Exhibit B
Plan Amendment P25-03198
Draft Tower District Specific Plan (August 2025)

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City of FRESNO

CITY OF FRESNO

PUBLIC REVIEW DRAFT TOWER DISTRICT SPECIFIC PLAN

AUGUST 2025


E Simpson AVE
600

PUBLIC REVIEW DRAFT
TOWER DISTRICT SPECIFIC PLAN

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INTRODUCTION

INTRODUCTION

1.1 Tower District Today

The Tower District (District) is situated near the center of Fresno, California – the fifth largest city in the State, as seen in Figure 1.1. Known for its ethnic and cultural diversity, the District lies immediately north of Downtown Fresno and State Route (SR) 180, and about one mile east of SR 99. The Specific Plan area is generally bounded by SR 180 to the south, Blackstone Avenue to the east, Shields Avenue to the north, and Fruit Avenue and Union Pacific (UP) Railroad tracks to the west, as seen in Figure 1.2.

Built as an early 20th-century streetcar suburb, the District's combination of walkable streets and diversity of places has contributed to its reputation as a highly livable place. It offers a mix of multi-unit and single-unit housing, small businesses, industrial employers, schools, and parks.

The Tower District is also one of Fresno's leading cultural and entertainment destinations. The District is named for the historic neon-lit Art Deco Tower Theatre, which stands in the heart of the District at the intersection of Olive Avenue and Wishon Avenue. It sits at the north end of Fulton Street, the Tower District's initial transit and commercial link to Downtown. These and other human-scaled "main streets" are dotted with independent shops, eateries, and entertainment venues, providing destinations for local and regional visitors.

FIGURE 1.1 | Tower District in Fresno

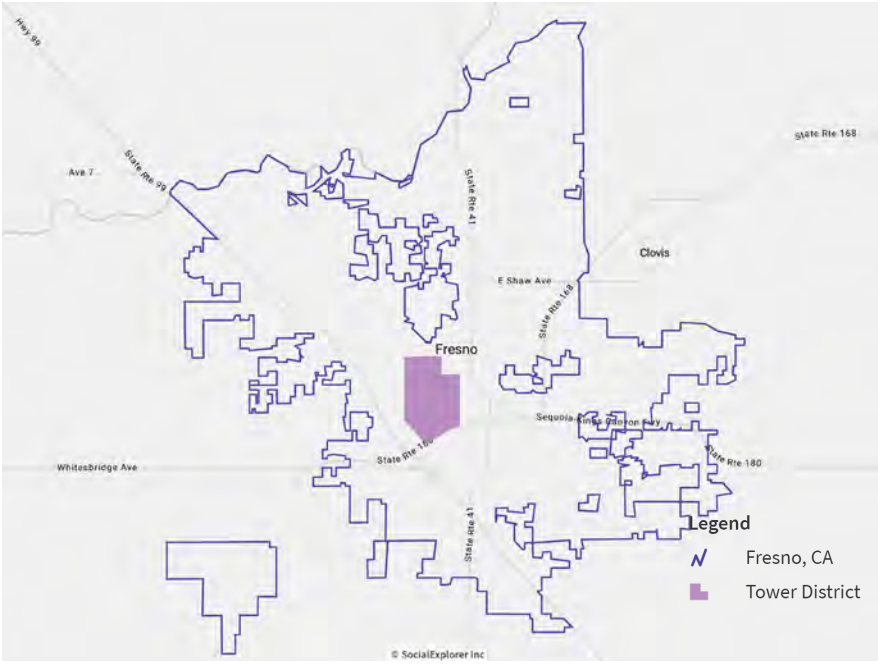


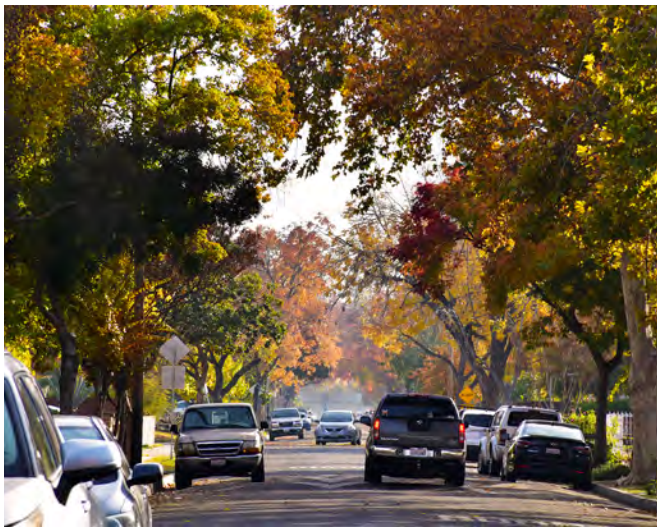
FIGURE 1.2 | Tower District and its Context

The District's vitality extends to its residential neighborhoods. The earliest subdivisions were within walking distance of a streetcar and offered pedestrian-oriented streets lined by trees and porch-front homes. The District's residential fabric is diverse -- from single-unit estates, to bungalows, to apartments over retail shops. This mix of housing in enduring and versatile structures has supported neighborhood stability and socioeconomic mix over time. The fine grained development pattern can be seen in Figure 1.3.

The Tower District is distinguished by its vibrant and diverse community, encompassing a rich mosaic of ethnic groups, families, singles, retirees, students, artists, and workers from various professions. As Fresno experienced a post-World War II boom in development that expanded the city limits north and eastward at an unprecedented rate, this enclave maintained its role as a beloved cultural and entertainment hub. The District features unique Art Deco architecture, pedestrian-friendly streets, and a lively mix of cafes, nightclubs, theaters, bakeries, and specialty retail shops. Beyond the bustling commercial areas, the neighborhood offers a dense blend of offices, apartments, and single-family homes. The broad range of housing options, from granny flats to mansions, ensures accessibility for all economic strata and life stages, and resiliency over time. The dynamic lifestyle of residents manifests through regular art events, live performances, and festivals.

FIGURE 1.3 | Patterns of Development

The active neighborhood associations and numerous community events underscore strong community engagement and pride, nurturing a deep sense of belonging among its inhabitants. The annual Tower District Mardi Gras Parade, one of Fresno's most anticipated events, highlights the area's festive spirit and draws participants from across the region. Additionally, the District is home to several art galleries, studios, and performance spaces, making it a magnet for creative individuals and a hub for artistic expression. The presence of Fresno City College and Fresno High School infuses the area with youthful energy and educational opportunities, contributing to the neighborhood's dynamic and inclusive atmosphere. With its tree-lined streets, historic charm, and ongoing revitalization efforts, the Tower District remains a testament to the enduring appeal of urban living that balances cultural richness with a close-knit community feel. The neighborhood's diverse assets—its schools, institutions, and parks —are illustrated in Figure 1.4.



Tower District's combination of walkable streets and diversity has contributed to its reputation as a highly livable place.

FIGURE 1.4 | Community Components

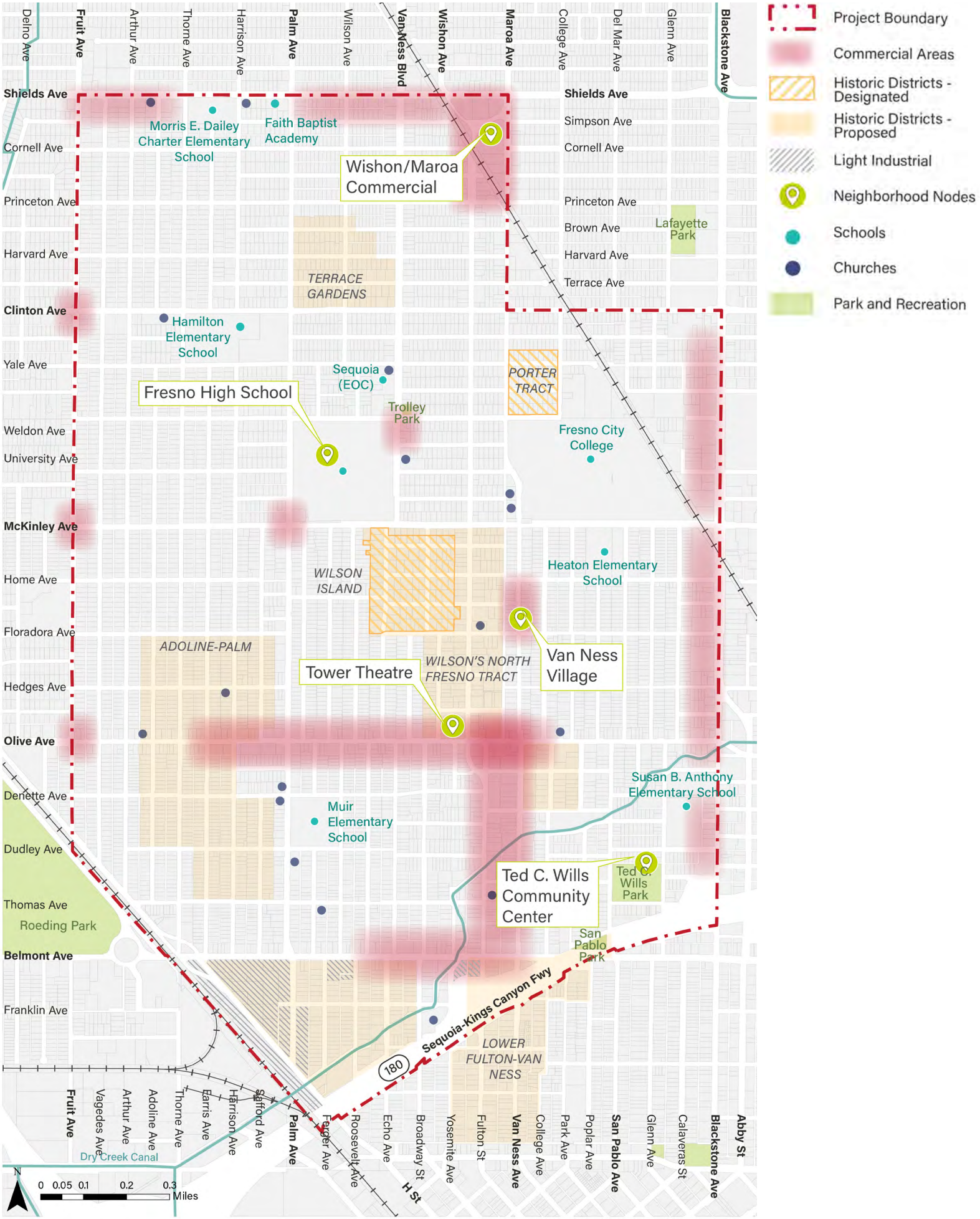
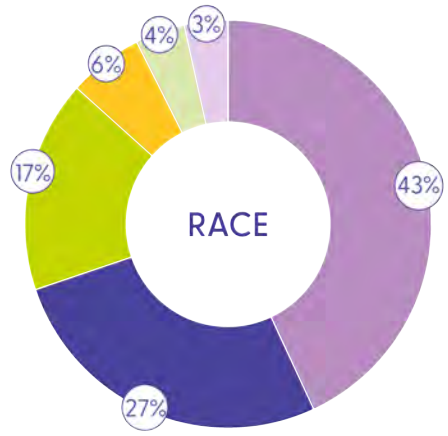
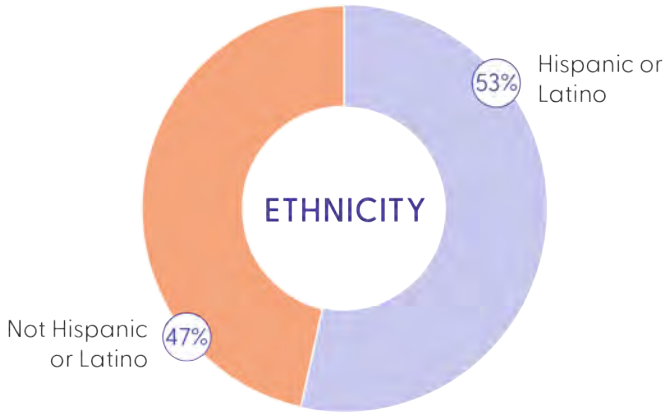


FIGURE 1.5 | Demographics

TOWER DISTRICT

RACE & ETHNICITY

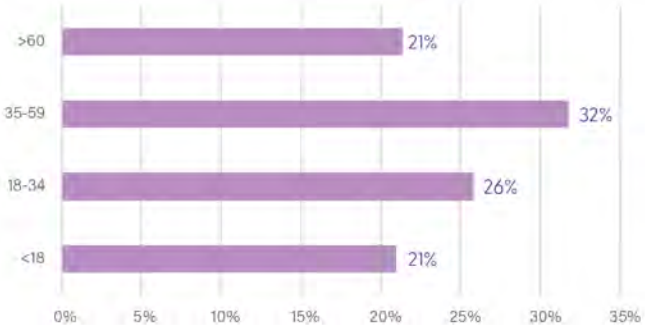




White alone
Some other race alone
Population of two or more races
Black or African American alone
American Indian and Alaska Native alone
Asian alone

Note: In the United States, "Latino" or "Hispanic" is considered an ethnicity, not a race, according to the US Census Bureau. This means that individuals who identify as Latino or HIspanic may be of any race. Therefore, the Ethnicity diagram above represents 100% of the total population of the Tower District.

AGE RANGE



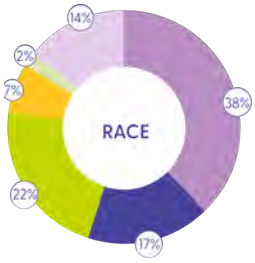
POPULATION

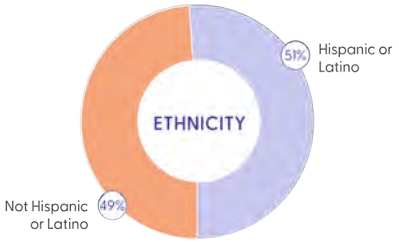
Approximate

Data reflects all census tract block groups whose population is all or mainly in Tower District.

FRESNO

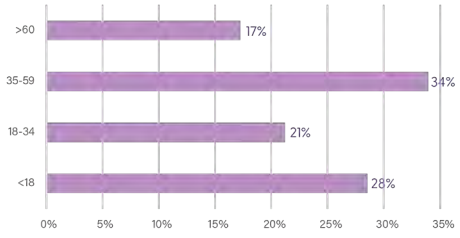
RACE & ETHNICITY





White alone
Some other race alone
Population of two or more races
Black or African American alone
American Indian and Alaska Native alone
Asian alone

AGE RANGE



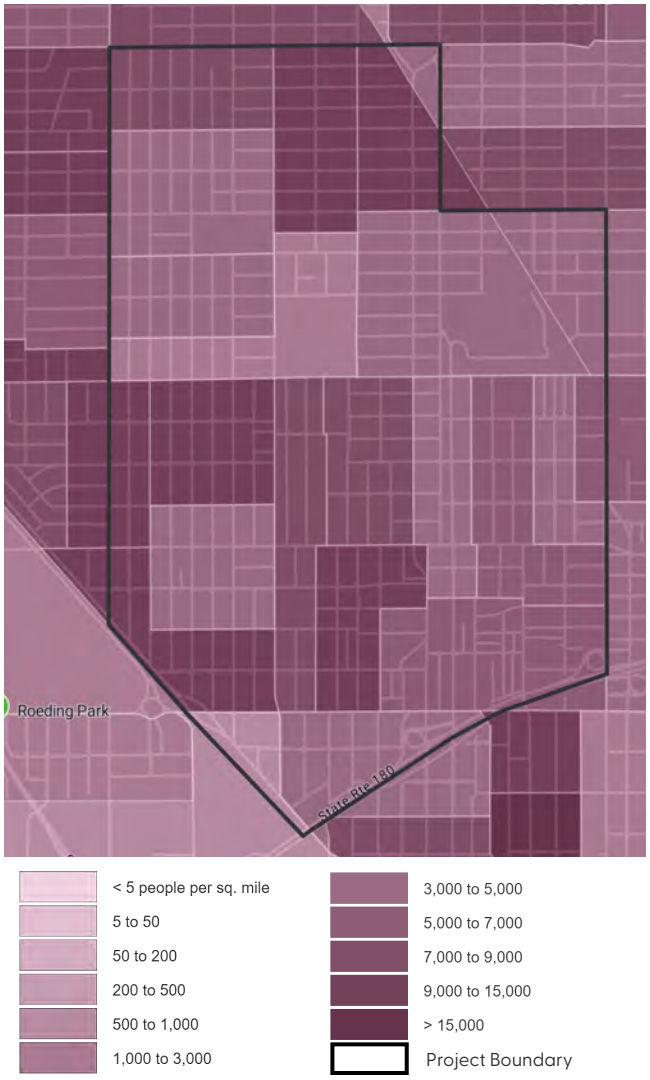
POPULATION

Source: US Census, 2020

The Tower District's demographic tapestry, as seen in Figure 1.5, is rich and varied, with 17 percent of residents belonging to two or more races and over 50 percent of the community identifying as Hispanic or Latino. The area is home to a mix of long-time residents, young professionals, artists, and families, all contributing to its unique cultural mosaic. The community's age distribution shows that 21 percent of its members are over 60 years old, and an equal percentage are under 18. This blend of people from different backgrounds and walks of life fosters a strong sense of community and inclusiveness.

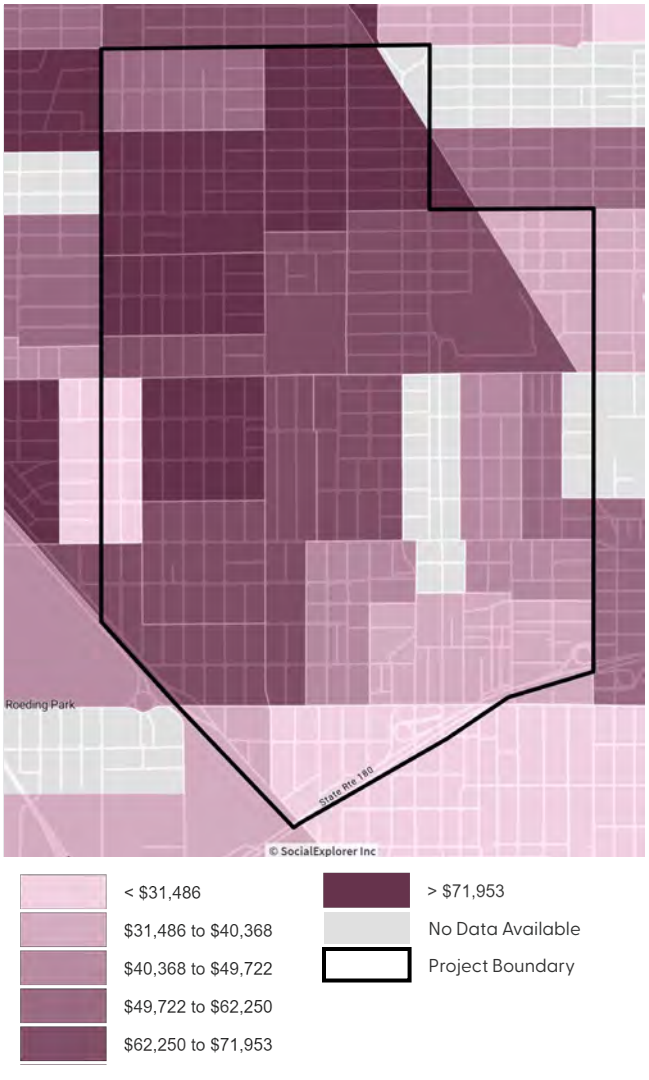
Figures 1.6 and 1.7 further illustrate this character through population density and household income. The Tower District is among the more densely populated areas of Fresno, with many blocks exceeding 9,000 people per square mile—significantly higher than the city's lower-density suburban areas. As of 2020, median household incomes across the district ranged considerably between neighborhoods, with some substantially lower than Fresno's citywide median of $53,368 and some

FIGURE 1.6 | Population Density (2020)



Source: US Census, 2020, Social Explorer

FIGURE 1.7 | Median Household Income (2020)



Source: US Census, 2020, Social Explorer

substantially higher. Tower District is home to a working- to middle-class population as well as people of greater means.

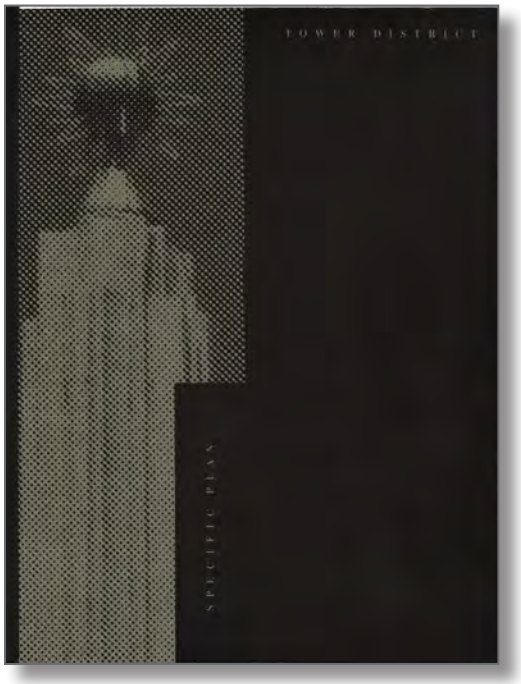
1.2 Purpose of the Specific Plan

To many, the Tower District is more than just a neighborhood; it represents the heart and soul of Fresno's cultural and social life. The community character of the District is defined by its artistic flair, progressive spirit, and a welcoming atmosphere that embraces all people. This inclusiveness is not just a characteristic but a defining feature of the District. The Tower District Specific Plan (Plan) provides strategic and comprehensive guidance for making decisions regarding the Tower District's built environment, landscape character, land use, activities, public open space, community facilities, transportation, and other forms of infrastructure. It describes a shared set of goals, objectives, policies, and implementing actions.

