

RECEIVED **Regular Council Meeting**

2025 APR 29 P 5:23

May 1, 2025

CITY OF FRESNO
CITY CLERK

FRESNO CITY COUNCIL



Supplement Packet

ITEM(S)

3-A (ID 25-494)

WORKSHOP - Southeast Development Area (SEDA) Specific
Plan

Contents of Supplement: SEDA Workshop Presentation

Supplemental Information:

Any agenda related public documents received and distributed to a majority of the City Council after the Agenda Packet is printed are included in Supplemental Packets. Supplemental Packets are produced as needed. The Supplemental Packet is available for public inspection in the City Clerk's Office, 2600 Fresno Street, during normal business hours (main location pursuant to the Brown Act, G.C. 54957.5(2)). In addition, Supplemental Packets are available for public review at the City Council meeting in the City Council Chambers, 2600 Fresno Street. Supplemental Packets are also available on-line on the City Clerk's website.

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General Plan
info--0.18% N
on census da




Southeast Development Area

City Council Workshop

May 1, 2025



- 
1. **Background:** Development of SEDA is not a New Idea
 2. **Implementing the General Plan:** Balancing Infill with Growth Areas
 3. **Regional Context:** Sprawl vs Planned Growth
 4. **Myths & Facts**
 5. **Next Steps:** Start Small

