

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.

##### **Americans with Disabilities Act (ADA):**

The meeting room is accessible to the physically disabled, and the services of a translator can be made available. Requests for additional accommodations for the disabled, sign language interpreters, assistive listening devices, or translators should be made one week prior to the meeting. Please call City Clerk's Office at 621-7650. Please keep the doorways, aisles and wheelchair seating areas open and accessible. If you need assistance with seating because of a disability, please see Security.




# 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

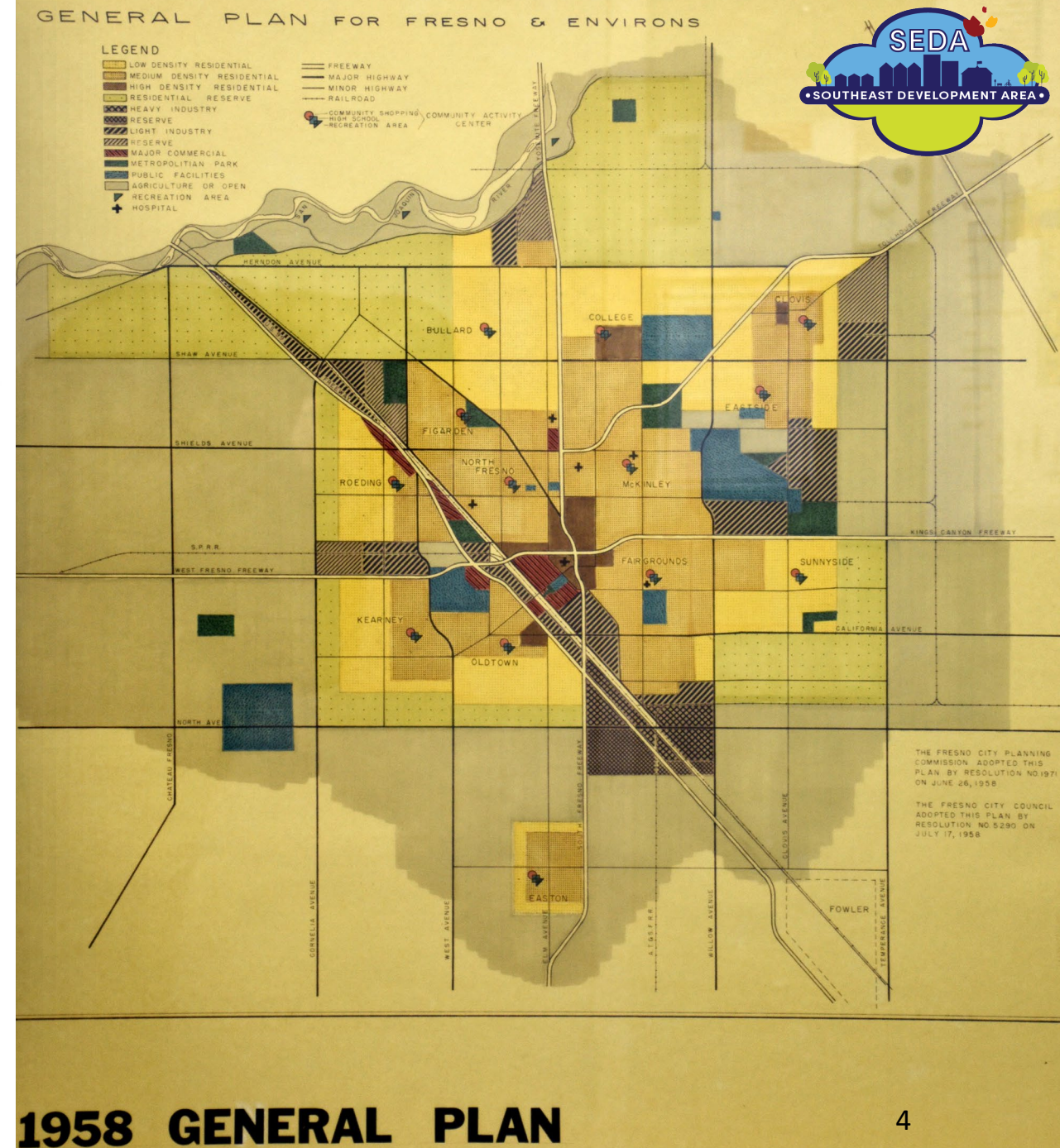
---

Development of SEDA is not a new idea



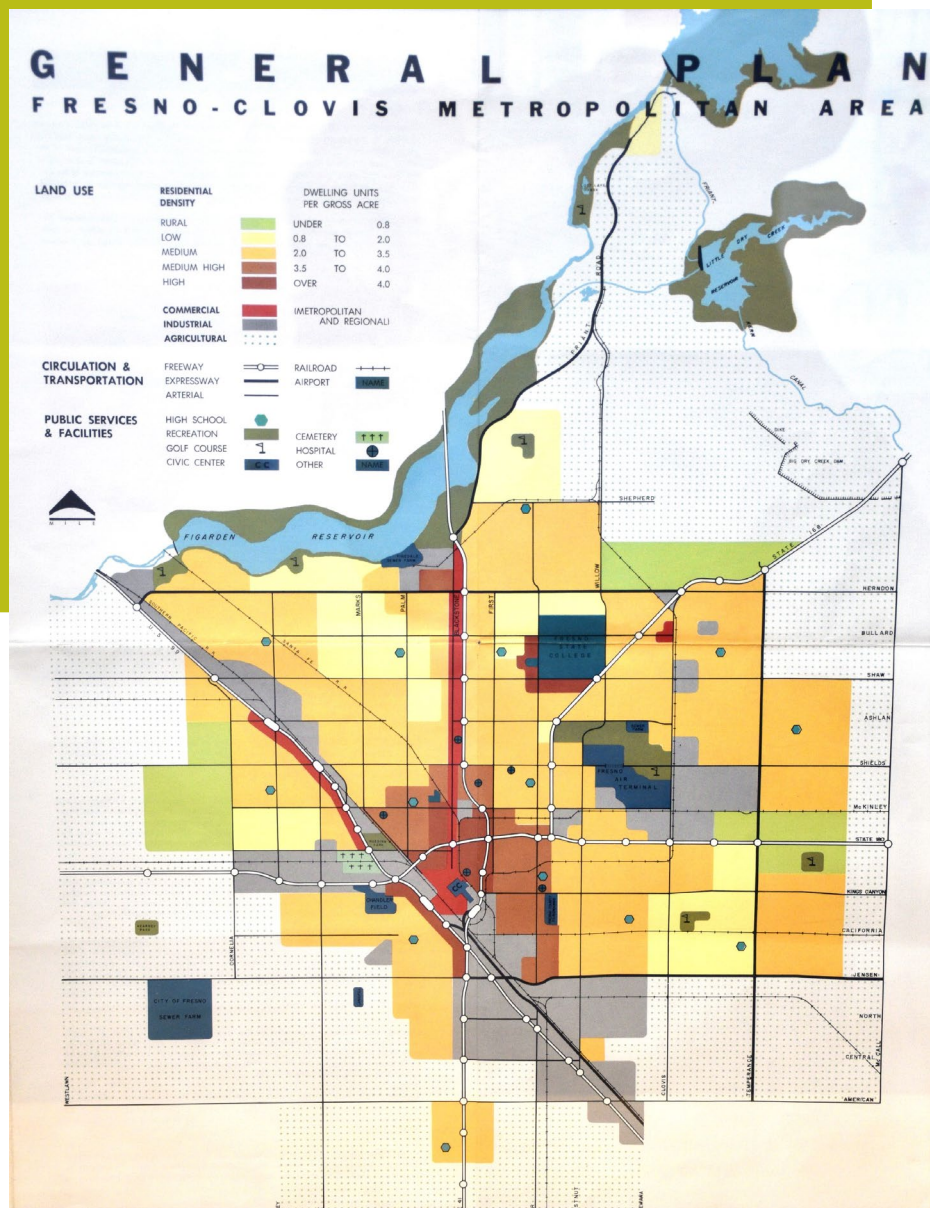
# 1958 General Plan

- 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**





## 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

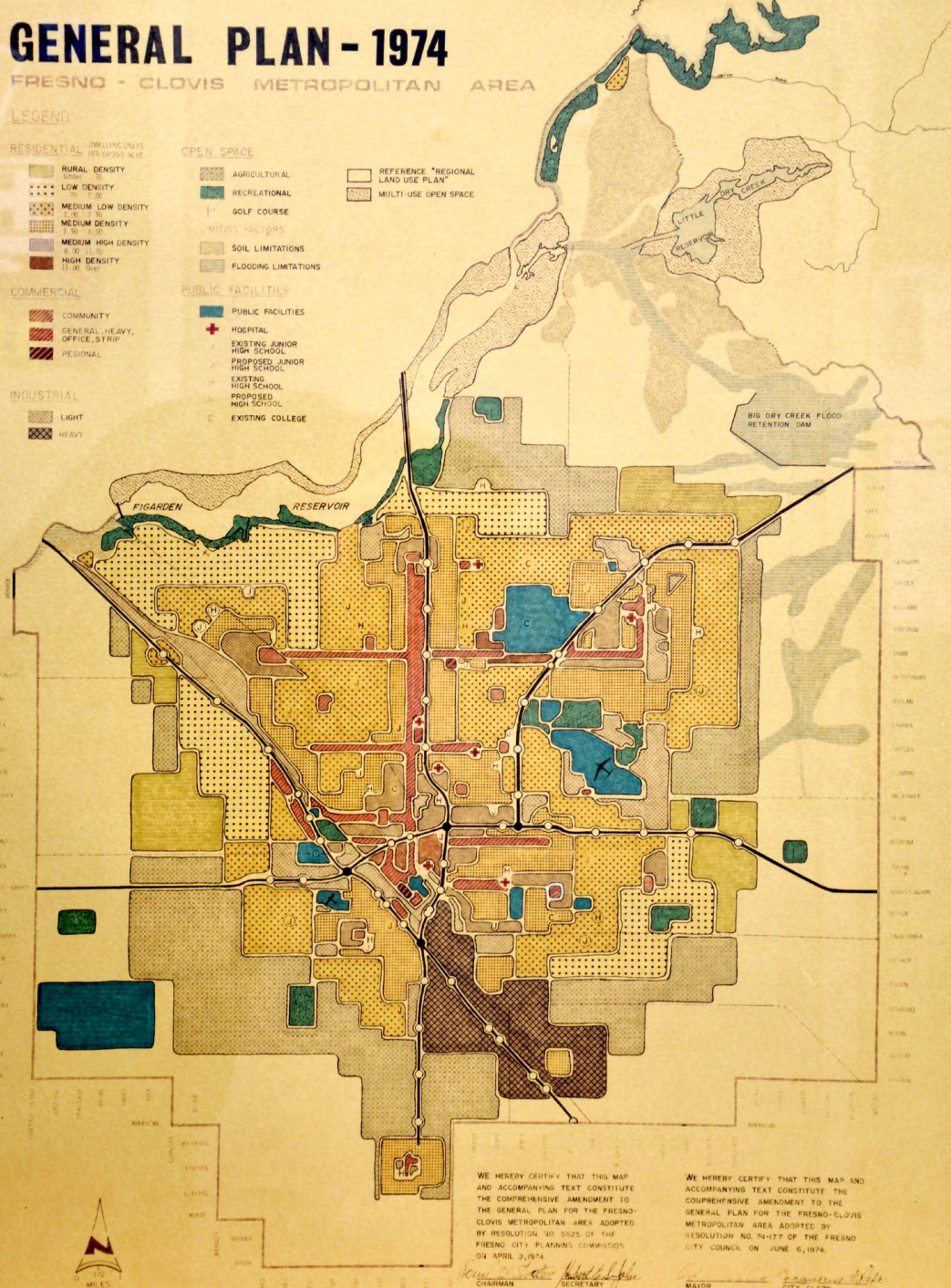
- AGRICULTURAL
- RECREATIONAL
- GOLF COURSE
- LAND USE FACTORS
- SOIL LIMITATIONS
- FLOODING LIMITATIONS