The Specific Plan also helps to implement goals and policies contained in Fresno's General Plan, in ways that can be more specific to the District and provide additional planning control. California Government Code Section 65451 authorizes local jurisdictions to adopt specific plans "for the systematic implementation of the general plan for all or part of the area covered by the general plan."

Recent decades have led to greater emphasis on housing availability and affordability, expanding recreational opportunities, calming auto-oriented roadways, and other issues addressed by this Plan. At the same time, this Plan continues the 1991 Plan's focus on neighborhood character, walkability, and historic resources.

This Plan updates the 1991 Specific Plan, to respond to issues that have remained, changed, and emerged. Recent decades have led to greater emphasis on housing availability and affordability, expanding recreational opportunities, calming auto-oriented roadways, and other issues addressed by this Plan. At the same time, this Plan continues the 1991 Plan's focus on neighborhood character, walkability, and historic resources.



1991 Tower District Specific Plan

1.3 Relationship with General Plan and Zoning

This Plan replaces the 1991 Tower District Specific Plan and is formally adopted by resolution, making it a regulatory document governing land use and guiding public investments in the Tower District.

Per California Government Code Sections 65450 et seq., a specific plan may be adopted to implement the general plan for a defined area, with text and diagrams specifying land use, streets and infrastructure; standards and criteria by which development and conservation will proceed; and a program of implementation measures. The specific plan is required to be consistent with the general plan.

To that end, this Plan will be accompanied by changes to designated land use and zoning, to be codified in amendments to the General Plan, adopted by resolution, and amendments to zoning, approved by Ordinance.

Meanwhile, the Tower District Design Guidelines adopted in 2005 are replaced by updated Tower District Design Standards & Guidelines. These Standards and Guidelines reflect the spirit and policy direction of this Plan Update, and are intended to result in compatible development, using objective metrics to the greatest extent possible.

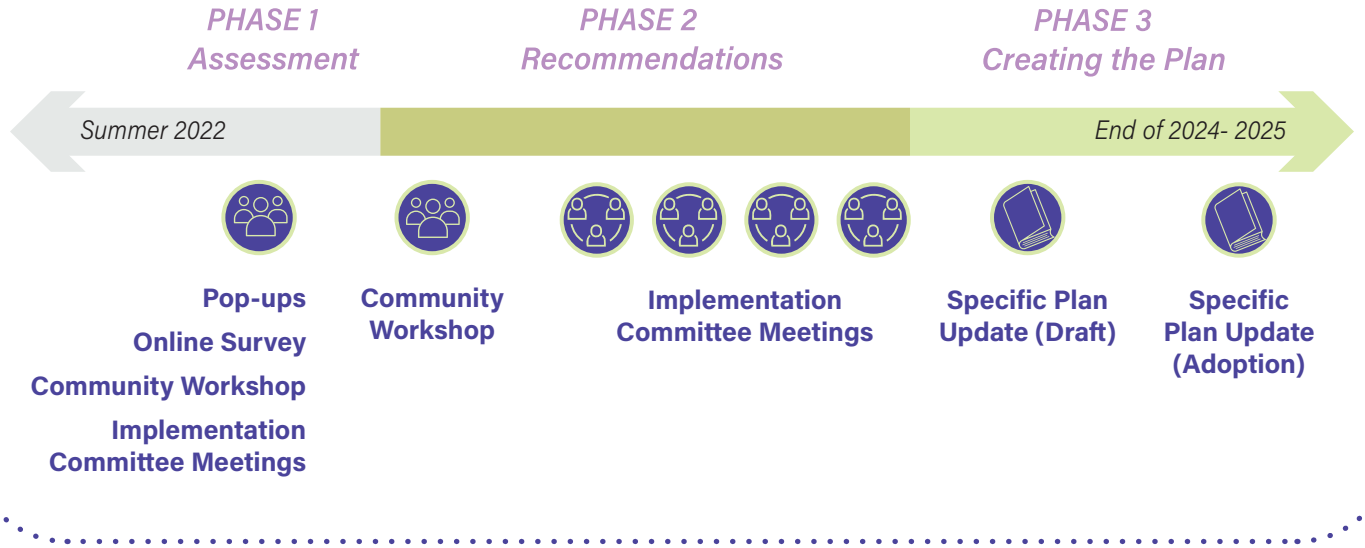
An Environmental Impact Report (EIR) that evaluates the potential effects on the environment of the Plan and its related plan amendments and rezones is certified. Findings of Fact and Statement of Overriding Considerations are adopted, and a Mitigation Monitoring and Reporting Program are approved.

1.4 Planning Process & Community Engagement

Outreach and engagement were fundamental to understanding community members' aspirations and developing a Specific Plan to help achieve them. Through a process that included public meetings, community workshops, stakeholder interviews, and online surveys, the Plan identifies issues, explores options, formulates recommendations, establishes priorities, and cultivates a sense of shared stewardship of the plan and the place. Engagement is summarized here , with community touch points throughout the planning process illustrated in Figure 1.8.

To help understand issues and existing conditions, interviews were conducted with residents, merchants, restauranteurs, real estate professionals, affordable housing developers, land trusts, social service providers, the local transit agency, and elected officials. A community survey was administered online and in-person at neighborhood "pop-up" events like the Tower Farmer's Market, Porchfest, and Hearts of Fire, where people from all walks of life tend to congregate. The community survey received over 650 responses. The first community workshop, held in the backyard of the Let's Roll Fresno ice cream shop, gave participants a common understanding of existing conditions and a chance to say which issues felt most important.

FIGURE 1.8 | Project Schedule



City staff canvassed in the neighborhood prior to both workshops, distributed surveys and flyers, and reached over 7,250 people. The workshops had a combined attendance of 331 community members who actively provided feedback.

As the Plan entered a "recommendations" phase, a second workshop gave community members a chance to help shape the Specific Plan's vision and objectives. The second workshop also explored placemaking opportunities in specific parts of the District. City staff canvassed in the neighborhood prior to both workshops, distributed surveys and flyers, and reached over 7,250 people. The workshops had a combined attendance of 331 community members who actively provided feedback.

All of this community feedback guided planning decisions throughout the process and was the basis for the Plan's recommendations.

The Specific Plan was guided from the beginning by the Tower District Specific Plan Implementation Committee, comprised of Tower District residents and businesses. Initially created to implement the 1991 Plan, a newly appointed Implementation Committee brought deep knowledge of the planning area and its issues, and had a strong hand in formulating this Plan's objectives and policies. The Committee's work was informed by thorough review of draft objectives and policies by its subcommittees for land use, circulation, public space, and historic preservation.

Community engagement findings are infused in the plan's guiding principles (Section 1.6), and in the goals and policies for each subject area.

Community members got acquainted with the project and provided great feedback at the first Community Workshop at Let's Roll Fresno ice cream shop at 403 W. Olive Ave. (now closed).

Flyers posted in high activity locations helped raise visibility and boost community participation.

Community vision for Tower District from the first Community Workshop (top). Community priorities for Belmont Avenue from the second Community Workshop (bottom).

The second community workshop, attended by over 200 Tower District residents, featured energetic small-group discussions (top and middle left). A "pop-up" booth at Porchfest provided another opportunity for feedback (above and bottom left).

1.5 Health and Equity Emphasis

Health is a state of physical, mental and social well-being. Equity is achieved when corrective measures have been taken to enable all people to have the same opportunities. **This Specific Plan Update prioritizes health and equity.**

Built environments relate to health and equity in many ways. For example, when land use and transportation patterns require people to use a vehicle to access basic life needs, this has implications for both health and cost of living. An average low-income American household spends nearly 40 percent of its budget on owning, insuring, and fueling cars. In comparison, a walkable community offers local destinations that are accessible by pedestrians. Land use patterns also influence the availability of grocery stores with healthful foods. Street design plays a critical role in providing protected pedestrian and bicycle routes and discouraging motor vehicles at unsafe speeds. Rates of obesity are lower in more walkable locations as daily routines provide physical activity.

Public infrastructure decisions and development patterns over time have resulted in disparate health and equity within the Tower District and in Fresno as a whole.

The construction of Highway 180 in the late 20th century further exacerbated these disparities. Like many freeway projects across the country, its alignment followed patterns of historic disinvestment, cutting through South Tower and severing its connection to adjacent neighborhoods like Lowell and Downtown. The freeway reinforced existing racial and economic divides, disrupting local businesses, displacing families, and increasing air pollution for residents who remained. South Tower, already disadvantaged by redlining, became further isolated, with increased vehicle emissions and truck traffic disproportionately affecting public health. The designated truck routes running through this part of the neighborhood bring high concentrations of diesel emissions, contributing to asthma and other respiratory illnesses. Meanwhile, the widening of State Route 41 enabled more affluent residents to move further north, accelerating the economic decline of older commercial corridors.

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[1] Rothstein, R. (2017). The Color of Law: A Forgotten History of How Our Government Segregated America. Liveright Publishing.

FIGURE 1.9 | Health and Equity Indicators

These decisions continue to shape housing affordability, environmental health, and economic opportunity in the Tower District today. Understanding this history provides essential context for addressing ongoing inequities and ensuring that future planning efforts work toward a more inclusive and equitable Tower District.

To study the present health and equity conditions of the Tower District, six broad categories were used. These are illustrated in Figure 1.9 and described below.

HOUSING STABILITY

High housing costs can lead to housing insecurity, frequent moves, overcrowding, and homelessness, all of which have detrimental effects on physical and mental health. Most families become unhoused because they are unable to afford housing. Overcrowded living conditions can increase the spread of infectious diseases, create stressful environments, and exacerbate chronic health conditions.[2] Lack of housing creates even more severe impacts on individuals, as well as on the communities where unhoused people live.

ACCESS TO JOBS

Employment provides the financial resources needed for individuals and families to maintain their health and well-being. Job accessibility

[2] American Hospital Association, "Housing and Health: A Roadmap for the Future," Chicago IL, online at https://www.aha.org/system/files/media/file/2021/03/housing-and-health-roadmap.pdf (as of June 2024).

affects economic stability, enabling people to afford adequate housing, nutritious food, healthcare, and other necessities. Proximity to employment opportunities also reduces the time and money spent on commuting, which can improve quality of life and reduce stress.[3] Employment is also linked to social determinants of health, as it often provides a sense of purpose, social connections, and opportunities for personal growth.

ACTIVE LIFESTYLE

Obesity rates are lower in more walkable locations as daily routines provide physical activity.[4] Community planning affects the ease with which people engage in recreation, such as ensuring homes are within a 10-minute walking distance from existing parks and planned public open spaces using public streets and free from barriers such as railroad tracks and freeways. Street design plays a critical role in providing protected and well designed pedestrian and bicycle routes which encourage active modes of transportation and also discourage motor vehicles traveling at unsafe speeds.

ACCESS TO HEALTHY FOOD

Land use controls can influence the availability of grocery stores with healthful foods, impacting dietary health and equity. Communities with limited access to grocery stores that offer fresh fruits, vegetables, and other nutritious options often face higher rates of diet-related illnesses such as obesity, diabetes, heart disease, and hypertension. Food deserts, areas where healthy food options are scarce, disproportionately affect low-income and minority communities, exacerbating health disparities. Ensuring all communities have access to affordable, nutritious food can improve dietary habits and improve health outcomes.[5]

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[3] American Hospital Association, "Housing and Health: A Roadmap for the Future," Chicago IL, online at https://www.aha.org/system/files/media/file/2021/03/housing-and-health-roadmap.pdf (as of June 2024).

[4] ScienceDaily, "Walkable Neighborhoods can Reduce Prevalence of Obesity & Diabetes," online at https://www.sciencedaily.com/releases/2022/02/220224091123.htm (as of June 2024).

[5] US Dept. of Health & Human Services, "Access to Foods that Support Healthy Dietary Patterns," Washington DC, online at https://health.gov/healthypeople/priority-areas/social-determinants-health/literature-summaries/access-foods-support-healthy-dietary-patterns (as of June 2024).

ENVIRONMENTAL COMFORT

Excessive heat from direct sunshine on asphalt and concrete surfaces can be mitigated with tree canopy and greenery. An estimated 41 million Americans live in "heat islands," putting them at greater risk of heat-related injuries and deaths, disproportionately affecting poorer neighborhoods.[6] If current trends continue, it is projected that the average air temperature in Fresno County will increase by 4.3-7.4 degrees Fahrenheit by 2099.[7] A well-mananged and maintained urban forest can greatly reduce the urban heat island effect.

AIR QUALITY

Toxic air contaminants, ozone, and fine particulate matter from vehicles and manufacturing processes can have negative health effects. Pollution contains harmful chemicals that can penetrate the lungs and contribute to health problems, including eye, throat, and nose irritation, heart and lung disease, and cancer. Major transportation corridors such as Highway 180 and Blackstone Avenue in the Tower District contribute to localized pollution hotspots, exposing nearby residents to higher vehicle emissions. Another factor related to air quality is that older and poorly ventilated buildings can lead to unhealthful interior air quality, causing headaches and higher asthma rates. Tower District has aging housing stock, and inadequate ventilation may exacerbate indoor air quality concerns, disproportionately affecting vulnerable populations such as children and seniors. By minimizing emissions associated with new construction and refining design standards, air quality could be improved.

HEALTH AND EQUITY EVALUATION

Every objective and policy in this Plan has been considered from a health and equity perspective through analysis and community engagement – metrics that were determined by the Implementation Committee at the start of this planning process. As the Plan was developed, the Implementation Committee and its subcommittees

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[6]Climate Central, "Urban Heat Hot Spots," Princeton NJ, online at https://www.climatecentral.org/climate-matters/urban-heat-islands-2023 (as of June 2024).

[7]City of Fresno Urban Forest Management Plan (February 2024).

assessed the performance of draft objectives and policies as they relate to these metrics. The analysis is discussed based on the topic area in the subsequent chapters, and a detailed policy-by-policy assessment is provided in Appendix B.

1.6 Plan Organization and Content

This Plan is organized into seven chapters. A set of objectives and policies are provided in Chapters 2 through 6 and implementing actions are provided in Chapter 7. The Plan's chapters following this **Introduction** chapter are as follows.

CHAPTER 2: CONSERVATION AND HISTORIC PRESERVATION

The Tower District's built character is cherished by its community and embodies periods of historic growth, such walkable streetcar suburban tracts developed in the early 20th century. In response to development in the latter half of the 20th century, which was oriented to the car and disrupted the District's character, the 1991 Plan emphasized conservation and historic preservation. This Plan maintains this important focus.

CHAPTER 3: LAND USE

The land use chapter considers how land should be used in the Tower District. It sets parameters regarding allowable activities and the character of new development. The land use chapter establishes a framework for how the District should work to manifest community aspirations and better address community needs.

CHAPTER 4: PARKS AND PUBLIC FACILITIES

Parks and other public facilities, like schools, support community life and contribute to the physical and psychological well-being of those who frequent the District. In this chapter, the Plan describes how parks and other public facilities should be improved through physical improvements and programming activities.

CHAPTER 5: CIRCULATION

The Tower District's street infrastructure provides access and mobility across its principal transportation modes: driving, walking, bicycling, and using transit. The circulation chapter explains how streets should

work to move people and goods, while they also serve to support community life as vital public spaces. The chapter focuses on circulation across the overall street network and the design of streets themselves.

CHAPTER 6: UTILITIES

Existing utility infrastructure is currently in place, along with new policies related to infrastructure costs, conservation, aesthetics, and flood prevention. A general description of existing utilities is included in the Plan.

CHAPTER 7: IMPLEMENTATION

The implementation chapter outlines the key actions needed to carry out the objectives and policies presented in the preceding chapters. It identifies responsible parties, funding considerations, and timeframes to ensure the Plan's vision is realized over time.

1.7 Guiding Principles, Objectives and Policies

This Plan features three levels of regulatory guidance: Guiding Principles, Objectives, and Policies. The **Guiding Principles** are discussed at the end of this Chapter 1 and they provide the broadest level of value-based intention. Each of the topic chapters that follows (Chapters 2 through 6) features a set of **Objectives** and **Policies**. The Objectives direct the City to take broad actions in a variety of categories and policies provide more detailed guidance for achieving those Objectives. These appear in the Plan using the following colors and format:

[CHAPTER CODE] 1: OBJECTIVE TITLE.

[CHAPTER CODE] 1.1 Policy Title.

Policy statement where provided below Policy Title, to be considered part of the policy itself.

GUIDING PRINCIPLES

The following high-level principles that guide the Specific Plan's policy approach and should remain always in view throughout implementation. Some of these principles remain in place from the 1991 Tower District Specific Plan, representing continuity of values and needs.

I. Enhance the **livability and social diversity** of the Tower District's residential neighborhoods, and create housing opportunities that make the District inclusive and welcoming.

II. Nurture the mutually supportive relationship between the Tower District's residential neighborhoods and **vibrant commercial areas**.

III. Conserve and revitalize the Tower District's **historic resources**.

IV. Shape the **character of new development** to complement the Tower District's character as a walkable place not dominated by the automobile.

V. Provide **effective transportation access** for pedestrians, bicyclists, motorists, and transit users, and emphasize the importance of pedestrian-friendly environments.

VI. Increase **opportunities for recreation** within walking distance of Tower District residents.

VII. Promote **environmental sustainability and climate resilience.**

02

CONSERVATION AND HISTORIC PRESERVATION

CONSERVATION AND HISTORIC PRESERVATION

2.1 Historic Context

The Tower District is an exemplary representation of a longstanding pre-World War streetcar suburb. The District began to develop in the early part of the 20th century as one of Fresno's first suburbs, facilitated by streetcar lines that extended from Downtown Fresno and provided access to what was once farmland at the edge of the city.

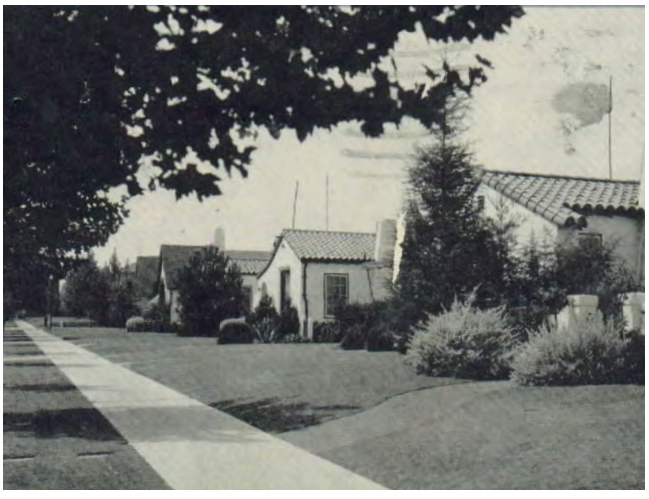
When the Fresno Traction Company's streetcars extended into the area, a mix of apartment houses, small bungalows, and large homes evolved. As property values rose, the neighborhood became denser and more diverse, and commercial areas were established in locations near streetcar service. Historic streetcar lines are shown on Figure 2.2

Historic streetcar running along Fulton Street
Source: Interurbans Publications

Commercial storefront with big windows to engage

Source: Fresno Bee Editorial Archives

Royce Hall, Fresno High in 1960s



Van Ness Boulevard
Source: Wayne Paperboy & Printing Corp.

Health and Equity Considerations

- **Balancing Growth with Neighborhood Character:** If not carefully managed, new development can lead to displacement and reduced housing access. Integrating growth with preservation goals is essential to support community stability and equitable access to housing and services.
- **Limiting Affordable Housing Options:** Regulations protecting historic buildings can restrict housing development and density, limiting opportunities for affordable housing construction or adaptive reuse.
- **Unequal Representation in Preservation Efforts:** Past preservation policies have often focused on architectural history over cultural and social histories, potentially overlooking historically marginalized communities' contributions to the District's identity.
- **Economic Challenges for Small Businesses in Historic Buildings:** Older commercial buildings may require costly retrofits for accessibility, energy efficiency, and seismic safety, creating financial burdens for small business owners and limiting economic activity.
- **Environmental Quality of Older Buildings:** Many historic structures may have poor ventilation, lead paint, or asbestos, contributing to indoor air quality issues and health risks for residents and businesses.