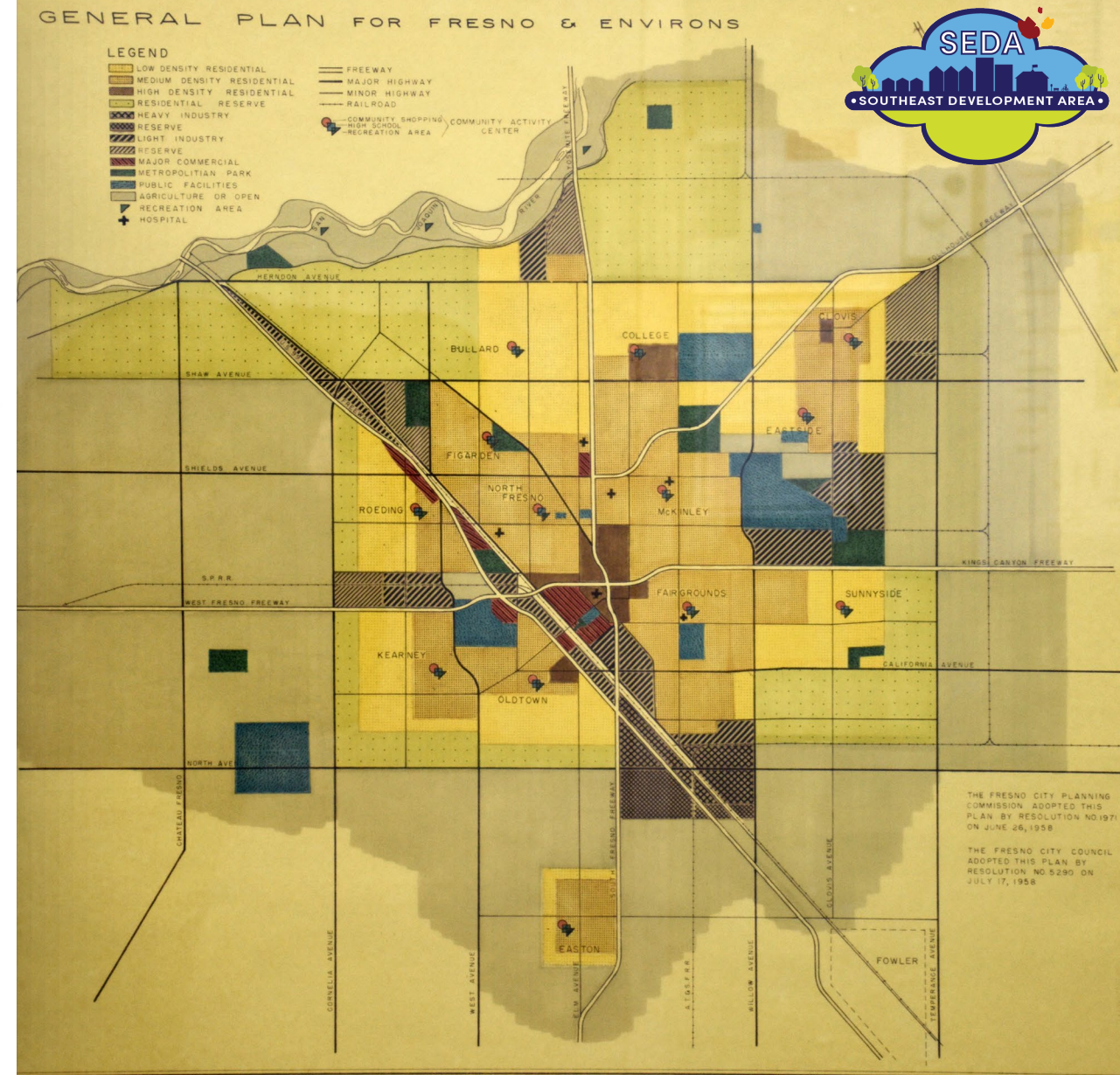


Background

Development of SEDA is not a new idea

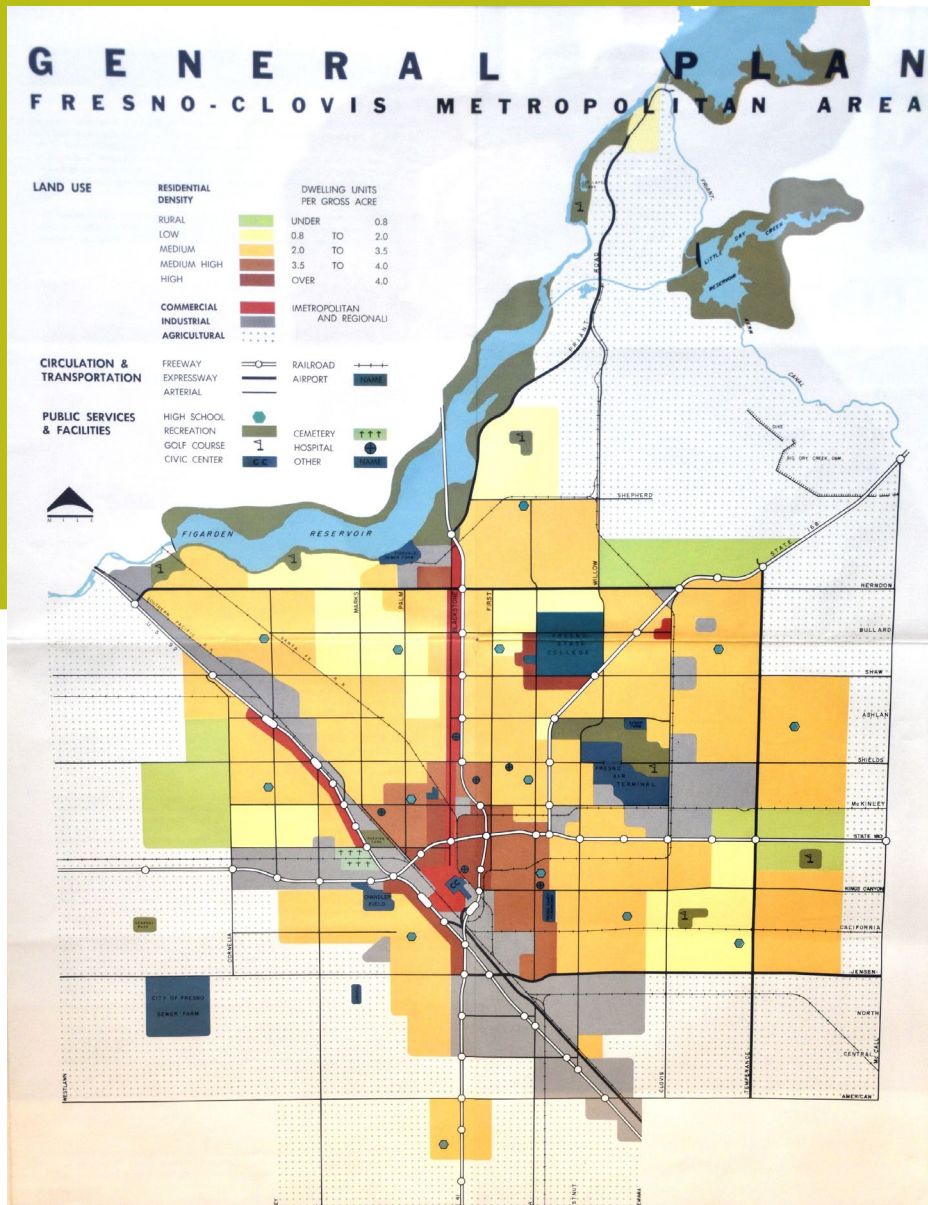
1958 General Plan

- One of the first general plans adopted by the City of Fresno, the 1958 General Plan identified population increases from the existing 160,000 in 1958 to an estimated 400,000 in 1978.
- This estimate included residents living between Easton to the south, Clovis to the north, Belmont Country Club to the east and Kearney Park to the west.



1958 GENERAL PLAN

WY?



1964 General Plan

- Area maps in the 1964 General Plan included the City of Fresno project area extending as far east as McCall Avenue and identified the Temperance Area within the “path of growth.”
- It projected 6,600 dwelling units developed by 1985.

GENERAL PLAN - 1974

FRESNO - CLOVIS METROPOLITAN AREA

LEGEND

RESIDENTIAL

PRELIMINARY
PER GROSS ACRES

- RURAL DENSITY
- LOW DENSITY
- MEDIUM LOW DENSITY
- MEDIUM DENSITY
- MEDIUM HIGH DENSITY
- HIGH DENSITY

COMMERCIAL

- COMMUNITY
- GENERAL, HEAVY, OFFICE, STRIP
- REGIONAL

INDUSTRIAL

- LIGHT
- HEAVY

OPEN SPACE

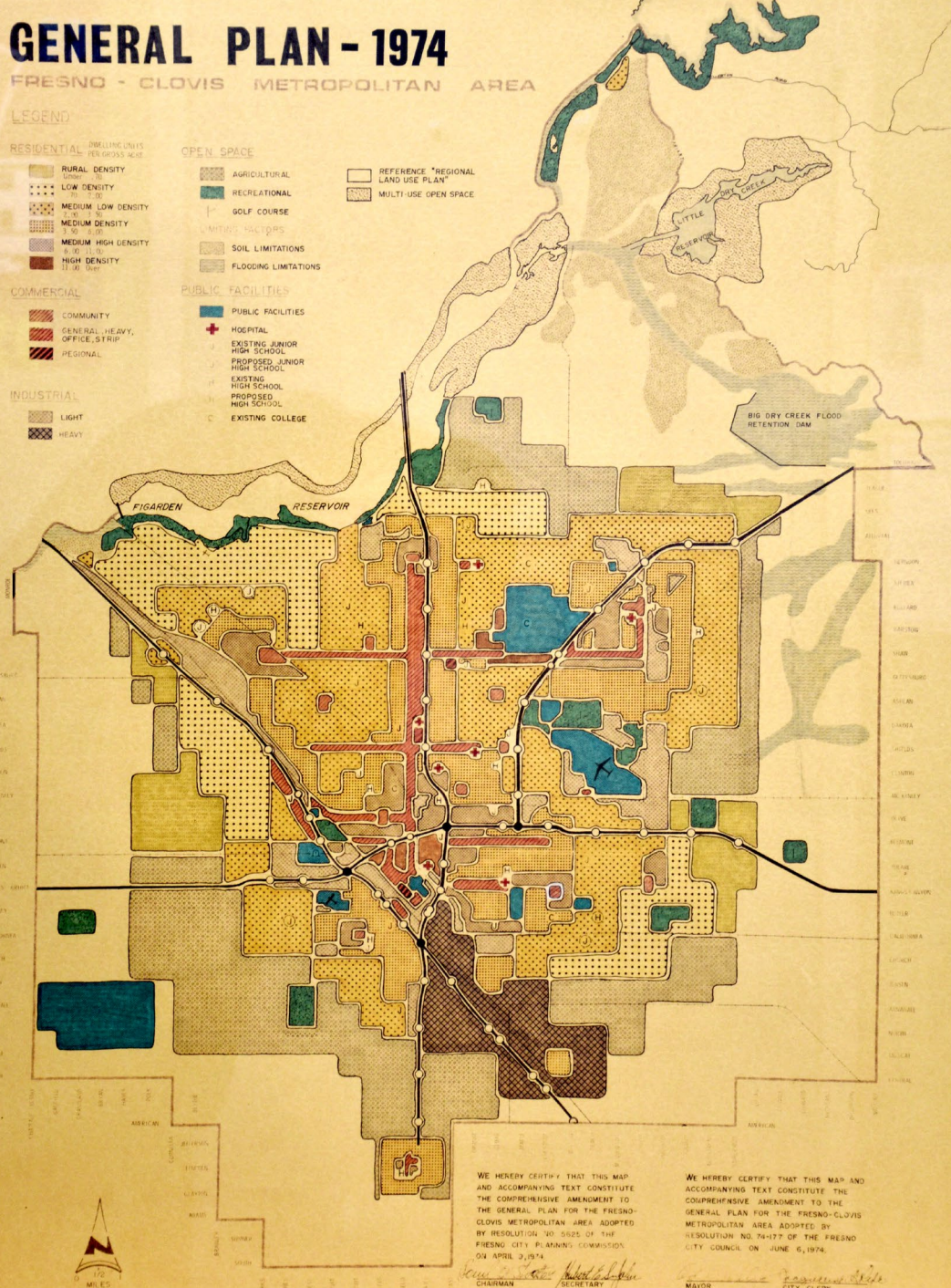
- AGRICULTURAL
- RECREATIONAL
- GOLF COURSE
- LAND USE FACTORS
- SOIL LIMITATIONS
- FLOODING LIMITATIONS