### 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



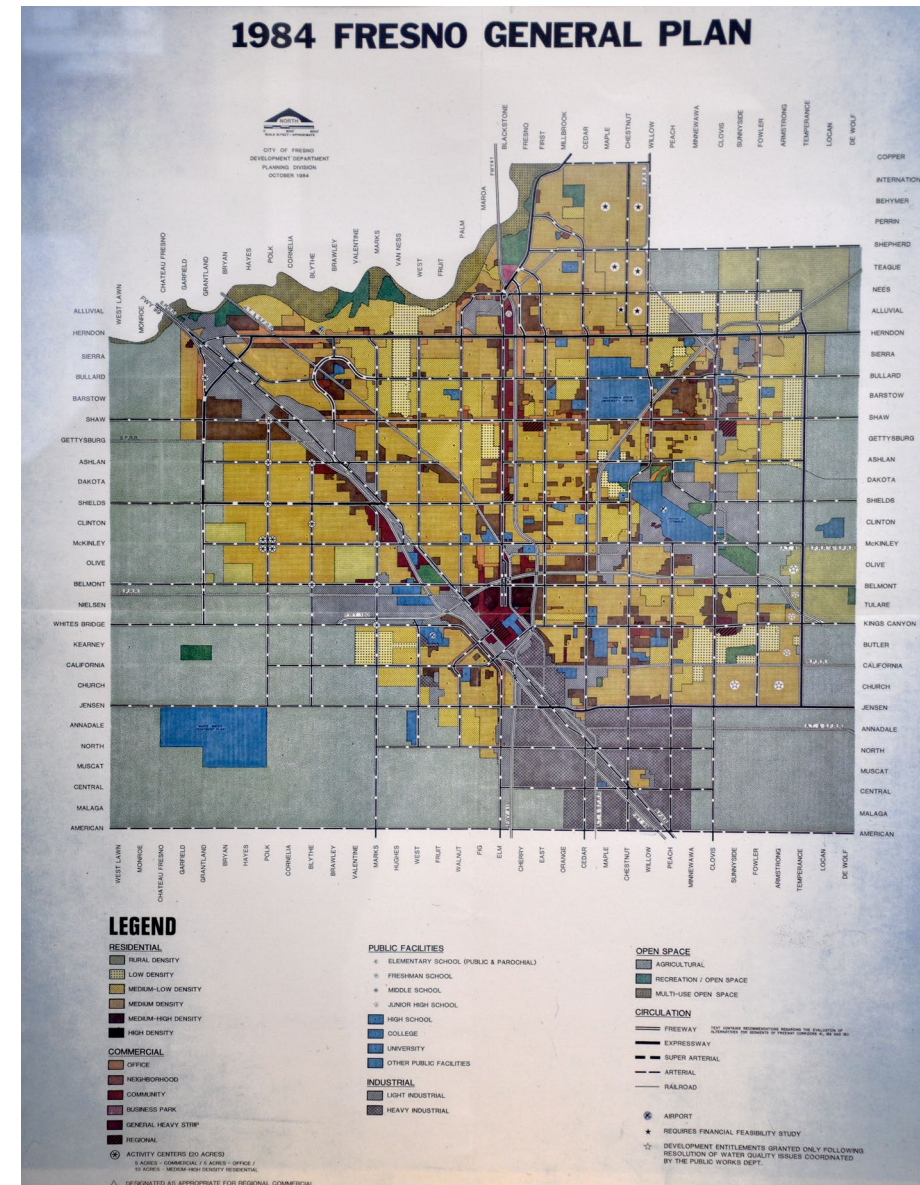
## 1974 General Plan

- 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

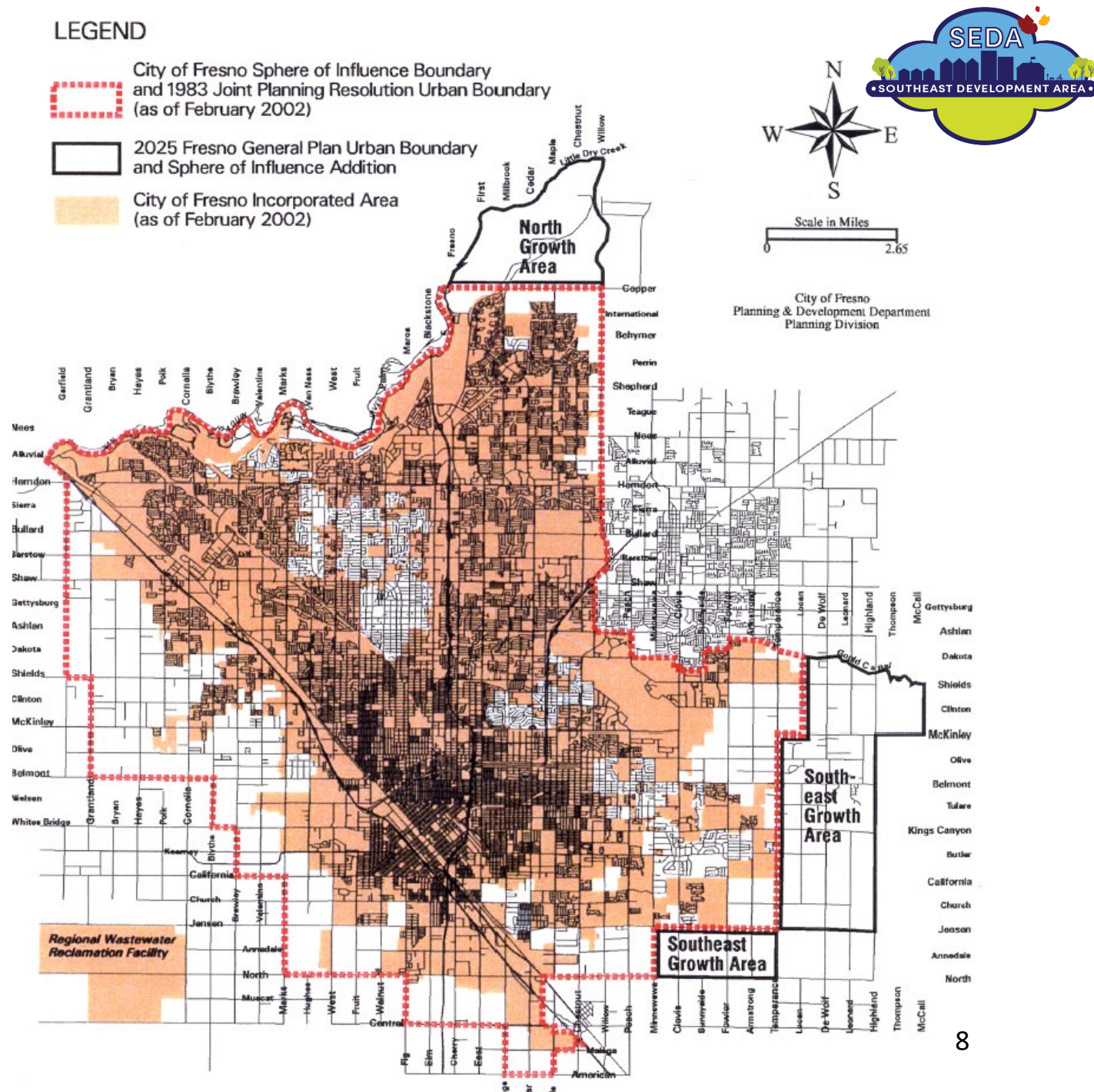
- The 1984 General Plan was then the first-in-kind to formally identify that, beyond the City's ability to provide for existing growth projections, there may be the possibility of expanding City limits for eventual urbanization to the northwest or southeast.
- It provided a holding capacity within the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