Tower Theater

During the decades after World War II, conventions in development and neighborhood design changed dramatically. As emphasis shifted from streetcars and pedestrians to the automobile, traditional building style changed from street-facing patterns to parking lots which lined public streets, changing the District's character. The Tower District remained resilient, as the walkable traditional fabric of the District remained mostly intact.

Against this backdrop, Tower District community members organized to protect the District's traditional fabric – beginning in the 1980s and leading to the adoption of the District's first Specific Plan in 1991. This plan emphasized conservation of existing traditional housing stock, as well as streetscape elements and streetscape improvements in specific areas of the Tower District. Community member involvement – and strong interest in the area's history and historic preservation – continues to this day.

Racially restrictive covenants legally barred nonwhite and immigrant residents from purchasing homes in areas classified as "best", including Wilson Island and the area around Van Ness Boulevard in the Tower District, ensuring that only white families benefited from homeownership opportunities.

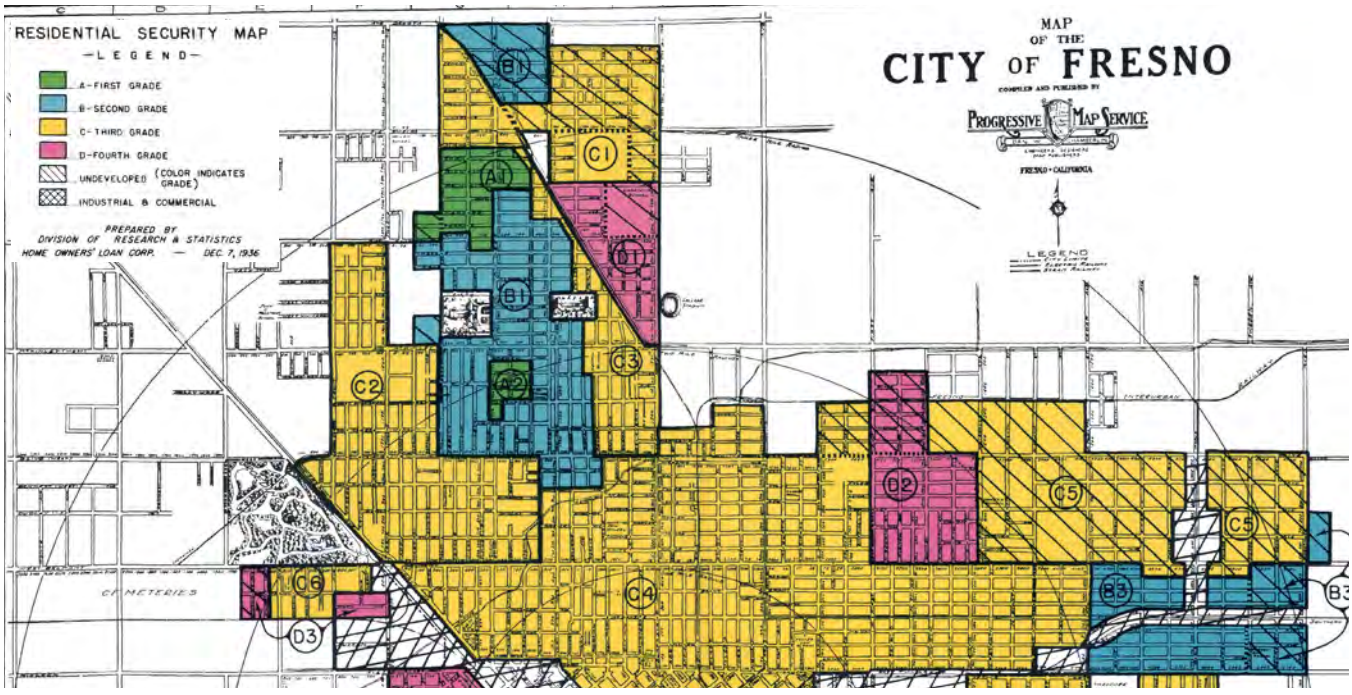
Figure 2.1: Redlining Map of Fresno, 1936 shows the Redlining map of Fresno from 1936, classifying neighborhoods as: A (Best), B (Still Desirable), C (Declining), and D (Hazardous). These classifications

were based on racial and ethnic composition, with neighborhoods that had Black, Mexican, Armenian, and Asian populations automatically receiving lower ratings.

The consequences of these classifications are still visible in Tower District today. The neighborhoods once graded as "A", including WIlson Island and the area around Van Ness Boulevard, remain largely residential with preserved historic character and stable home values, protected by zoning and historic districts. However, the areas marked as "C" or "D", including much of South Tower District, struggled with decades of disinvestment, leading to aging infrastructure, limited financial resources for homeowners, and declining commercial corridors. These neighborhoods also became the most vulnerable to speculative investment, rising rents, and displacement pressures, as reinvestment efforts often led to gentrification rather than equitable development.[8]

As if anticipated by the 1991 Specific Plan, cities across the country experienced a renaissance during recent decades. In many cities, downtowns and more urban neighborhoods gained population for the first time since the 1940s, as people increasingly valued traditional

FIGURE 2.1 | Redlining Map of Fresno, 1936



[8] Chapple, K., & Loukaitou-Sideris, A. (2019). Transit-Oriented Displacement or Community Dividends? Understanding the Effects of Smarter Growth on Communities. MIT Press.

FIGURE 2.2 | Historic Streetcar Lines in Tower District

architecture and walkable neighborhood design. In the Tower District, new shops and restaurants appeared, and homes and apartment houses were renovated. The area began to host special events and blossomed into an important cultural center for Fresno.

Preservation and use of historic resources are important in the following ways:

- Preservation helps to retain a community's distinct character and sense of place and creates ties with the past that speak of other times and cultural roots.
- Conserving existing buildings can be part of a "green" strategy, as preservation and rehabilitation are more sustainable than new construction and keep demolition waste out of landfills.
- Preservation is good for the economy and for property values because it stimulates reinvestment.
- Older buildings tend to offer distinctive retail experiences with special facade character, taller ceiling heights, and deeper retail space.
- Older buildings provide much of Tower District's affordable housing.

2.2 Historic Survey and Resource Protection

The Tower District has an exemplary heritage of buildings and site features from the early decades of the 20th century. Much of their scale, massing, and visual character remains. Some older buildings and other features have been formally designated as local landmarks and some are listed in the national Historic Register. See Figure 2.3 for historic resources and districts located in the Tower District.

A survey of historic resources was a principal focus of the 1991 Specific Plan, which evaluated and catalogued structures and site features of historical importance. This work draws attention to not only the age and architectural merit of structures, but also identifies building types and arrangements characteristic of Tower District's initial development during the first three decades of the 20th century, such as single-family bungalows, courtyard arrangements, and street-facing commercial buildings. The 1991 historic survey continues to guide planning decisions and protect resources. The online "Guide to Historic Architecture in Fresno"[9] may be referred to for more information about specific resources.

[9] https://historicfresno.org/

What We Heard

In a 2023 survey **99 percent** of respondents said it is important to preserve and protect historic buildings and resources in the Tower District.

Preserving architecture in the Tower District holds significant value.

I'm proud to continue the care of my 1924 California adobe and count it a responsibility to the neighborhood to do so.

TOP COMMUNITY PRIORITIES FOR PRESERVATION

- More art and history focus
- Reuse existing buildings
- Maintain historic quality of neighborhood

Historical preservation is very important to retain the rich character of the district.

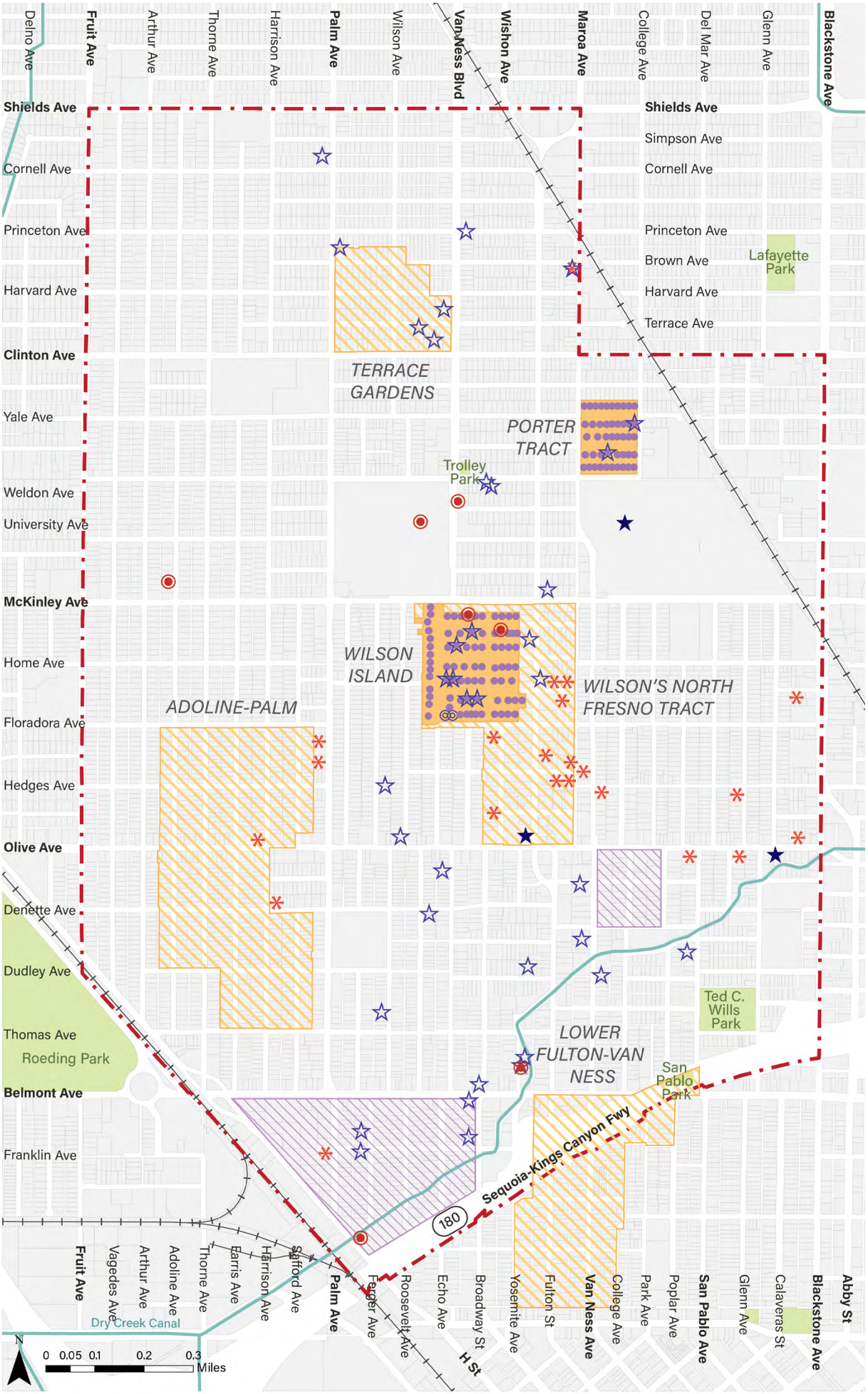
2.3 Historic Districts and Statements of Significance

The 1991 Plan also highlights the value of character-defining streetscape elements that contribute to the historic nature of these places. Distinct patterns of street lights, mature street trees, robust tree lawns, and other streetscape and public sector elements are promoted as important features that should be recognized and protected.

The cityscape of the Tower District contains numerous and diverse subareas. Some of them have a strong visual identity from noticeable concentrations of historic buildings. The 1991 survey was also used to consider clustered ensembles of historic buildings for inclusion within designated historic districts, as distinctive subareas illustrate District history and patterns of neighborhood life. The planning area includes two formally designated historic districts: Porter Tract and Wilson Island.

The 1991 historic resources survey delineated six subareas as historic district candidates that, taken together, represent a cross-section of Tower District's history and architecture. Some districts present a great deal of architectural variety, while others are unified instead by their concentration of structures representing a distinct building type or a unique facet of urban growth. Some subareas are determined by the boundaries of original subdivisions. Of the six noteworthy subareas, two historic districts were subsequently designated: Porter Tract (also known as College Addition) and Wilson Island (a portion of Wilson's North Fresno Tract). Four subareas remain under consideration: the remainder of Wilson's North Fresno Tract, Terrace Gardens, Adoline-Palm, and Lower Fulton - Van Ness. It is important to note that the historic districts that were adopted align with districts that previously held racial covenenants.

FIGURE 2.3 | Historic Resources and Districts



Porter Tract

Wilson Island

Wilson's North Fresno Tract
Sources: https://historicfresno.org/

Porter Tract. Porter Tract was designated as an historic district in 2001. Largely built by contractor John G. Porter, development began around 1914-1915 within a portion of the College Addition and was encouraged by construction of the Fresno Normal School (now Fresno City College) and Fresno High School, at its edges. The Porter Tract contains a diverse collection of architectural styles including Prairie Style, Spanish Revival, Neoclassical, Colonial Revival, Tudor Revival, Italian Renaissance, and Craftsman. (Adapted from "A Guide to Historic Architecture in Fresno.") This area is referred to as College Addition in the 1991 plan.

Wilson Island. Wilson Island comprises six westerly blocks within Wilson's North Fresno Tract. Homes in Wilson Island date from 1910, and include among the finest examples of Period Revival and Prairie architecture in Fresno. This historic district was settled by many of Fresno's most influential families, with important ties to banking, architecture, and commerce. Many of the homes were designed by influential architects of the period. Wilson Island is also an area that developed with redlining, as described above.

Wilson's North Fresno Tract. Rosanna Cooper Wilson's North Fresno Tract subdivision is an 18-block area in the geographical heart of the Tower District. Wilson developed lots, managed sales, negotiated with the City about easements for the Fulton/Forthcamp streetcar line, and essentially created the Tract. The historic district includes many of the historic structures identified in the survey and captures many of the characteristics associated with the Tower District, perhaps most notably the 1926 Tower Theatre and the Tract's substantial porch-front homes and bungalows. Opening in 1912, the Roeding streetcar line helped to make development feasible and first anchored the commercial district centered at Olive and Wishon. Retail commercial architecture of this period is referred to as "showcase architecture," in light of its extensive use of storefront glazing and prominent display areas.

Terrace Gardens. This potential historic district illustrates the kind of suburban growth that typified the Tower District following development farther south. Original well-crafted homes are largely intact and expressed in a variety of styles, but perhaps most notably those which employ Mediterranean motifs.

Terrace Gardens

Adoline-Palm

Lower Fulton - Van Ness

Bungalow Court

Adoline-Palm. Adoline-Palm is a potential historic district that includes blocks where the bungalow building type is highly concentrated. Most of the bungalows in this area date from the 1910's and 1920's, during a time where they represented an important form of moderate-cost housing in Fresno. More than other parts of the Tower District, the bungalows on these blocks remain in much of their original condition and are interrupted by relatively few contrasting housing types. Their modest character stands in contrast to the wealthier neighborhoods that developed to the north.

Lower Fulton-Van Ness. Situated just north of Fresno's original city grid, the Lower Fulton – Van Ness area possesses an outstanding collection of late 19th-century and early 20th-century housing types ranging from two-room cottages to some of Fresno's best-known mansions. In 1902, the Fresno City Railway Company opened its Forthcamp Avenue line, thereby tying the newer suburban additions north of town to the original Fresno city grid and helping engender a building boom there that continued at least until the advent of the First World War. Forthcamp Avenue (later renamed North Fulton Street) and North Van Ness Avenue have long served as entry corridors from Downtown Fresno into the Tower District. The potential historic district is characterized by vibrant single-family estates in the Greek Revival and Craftsman styles, as well as bungalow neighborhoods, worker cottages, and streets edged by commercial storefronts.

Courts Thematic Group. One additional historic type was described in the 1991 Plan and deserves mention. The Courts Thematic Group was defined by the construction of bungalow courts in locations throughout Tower District. First developed on the West Coast around 1910, the bungalow court arranged separate dwellings around a central open space. While many courtyard buildings were comprised of simple cottages, some were designed in the Art Deco and Moderne architectural styles that were fashionable in the 1930s.

2.4 Compatible Infill Development

The character of new development needs to be considered through the lens of human-focused design and its emphasis on walkability. This character is embodied by Tower District's traditional urban fabric, built at a time when walking and streetcar use were principal modes for getting around. Generally, older commercial buildings have ground floors that front directly onto public sidewalks and maintain a continuous intimate pedestrian scale, in contrast to more recent auto-oriented development where commercial entrances face parking lots and are farther from the street. Older residences also have street-facing entrances and are accompanied by covered porches and landscaped yards. Street-facing windows also accompany traditional buildings and give a sense of safety and inhabitation.

Newer infill development can continue these development patterns in ways that help activate streets and other public spaces and support community life, as new buildings house more residents who add vitality and help support the local shops that people enjoy walking to. Infill development can fill gaps in otherwise continuous streetscapes and heal scars imposed by vacant and underutilized properties.

Additionally, infill development can reinforce the District's historic sense of place. New construction can complement historic districts by using compatible materials, massing, entry patterns, fenestration, cornice lines, roof form, architectural motif, and setback continuity.

Context-sensitive new development in and near Tower District includes The Link at Blackstone (left) and Fulton Village (right).

2.5 Objectives and Policies

CHP 1: RECOGNIZE AND PROTECT THE TOWER DISTRICT'S HISTORIC AND CULTURAL IDENTITY.

CHP 1.1 Develop a historic context statement for the Tower District.

A comprehensive historic context statement should be developed by a qualified cultural resource professional, which describes: the district's physical, social, and cultural development; identifies physical patterns associated with those developments; and recommends eligibility criteria and integrity thresholds for the designation of historic resources. The context statement should provide a consistent foundation for decisions about the identification, evaluation, and designation of historic properties in the community. The historic context statement should be developed in accordance with the standards and guidance provided by the National Park Service and the California Office of Historic Preservation. The historic context statement should be developed with the input of community members, local historic and cultural organizations, local social and educational institutions, and should consider the large body of previous historic resources studies developed for the City of Fresno, including studies within the Tower District.

Recognize that the historic context statement will be used to evaluate whether a potential historic resource should be designated, and that, by identifying character defining features within subdistricts, the statements can guide the development of context-appropriate development standards and guidelines. Also note that the historic context statement should address contributions by persons and populations that have previously been overlooked or marginalized, such as women, communities of color, and the LGBTQ+ community.

CHP 1.2 Protect the Tower District's cultural history and resources.

Using historic context statements as a guide, continue to apply standards and procedures that regulate the alteration of designated historic resources, whether buildings and/or site features, and seek to prevent their loss. Require the character of infill development to comply with the Tower District Standards & Design Guidelines, to ensure compatibility within its historic context.

In accordance with State Law, adopt context-appropriate design standards and guidelines, in recognition that some new housing projects may not be exempt from discretionary review. Note that incompatible new construction could distract from historic buildings, especially when adjacent to historic buildings, and could alter the character within historic districts. Also reinforce the historic character of the Tower District public streets and open spaces, by establishing design standards and guidelines for features like lighting, furnishings, trees, and landscape.

CHP 1.3 Conduct new historic resources survey(s) of the Tower District.

Update historic resource surveys for the area. An updated historic resource survey should be used to establish a new baseline for historic preservation within the Tower District.

CHP 1.4 Revive designation efforts for previously proposed historic districts.

The 1991 Tower District Specific Plan proposed several areas as potential historic districts that have not been formally listed or designated in the intervening years. The identified potential historic districts include:

- Adoline-Palm District (proposed)
- Terrace Gardens District (proposed)
- Wilson's North Fresno Tract District (proposed)
- Lower Fulton-Van Ness (proposed)
- Bungalow Court Distritct (proposed)

Prioritize these areas for historic resource surveys and the evaluation of designated and potential resources, to provide for their potential designation as historic districts.

CHP 1.5 Initiate a study for the historic designation of the following areas:

- **Area bounded by Olive and Van Ness, down to Elizabeth and San Pablo - east of Van Ness**
- **South of Belmont, West of Broadway**

Prioritize these areas for historic resource surveys and the evaluation of designated and potential resources, to provide for their potential designation as historic districts.

CHP 1.6 In keeping with the historic designation status, protect the Tower Theater as a community asset in alignment with the historic preservation ordinance.

CHP 1.7 Evaluate designation of potential resources in the public right-of-way.