PUBLIC FACILITIES

- PUBLIC FACILITIES
- HOSPITAL
- EXISTING JUNIOR HIGH SCHOOL
- PROPOSED JUNIOR HIGH SCHOOL
- EXISTING HIGH SCHOOL
- PROPOSED HIGH SCHOOL
- EXISTING COLLEGE

REFERENCE "REGIONAL
LAND USE PLAN"

MULTI-USE OPEN SPACE

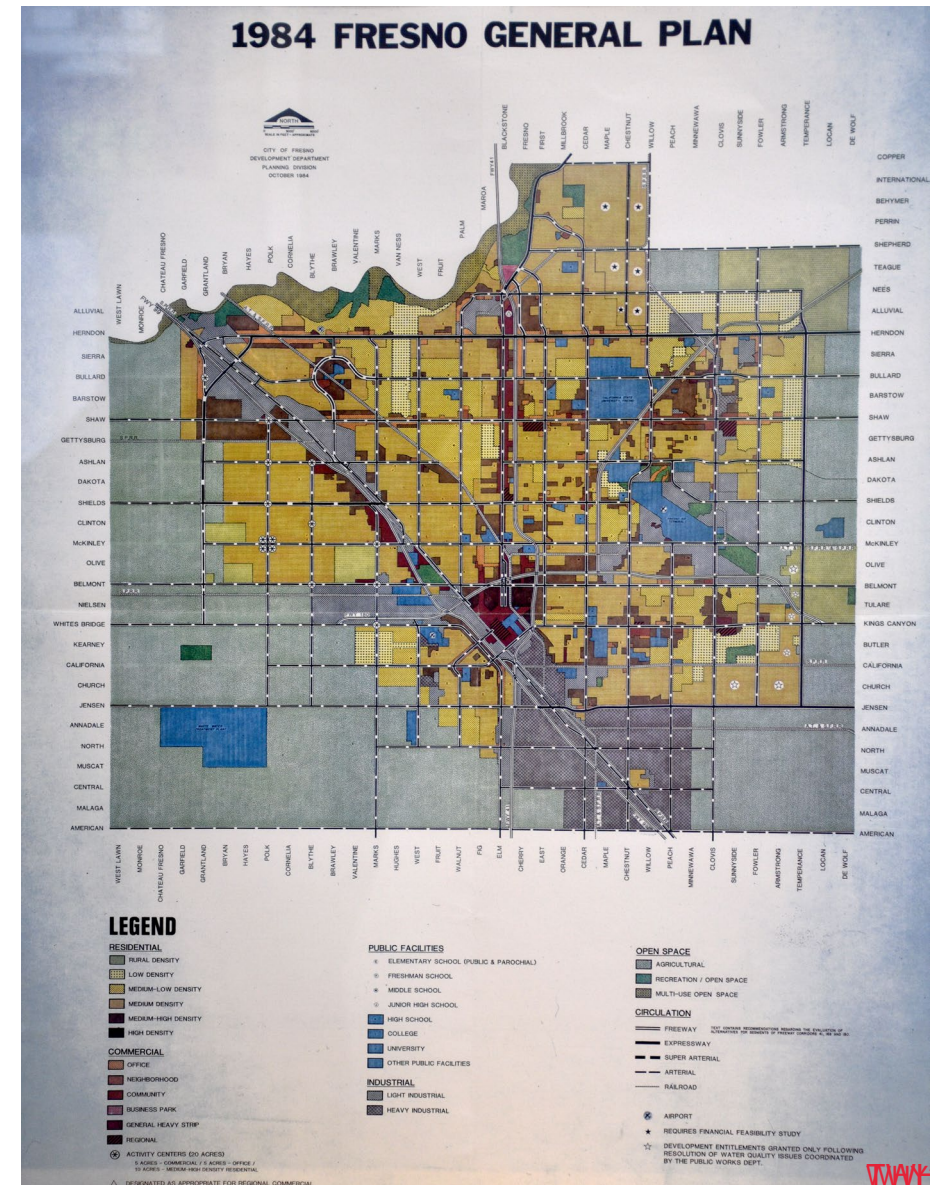


1974 General Plan

- The 1974 General Plan included standards for adopting a five-year urban growth management plan to control the pattern and timing of growth on the City's urban fringe.
- This identified land as urban growth reserves within the existing sphere of influence.
- It further stipulated that as individual projects are developed, they must conform with the adopted general plan, community plans and specific plans.