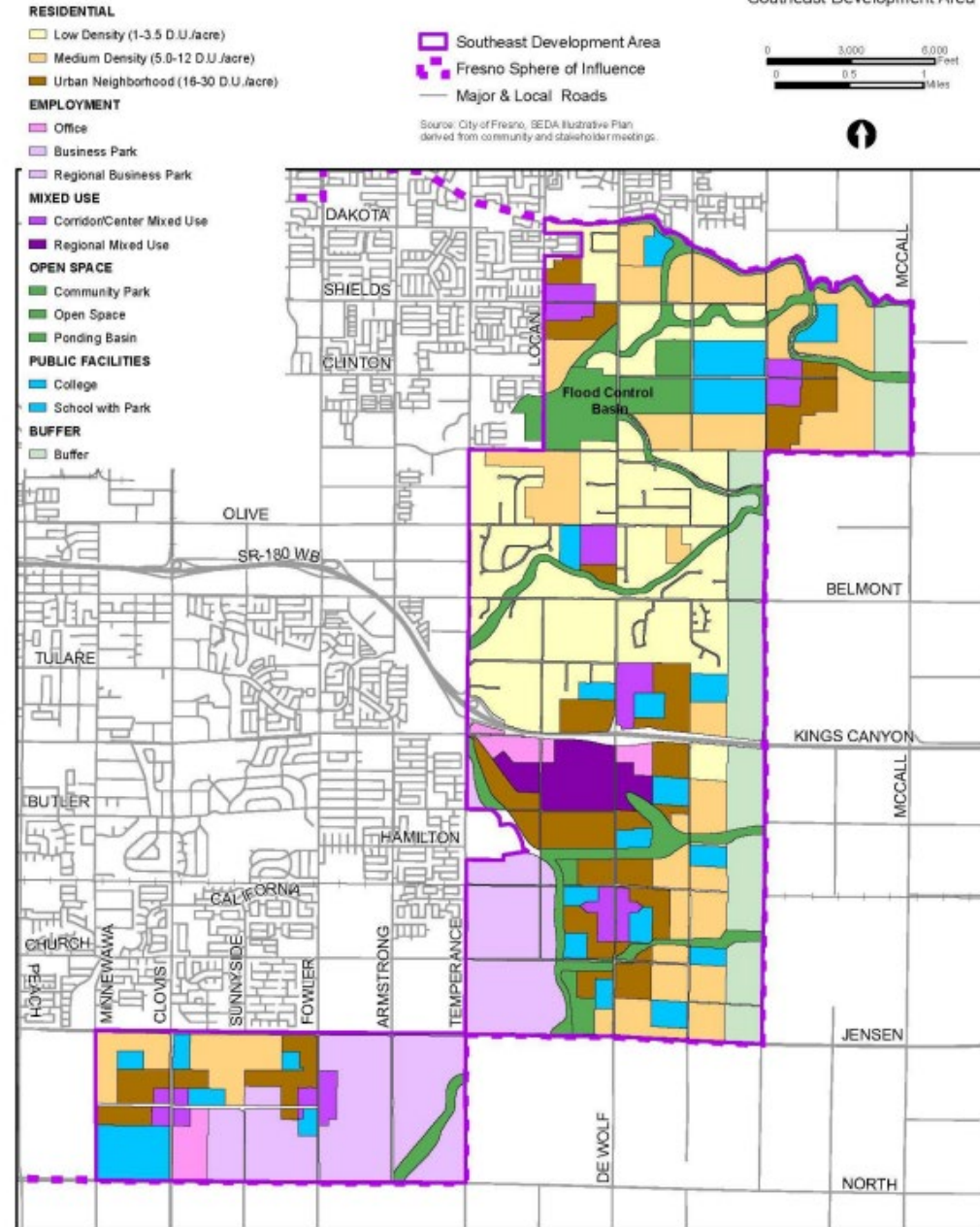


# SEGA Becomes SEDA (Southeast Development Area) - 2014



- 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.

## GENERAL PLAN LAND USE MAP





# 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



# 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
- Prepare Public Facilities Financing Options Report
- 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

---



# 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
<b>Total approved/proposed since 2014</b>	<b>4,982 acres</b>	<b>16,702 residential units</b>

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



# SEDA Draft Specific Plan

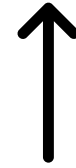
## Why Now?

1. Housing Crisis:
  - 3.8% vacancy rate
  - 20% increase in home prices in 2022
2. Demand Exists:
  - 14,350 units by 2030
3. If SEDA not approved, piecemeal development will happen anyway



# Benefits

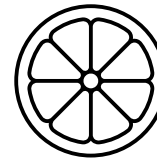
## A Multi-Faceted Plan



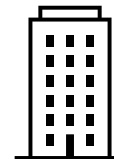
**40,000 and 45,000 dwelling units** of varying types, sizes, densities, and affordability levels.