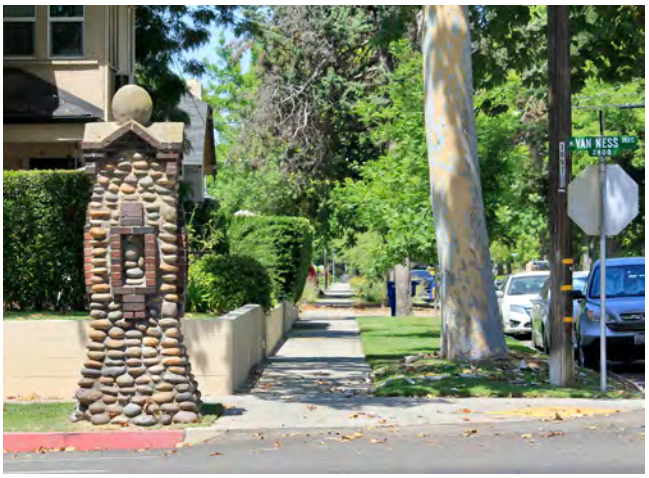
Using historic resource survey(s) and community engagement for guidance, identify and evaluate public realm design elements that may be eligible for historic designation. These elements should be researched for their historic significance and, if eligible, nominated for designation accordingly. Elements located in the Tower District that have been discussed as potential resources include but are not limited to the following:

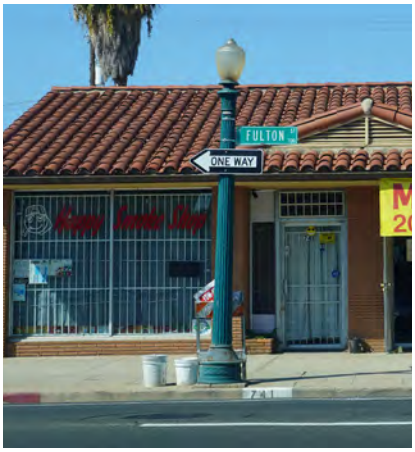
- Historic hitching posts
- Van Ness Avenue "pineapple" streetlights
- Historic signage
- Sidewalk WPA stamps
- Stone gateway features on Palm and Van Ness

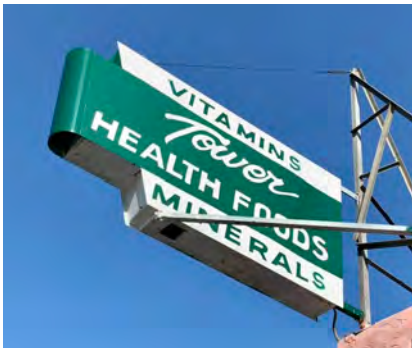
CHP 1.8 Highlight assets important to community identity

Buildings, structures, objects, and sites that are not eligible for listing or designation as historic resources may still contribute to the character and identity of the community. These can include:

- Buildings that house or once housed long-term local businesses or institutions.
- Neighborhood-serving commercial nodes such as Weldon and







Some public realm design elements such as granite curbs, stone gateway features and “pineapple” street lights may be eligible for historic designation. Street signs and other features important to community identity should also be celebrated.

Echo avenues near Fresno High School, the intersection of Van Ness and Floradora (Van Ness Village), and Fulton Street (south of Olive).

- Street features such as streetlights, street signs, street trees, sidewalk parkways, and street medians not distinguished as historically significant.
- Recognize historic businesses and institutions which continue to operate in the district.

These and other features may be highlighted using signage, maps, online resources, walking tours or other means..

CHP 1.9 Elevate the visibility of historic elements in the Tower District.

Actively promote historic resources in the Tower District through walking tours, brochures, online resources, interpretive signage, plaques and displays. Use the District's rich history as a draw for economic activity, including historic tourism, and community enjoyment.

CHP 1.10 Heritage Trust and Historic Preservation Fund.

Study the creation of a City of Fresno Heritage Trust and Historic Preservation Fund to support acquisition, rehabilitation, and maintenance of historic resources. Evaluate the feasibility of a right-of-first refusal program for the Trust to acquire historic properties.

CHP 1.11 Historic museum

Support the establishment of a museum in the Tower District, representing the Tower District, using a historic building or other building as an interactive place of learning.

CHP 2: MAINTAIN AND ENHANCE NEIGHBORHOOD CHARACTER-DEFINING ELEMENTS.

CHP 2.1 Provide historic preservation information, training and accountability.

Provide information and training to help community members, new

buyers, real estate professionals, government officials, staff, and other stakeholders to better understand the benefits, responsibilities, and potential difficulties of owning and managing historic properties. Work to preserve historic properties that have fallen into disrepair due to the neglect of their owners. Information readily available and helpful to community members should include the following:

- Basics regarding historic context, significance, integrity, and eligibility for historic listing on both local and national registers.
- Processes and requirements for nomination and designation of historic resources.
- Conformance with existing preservation standards and guidelines.
- Available preservation incentives including Mills Act contracts, use of the California Historic Building Code, and technical assistance.
- Environmental benefits of reusing existing materials and infrastructure.
- Potential economic benefits of preservation, by creating new opportunities for education, cultural activities, and a recognizable destination.
- Education to City leaders, community members, real estate professionals and other stakeholders on the value of historic preservation.

CHP 2.2 Protect and maintain existing character-defining streetscape elements.

Provide protection and maintenance, including replacement when necessary, of existing character-defining streetscape elements such as streetlights, tree lawns, and street trees in addition to elements as referenced in CHP 1.5. Consider reinstallation of elements that have been removed such as granite curbs, "pineapple" streetlights and other features.

CHP 2.3 Accessory Dwelling Units (ADUs) in historic properties

Work with the Historic Preservation Commission and the Tower Design Review Committee to create ADU design standards to maintain ADU compatibility within historic districts.

CHP 2.4 Affordable housing

Work with affordable housing developers to promote acquiring historic and/or vacant buildings for the creation of affordable, multifamily housing through appropriate modernization and adaptive reuse.

CHP 3: USE ZONING AND DESIGN STANDARDS AND GUIDELINES TO SUPPORT CONSERVATION OF HISTORIC NEIGHBORHOOD CHARACTER.

CHP 3.1 Refine design standards and guidelines.

Update the 2005 Tower District Specific Plan Design Guidelines and upgrade to standards as feasible, in order to conserve neighborhood character. Recognize that California law has eliminated discretionary authority over the review of qualifying multifamily housing and residential solar projects and that, in such instances, objective standards are needed to maintain compatibility.

CHP 3.2 Pedestrian-oriented commercial development.

Prohibit development of suburban-style, strip commercial uses. Establish development standards and guidelines that support the creation of new and maintenance of existing pedestrian-oriented storefronts, by regulating ground-level use, entry, and window patterns.

CHP 3.3 Encourage the rehabilitation and adaptive reuse of historic buildings.

Continue to establish streamlined approval processes, clear standards, guidance, and example plans for the reuse of historic buildings to allow alterations that maintain the building's historic significance and integrity. Standards should address typical reuse strategies such as additions to historic buildings, adaptive reuse of historic buildings for new uses, conversion of historic single-family properties for multi-family use, and the construction of ADUs. These standards can be tailored to specific property types within the Tower District.

CHP 3.4 Continue to pursue Code Enforcement to ensure historic resources are adequately maintained.

CHP 4: COORDINATE PLANS AND PROGRAMS OF THE TOWER DISTRICT AND DOWNTOWN FRESNO TO EMPHASIZE THE HISTORIC CONNECTION.

CHP 4.1 Connection to Downtown.

In all facets of development including streetscape, land-use and urban form, reinforce the historic relationship between Fulton and Van Ness Corridor and Downtown, through building form, street design, and signage.

Health and Equity Effects

The Tower District can maintain its distinct character and foster an inclusive, livable environment by prioritizing historic resource preservation, adaptive reuse, and the maintenance of key streetscape elements. Here, we evaluate the effect of these policies on health and equity. For a detailed breakdown of policy-specific impacts, refer to Appendix B, which provides a matrix evaluating each circulation policy across key health and equity indicators.

HOUSING STABILITY

Housing stability impacts are mixed, with some policies helping to maintain affordability while others may introduce constraints. **CHP 2.4: Affordable Housing** promotes the adaptive reuse of historic structures for multifamily housing, helping to maintain affordability without requiring large-scale new construction. **CHP 3.3: Adaptive reuse of historic buildings** preserves existing housing stock and facilitates some new housing units, it may also limit the potential for higher-density new housing, which could alleviate the district's affordability challenges. **CHP 1.4: Revive designation efforts for historic districts** could contribute to rising housing costs if stricter preservation requirements increase maintenance expenses for property owners, ultimately placing a greater financial burden on renters and lower-income households.

ENVIRONMENTAL COMFORT

Environmental comfort is positively affected by some policies that protect existing tree-lined streets and neighborhood-scale development patterns. **CHP 1.3: Conduct new historic resource survey** and **CHP 2.2: Protect and maintain existing character-defining streetscape elements** support the retention of urban greenery, which contributes to localized cooling effects and mitigates excessive heat from hardscaped surfaces. Policies that might limit redevelopment, such as **CHP 1.4: Revive designation efforts for previously proposed historic districts**, may inadvertently restrict opportunities for adding tree canopies or implementing modern green infrastructure improvements that could enhance climate resilience.

ACTIVE LIFESTYLE

The promotion of active lifestyle is generally neutral, as these policies focus on preservation rather than explicitly enhancing recreational infrastructure or pedestrian mobility. While **CHP 2.2: Protect and maintain existing character-defining streetscape elements** ensures that sidewalks and pedestrian-oriented environments remain intact, it does not introduce new opportunities for physical activity or expand non-motorized transportation infrastructure.

AIR QUALITY

Air quality benefits are largely neutral, though some policies, such as **CHP 1.2: Protect the Tower District's cultural history and resources** and **CHP 3.3: Encourage the rehabilitation and adaptive reuse of historic buildings**, could provide positive impacts minimizing emissions associated with new construction. Additionally, **CHP 3.1: Refine design standards and guidelines** could lead to improved air quality by modernizing building standards to enhance indoor air quality and energy efficiency.

ACCESS TO JOBS

Access to jobs is positively impacted by policies that support the reuse of historic commercial spaces and encourage small business retention within preserved structures. **CHP 3.3: Adaptive reuse of historic buildings** supports economic activity by maintaining affordable commercial space for businesses and preventing the displacement of long-standing local employers. **CHP 4.1: Connection to Downtown** enhances job accessibility by improving integration between the Tower District and Fresno's broader employment centers.

ACCESS TO FOOD

Access to food remains neutral across most historic preservation policies. However, policies that support affordable housing in historic structures, such as **CHP 2.4: Affordable Housing**, may help low-income residents stay within walkable distances of food sources.

03

LAND USE

LAND USE

3.1 Role of Land Use Planning

Land use planning establishes standards for types, uses and activities, as well as their relative intensity and density, in the context of a community's values and needs. Land use policies and regulations are used to avoid potential conflicts and provide community benefits. They provide a valuable tool for addressing a wide range of social, economic, and environmental challenges.

Land use intersects with all other aspects of the urban environment, from transportation to housing, economic development, infrastructure, and urban design.

In this Specific Plan, the land use map and objectives and policies help achieve the community's desired character, diverse and affordable housing, commercial activity, industrial employment and compatibility, recreation and education and economic development and feasibility.

The Existing General Plan land use designations are shown on Figure 3.1. This is followed by Table 3.1, which summarizes the district by acres and percent in each land use designation, under the existing General Plan and with the land use designations proposed in the Tower District Specific Plan Update. Figure 3.2 highlights proposed areas of land use change, and Figure 3.3 shows the Tower District's planned land use diagram.

3.2 Local Setting

Land use patterns in the Tower District are typical of American streetcar suburbs. Residents would walk to streetcar stops on foot, so residential growth was compact. Because residents converged at stops along the streetcar line, commercial development coalesced in those locations and formed Tower District's commercial corridors along Fulton, Olive, Belmont, Wishon, and Blackstone. Some of the buildings with commercial uses were accompanied by upstairs apartments that provided workforce housing.

Single-family residential uses comprise over half of the District's land area. Detached single-family homes are situated on lots that are typically 5,000 to 8,000 square feet -- about 5 to 8 dwelling units per net acre. In the Tower District, most residential neighborhoods have houses and multifamily buildings whose principal entrances and porches face the street. Some commercial streets retain their original pattern, with storefronts along the edge of public sidewalks.

Health and Equity Considerations

- **Housing Affordability and Displacement:** Long term residents are potentially vulnerable to displacement if Tower District becomes a more desirable place to live. Balancing new development with affordability protections is important.
- **Commercial Vitality:** Some neighborhood-serving retail corridors have experienced disinvestment, leading to vacant storefronts and reduced economic opportunities for small businesses and workers. Greater vibrancy could create additional economic opportunities.
- **Air Quality Concerns:** Proximity to major roadways like Blackstone Avenue and Highway 180 and truck traffic from industrial land uses exposes residents to air pollution, affecting public health and quality of life.
- **Access to Food:** Some areas lack grocery stores and fresh food options, making it more difficult for residents to access healthy food within walking or transit distance.

The walkability that accompanied this period of streetcar suburb development has left a legacy of livability that is enjoyed today.

Over time, many parcels with pedestrian-oriented commercial uses were redeveloped to make way for auto-oriented commercial developments that put parking lots near the street and position building entrances to face the parking lots. Parking lots generally comprise more than half of auto-oriented sites, which results in lower development intensity than pedestrian-oriented commercial.

Pedestrian oriented commercial use invites people to populate and activate the street and creates a sense of place.

Auto-oriented commercial use does little to encourage people to spend time in a place and therefore does not foster active community spaces.

Public uses also serve the area. Fresno High School stands near the geographic center of the planning area. Fresno City College occupies a large site east of the high school. The Tower District also has four public elementary schools: Susan B. Anthony, Hamilton, Heaton, Muir, and Dailey Charter School.

The District has a few parks and recreation sites. They include Ted C. Wills Community Center, San Pablo Park, and Trolley Park. The Tower District is also served by parks outside of the District's boundaries, with Roeding Regional Park to the west and Lafayette Park to the east. The Parks Master Plan identifies the District as lacking in adequate park land. (see Chapter 5, Parks and Public Facilities).

The Tower District also contains a cluster of light industrial uses along the southwest edge of the planning area adjacent to the UP Railroad. Some of the industrial uses are accompanied by railroad siding tracks showing the historic importance of railroad accessibility.

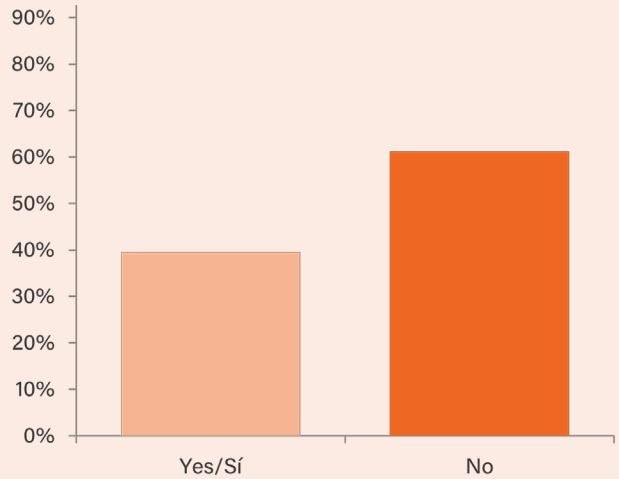
What We Heard

Community character was considered important by over 650 respondents to a 2023 survey:

73% of respondents saw the need to create an environment that promotes health and well-being.

58% saw the need to create more mixed-use development along "main streets."

DO YOU THINK THERE IS ACCESS TO AFFORDABLE HOUSING IN THE TOWER DISTRICT?



About **75%** respondents regularly travel outside of the area for **services** (medical, dental, auto service, childcare, postal services, education and for **healthy food** options.

TOP COMMUNITY PRIORITIES FOR HOUSING AND BUSINESSES

- Grocery store/ healthy food access
- Public restrooms
- Non-bar late night gathering spots
- Focus on local businesses
- Affordable housing/ housing programs for new homeowners
- Limit investment purchases of homes/ require buyers to live in their homes
- Less smoke shops and liquor stores
- Streamline permitting to encourage small business
- More high density and mid density housing

3.3 Community Character

A principal challenge for the Tower District is how to retain its character, while promoting new investment. New development along commercial corridors can present favorable opportunities to strengthen those streets' economic health and vitality, and reinforce nodes where activity is concentrated. Reinforcing community character in new development is reliant on the design and arrangement of the buildings, espeically by fronting building entrances and windows on public streets. "Missing Middle Housing" can maintain the scale of the district, while increasing housing supply and affordability. Missing Middle Housing describes multi-family housing types that are comparable in scale with larger single-family homes. Varieties include duplexes, triplexes, fourplexes, courtyard apartments, bungalow courts, townhouses, multiplexes, and live/work units. The following sections summarize this Plan's intentions for land use in the Tower District and relate to Figure 3-2: Planned Land Use and Proposed Changes and Figure 3-4: Planned Overlay Districts.

Community oriented commercial development and "missing middle" housing in Tower District--two strategies that activate the public realm.

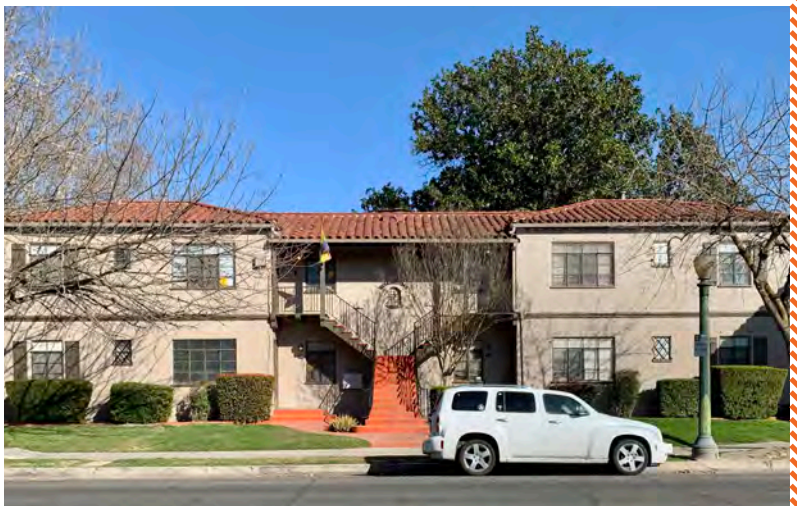


FIGURE 3.1 | Existing General Plan Planned Land Use

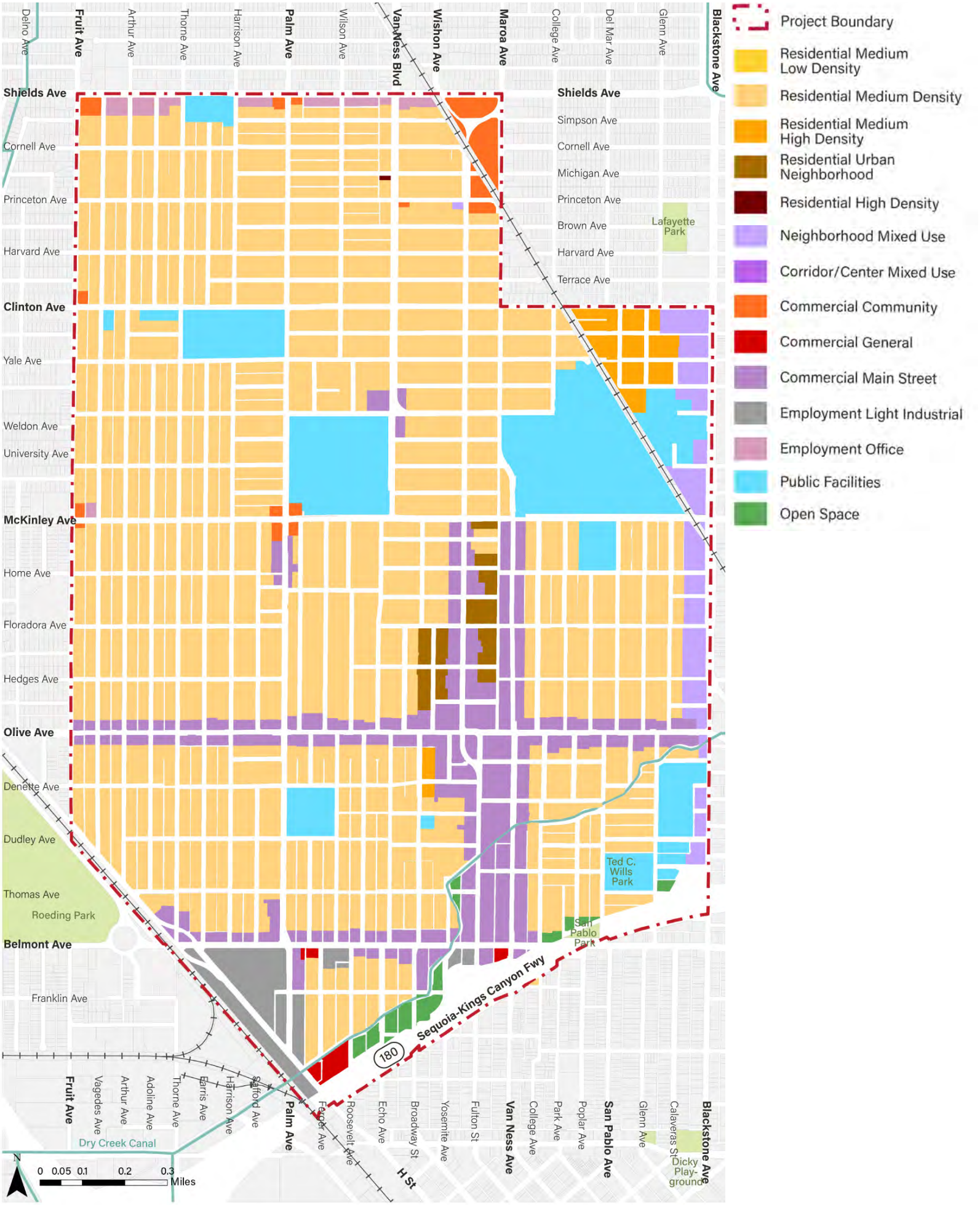


TABLE 3.1 | Acreage by Land Use Designation

Land Use	Existing General Plan Planned Land Use Acreage (Percent of Total)	Specific Plan Planned Land Use Acreage (Percent of Total)	Change in area (Percent change)
Residential Medium Low Density	- (0%)	53.8 acres (4.1%)	53.8 (4.1%)
Residential Medium Density	878 acres (67%)	818 acres (63%)	-59.9 (-4.6%)
Residential Medium High Density	19.4 acres (1.5%)	24.7 acres (1.9%)	5.30 (0.4%)
Residential Urban Neighborhood	14.6 acres (1.1%)	17.0 acres (1.3%)	2.32 (0.2%)
Residential High Density	0.17 acres (0%)	0.17 acres (0%)	0 (0%)
Neighborhood Mixed Use	33.4 acres (2.6%)	38.9 acres (3.0%)	5.51 (0.4%)
Corridor/Center Mixed Use	- (0%)	15.8 acres (1.2%)	15.8 (1.2%)
Commercial Community	15.7 acres (1.2%)	1.47 acres (0.1%)	-14.3 (-1.1%)
Commercial General	3.69 acres (0.3%)	2.58 acres (0.2%)	-1.12 (-0.1%)
Commercial Main Street	131 acres (10%)	131 acres (10.1%)	0.37 (0%)
Employment Light Industrial	27.3 acres (2.1%)	27.3 acres (2.1%)	0 (0%)
Employment Office	9.10 acres (0.7%)	0.53 acres (0%)	-8.58 (-0.7%)
Public Facilities	165 acres (13%)	165 acres (13%)	0 (0%)
Open Space	8.98 acres (0.7%)	9.83 acres (0.8%)	0.85 (0.1%)
TOTAL	**1,305.7 acres (100%)**	**1,305.7 acres (100%)**	**0 (0%)**

