a non-public project is proposed and two or more designations about the subject property, the appropriate underlying designation shall be determined by the Board of Supervisors.
- c. Standards for the provision of public services and facilities are determined by the servicing agency.

604-02 TRANSPORTATION ELEMENT

The Transportation Element of this Community Plan is consistent with the Transportation Element of the Fresno County General Plan. It is subject to County-wide goals, objectives, and standards. Section 303 (Transportation Element) of the Fresno County General Plan should be consulted.

1.00 CIRCULATION SYSTEM (Streets and Highways)

The Caruthers community circulation system is an integral part of the County-wide system. Many of the streets and highways extend beyond the community providing rural area continuity.

## 1.01 COUNTY-WIDE CIRCULATION SYSTEM

The Fresno County circulation system is a plan for streets and highways designed to provide for the safe and efficient movement of people and goods and for safe access to properties.

Using the State freeways and highways and the County's system of highways as its basic framework, the County circulation system brings together the circulation plans of the cities and unincorporated communities into a unified, functionally integrated County-wide system which is correlated with the land use element of the General Plan.

The County's circulation system provides for six levels of roadway functions, although only three are used within the Caruthers Community Plan area (arterial, collector, and local road).

### a. Freeways

Provide for high speed through traffic on continuous routes with full access control. Freeways connect points within the County and link the County to other areas of the State.

### b. Expressways

Provide for rapid through traffic on continuous routes which connect the cities and communities within the County with each other, with freeways and other expressways, and with communities in adjoining counties. Expressways provide a high degree of access control.

### c. Arterials

Provide for through traffic on continuous routes joining major traffic generators, other arterials, expressways, and freeways. Access to abutting property and intersecting local streets will generally be restricted.

### d. Collectors

Provide for internal traffic within an area and connect local roads to the arterial system. Direct access to abutting property will generally be permitted.

### e. Local Collectors

Provide for internal traffic movement within communities and connect local roads to collectors and arterial streets. Direct access to abutting properties will generally be permitted.

### f. Local Roads

Provide direct access to abutting property and connect with collector and arterial roads.

## 1.02 OBJECTIVES

- a. The County objectives for circulation are County-wide in application:
- Plan and provide a street and highway system which moves people and goods in an orderly, safe, and efficient manner;
  - Provide for a unified and coordinated County-wide street and highway system;
  - Establish policies and standards for the regulation of access to streets and highways from abutting properties and from intersecting roads;
  - Develop the system of streets and highways in a cost effective manner;
  - Plan and develop a street and highway system which can accommodate alternative modes of travel; and
  - Maximize the compatibility of streets and highways with adjacent land uses and with the environment of the County.
- b. Community Transportation Objective:
- Provide a clearly marked and maintained route directing through traffic around rather than into the community.

## 1.03 STREET AND HIGHWAY CLASSIFICATIONS

The Community Plan map depicts those street and highways which are classified as arterials and collectors. All other streets in the planning area are local roads.

## 604-03 A P P E N D I X

### 1.00 ZONING COMPATIBILITY MATRIX

The zoning compatibility matrix is intended to define consistency between the Community Plan and the Zoning Ordinance. The matrix illustrates the suitability of specific zone districts with the policies contained in the Community Plan. Section 902 of the Fresno County General Plan should be consulted for a complete discussion of definitions and exceptions.

The matrix which follows applies three degrees of compatibility to land use designations and zoning.

- a. Compatible: Zones which specifically implement the policies in the Community Plan.
- b. Conditionally Compatible: Zones which may be compatible with the policies of the Community Plan, depending on certain circumstances which may apply.
- c. Not Compatible: Zones which are inconsistent with the Community policies for a particular land use designation.

Land Use Designations

Zone Districts	Agriculture	Low Density Residential	Medium Density Residential	Medium High Density Residential	Central Business Commercial	Service Commercial	Limited Industrial	Public Facilities	Reserve
AE-20	●								
AE-40	●								
AL-20	0	0	0	0	0	0	0	●	●
AC*	0								
R-A		0							
R-1-E		●			0				
R-1-EH		0			0				
R-1-A		●			0				
R-1-AH		0			0				
R-1-B		●	0		0				
R-1-C		0	●	0	0				
R-1		0	●	0	0				
R-2			0	●	0				
R-2-A			0	●	0				
R-3				●	0				
R-3-A				0	0				
T-P			0	0					
R-P			0	0	0				
C-P					0				
C-4					●				
C-6						●			
C-M							●		
M-1							●		
M-2							0		
M-3							0		
P					0	0	0		
0	0	0	0	0	0	0	0	0	0

●	Compatible
0	Conditionally Compatible
	Not Compatible

\*Only for parcels so zoned prior to 9/20/88.

2.00 ZONING COMPATIBILITY MATRIX EXCEPTIONS

2.01 Zone districts which exist at the time of broadscale rezoning to at consistency with the General Plan and which are not included "Compatible" or "Conditionally Compatible" on the Matrix, may be found to be "Conditionally Compatible" under the following conditions:

- a. The subject property is developed with a permitted and functioning use.
- b. The existing use and other uses which might be permitted by the existing zone district will not inhibit or obstruct the development of that area to its planned future use.

3.00 REFERENCE

Section 205-03 (Unincorporated Areas) of the Fresno County General Plan is applicable within the Caruthers Community. Sections 205-06 (Urban Residential), 205-07 (Urban Commercial), and 205-08 (Urban Industrial) are also applicable.

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