**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.



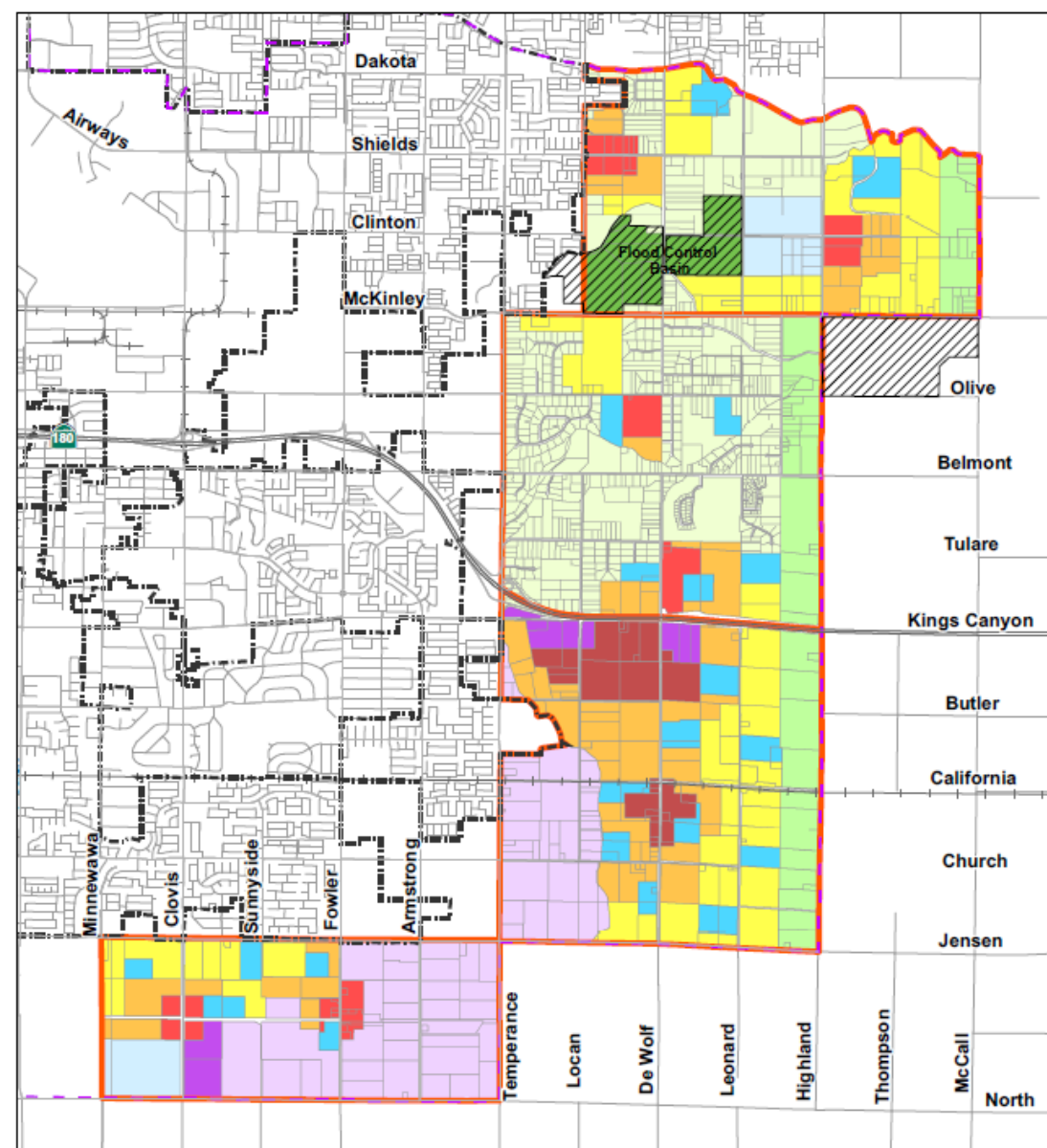
It includes compact **development options** for all life stages that **prioritize walkability** and multimodal access.



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

<span style="color: darkred;">■</span> Regional Town Center	<span style="color: orange;">■</span> Mixed Residential	<span style="border: 1px solid black; background: repeating-linear-gradient(45deg, transparent, transparent 2px, black 2px, black 4px); display: inline-block; width: 15px; height: 10px;"></span> Existing Basins
<span style="color: red;">■</span> Community Town Center	<span style="color: yellow;">■</span> Neighborhood Residential	<span style="border: 2px solid red; display: inline-block; width: 15px; height: 10px;"></span> SEDA Plan Area
<span style="color: blue;">■</span> Neighborhood Town Center	<span style="color: lightgreen;">■</span> Rural Residential	<span style="border: 1px dashed black; display: inline-block; width: 15px; height: 10px;"></span> City Limits
<span style="color: purple;">■</span> Office Center	<span style="color: green;">■</span> Rural Cluster Residential	<span style="border: 1px dashed purple; display: inline-block; width: 15px; height: 10px;"></span> Fresno Sphere of Influence
<span style="color: lightpurple;">■</span> Flexible Research & Development	<span style="color: lightblue;">■</span> Institutional	



# Myths & Facts

---





# 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.
- 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.



# 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
- Sprawl is discontinuous, piecemeal development

# MYTH

The SEDA Plan will result  
in a reduction of City  
services

# FACT

- Specific Plan policies call for self-financing
- Potential financing mechanisms will be included in the Public Facilities Financing Options 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.