FIGURE 3.2 | Specific Plan Planned Land Use with Proposed Changes Highlighted

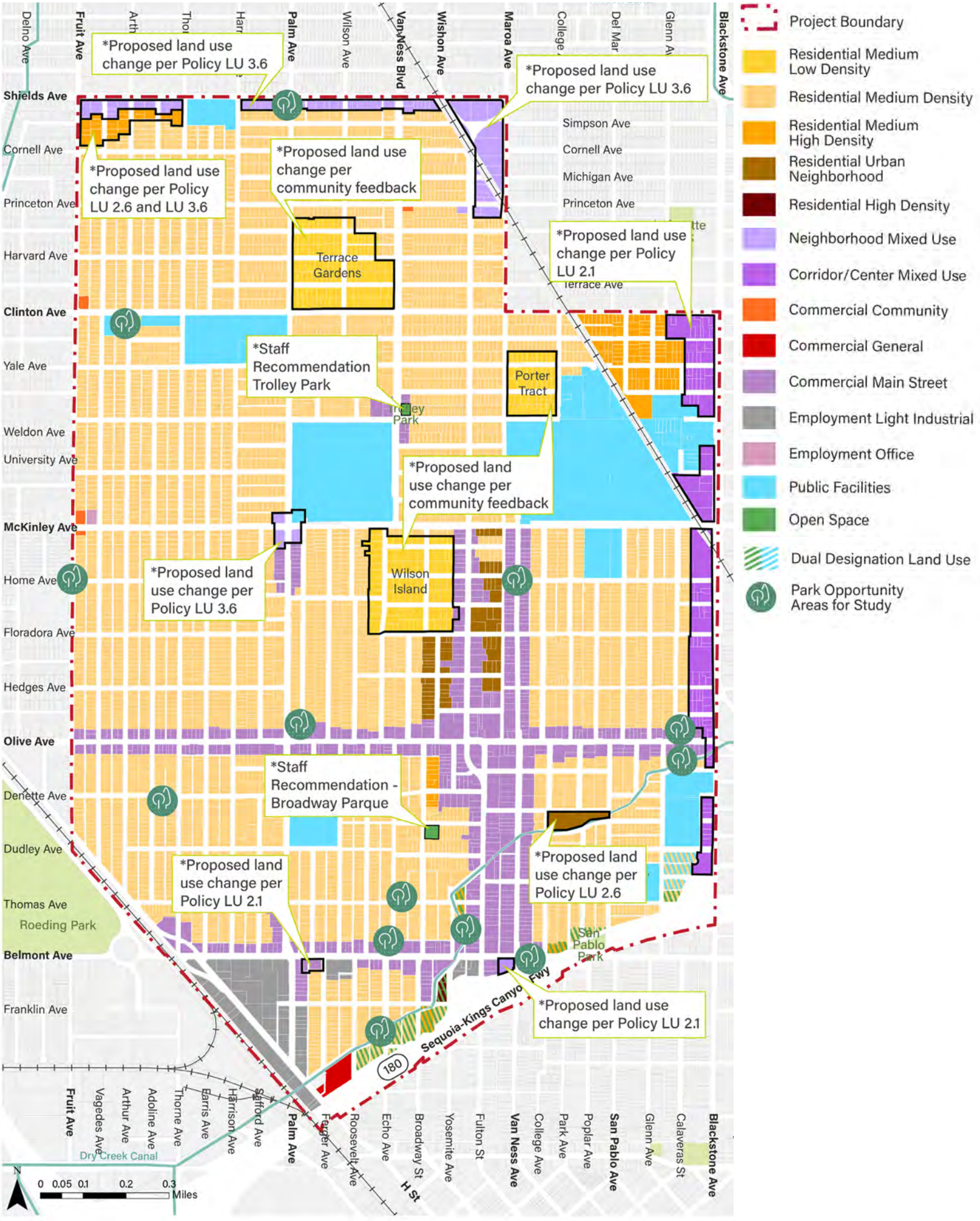


FIGURE 3.3 | Specific Plan Planned Land Use

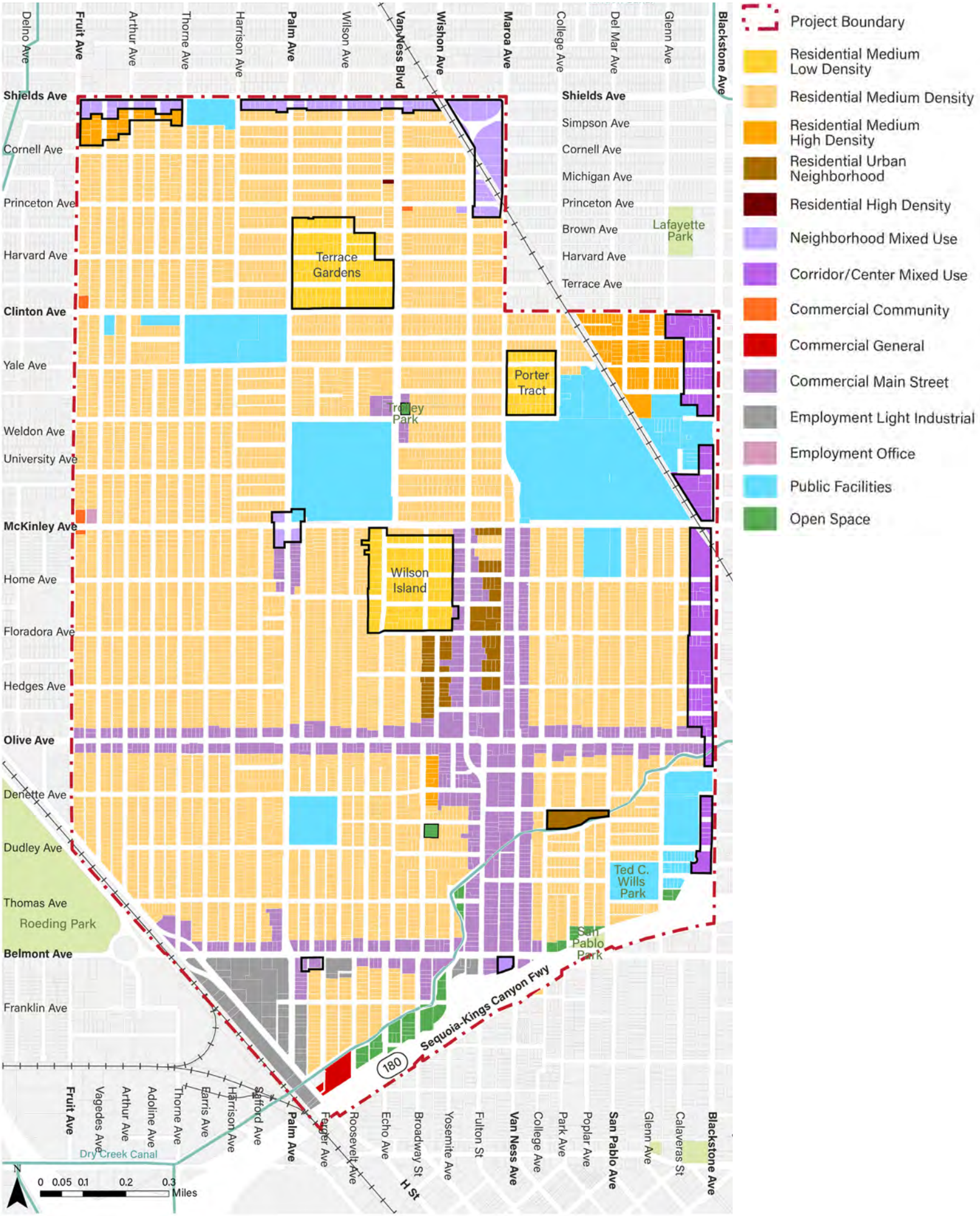
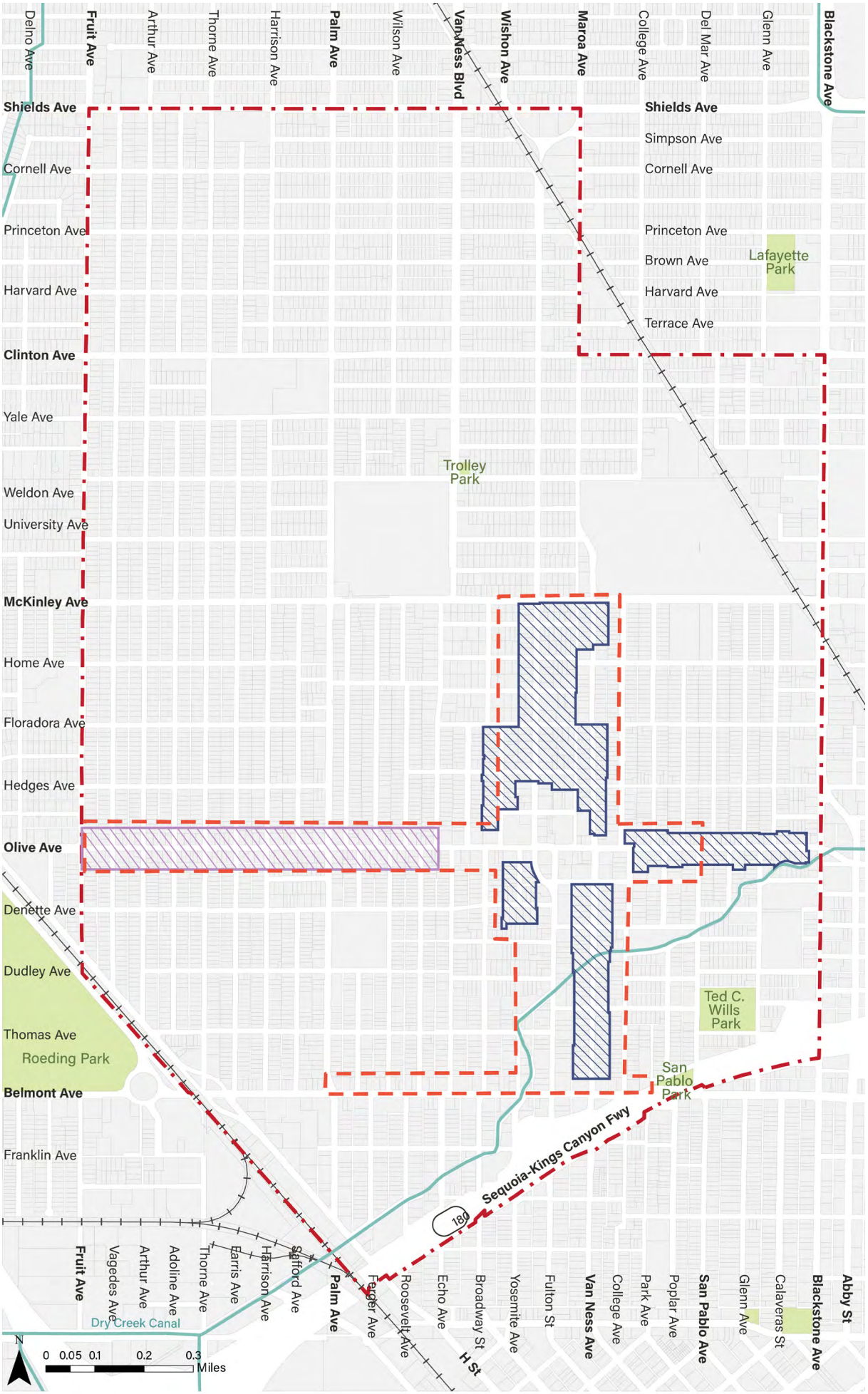


FIGURE 3.4 | Planned Overlay Districts



Project Boundary

Entertainment District Overlay

The Tower Entertainment (TE) Overlay District is intended to support a variety of entertainment businesses in the Tower District and ensure that the commercial uses integrate well with the surrounding residential areas.

Apartment House Overlay - Existing

Apartment House Overlay - Proposed

The Apartment House (AH) Overlay District is intended to preserve and enhance the pattern of pedestrian-oriented small-footprint apartment houses, grand homes, and small commercial buildings that exist in some pre-World War II neighborhoods.

3.4 Diverse and Affordable Housing

Housing addresses the human need for shelter and is foundational to more livable neighborhoods. Household needs and preferences vary, as do wealth and income – highlighting the need for a diversity of housing options. Affordable housing addresses challenges that arise when existing housing is in limited supply relative to demand, and costs of developing new housing are high. As illustrated in Figure 3.5: Low Income Housing Burden, many Tower District households face significant affordability challenges that impact overall housing stability.

In response, the predominance of single-family housing in the Tower District may need to be balanced with the creation of more multi-family dwelling units and "Missing Middle Housing" - although in relation to other neighborhoods, Tower has a larger mix of housing types and Missing Middle Housing.

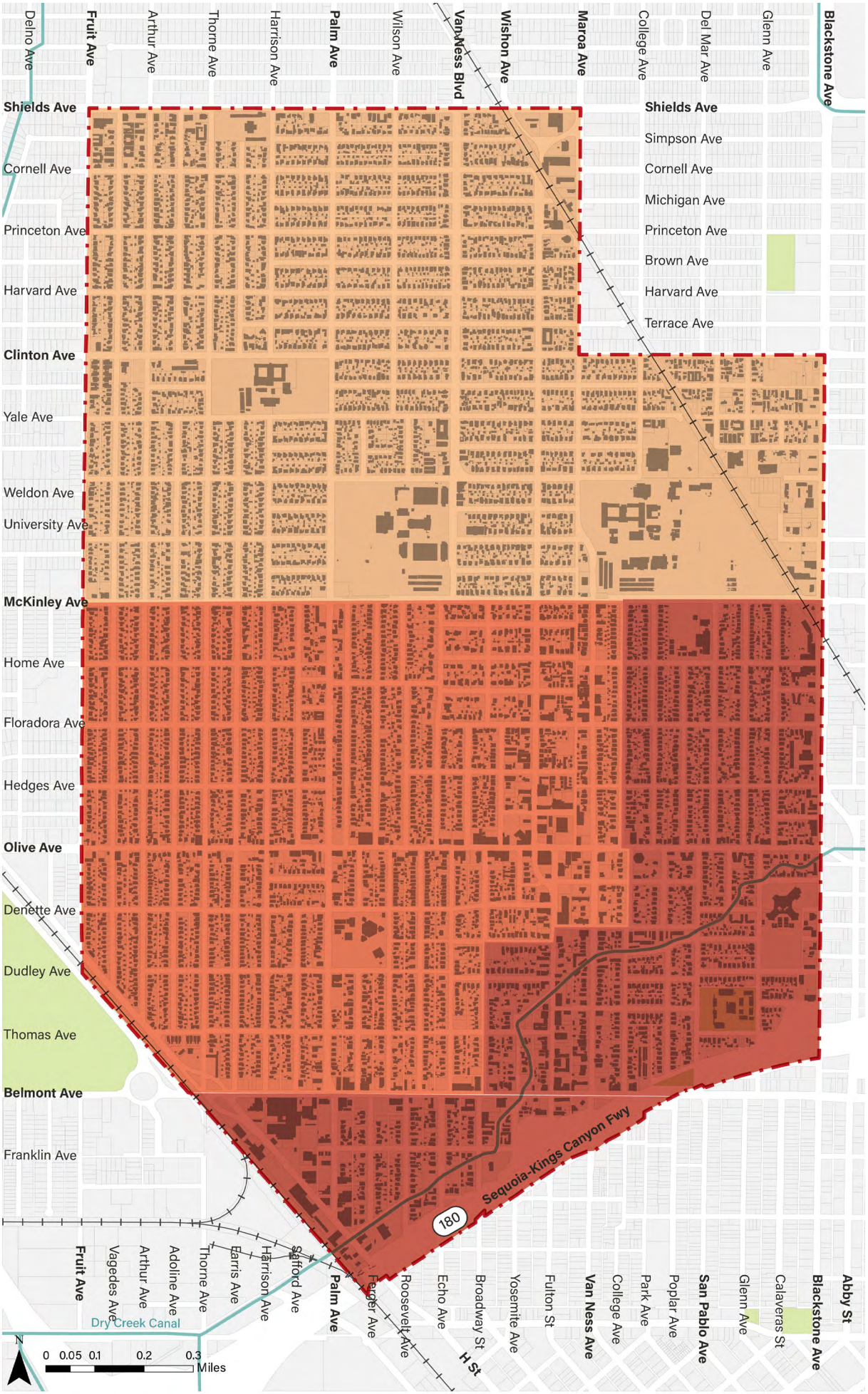
Newer modes of housing, like modular housing and tiny homes, can increase both the variety of available housing and density. Although the Specific Plan cannot directly impact housing affordability, providing a variety of land use types can set the stage for a variety of types and affordable housing.

Housing at higher densities is more affordable by design, and is also important in that it provides patrons who support the local shops and services that residents can walk to. Housing also activates communities with around-the-clock presence. Many buildings in Tower were constructed in the 1920s and 1930s and, due to age and other factors, housing conditions vary throughout the District.

Housing affordability in Tower is especially important for the LGBTQ+ community, who face higher barriers to housing generally, and for whom the District has long been one of the safer areas to live.

Diverse multi-family housing options in Tower District.