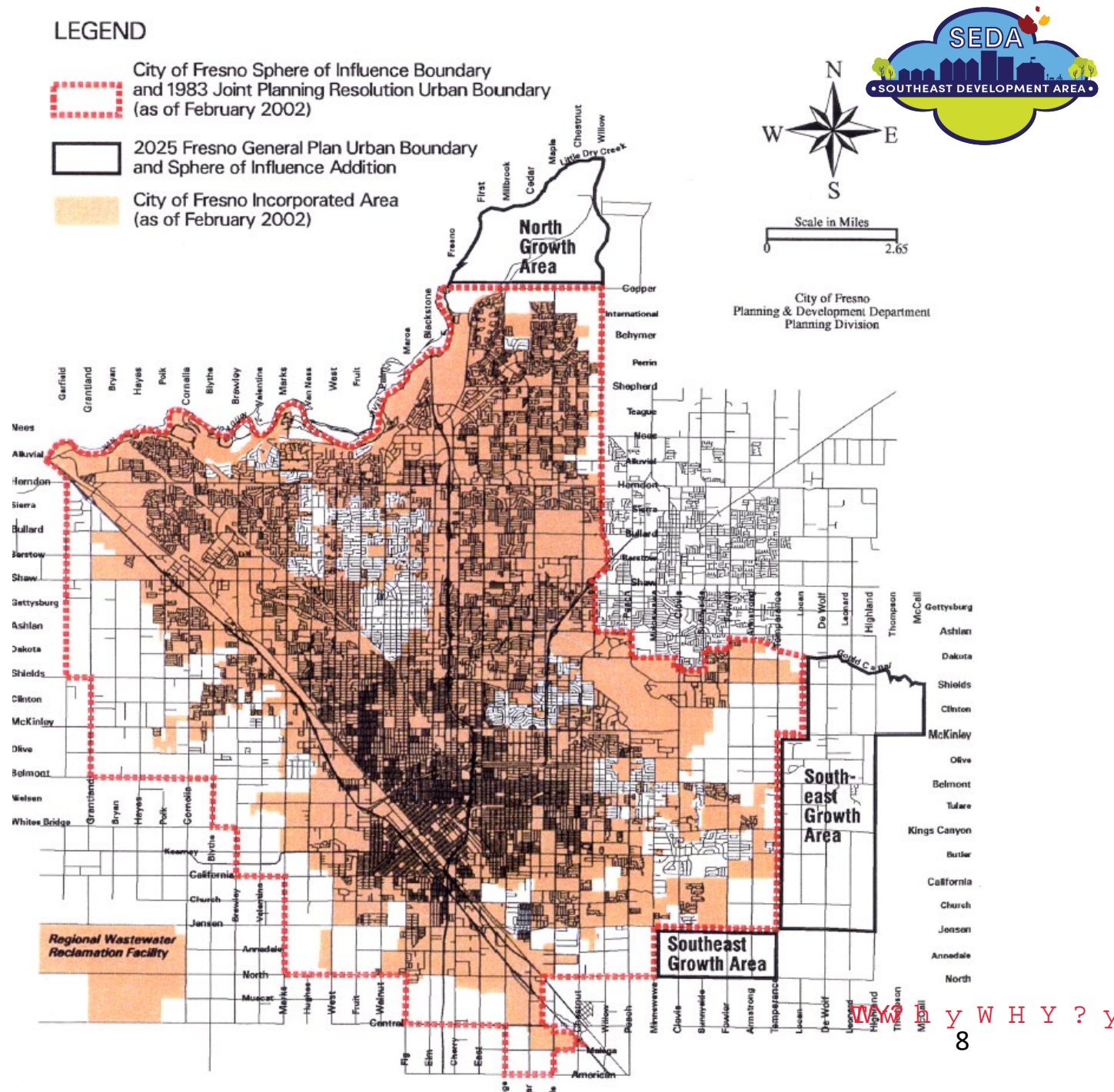
1984 General Plan

- The 1984 General Plan was then the first-in-kind to formally identify that, beyond the City's ability to provide for existing growth projections, there may be the possibility of expanding City limits for eventual urbanization to the northwest or southeast.
- It provided a holding capacity within the Southeast Growth Area of approximately 30,654 dwelling units.



Southeast Growth Area (SEGA) Planning Work - 2002

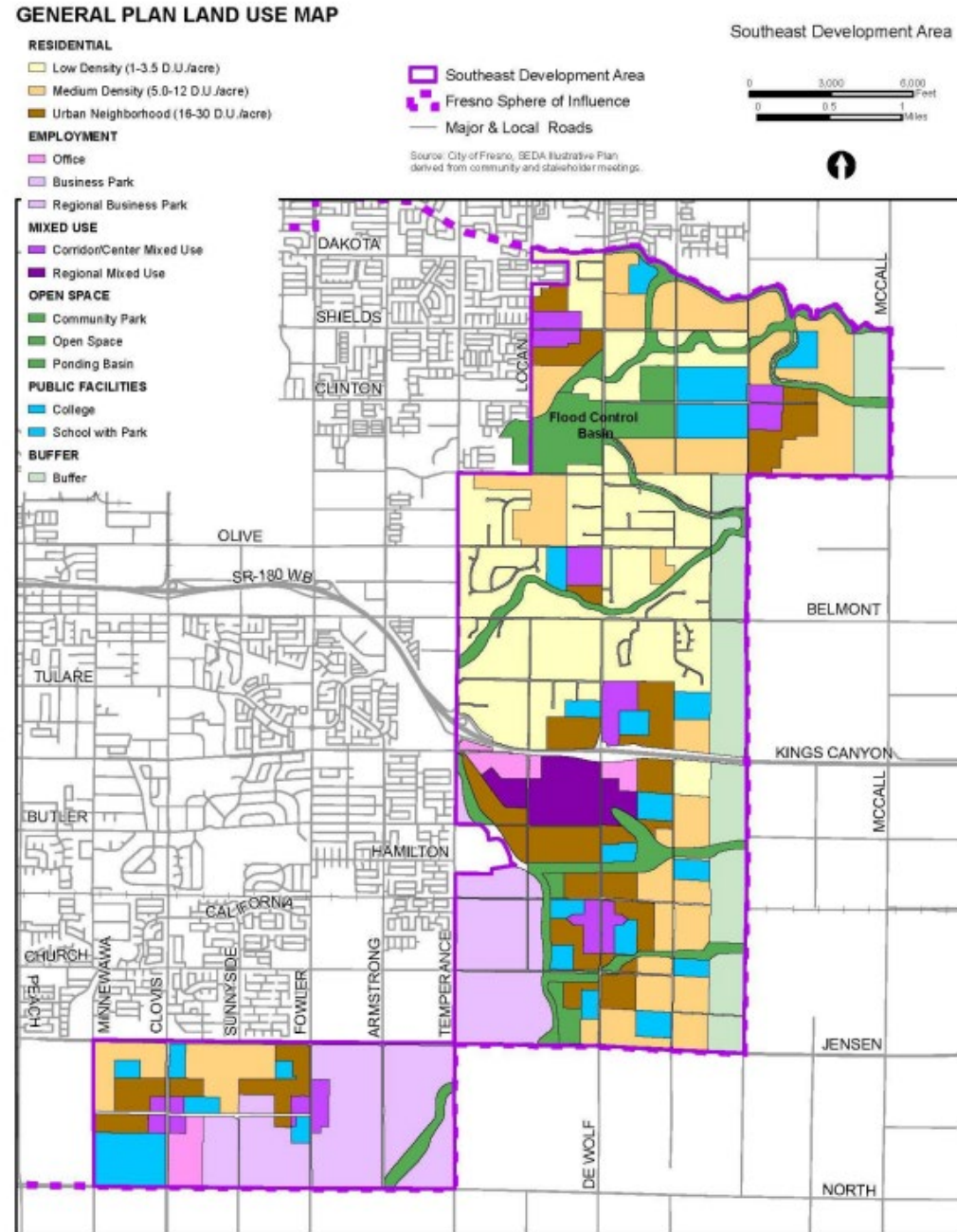
- SEGA was approved in the City's Sphere of Influence in 2002
- The City planning work started in 2006, but it was tabled following the 2010 recession.
- At that point, a draft specific plan had been developed and shaped through a collaborative public outreach process, which included an advisory committee of local residents.



SEGA Becomes SEDA (Southeast Development Area) - 2014



- Concepts from the draft SEGA Plan were rolled into the current Fresno General Plan, adopted in 2014.
- The General Plan accommodates one-third of SEDA's capacity, or 14,900 dwelling units, by 2035 and assumes the remaining 30,000 dwelling units will be needed in the future.



Map 2.4 SEDA General Plan Land Use (Existing)

Implementing the General Plan

Balancing Infill with Growth Areas

Sequencing of Specific Plan Updates



A 2016 City Council Resolution confirmed commitment to specific planning for both infill and growth areas and identified the sequencing of long-range planning documents in the following order. In addition to these, the Fulton Corridor Specific Plan (October 2016) and the Downtown Neighborhoods Community Plan (October 2016) have also been completed.