# MYTH

The SEDA will not benefit  
existing City neighborhoods  
or residents

# FACT

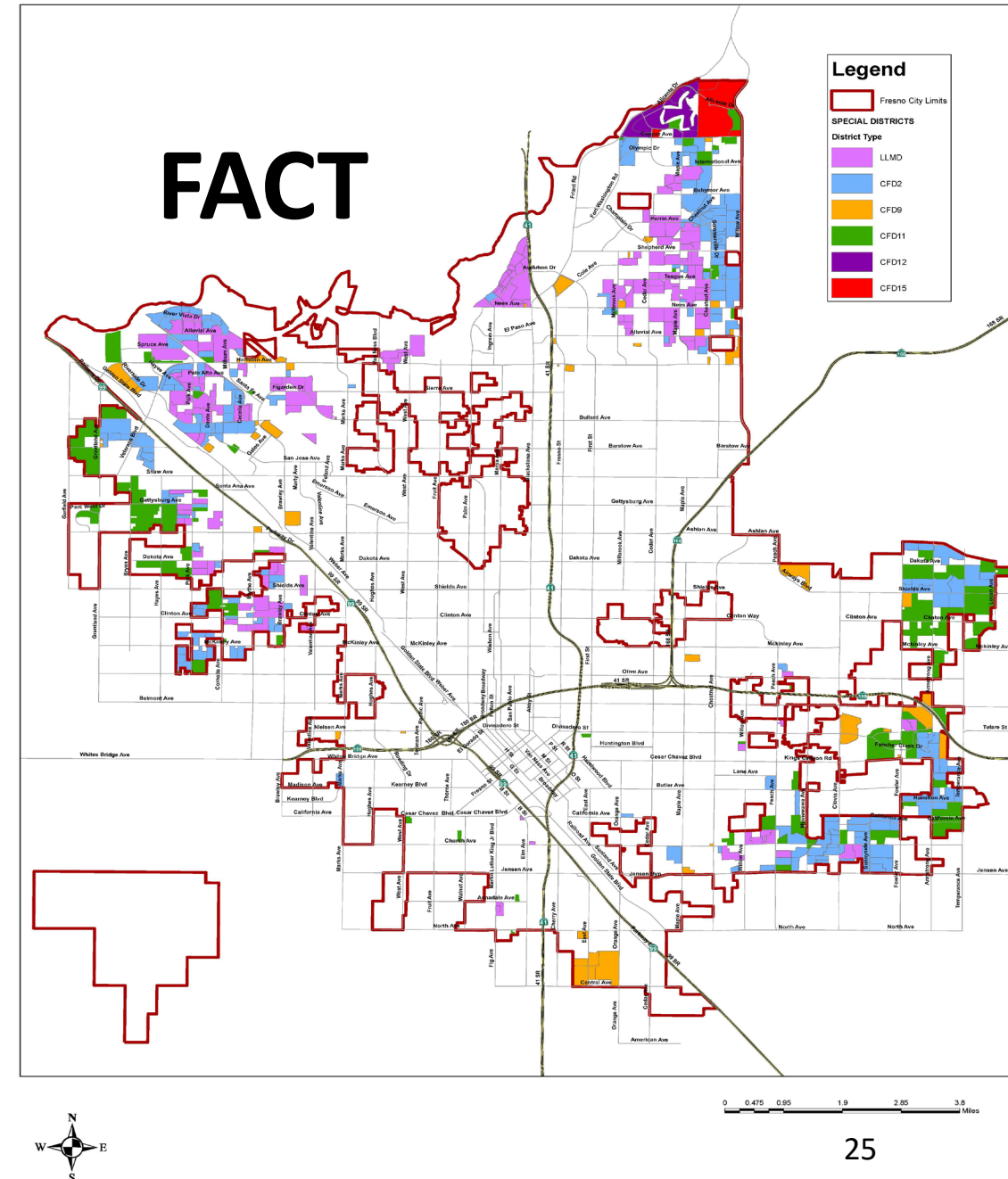
- The SEDA would benefit existing City residents through higher taxes collected.
- Fees paid by **some existing neighborhoods**:
  - Property tax
  - Lighting/landscape maintenance (LLMD) perimeter only
  - Community Facilities Districts (CFD) – interior and exterior maintenance
- Fees paid by **new 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



## City of Fresno Special Districts







# MYTH

The SEDA will result in blight within City limits

# FACT

- Planning and investment in the City's infill areas is ongoing.
- 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.
- 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



# MYTH

The SEDA Plan will  
increase carbon  
emissions

# FACT

- 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.

# MYTH

Approving the SEDA Plan  
will make us “sicker”

# FACT

- 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.