FIGURE 3.5 | Low Income Housing Burden

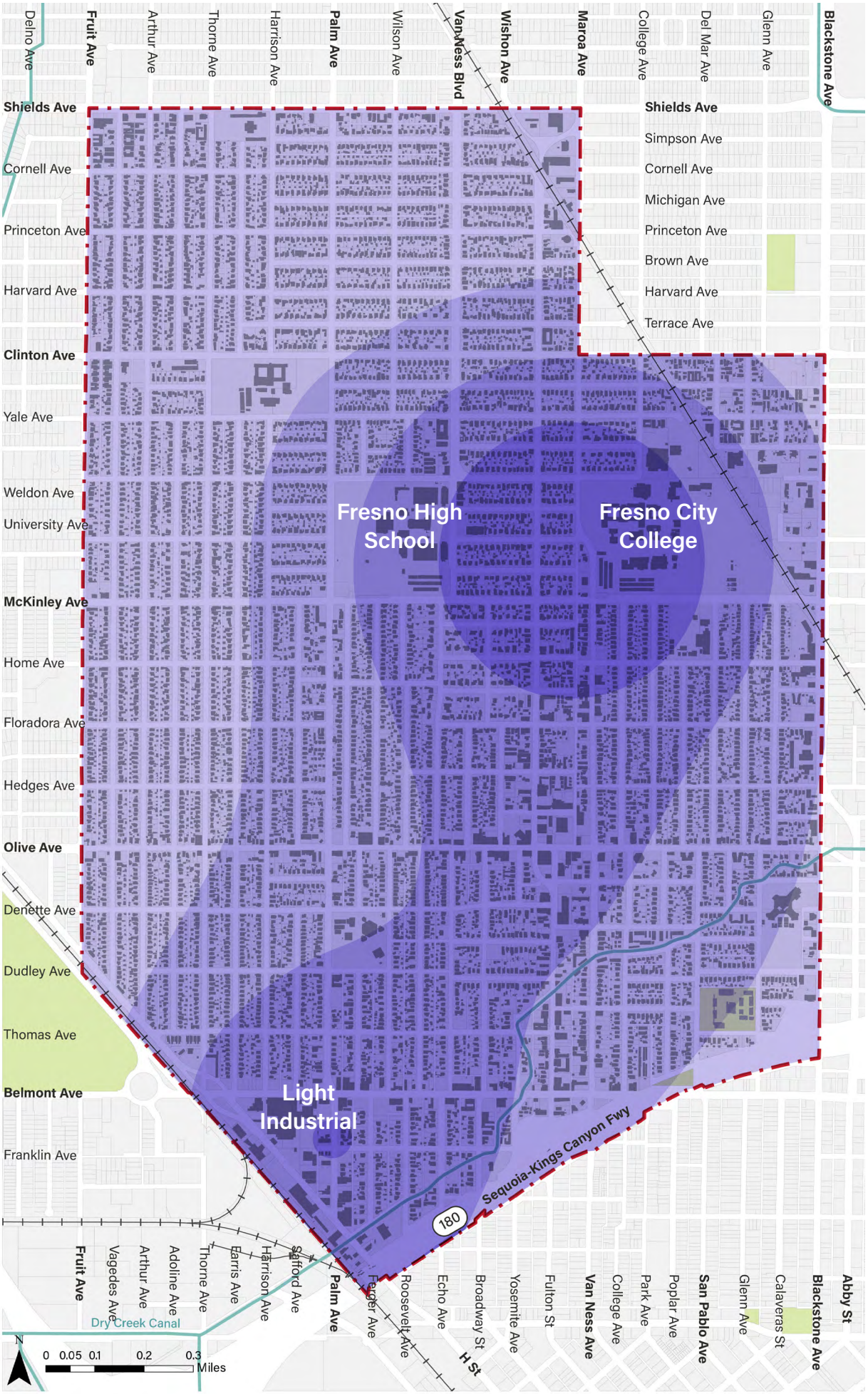


Percent of households in a census tract that are both low income (<80% of the county's median family income) and severely burdened by housing costs (paying >50% of their income for housing costs).

Years 2013-2017

Source: CalEnviroScreen 4.0

FIGURE 3.6 | Access to Jobs



Source: LEHD Origin-Destination

Source: Bureau of Labor

Mardi Gras parade along Olive Avenue

Van Ness Village small businesses

3.5 Commercial Activity

Tower District's merchants, restauranteurs, and cultural venues are integral to community life. Most are small business entrepreneurs who attract patrons for the goods and services provided, but also because they help create a positive sidewalk experience. The availability of local commercial destinations makes the District more walkable and pleasurable, and contributes to the District's sense of place.

Businesses benefit from having continuous storefronts along the District's "main streets." The Specific Plan's Commercial Main Street (CMS) land use and zoning designation requires ground-floor commercial uses in the heart of Tower District's commercial nodes, while the AH (Apartment House) Overlay zoning designation allows multifamily development without ground-floor commercial in locations where greater flexibility is needed.

At the same time, Tower merchants and residents would benefit from business attraction programs, (e.g. sidewalk cleaning and shared marketing) and physical improvements (e.g. enhanced streetscapes and wayfinding signage). Local residential growth helps to support business attraction as well, by adding to the pool of patrons from which businesses can draw.

Access to jobs in the Tower District is most concentrated around the intersection of Olive and Wishon Avenues, Fresno High, Fresno City College, and a smaller concentration in the light industrial area in the southwest (Figure 3.6). There is less access to jobs on the eastern and western edges of the Tower.

The heart of Tower is in its lively entertainment district, centered along Olive Avenue near Wishon, where the Tower Theatre stands. The 761-seat theater hosts film screenings, concerts, and community events.

The entertainment district around it offers restaurants, bars, nightclubs, and specialty shops like art galleries and vintage clothing stores. Several events bring the community together in celebration and attract visitors, including the Rogue Festival, the Fresno Film Festival, Porch Fest, Lit Hop, and the annual Pride and Mardi Gras parades.

Events, and the entertainment district's businesses, create a lively atmosphere are community assets. However, these elements sometimes conflict with the adjacent residential neighborhoods. Because the district contains late-night uses (bars, nightclubs, etc.), some residents living in or near the entertainment district can experience noise and disruption. For varying reasons, noise and disruption of this sort are difficult to regulate and enforce. Residents, visitors, and businesses in the entertainment district may benefit from other types of businesses coming to the area. A Tower Entertainment District will be created to address these issues, including noise mitigation considerations. A text amendment to the Development Code will be proposed to formally establish this new district.

3.6 Industrial Employment and Compatibility

The Tower District's light industrial uses are clustered near the southwest boundary of the planning area. Many have been in the neighborhood for decades including Producers Dairy which was established in 1932. Producers Dairy, La Tapatia Tortilleria, and other industrial businesses are important to Fresno's economy and provide centrally-located jobs for Fresno residents, including many who live in the District – reinforcing a primary objective of the health and equity framework to provide access to jobs. These light industrial uses also

View of industrial uses from Palm Avenue in the south of the District

Aerial view of industrial cluster in southwest corner of plan area

bring traffic, noise, and air quality issues that are detrimental to health and quality of life in adjacent neighborhoods. Specific Plan policies seek to support business success while strenthening buffering for residential areas.

3.7 Recreation and Education

Parks and schools play a vital role in the community. These land uses are addressed in Chapter 5, Parks and Public Facilities.

3.8 Development Opportunities and Feasibility

Retention of housing, as well as employment and population growth will provide for the Tower District's continued vitality and help support its local shops, restaurants, and services. Underutilized sites, which tend to be concentrated along the District's commercial corridors, are prime candidates for investment and reinvestment. Enlarging existing buildings through adaptive re-use is an approach that allows development while reusing existing structures. Underutilized sites have buildings that are in poor condition or have low economic value. An indicator of low economic value is when the assessed value of a building is low relative to the land on which it sits. This could be remedied by enlarging existing buildings on these sites through adaptive re-use and expansion.

While there are many benefits, attracting new development can be difficult, often inhibited by the high cost of labor and materials and the relatively lower value of land. Consequently, the financial feasibility of development projects - whether housing, commercial, or mixed use – deserves consideration as land use policy and development standards and guidelines are crafted. Standards that influence development feasibility include density, floor area ratio, building height, on-site parking, on-site open space, and objective review procedures. To stimulate the production of affordable housing, California law addresses these factors by granting density bonuses for affordable housing, eliminating minimum parking requirements near high-quality transit, and mandating streamlined review of development applications.

Development feasibility is also influenced by site characteristics, such as location, lot size, street access, and land use adjacencies. To understand how these site characteristics might influence development in the context of the Tower District, this Specific Plan analyzed infill development scenarios on representative sites. This "test fit" exercise also served to illustrate anticipated building types and community input

on the character of potential infill development.

Several plausible mixed-use and multi-family building types were considered, which along with streets and open spaces, are the building blocks of communities. These building types represent common ways to approach housing architecturally, and consider elements such as physical form, building entry and public-facing frontage, arrangement of on-site parking, and landscaped areas. Physical building form and on-site parking are principal determinants of density.

- Common building types were designed for five development opportunity sites to which design studies considered two different building types on each site as further described in Table 3.2. Figures 3.7 through 3.11 show one design study for each of the five sites. The amount of development estimated by the design studies was used to evaluate financial feasibility. The financial feasibility analysis discovered the following for new development in the Tower District:

- **Residential ownership products**, both for-sale townhomes and bungalow court prototypes, appear to be marginally-to-likely financially feasible, as achievable sales prices in the Tower District are high enough to offset the development costs.

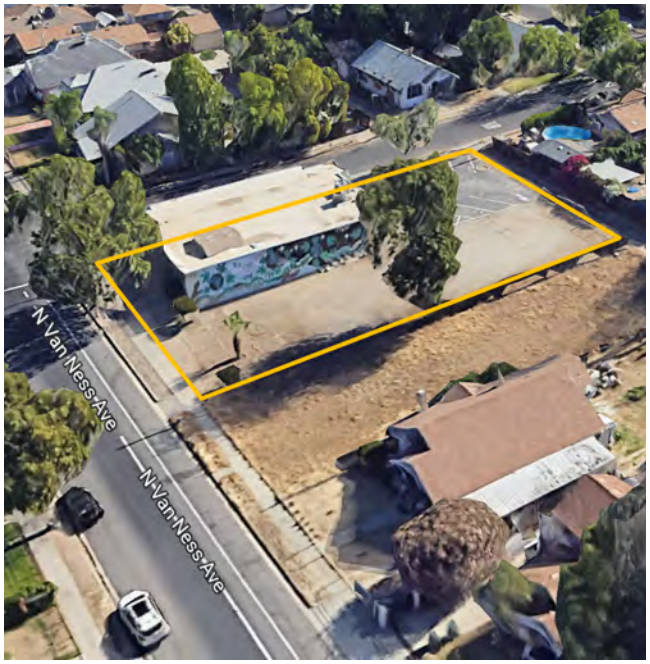
- **Multifamily rental products**, including 3-story walk-up apartments and 3- to 5-story podium apartments (where upper stories are constructed above a concrete podium for parking and street-facing storefronts), were estimated to be financially infeasible because construction and other development costs exceed what rental income would justify. As of 2024, walk-up and podium rental apartments would need significant financial subsidies to be developed. Multifamily rental products may become more financially feasible in the future, and are important to help achieve the objectives of this Plan.

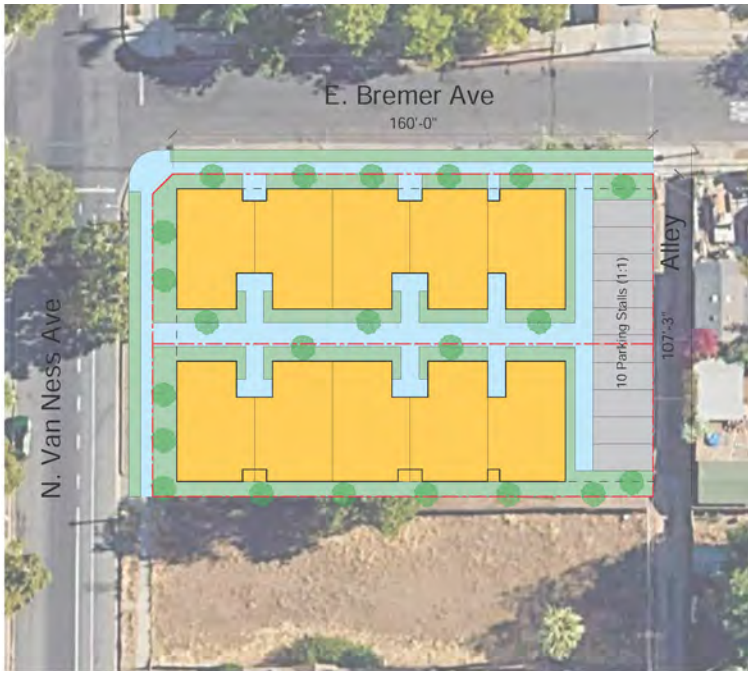
- **Neighborhood-serving retail** - both single use and mixed-use projects, appeared to be financially infeasible because retail rents are not sufficient to offset the high costs of construction. As of 2024, neighborhood-serving retail would require significant subsidy for it to be developed.

High construction costs are tied to California's larger economy, while local rent revenues are modest compared with other California regions. Consequently, the Plan considers ways to cut development costs for desirable forms of development, while maintaining development quality and community character.

The full Opportunity Site Feasibility Analysis memorandum is provided in Appendix D.

FIGURE 3.7 | Conceptual Development on Opportunity Sites
Townhomes and Bungalow Court Building Types





Ground Floor

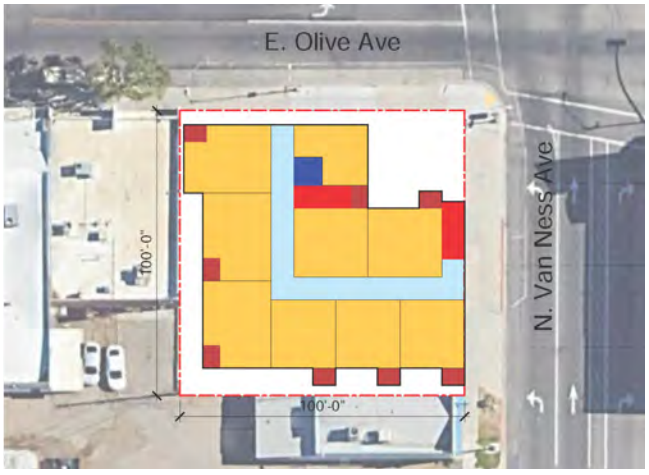
Townhouses and courtyard apartments were tested on a typical residential infill lot at the southeast corner of E. Bremer and N. Van Ness Avenues.

FIGURE 3.8 | Conceptual Development on Opportunity Sites
Commercial Shops (stand-alone & mixed-use) Building Type

3- and 4-story mixed-use buildings were tested on a typical commercial corridor site at the southwest corner of E. Olive and N. Van Ness Avenues.

Ground Floor

Second Floor



Third Floor

FIGURE 3.9 | Conceptual Development on Opportunity Sites
Commercial Shops (stand-alone & mixed-use) Building Type

Ground Floor

Horizontal and vertical mixed-use site concepts were tested for a typical large site on the west side of N. on Blackstone Avenue just south of Floradora Avenue.

Second Floor

FIGURE 3.10 | Conceptual Development on Opportunity Sites
Townhomes and Commercial Shops (stand-alone & mixed-use) Building Types

Different site plans were tested that would create commercial and residential opportunities as well as access to Dry Creek at the southeast corner of E. Belmont Avenue and N. Broadway Street.

Ground Floor

Second - Third Floor

FIGURE 3.11 | Conceptual Development on Opportunity Sites
Podium Mixed Use (20+, 4 stories)

Multiple concepts were tested for potential redevelopment of a large site in a "gateway" location at E. Shields and N. Wishon Avenues.

Ground Floor

Podium - Fourth Floor

TABLE 3.2 | Common Building Types Illustrative of Development on Opportunity Sites

	Building Type *(pedestrian-oriented)*	**Arrangement of Use** *(generalized)*	**Arrangement of Parking**	**Relative Density** *(du/ac)10*	**Financial Feasibility**
1	Duplex (2 units, 2 stories)	Attached or Stacked	Varies	15-20	Yes
2	Townhome (3+ units, 2 stories)	Attached Frontage faces Street or Paseo	Surface/Detached Garage/ Tuck Under Garage	20-25 25-30	Yes
3	Bungalow Court (6+ units, 2 stories)	Attached Frontage frames Courtyard	Surface/Detached Garage/ Tuck Under Garage	15-20 25-30	Yes
4	Small Multi-Plex (4-6 units, 2 stories)	Attached and Stacked "Big House" in Profile Frontage faces Street or Paseo	Surface/Detached Garage/ Tuck Under Garage	25-30 30-35	Not Studied
5	Garden Apartments (12+ units, 3 stories)	Attached and Stacked Frontage frames Paseo	Surface/Detached Garage/ Tuck Under Garage	20-25 30-35	Not Without Subsidy
6	Apartment Blocks (12+ units, 3 stories)	Attached and Stacked Frontage frames Paseo	Shared Parking Garage Structure	50-60	Not Without Subsidy
7	Podium Mixed Use (20+, 4 stories)	Attached and Stacked Over Concrete Parking Structure Frontage frames Paseo	Shared Parking Garage Structure	50-60	Not Without Subsidy
8	Commercial Shops (stand-alone & mixed-use)	Shops In Line, Facing Sidewalk	Behind, Below, To Side (with restrictions); or a Public Facility	N/A	Not Without Subsidy
9	Grocery Store	Small & Large Formats	Below, To Side	N/A	Not Studied

Higher density possible through dramatic reductions in on-site parking or small dwelling unit size.
The full Opportunity Site Feasibility Analysis memorandum is provided in Appendix D.

3.9 Objectives and Policies

LU 1 MAINTAIN AND ENHANCE CHARACTER-DEFINING ELEMENTS ASSOCIATED WITH THE TOWER DISTRICT AND ITS VARIOUS SUBDISTRICTS AND CORRIDORS.

LU 1.1 Require that new housing respects the character of existing housing stock.

Incorporate character-defining elements in development standards and guidelines such as using similar materials, cadence/modulation, fenestration and entry patterns, cornice lines, massing, roof form, building "build-to lines," or architectural features and motifs.

LU 1.2 Implement proactive code enforcement as violations occur, particularly as they relate to public safety and the condition of buildings and landscaping.

LU 2 RETAIN AND EXPAND THE EXISTING INVENTORY OF AFFORDABLE HOUSING IN THE TOWER DISTRICT TO ADDRESS DISPLACEMENT OF ITS RESIDENTS.

LU 2.1 Promote mixed-use development along commercial corridors.

Along the Tower District's corridors, promote mixed-use development such that ground level commercial uses front onto public streets and sidewalks, while residential uses are located above commercial uses ("vertical mixed use") and/or are located behind commercial uses ("horizontal mixed use"). Specifically, enable high-intensity development along Blackstone Avenue between Clinton and Bremer. Emphasize commercial frontage where commercial frontage now exists and at intersections, such as to create a major mixed-use node at Shields and Maroa. Allow ground-floor residential in locations that are not adjacent or nearly adjacent to existing commercial frontage.

LU 2.2 Enable development of well-designed Missing Middle Housing within single-family neighborhoods and other areas.

Allow and encourage small multiplex buildings with six or less units on infill sites where their massing can have a positive effect on "density

tolerant" sites that include street corners, along collector and arterial streets, adjacent to open space, and on larger properties where building mass can transition in scale to adjacent single-family homes.

LU 2.3 Discourage the redevelopment of existing residential uses for commercial-only development.

Where residential units are lost to commercial development, require that new units replace not less than the number of units lost, as referenced in the Housing Crisis Act of 2019.

LU 2.4 Support reinvestment in older building stock to support affordability and maintain neighborhood character.

Provide building rehabilitation programs and encourage community land trusts (CLTs) and/or forms of collective ownership.

LU 2.5 Encourage the application of citywide anti-displacement policies within the Tower District.

Continue to work with residents to understand displacement as it occurs and how it can be better addressed. Develop strategies to strengthen neighborhood stabilization policies, such as establishing a local resource center to facilitate access to tenant protection and buyer assistance programs.

LU 2.6 To be consistent with existing use, rezone existing legal non-conforming multi-family residential uses with property owner support to the density-appropriate zoning district.

Rezone property with legally non-conforming multifamily residential uses to zoning consistent with the existing use. Require prior review and comment by the Tower District Specific Plan Implementation Committee and the Tower District Design Committee.

LU 2.7 Provide resources and education to Tower District residents of programs available such as eviction protection and buyer assistance programs, as well as other resources the City may have available.

LU 3 ENCOURAGE APPROPRIATE MIXED-USE AND MULTIFAMILY DEVELOPMENT BY REDUCING OBSTACLES TO FEASIBILITY OF POTENTIAL DEVELOPMENT PROJECTS.

LU 3.1 Streamline residential project review through the adoption of objective development standards and environmental clearance as required by California law.

LU 3.2 To align with State Law, enact regulatory changes to reduce costs and risks associated with mixed-use and multifamily development, such as to reduce parking requirements where justified by TDM measures (see Chapter 6) and anticipated parking demand, and provide greater flexibility in addressing private open space requirements.

New developments will be required to comply with Fresno Municipal Code parking standards and applicable State law.

LU 3.3 Increase potential residential yields, such as by increasing allowable densities and building heights as appropriate.

Pursue increasing the allowable building height limits in the Commercial Main Street (CMS) and Neighborhood Mixed-Use (NMX) Zone to 45 feet to allow three-story mixed-use buildings with sufficient ceiling height for ground-floor retail feasibility.

Consider the height of landmark structures (i.e. Tower Theatre) and incorporate transitional height requirements adjacent to those structures.

LU 3.4 Emphasize placemaking in Tower District.

Emphasize placemaking through development to make the Tower District a desirable place to live and invest in, such as to provide a mix of local commercial and cultural destinations, street-facing architecture, and character-defining elements that emulate the District's historic character. Also encourage public interventions that result in more pedestrian-friendly streets (see Chapter 5) and easy access to parks (see Chapter 4).

LU 3.5 Actively increase the affordable housing inventory in Tower District.

Continue to pursue potential funding sources for constructing affordable housing, such as government and philanthropic grants. As Citywide resources become available, create new programs to assist with development project financing, such as a revolving loan fund.

LU 3.6 Proactively identify underutilized parcels for affordable housing and mixed-use development where appropriate.

Evaluate underutilized parcels for the development of workforce and affordable housing, such as to encourage the creation of mixed-use nodes at the Shields/Maroa and Palm/McKinley intersections and replace low-intensity uses along Shields (between Fruit and Del Mar) with mixed use and multifamily development.