Specific Plan Identified in Resolution	Current Name of Specific Plan	Status
Southwest Fresno Specific Plan	Southwest Fresno Specific Plan	Adopted 2017
Roosevelt Specific Plan	Central Southeast Specific Plan	Complete
Urban Water Management Plan	Urban Water Management Plan	Adopted 2021
West Area Market Study	West Area Neighborhoods Specific Plan	Adoption Expected in 2025
West Area Specific Plan (N. of Clinton)	West Area Neighborhoods Specific Plan	Adoption Expected in 2025
Southeast Development Area Specific Plan (SEDA)	SEDA Specific Plan	In Progress
West Area Specific Plan (S. of Clinton)	N/A	Sequenced After SEDA why??

Specific Plan Process

Standard Process

- Initiation
- Consultant Selection
- Community outreach (typically includes 3 workshops)
- Preparation of Draft Specific Plan and environmental analysis
- Public Comment
- Respond to Public Comment/integrate revisions
- Preparation of final Specific Plan and Final EIR
- Presentation to Planning Commission and City Council for final recommendation and adoption

SEDA Process

- Initiation
- Consultant Selection
- Community outreach (7 events)
- Preparation of Draft Specific Plan and environmental analysis
- **Analyze Potential Housing Demand** Where is this study?
- **Prepare Public Facilities Financing Options Report** Where is this?
Why is it taking so long?
- Public Comment
- Respond to Public Comment/integrate revisions
- Preparation of final Specific Plan and Final EIR
- Presentation to Planning Commission and City Council for final recommendation and adoption
- **Customized Zoning**
- **Parks and Trails Master Plan**

Regional Context

General Plan assumptions date from 2014--City must use CDF new info--0.18% NOT 1.2% (I believe CDF projections are based on census data--where's the census data they're relying on?)))))

Surrounding Jurisdictions

Madera County

	Acres	Residential units
Tesoro Viejo (2014)	1,600	• 4,740 residential units
Riverstone (2016)	2,062	• 6,578 residential units
Liberty Groves (proposed)	1,320	• 5,384 residential units
Total approved/proposed since 2014	4,982 acres	16,702 residential units

- Development in Madera County has been rising over the past 13 years, while development in Fresno County peaked from 2013-2015

Surrounding Jurisdictions

City of Clovis

	Acres	Residential units	Non-residential
Harlan Ranch (2005)	635	<ul style="list-style-type: none"> 1,800 (single-family, multi-family and live-work) 	<ul style="list-style-type: none"> 45 acres non-residential 13 acres parks and open space
Loma Vista (2009)	3,307	Community Center North: <ul style="list-style-type: none"> 1,304 residential units Community Center South <ul style="list-style-type: none"> 3,443 residential units 	Community Center North: <ul style="list-style-type: none"> 675,942 SF retail, commercial, office space, restaurants Community Center South: <ul style="list-style-type: none"> 1,370,720 SF of non-residential
Heritage Grove (2019)	2,506	City Center Village North: <ul style="list-style-type: none"> 2,668 residential units City Center Village South: <ul style="list-style-type: none"> 1,275 residential units 	City Center Village North: <ul style="list-style-type: none"> 82,056 SF retail City Center Village South: <ul style="list-style-type: none"> 67,941 SF retail
Home Place (2022)	310	<ul style="list-style-type: none"> 1,306 (single family and multi-family) 	<ul style="list-style-type: none"> 5 acres neighborhood commercial uses 24 acres agricultural museum
Vista Ranch (Proposed)	Expand Clovis SOI 952 acres	<ul style="list-style-type: none"> 3,286 residential units 	<ul style="list-style-type: none"> 16 acres commercial and mixed use 19 acres new elementary school 59 acres parks, trails and open space
Total approved/proposed since 2005	7,710 acres	15,082 residential units	WHY? 15



SEDA Draft Specific Plan Why Now?

1. Housing Crisis:
 - 3.8% vacancy rate
 - 20% increase in home prices in 2022
2. Demand Exists:
 - 14,350 units by 2030
WANSF provides for 50K+ units--SEDA is not needed
3. If SEDA not approved, piecemeal development will happen anyway Not within the City limits! And--not likely w/o City investment in infrastructure

Benefits

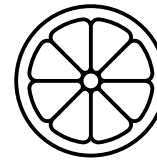
A Multi-Faceted Plan



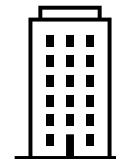
40,000 and 45,000 dwelling units of varying types, sizes, densities, and affordability levels.



Variety of housing choices to a mix of incomes, age groups, and lifestyles.



Protects farmland to the east by providing an agricultural buffer along the eastern edge.



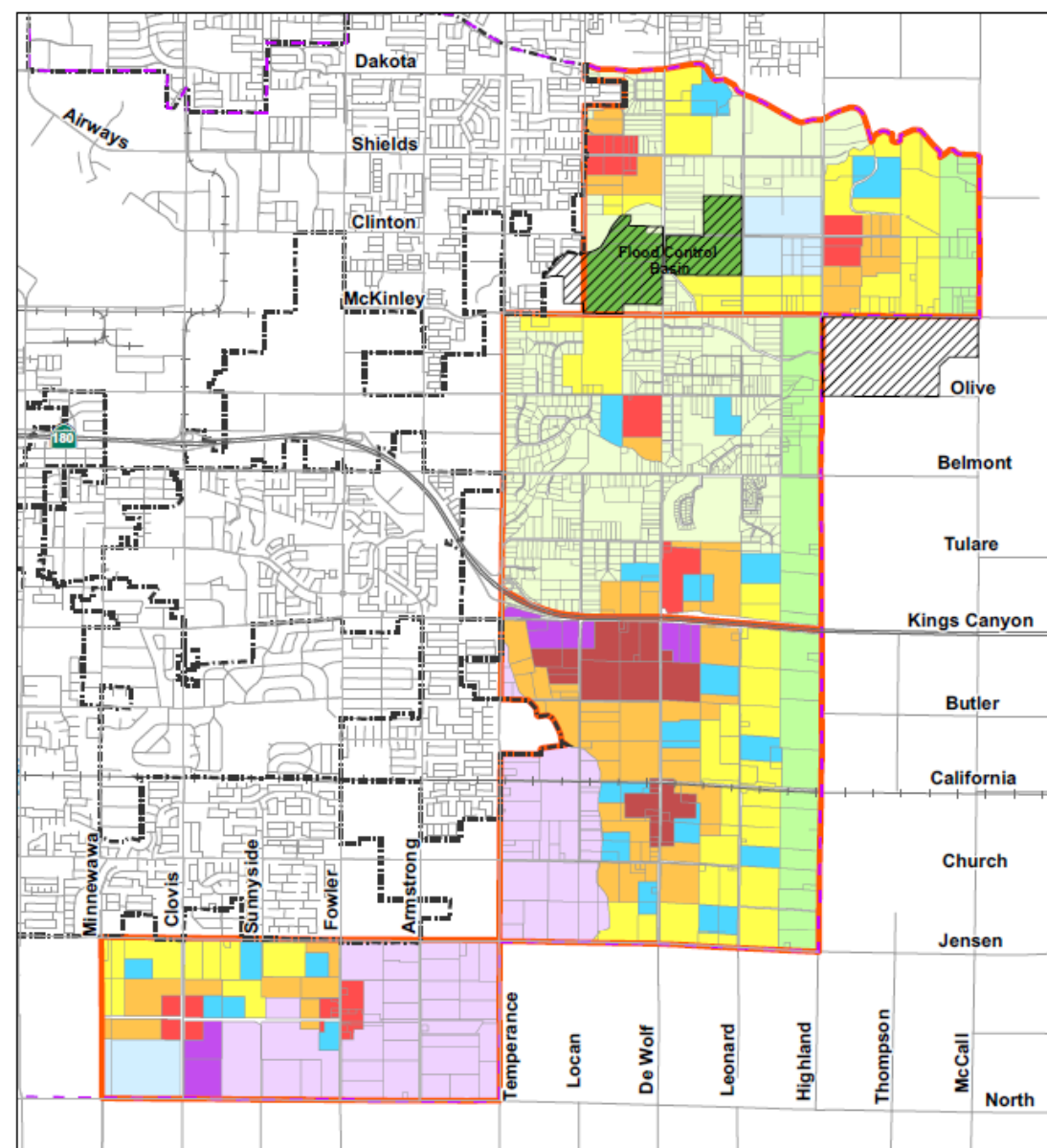
It includes compact **development options** for all life stages that **prioritize walkability** and multimodal access.