# MYTH

The SEDA Plan does not  
address reduction in  
farmland

# FACT

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

# 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.



# 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
- 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.

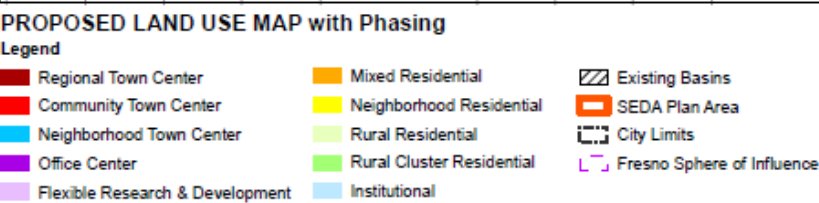
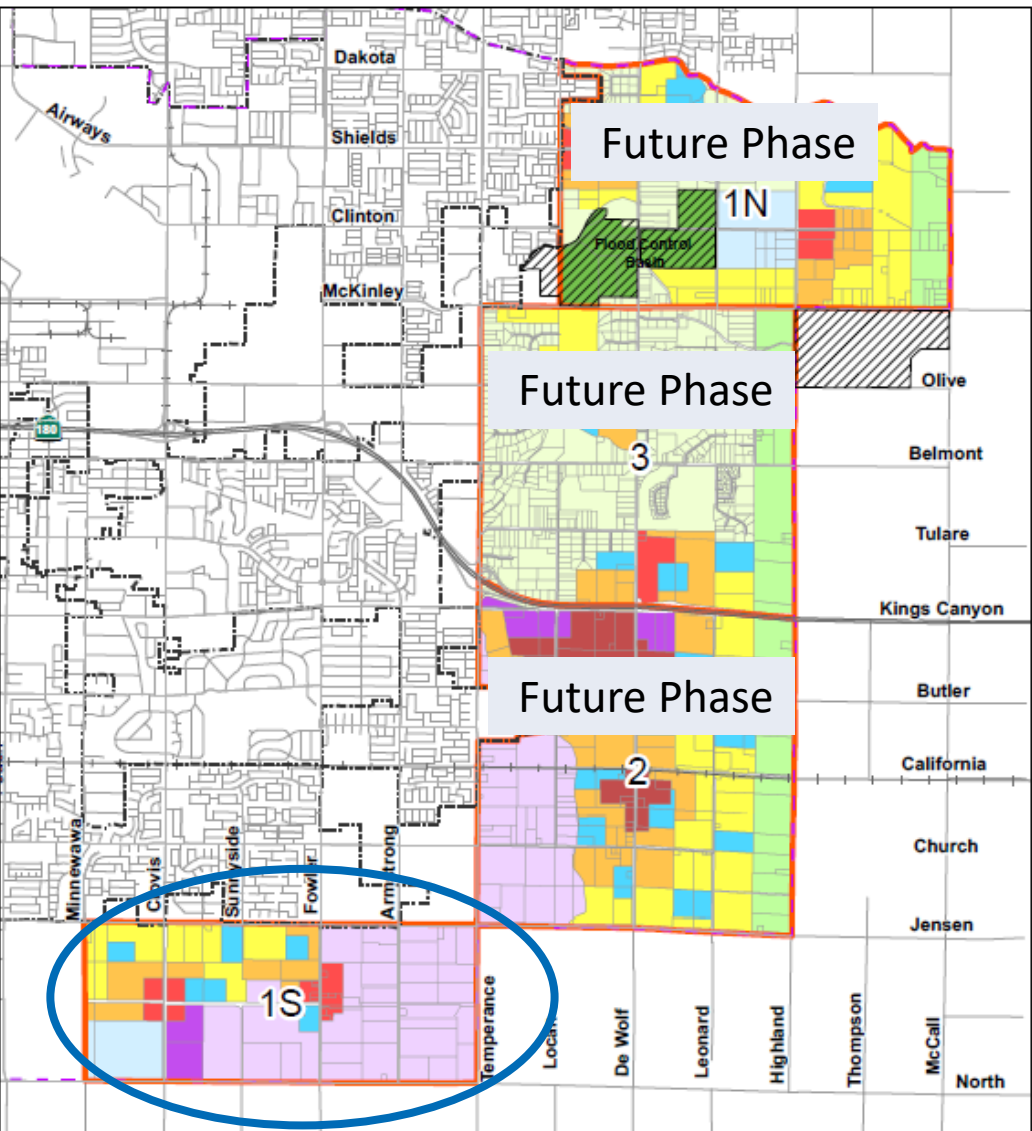
# MYTH

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

# FACT

- 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



# Public Facilities Financing Options Report

City commissioned a Financing Options Report to assess the following:

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



# Next Steps

---

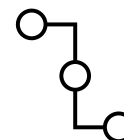
Start Small

# Next Steps



**Specific Plan Adoption & EIR Certification**

**SB2 Grant Closeout**



**Zoning Code Update**



**Parks and Open Space Master Plan**