LU 4 MAINTAIN AND ENHANCE EXISTING AND PROMOTE NEW NEIGHBORHOOD-SERVING PEDESTRIAN-ORIENTED RETAIL SERVICE BUSINESSES WITHIN THE TOWER DISTRICT, WHICH IS CONSISTENT WITH HISTORIC PATTERNS OF DEVELOPMENT. MAKE COMMERCIAL AREAS SAFE, CONVENIENT AND WELCOMING FOCAL POINTS FOR NEIGHBORHOOD ACTIVITIES AND PUBLIC LIFE.

LU 4.1 Support small commercial businesses.

To support neighborhood promotion, remove barriers for neighborhood festivals and events, and encourage heritage tourism.

LU 4.2 Require commercial projects to place pedestrian-oriented storefronts along public sidewalks and restrict parking along public sidewalks.

Generally, locate surface parking behind street-facing buildings and allow larger stores midblock where they can face off-street parking.

LU 4.3 Do not allow auto-oriented uses, such as drive-through restaurants, in the Commercial Main Street zone district.

Develop standards to minimize the disruption to walkability in other zone districts, where they are conditionally allowed.

LU 4.4 Emphasize the creation of active frontage on Palm Avenue between McKinley Avenue and Olive Avenue.

Consider the addition of Accessory Dwelling Units (ADUs) frontage requirements along Palm Avenue to create an engaging street frontage through beautification efforts with property owner support.

LU 4.5 Use design standards and guidelines to promote safety for both daytime and nighttime (after dark) activities.

Use design standards and guidelines to require street-facing windows/entrances, wall-mounted lighting, and to avoid obstructions to provide greater visibility between activities for "natural surveillance."

LU 4.6 Encourage grocery stores that offer fresh produce and other healthy foods. Consider incentives such as streamlined permitting for Healthy Food Grocers.

LU 5 BALANCE NEIGHBORHOOD SERVING COMMERCIAL NEEDS AND QUALITY OF LIFE WITH THE CULTIVATION OF A SUCCESSFUL CULTURAL AND ENTERTAINMENT DISTRICT.

LU 5.1 Encourage restrooms that are available to the public, such as in public buildings and parking garages.

Require portable toilets at significant events.

LU 5.2 Utilize zoning standards to mitigate conflicts and potential noise impacts, and support business owners by providing clear sound mitigation guidelines and strategies to ensure code compliance.

Appropriate noise mitigation approaches will be proposed.

LU 5.3 Encourage increased police presence at night and during major events.

LU 5.4 Support future street vending programs that establish consistent procedures and appropriately incorporate street vendors into the Tower District neighborhood.

LU 5.5 Support the Tower Marketing Committee or other Business Improvement District (BID) or Public Business Improvement District (PBID) to support on-going commercial area marketing, organization of festivals and other events, enhanced landscape maintenance and sidewalk cleaning, graffiti abatement, and other beneficial programs.

LU 6 Ensure compatibility among light industrial and residential uses in the Tower District.

LU 6.1 Maintain industrial zoning for existing industrial uses, while striving to mitigate their negative effects on residential areas.

Mitigation strategies may include the following:

- Engage industrial business owners and nearby residents in dialogue regarding needs and impacts.
- Consider expanding the City's noticing system to increase transparency and civic participation.
- Consider ways to reduce and mitigate truck traffic on surrounding residential streets, as described in Chapter 4: Circulation.
- Explore regulatory strategies that would encourage light industrial uses to adopt improved technology to reduce neighborhood nuisances.
- Provide compatible transitions between light industrial and surrounding uses and consider limiting further expansion of light industrial zoning.

LU 6.2 Allow light industrial uses to have neighborhood-serving retail.

LU 6.3 Support the San Joaquin Valley Air Pollution Control District in monitoring emissions.

Regularly monitor the data collected by the California Air Resources Board (CARB) under the Community Air Monitoring Plan and Community Emissions Reduction Program for South Central Fresno which includes the South Tower neighborhood.

LU 6.4 Where applicable, require improvements to properties to be accompanied by streetscape improvements and neighborhood landscape buffering, in accordance with existing streetscape standards per the Department of Public Works. Also see Chapter 4. Circulation.

LU 7 RECOGNIZE THE UNIQUE STRENGTHS AND ADDRESS THE NEEDS OF TOWER DISTRICT'S SUBDISTRICTS AND CORRIDORS.

LU 7.1 Reinforce Fulton Street, Olive Avenue, and Van Ness Avenue as major corridors with commercial destinations that serve Tower District's Central Area and adjacent neighborhoods.

LU 7.2 Encourage land use intensification that takes advantage of Tower District's unique position within Central Fresno and convenient transit connections to Downtown along Fulton Street and Van Ness Avenue.

Van Ness Village

Health and Equity Effects

Land Use policies shape the long-term health and equity outcomes for Tower District residents by influencing housing affordability, environmental quality, economic opportunities, and access to essential services. For a detailed breakdown of policy-specific impacts, refer to Appendix B, which provides a matrix evaluating each land use policy across key health and equity indicators.

HOUSING STABILITY

Many policies focus on expanding affordable housing and preventing displacement, thereby having the potential to increase housing stability. Policies such as **LU 2.1: Promote mixed-use development along commercial corridors** and **LU 2.2: Enable development of well-designed "Missing Middle" Housing within single-family neighborhoods and other areas** encourage diverse housing options that can accommodate different income levels and household sizes. **LU 2.3: Discourage residential loss for commercial-only development** protects the district's existing housing stock, while **LU 2.5: Encourage citywide anti-displacement policies** strengthens protections against displacement for vulnerable residents. Additionally, **LU 3.3: Increase potential residential yields** allows for greater housing density, which can improve affordability by expanding supply, though its success depends on whether affordability provisions are included in new development.

ACCESS TO JOBS

Policies that encourage commercial development and employment opportunities can improve access to jobs. **LU 4.1: Support small commercial businesses** and **LU 5.5: Support Business Improvement Districts and festivals** strengthen the local economy by supporting small businesses and local entrepreneurship, creating jobs in retail, food service, and event-based industries. Similarly, **LU 7.1: Reinforce Fulton Street and Van Ness Avenue as major corridors** and **LU 7.2: Encourage land use intensification** enhance commercial corridors, leading to increased job opportunities. **LU 5.4: Support future street vending programs that establish consistent procedures and appropriately incorporate street vendors into the Tower District neighborhood** promotes economic inclusion by providing opportunities for informal businesses, particularly benefiting low-income and immigrant entrepreneurs. Without safeguards, commercial revitalization could contribute to rising rents, affecting affordability for small businesses and lower-income residents.

AIR QUALITY

Air quality is influenced by policies related to industrial land use, mitigation efforts, and green infrastructure. **LU 6.1: Maintain industrial zoning while mitigating negative effects** seeks to balance economic activity with residential livability by mitigating impacts. **LU 6.3: Support air pollution monitoring** is essential in tracking and managing emissions, particularly for low-income communities that have experienced disproportionate exposure to pollution. **LU 6.4: Where applicable, required improvements to properties to be accompanied by streetscape improvements and neighborhood landscape buffering** improves air quality by adding greenery and reducing the impact of vehicle emissions. Unless industrial activities transition to cleaner technologies, the long-term air quality burden may persist.

ENVIRONMENTAL COMFORT

Environmental comfort is influenced by policies related to green infrastructure, street greening, and increasing parkland. **LU 6.4: Where applicable, required improvements to properties to be accompanied by streetscape improvements and neighborhood landscape buffering** and **LU 4.2: Require pedestrian-oriented storefronts** improve environmental comfort by adding greenery and reducing the impact of vehicle emissions.

ACCESS TO FOOD

Access to food is supported through targeted policies that increase grocery store availability and improve connectivity. **LU 4.6: Encourage grocery stores that offer fresh produce and other healthy foods. Consider incentives such as streamlined permitting for Healthy Food Grocers** directly incentivizes health-focused food retail, while **LU 2.1: Promote mixed-use development along commercial corridors** indirectly supports food access by increasing demand for grocery stores in high-density areas. While these policies improve proximity to food retailers, they do not address food affordability or ensure that lower-income residents can access fresh and healthy options.

ACTIVE LIFESTYLE

The district's walkability, transit access, and active lifestyle opportunities are strengthened through land use strategies that prioritize pedestrian-friendly development. **LU 3.4: Emphasize placemaking in Tower District** fosters a more walkable and vibrant environment by supporting a mix of local businesses, cultural destinations, and active public spaces. **LU 7.2: Encourage land use intensification near transit** aligns growth with public transportation investments, improving access to jobs, services, and food without increasing car dependency. However, these improvements must be paired with affordability measures to prevent displacement near transit-rich areas.

04

PARKS AND PUBLIC FACILITIES

PARKS AND PUBLIC FACILITIES

4.1 Background

The Parks and Public Facilities chapter provides a framework for making decisions on how parks and public facilities can better address community needs today and in the future. It focuses on the location and extent of public open spaces, matching spaces to community needs, improving pedestrian and bicycle access, and leveraging co-benefits like ecological health and economic revitalization. This chapter also addresses additional public facilities, like trails, schools, and libraries.

Parks and public facilities support community life and contribute to the physical and psychological well-being of residents (particularly youth and families), workers, and visitors. Parks and public facilities can offer a range of activities and can be improved to provide things that community members need most, whether active recreation like playfields, passive recreation like lawns and picnic tables, event areas like small amphitheaters, and natural areas. When easy-to-access and inviting, parks and public facilities add value to the properties in their vicinity. They offer lifestyle choices and amenities that make urban neighborhoods more attractive and livable. Parks also make neighborhoods, cities, and regions more sustainable and resilient. They can also contribute to the ecological health of the watersheds to which they are connected.

Schools are valuable community assets that support human development, the economy and social health of communities. Outside of school hours, schools may serve as community centers and their schoolyards may be used for recreation. At present, Fresno Unified School District has a closed campus policy. In the past, the City of Fresno has had joint use agreements with Fresno Unified School District for the limited use of some school play grounds and pools by the public but these agreements are no longer in place. Like schools, public libraries provide more than one service and can also serve as community centers and support adult education.

4.2 Existing Parks and Park Needs

Tower District contains 6 acres of park land at three sites: Ted C. Wills Community Center, and San Pablo Park are both located near the southeast corner of the District; and Trolley Park at N. Van Ness Blvd and E. Weldon Avenue was recently completed. This translates to 0.36 park acres per resident, far below the City's standard of 3.0 acres per 1,000 residents for pocket, neighborhood and community parks. One new park is under development (Broadway Parque) which will add

Health and Equity Considerations

- **Limited Park Access:** The Tower District has a parkland deficit, providing just 0.36 acres per 1,000 residents, well below the City's target of 3 acres per 1,000 residents, limiting opportunities for recreation.
- **Unequal Distribution of Green Spaces:** Some areas, particularly the western part of Tower, have fewer parks within a 10 minute walk, leading to limited recreational opportunities for residents.
- **Urban Heat and Climate Resilience:** The lack of shade and green infrastructure exacerbates the urban heat island effect particularly in South Tower, increasing health risks for vulnerable populations, including seniors and low-income households.
- **Parks and Housing Balance:** Expanding parkland and enhancing open spaces must be considered alongside housing needs to avoid potential displacement or affordability challenges.

0.6 acres of park land to Tower District. Parks outside of the planning area that can be walked to include Lafayette Park to the east and Roeding Regional Park to the west. Roeding Park is separated from the District by the UP Railroad, which constrains pedestrian crossings and puts fewer homes within walking distance. Quigley Park is located approximately 0.5 miles north of the District.

Walking distance to parks is critical to their ease of use and integration within community life. One measure for this is the extent to which homes are within a 10-minute walking distance from parks using public streets and free from barriers such as fences, railroad tracks and freeways. Today, a large number of Tower District residents live more than a 10-minute walk of an existing park, as indicated in Figure 4.1, which points to a need for more park land and recreation amenities in the District.

Park programming considers the type of facilities that are offered at a given park and the activities they support. Play equipment for small children addresses a different programmatic need than playfields for organized sports, and Fresno Chaffee Zoo in Roeding Park serves a different need than the daily needs of Tower residents. Trees, lawns, and other greenery are another aspect of parks that support psychological well-being. In summary, park deficiencies in the Tower District include:

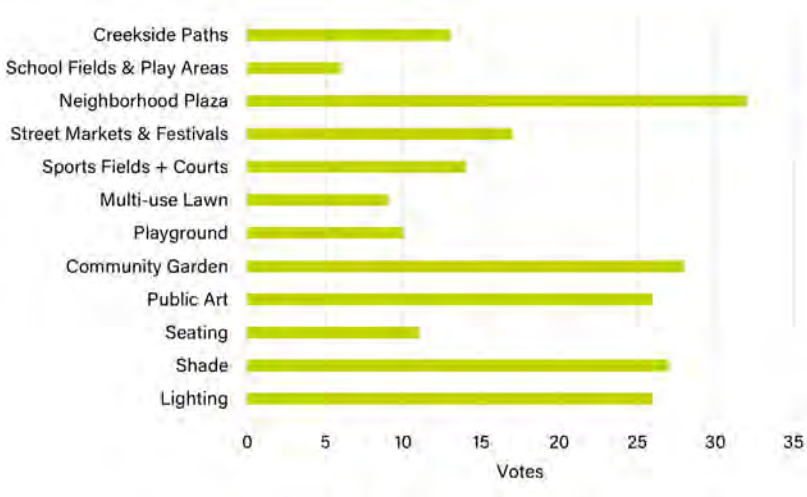
- unmet demand as the acreage of parks in the Tower District is just twelve percent of the City's standard, and one planned parks will not make up this deficit;
- underutilized park space, such as insufficient active recreation amenities in Ted C. Wills Park; and
- gaps in walkable access as most of the District is not within a 10-minute walk of a park.

FIGURE 4.1 | Existing and Planned Parks, Schools, and Park Walksheds

What We Heard

89% of all survey respondents believed that Tower District has insufficient green spaces and recreation.

WHAT PUBLIC SPACE ELEMENTS WOULD YOU LIKE TO SEE IN THE TOWER DISTRICT?



TOP COMMUNITY PRIORITIES FOR PARKS AND PUBLIC FACILITIES

- Access to green space
- Tower public library
- Community garden
- Playgrounds for kids
- Recreational opportunities at Ted C Wills
- Dog park
- Build Broadway Parque
- Open schools for evenings and weekend green spaces
- Parks/public space with native drought tolerant plants, public art
- Diverse street trees
- Sports courts

More parks, more parks, more parks!

Ted C Wills needs a garden, aquatic center, back entrance and to turn the dirt to a court/ football field with more events

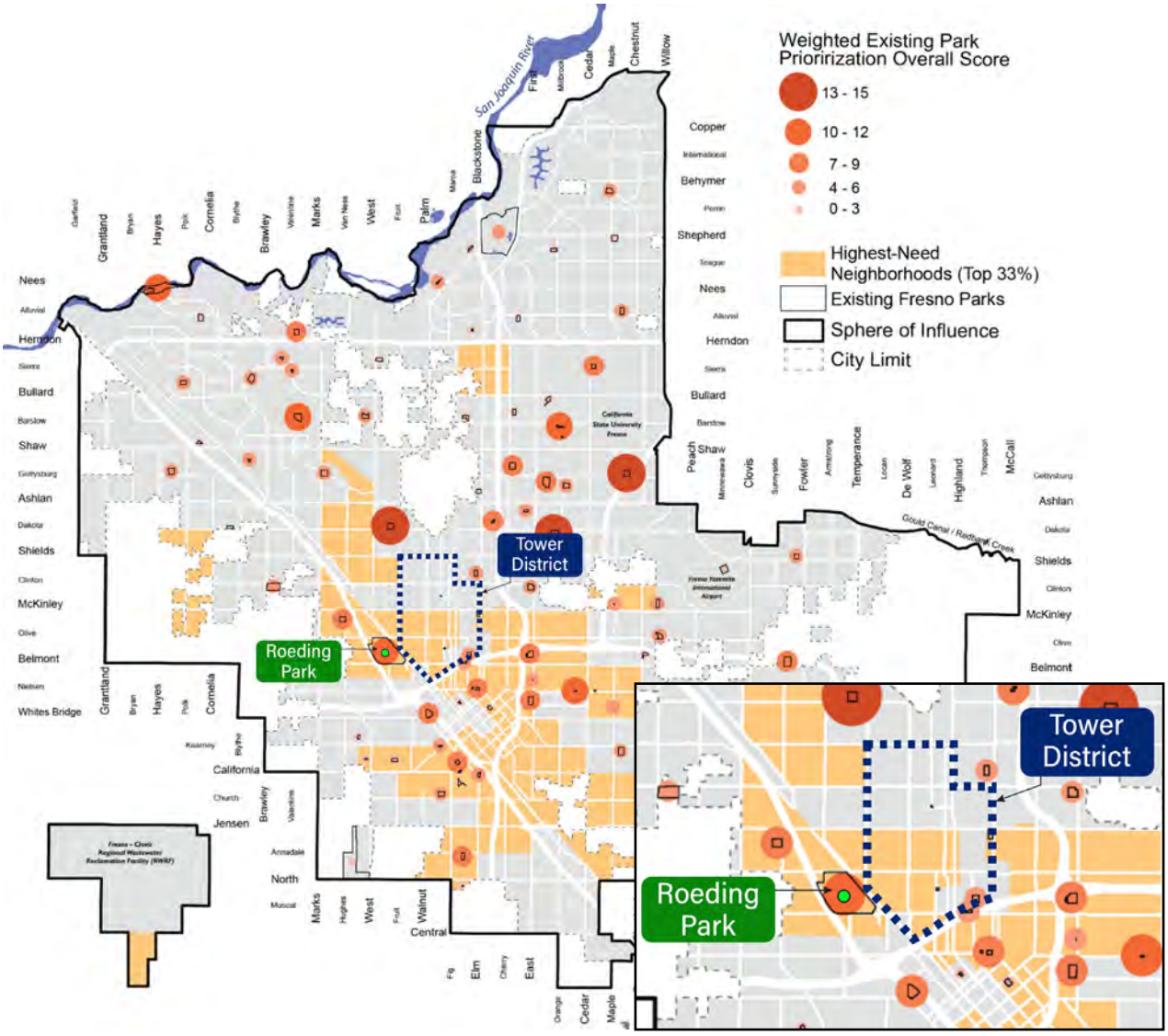
Need for more garbage cans

BELMONT AVENUE PARK & OPEN SPACE RECOMMENDATION FROM THE COMMUNITY

FRESNO CLEAN & SAFE NEIGHBORHOOD PARKS (MEASURE P)

Measure P is a 2018 voter-approved sales tax measure that generates revenue to fund improvements and maintenance of existing public parks, build and maintain new parks and trails, and support local arts and cultural amenities. Measure P also funds programs for children, and at-risk youth, seniors, and veterans. Measure P funding responds to findings in the City's 2018 Parks Master Plan showing that about 80 percent of Fresno's existing parks are in fair or poor condition. The 3/8-cent sales tax measure raises an estimated $46 million per year in a standard economy towards projects approved by the City's Park, Recreation & Arts Commission, with 46% of the funds expected to go toward improving and maintaining existing parks.