It is informed by a Public Facilities Financing Options Report that provides financing options for **development to pay its own way.**

SEDA Draft Specific Plan: Objectives in Action

- This planning work done for the SEDA Draft Specific Plan was completed using the population projections included in the 2014 Fresno General Plan as provided by the Department of Finance.
- Proposed land uses incorporate walkable neighborhood, community and regional town centers with varying housing types.
- Rural Cluster buffer along eastern edge to preserve agriculture to the east.



PROPOSED LAND USE MAP

Legend

Regional Town Center	Mixed Residential	Existing Basins
Community Town Center	Neighborhood Residential	SEDA Plan Area
Neighborhood Town Center	Rural Residential	City Limits
Office Center	Rural Cluster Residential	Fresno Sphere of Influence
Flexible Research & Development	Institutional	



Myths & Facts

General Plan assumptions date from 2014--City must use CDF new info--0.18% NOT 1.2% (I believe CDF projections are based on census data--where's the census data they're relying on?)))

MYTH

The SEDA Plan is based on incorrect population projections

FACT

- Population projections for the SEDA are based on population projections in the Fresno General Plan.
- The Fresno Housing Element documents Fresno's population growth to be 1.2% from 2000 to 2022, in line with General Plan assumptions. *Where is this market study?*
- A market study prepared for the SEDA, and census data show population growth to be significantly higher than recent Department of Finance projections.
- The SEDA phasing and development would be paced with current demand.

General Plan assumptions date from 2014--City must use CDF new info--0.18% NOT 1.2% (I believe CDF projections are based on census data--where's the census data they're relying on?)



MYTH

The SEDA is urban sprawl

FACT

- Urban growth has been envisioned in the SEDA area since the 1958 General Plan
- SEDA will rely on municipal services and infrastructure *At what cost? Where's the infrastructure plan? How are you financing it? NEED ADDITIONAL PUBLIC COMMENT PERIOD ONCE RELEASED*
- Sprawl is discontinuous, piecemeal development *this is the definition of leapfrog development. "Sprawl," per the dictionary, is "to spread or develop irregularly or without restraint"--unneeded greenfield development would seem to fit this definition*



MYTH

The SEDA Plan will result
in a reduction of City
services

FACT

- Specific Plan policies call for self-financing *where's the plan?*
- Potential financing mechanisms will be included in the Public Facilities Financing Options Report *where's the report?*
- The City Council will provide direction on potential funding mechanisms



MYTH

The SEDA will burden
existing City neighborhoods
or residents

FACT

- As part of the recent tax sharing agreement with the County of Fresno, the tax apportionment ratio in the SEDA is 50%, compared to the balance of the Sphere of Influence, which is 40%.
- In the previous tax sharing agreement with the County of Fresno, new development in the City received a tax apportionment ratio of 38%.
- Increased property tax revenue funds additional services Citywide.

General Plan assumptions date from 2014--City must use CDF new info--0.18% NOT 1.2% I believe CDF projections are based on census data--where's the census data they're relying on?)



MYTH

The SEDA will not benefit
existing City neighborhoods
or residents

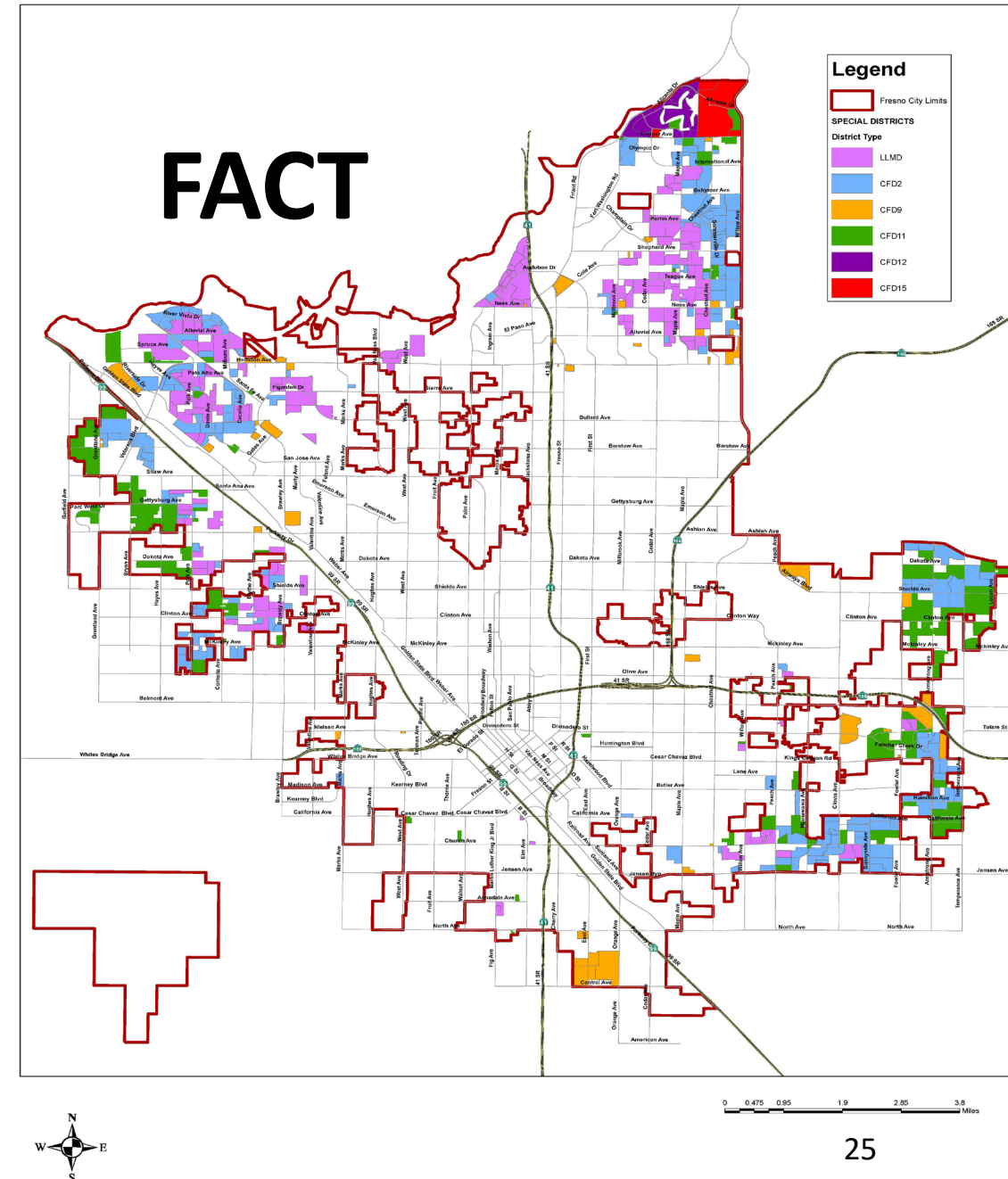
FACT

- The SEDA would benefit existing City residents through higher taxes collected. not actually known unless we know what we're paying for infrastructure
- Fees paid by **some existing neighborhoods**:
 - Property tax
 - Lighting/landscape maintenance (LLMD) perimeter only
 - Community Facilities Districts (CFD) – interior and exterior maintenance
- Fees paid by **new neighborhoods** (such as SEDA):
 - Property tax
 - CFD
 - Public safety CFD
 - Impact fees
 - Infrastructure district

MYTH

The SEDA will not benefit existing City neighborhoods or residents

Actually, we're saying that SEDA will undermine existing neighborhoods, unless somebody can show a plan to fix their \$1.5 Billion of infrastructure deficits (per Mayor Dyer at the State of the Downtown event last week)





MYTH

The SEDA will result in blight within City limits

FACT

- Planning and investment in the City's infill areas is ongoing. **Show us the infrastructure repair/replacement plans and financing for them**
- In accordance with the infill objectives of the General Plan, the City of Fresno has prioritized Community and Specific Plans within city limits.
- Completed infill plans include: the Downtown Neighborhoods Community Plan, Southwest Fresno Specific Plan, Fulton Corridor Specific Plan
- Plans currently underway include: the Tower District Specific Plan Update, West Area Neighborhoods Specific Plan, and Central Southeast Specific Plan.

MYTH

Agricultural operations
will not be permitted to
continue

FACT

- The Specific Plan supports continued agricultural operations.
- The Specific Plan reinforces the Fresno County Right-to-Farm Ordinance which applies to subdivisions within 300 feet of an Exclusive Agriculture, Limited Agriculture, Timberland Preserve or Resource Conservation Zone District, per Ordinance No. 87-010.
- The Specific Plan will not affect the status of Williamson Act parcels.

MYTH

I will not be allowed to
continue existing legal
uses on my property

FACT

- The SEDA Plan will not require termination of existing legal uses.
- Legal non-conforming uses may continue indefinitely with few exceptions per FMC Section 15-404.
- Existing rural residential uses and farm operations may continue after being annexed into the City per FMC Section 15-1606, Annexed Rural Residential Transitional Overlay District.
 - Permitted uses include uses that are lawfully existing at the time of annexation; barns, stables, corrals, coops and/or animal or fowl pens; cows, horses, sheep, goats, hens and rabbits; and private gardens, among others, can remain.

MYTH

The City will take my
property through
eminent domain

FACT

- Property needed for public facilities is expected to be acquired through sale of private property.
- Eminent domain is utilized as a last resort for acquiring property for public infrastructure.
- The use of eminent domain can occur today whether the SEDA Specific Plan is adopted or not.

MYTH

Annexation of all 9,000
acres will occur immediately
upon Plan approval

FACT

- Adoption of a specific plan does not trigger annexation. **THIS is piecemealing, and makes it impossible to mitigate cumulative impacts**
- Annexations would occur incrementally as individual development applications are filed and are not anticipated to occur until necessary infrastructure is installed, which is estimated to occur after 2030.
- The Local Agency Formation Commission (LAFCO) is the agency that approves or denies annexations.

MYTH

The City will require
connection to water and sewer
infrastructure immediately
upon Plan approval

FACT

- Adoption of the SEDA Specific Plan will not require immediate connection to water and sewer infrastructure.
- No sewer or water connections will be required until infrastructure is constructed and located within 300 feet of the property.
- Properties that maintain well water will be obliged to adhere to laws and regulations like the Sustainable Groundwater Management Act (SGMA), as currently required.
- Current property owners will have 4 years to connect to the City sewer and water system once infrastructure to serve their property is in place.



MYTH

The SEDA Plan will
increase Vehicle Miles
Traveled (VMT)

FACT

- The SEDA Plan results in reduced VMT
- The SEDA Plan incorporates a unique Mixed-Use land use pattern which puts jobs, schools and housing within walking distance to reduce VMT

This is fantasy--it will take 20 years for there to be enough rooftops to generate any significant commercial activity; even then, people will still travel outside SEDA for school, work, medical appts, entertainment, etc. In the meantime, there will be massive additional VMTs for all these purposes

MYTH

The SEDA Plan will
increase carbon
emissions

FACT

The EIR admits to 510,791 metric tons of carbon emissions annually, and imposes no mitigation measures. Appx B, p.3. So what do they mean when they say the Plan "addresses" carbon emissions?

- The SEDA Plan addresses carbon emissions through its unique Mixed-Use land use pattern, which puts jobs, schools and housing within walking distance to reduce vehicle trips and carbon emissions.
- The alternative is continued development in surrounding jurisdictions farther from urban uses, which could lead to increased regional trips and worsened air quality.

This is NOT the alternative. The alternatives are the West Area Plan and infill.



MYTH

Approving the SEDA Plan
will make us “sicker”

FACT

1) EIR has no human health impact analysis, contrary to CA Supreme Ct mandate in the Friant Ranch case. 2) Multiple commenters describe health impacts of this much additional air pollution in this area.

- The SEDA Plan addresses air quality through its unique Mixed-Use District land use pattern, which puts jobs, schools and housing within walking distance in order to reduce vehicular emissions.
- The alternative is continued development in surrounding jurisdictions farther from urban uses, which will lead to increased regional trips and worsened air quality. This is NOT the alternative. The alternatives are the West Area Plan and infill.

MYTH

The SEDA Plan does not
address reduction in
farmland

FACT

- The Environmental Impact Report requires preservation of farmland at a 1:1 ratio

Actually, it doesn't. It provides an alternative to 1:1 preservation:
"In the alternative, if the City adopts a Farmland Preservation Program pursuant to Fresno General Plan Policy RC-9-c, project proponents may compensate for the loss of Prime Farmland, Farmland of Statewide Importance, and Unique Farmland by complying with the adopted Farmland Preservation Program." MM AG-1, SEDA RDPEIR at p. ES-14.

MYTH

The SEDA does not have
enough water to serve
the area

FACT

- A Water Supply Assessment (WSA) was prepared for the proposed Specific Plan and is included in Appendix I of the EIR.
- According to the WSA, the SEDA Specific Plan will result in a 1.7% increase in water demand
- Per the WSA, there will be sufficient water supply to compensate for this increase.

Who pays for the water infrastructure?

MYTH

The City is not responding to any prior comments received on the SEDA Environmental Impact Report

FACT

- The City will be responding to all new environmental issues raised in the Final EIR
- Additional analysis was conducted on environmental issues raised on the previously circulated Draft PEIR which is incorporated into the current 2025 draft But no responses to comments, and many issues unaddressed (just one example--no health impact analysis.
- The SEDA EIR was released for public comment on the following dates:
 - July – August 2023 (Draft PEIR)
 - October – November 2023 (Recirculated Draft PEIR)
 - February – March 2025
- CEQA Guideline Section 15088.5(f)(1) provides that:
 - When an EIR is substantially revised and the entire document is recirculated, the lead agency may require reviewers to submit new comments and need not respond to those comments received during the earlier circulation period.



MYTH

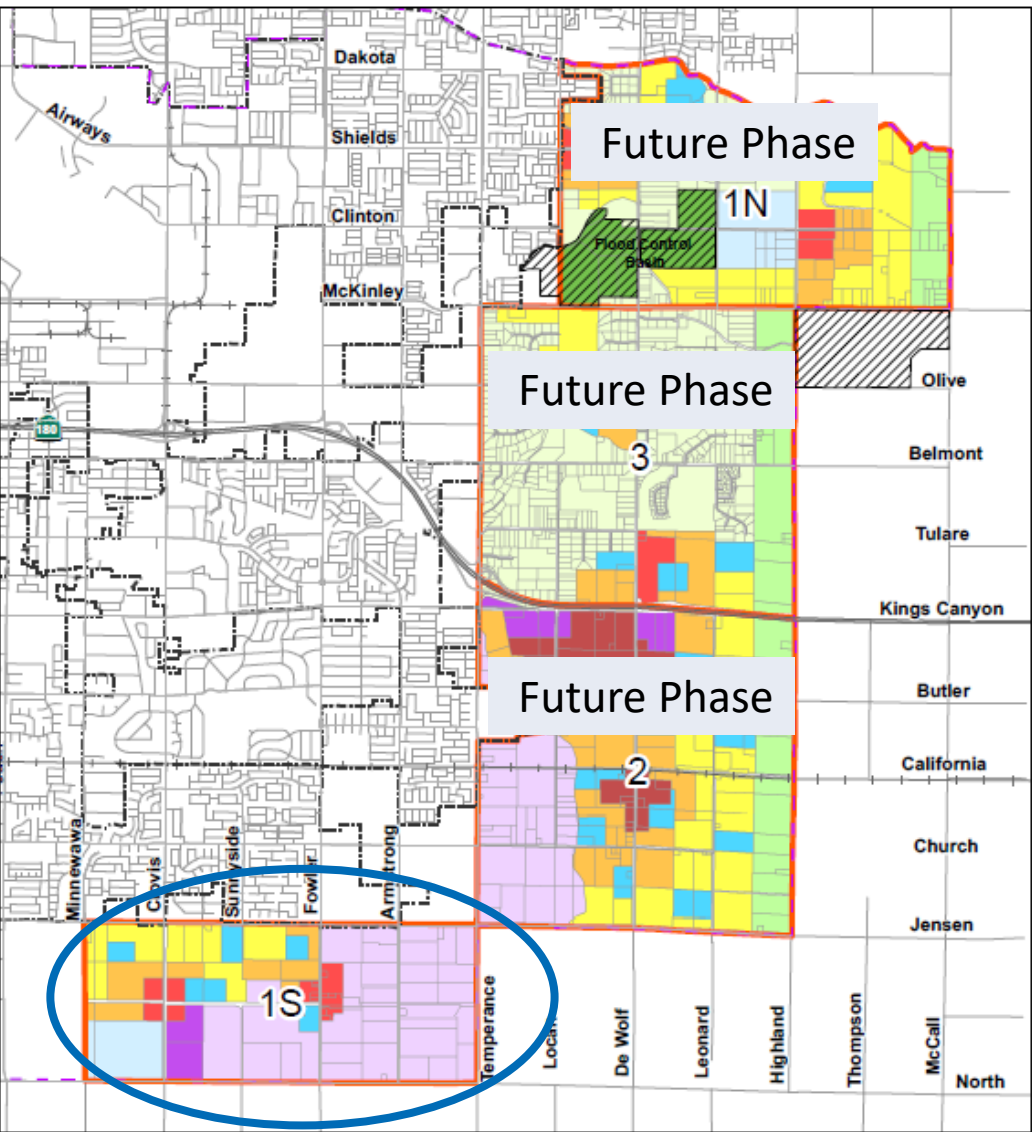
There is no demand for the SEDA and all future housing can be accommodated in City limits

FACT

the public should be able to see this-- where is it???

- A recent **SEDA Housing Market Demand Analysis** concluded that there is a demand for 14,350 housing units in SEDA in the 20-year period starting in 2030.
- This analysis assumes that development will continue in the West, Southwest and North areas as well as infill in existing neighborhoods.
- In the last 10 years, approximately 10,000 housing units have been built and 5,000 more proposed in Madera County, while the City of Fresno has only built 16,607 housing units from 2013 – 2023.

Proposed Phasing Map



PROPOSED LAND USE MAP with Phasing

- Legend
- Regional Town Center
 - Community Town Center
 - Neighborhood Town Center
 - Office Center
 - Flexible Research & Development
 - Mixed Residential
 - Neighborhood Residential
 - Rural Residential
 - Rural Cluster Residential
 - Institutional
 - Existing Basins
 - SEDA Plan Area
 - City Limits
 - Fresno Sphere of Influence

Public Facilities Financing Options Report

City commissioned a **Financing Options Report** to assess the following:

the public should be able to see this--
where is it???

- Land Use Assumptions
- Phasing
- Facilities Costs
- Funding Sources
- Analysis

Next Steps

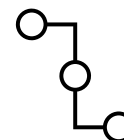
Start Small

Next Steps



Specific Plan Adoption & EIR Certification

SB2 Grant Closeout



Zoning Code Update



Parks and Open Space Master Plan