FIGURE 4.2 | Measure P Highest-Need Neighborhoods, and Prioritization of Existing Parks (2022)

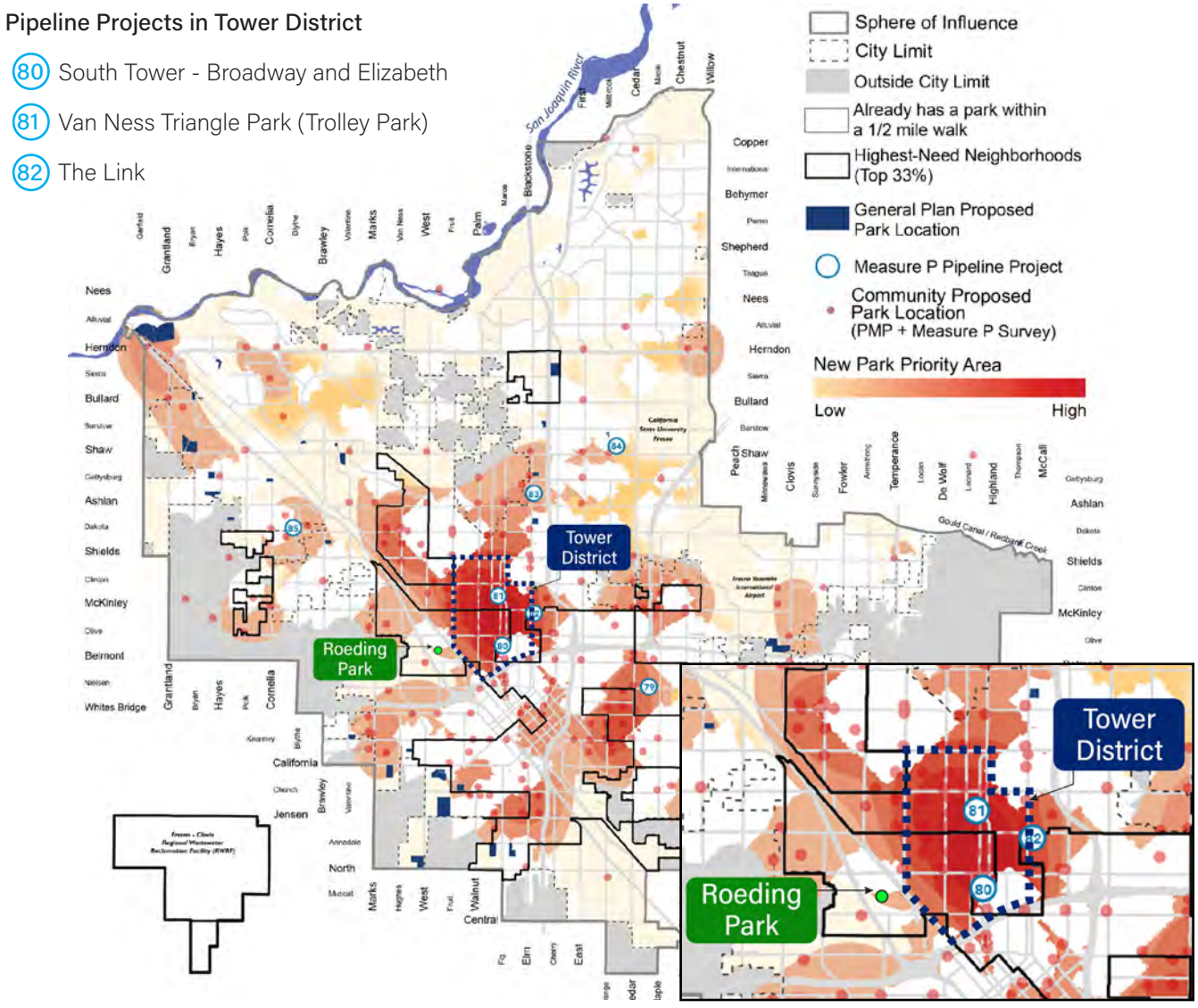


Source: Parks Master Plan, Technical Amendment 2023. City of Fresno and WRT 2022

Measure P requires that no less than 50 percent of funds are dedicated to "highest-need neighborhoods" that were defined using multiple factors that include: low park acreage per 1,000 residents, concentrated poverty, pollution burden, large numbers of youth and seniors, and more than one-half mile walking distance. This definition is revised every three years. Based on the 2023-2025 equity-based assessment, some of the existing parks are located within a "highest-need neighborhood," and two-thirds of the area south of McKinley Avenue within the Tower District is considered a "highest-need neighborhood" as of 2022 (see Figure 4.2).

The Measure P process has also included a framework for evaluating specific parks that should be prioritized for new investment.

FIGURE 4.3 | Measure P Park Prioritization for Future Parks



Source: Parks Master Plan, Technical Amendment 2023. City of Fresno and WRT 2022

Roeding Regional Park is listed as the seventh highest priority in the city, which was based on factors including: parks in poor condition, parks without neighborhood amenities, parks that were prioritized by the community through community engagement for the Parks Master Plan, "flagship parks" identified in the Parks Master Plan, parks near access gaps, parks where improvements are already planned, and emerging community priorities from the Measure P implementation process.

The process took a similar approach to identifying areas of greatest need for new parks, taking into consideration park access gaps, community priority areas, parks in the pipeline, or proposed by other plans. Much of the Tower District is rated as a high priority for new parks. Figure 4.3 indicates three pipeline projects in Tower District: Trolley Park, Broadway Parque, and The Link @ Blackstone.

PLANNED PARKS

Trolley Park, which was completed in 2024, adds a small play area and outdoor seating at the corner of Van Ness Boulevard and Weldon Avenue. Broadway Parque will add small-scale neighborhood recreation options at the corner of Broadway and Elizabeth Street. The Link @ Blackstone is an indoor recreation space that provides senior programming. These sites will provide new amenities such as play structures, exercise stations, picnic areas, and indoor space, but their combined acreage will not bring Tower District in line with the City's park acreage standard. Roeding Regional Park is a priority for Measure P funding improvements and pedestrian access from the Tower District to Roeding Park will be greatly improved when the new High Speed Rail Belmont Avenue Grade Separation Project is completed in late-2025.

Trolley Park, at the corner of Van Ness Boulevard and Weldon Avenues, was completed in 2024.

4.3 Park Opportunities

Fulton Street segment for potential

Shaded plazas with seating and space for activities can be added along commercial corridors.

Concept for joint use sites from Parks Master Plan

City-owned land, unused parts of school sites, and privately-owned vacant parcels may be candidates for creating pocket parks or community gardens. Examples include the vacant lot adjacent to the Fire Station at Clinton and Arthur; vacant parcels in Van Ness Village; and the northeast corner of the Hamilton School site at the corner of Clinton and Palm. A scattering of vacant parcels large enough for pocket parks are present in the District, mainly in the South Tower area. Specific opportunities are described below.

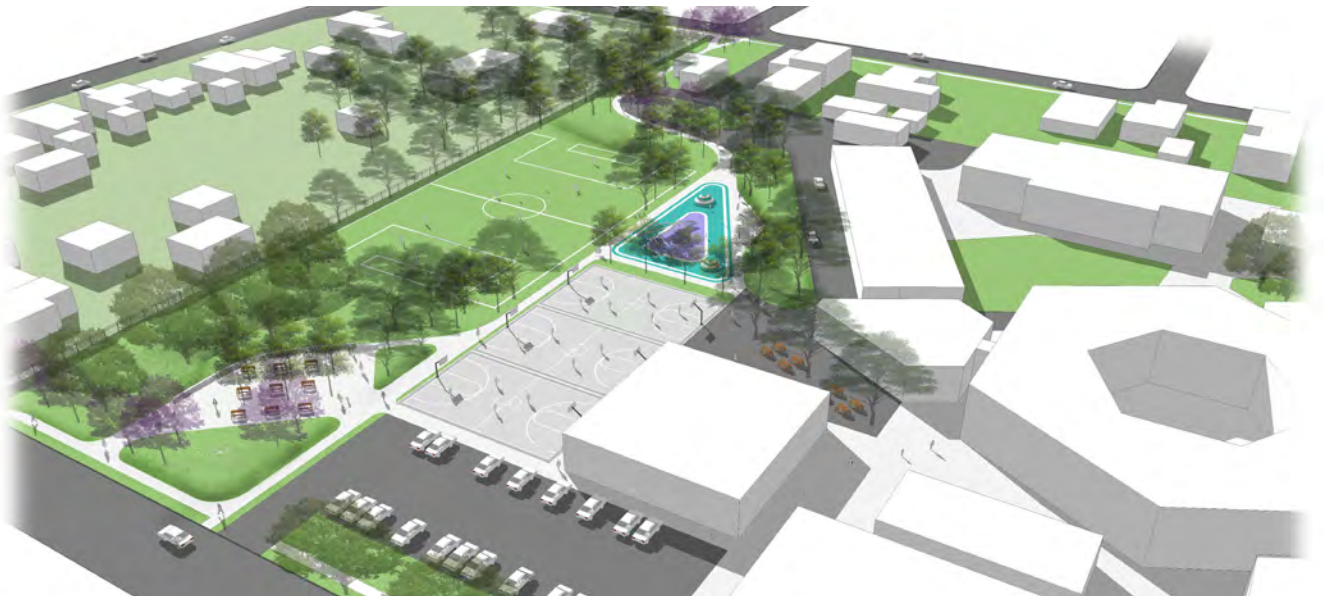
CENTRAL PLAZA

Many community members expressed a desire to create a public plaza in the core commercial area near the Tower Theatre. With thoughtful programming and design, a new urban plaza could elevate the vibrancy of the commercial area and enhance Tower District livability.

Locations that were considered in the 1991 Specific Plan include the north side of Olive Avenue between Maroa and Wishon Avenues, and the south side of Olive at Fulton Street. A segment of Fulton Street itself could be converted to a flexible or pedestrian space.

JOINT USE OF SCHOOL SITES

Tower District's public schools are vital for education and could play an increasing role in addressing other community needs. Fresno High School stands near the center of the Tower District and is a great source of pride in the community. In the past, there were joint use agreements between the Fresno Unified School District and the City to allow the High School's playing fields and swimming pool to be accessible to the public for City organized programming when not in



Dry Creek Canal weaves through the Tower District. Certain vacant parcels (top) create opportunities for potential public access (rendering bottom).

Privately-owned public open spaces can be created as part of future development.

use by the School. In the future, the City and the School District could consider reestablishing those joint use agreements and expanding them to include the District's four other public schools sites. Also, the athletic fields and indoor recreation facilities at Fresno City College could be considered for additional community joint use.

CANALSIDE PARKS

Dry Creek Canal runs near and roughly parallel with the southern boundary of the Tower District. Owned and maintained by the Fresno Irrigation District, the Canal has long been regarded as an opportunity for public open space. While canalside parks can enhance areas, physical constraints may make this goal of the 1991 plan infeasible.

While community use of service roads continues to be a possibility—as demonstrated by the Midtown Trail along Mill Canal—opportunities can be pursued outside of the Canal right-of-way. Streets adjacent to the Canal can be designed as "shared streets," that prioritize pedestrian use while vehicles move through the same space slowly. Future development that is adjacent to the Canal can incorporate a pedestrian access easement and small viewing/seating areas. Trail segments and parks space can be created through City land acquisition. Thoughtful design and durable design elements can contribute to a recognizable canalside identity.

PRIVATELY-OWNED PUBLIC OPEN SPACES

Privately-owned public open spaces are on private land but open to the community, such as to create a plaza adjacent to cafes and building entrances. Privately-owned public open spaces can be incentivized or required, particularly where there is high pedestrian activity. While larger privately-owned public spaces can be created on larger development sites, such as along the Blackstone Avenue corridor, smaller sites can offer paseos and seating areas.

STREETS

Streets are another important form of public space when they are designed for pedestrian activity, comfort, and safety, and if accompanied by trees and amenities. Walkability and the quality of the sidewalk experience were ranked among the most important issues for this Plan to address, particularly along the District's pedestrian-oriented shopping streets.

Many communities develop street and open space master plans to guide street improvements as they occur. Master plans work through circulation issues across transportation modes and establish a palette for trees, landscape, light poles, and other elements that help set community character. Street function and design are further discussed in Chapter 5: Circulation and Streetscape.

4.4 Public Schools and Libraries

Fresno High School stands near the center of the Tower District and is one of the District's most historic and recognizable buildings, in addition to educating generations of Fresnans. Tower District also has four other public schools: Susan B. Anthony, Heaton, Muir, and Dailey Charter School (elementary schools) and Hamilton Middle School.

Fresno City College (FCC) occupies a large site generally bounded by McKinley and Weldon avenues on the south and north, and Maroa and Blackstone to the west and east. FCC offers many kinds of adult education opportunities in the arts and sciences, features a police academy and also includes the largest nursing program in California and the second largest program in the USA[10] . FCC also cultivates community partnerships with area businesses, industries, and non-profits, and its performing arts program serves as a cultural center to the Tower District. FCC was established under another name in 1910 and shortly thereafter combined with the Fresno Normal School, a teacher education college that was subsequently absorbed by the California State University system. Dating from 1915, the Old Administration Building has historic significance, and was restored through the patient dedication of many community members. From the major street, McKinley, however, the predominant feature of the campus is its large parking lot.

Gillis Library Branch

While the Tower District has no public library branch at this time, the community has been working with Fresno County Public Library district to create a new branch, relocate an existing one, or enhance the quality of the Gillis Library Branch, located on west Dakota Avenue that currently serves the District. A new library would be a valued community amenity and educational resource and could be designed to serve as a community center and house a museum on Tower District history. Ted C. Wills Community Center currenlty offers the Talking Book Library for the Blind. This Library provides books and magazines in digital audio format and in Braille to people of all ages who are blind, visually impaired, or have physical disabilities preventing the reading of standard print.

[10]Fresno City College, "Registered Nursing Associate Degree Program," Fresno CA, online at https://www.fresnocitycollege.edu/academics/divisions/apa-division/registered-nursing/index.html (as of June 2024).

4.5 Public Art and District Identity

Tower District's sense of place and unique identity owes in part to public art and other urban design elements, examples of which are shown on the facing page. Art can delight and create more appealing destinations, and it can express a community's history and culture. Public art is not limited to large permanent sculptures, but can also be incorporated into features like utility boxes, bike racks, benches, and transit shelters. Temporary installations and murals add dynamism and can be associated with special events, attractions, or festivals. The City's Measure P-funded Arts and Culture grant program is administered by the Fresno Arts Council and overseen by Fresno's Parks, Recreation and Arts Commission, and its staff.

District identity can also be accentuated with gateway features and wayfinding signage. At the boundaries of the Tower District, distinctive signage, landscape, and architecture can welcome people as they arrive. Wayfinding allows residents, workers, and visitors to navigate the District, and explore its cultural, commercial, and recreational destinations. Signage in street rights-of-way is administered by Fresno's Public Works Department.

Public art illustrated in public realm elements contributes to character and builds an identity of place. These features often have other functions as well, like lighting or seating.

Murals around Tower District add to its vibrancy and appeal. A consistent street signage style creates a visual identity for the neighborhood and bolsters a sense of place.

4.6 Objectives and Policies

POS 1 INCREASE AND ENHANCE PUBLIC OPEN SPACE AREAS AND AMENITIES IN THE TOWER DISTRICT.

POS 1.1 Provide parks in accordance with the Parks Master Plan.

Pursue opportunities for new parks and public spaces in the Tower District according to the policies and the standards adopted in the Parks Master Plan. Give priority to improvements in park-deficient areas, consistent with the Measure P implementation process.

POS 1.2 New park acquisition.

Strategically pursue land for the acquisition and establishment of new parks in alignment with the Parks Master Plan. Two new parks have been developed or are near completion: Broadway Parque and Trolley Park. These projects will be valuable additions for Tower District residents. Future opportunities that should be explored include:

- A public plaza in the central core near the Tower Theatre.
- Mini parks and community gardens on vacant land, City-owned land, and unneeded portions of school properties. Explore opportunities in Van Ness Village, adjacent to the Fire Station at Clinton and Arthur and at the corner of Clinton and Palm, at the northeast corner of the Hamilton School site.
- Privately-owned public spaces created as part of new development on large sites, which might be required of larger development projects like Blackstone Avenue corridor.

POS 1.3 Work in partnership with public agencies and the community to enhance existing parks, and other types of open space, for greater recreational value.

- Ted C. Wills. Advocate for a park master planning process and redesign that could make better use of the space and provide more amenities. Reuse of the parking lot and the school campus should be considered.
- Roeding Park. Advocate for a park master planning process and redesign that could make this park a more valuable asset for the City as a whole.

POS 1.4 Measure P funding for new parks.

Leverage Measure P funding for acquisition and development of new parks and improvements to existing parks.

POS 1.5 Pursue joint-use partnerships with schools in the Tower District.

New joint-use partnerships should be designed to improve the capability of utilizing the District's open space for passive and active recreational and leisure opportunities by adding landscaping, lighting, picnic facilities, and other appropriate amenities, and by extending hours of use. Consider parking needs of the community when entering into joint use agreements. Joint-use agreements should not diminish the need to create new parks in the Tower District.

POS 1.6 Clean up Dry Creek.

Develop and implement a clean-up action program for Dry Creek that engages neighboring residents and businesses.

POS 1.7 Greenway and parks along Dry Creek.

Initiate a dialogue between the City of Fresno, the Fresno Irrigation District, and residents to reach agreements around opportunities for access and visibility along Dry Creek. Study the feasibility of increasing public access to Dry Creek. Seek to acquire vacant or key parcels along Dry Creek to act as greenway nodes, enhancing the corridor and providing more access. Include further planting of trees and vegetation along the Dry Creek Canal in addition to trash cans, pet pick up stations, and public benches to ensure ADA compliance is met.

POS 1.8 Transportation impact mitigation and funding.

Work with Caltrans, UP, and BNSF to ensure that rights-of-way adjacent to major transportation facilities are landscaped to help protect the neighborhood from visual, air quality, and noise impacts from freeways and rail corridor. Seek Federal and State funding to provide transportation mitigation and environmental enhancement along major transportation facilities (i.e., Highway 180, High Speed Rail).

POS 2 IMPROVE ACCESS TO PARKS FOR TOWER DISTRICT RESIDENTS

POS 2.1 Remove barriers to access parks.

Ensure that parks in the Tower District are designed and managed in a way that maintains access and a sense of welcome from the street. Specifically, minimize the use of fences and gates along the street edges of parks, and address safety by improving lighting and visual sight lines.

POS 2.2 Pedestrian and bike overcrossings.

Advocate for high-quality pedestrian and bike access to Roeding Park at Olive Avenue rail corridor overcrossing at the District's western edge.

POS 3 RECOGNIZE THAT STREETS SERVE AS PUBLIC OPEN SPACE AND PROVIDE FOR THEIR IMPROVEMENT IN TOWER DISTRICT.

POS 3.1 Sidewalks as public space.

Plant trees and make other streetscape improvements to enhance pedestrian environments, particularly along the Tower District's commercial corridors. See also Circulation policies. Refer to the City's Urban Forestry Management Plan for a list of approved street trees.

POS 4 ALIGN PUBLIC FACILITIES AND SERVICES WITH COMMUNITY NEEDS TO SUPPORT QUALITY OF LIFE IN THE TOWER DISTRICT.

POS 4.1 Tower Public Library.

Work with Fresno County to bring a library back to the Tower District, by relocating an existing branch or creating a new branch. Support this effort through actions that may include, but are not limited to, zoning to allow for a library and allowing for the joint use of City-owned facilities. Enhance the quality of Gillis Library Branch, which currently serves the District.

POS 4.2 Public safety patrols.

Recommend maintaining consistent police presence through a combination of Patrol Officers, Bicycle Patrol Officers, Traffic Officers, and Contract Law Enforcement Services as community based safety options. Explore a stand-alone budget to additionally support entertainment district peak hours and special events. Community based options could include potential partnerships with neighborhood watch and ambassador programs.

POS 4.3 Safe and welcoming public open space.

Design and program parks, plazas, and other public open space to be welcoming to all users. Strategies to employ include: space activation using design features and programmed activities, adequate lighting, uninterrupted lines of sight from streets into the space, absence of subareas that can be readily appropriated for unwanted activities, and on-going high-quality repair and maintenance.

Health and Equity Effects

Parks and Public Facilities policies play a critical role in addressing health and equity disparities by expanding access to green spaces, improving environmental resilience, and ensuring that public amenities serve the diverse needs of residents. The Tower District is deficient in parks, making these policies essential for enhancing recreational opportunities, mitigating urban heat, and fostering a more inclusive public realm. Below, we analyze the impact of these policies on essential health and equity categories to gain a clearer understanding of their overall effect on community well-being. Refer to Appendix B for a detailed policy-by-policy analysis of health and equity impacts.

ACTIVE LIFESTYLE

The expansion of parks and public facilities strongly supports active lifestyles by increasing access to recreational amenities and outdoor spaces with policies such as **POS 1.2: New park acquisition**. Policies like **POS 1.5: Pursue joint-use partnerships with schools in the Tower District** ensure that existing infrastructure is leveraged to provide residents with greater opportunities for exercise, play, and social interaction. **POS 2.2: Pedestrian and bike overcrossings** further reduces physical barriers to Roeding Park, a key recreational asset, making it more accessible for the community. While these policies enhance the potential for physical activity, their long-term impact depends on the quality of programming, amenities, and maintenance to ensure that public spaces remain welcoming and well-utilized by the community.

ACCESS TO JOBS

Public facilities also play a role in access to jobs and economic opportunity by creating local employment, supporting small businesses, and enhancing workforce development programs. The return of a Tower District Public Library (**POS 4.1**) could provide a resource for education and digital access, benefiting youth, job seekers, and older adults looking to build new skills. Investments in safe and welcoming public spaces, as outlined in **POS 4.3: Safe and welcoming public open space**, further strengthen the economic and social fabric of the district by ensuring that all residents—regardless of background—feel comfortable utilizing shared spaces. **POS 1.5: Pursue joint-use partnerships with schools in the Tower District** can expand job training and workforce development opportunities by making school facilities available for community programming.

AIR QUALITY

Parks and tree planting policies also contribute to improved air quality by increasing vegetation that can absorb air pollutants and reduce particulate matter in the atmosphere. **POS 1.8: Transportation impact mitigation and funding** encourages landscape enhancements along transportation corridors, which serve as buffers between roadways and residential neighborhoods, reducing residents' exposure to emissions. **POS 1.6: Clean up Dry Creek** and **POS 1.7 Greenway and parks along Dry Creek** also include vegetation restoration along the canal, further supporting air quality by filtering dust and pollutants.

ENVIRONMENTAL COMFORT

Many of the policies in this chapter contribute to improving environmental comfort by expanding tree canopy, adding shade structures, and promoting cooler, more livable public spaces. Policies such as **POS 1.7: Greenway and parks along Dry Creek** and **POS 4.3: Safe and welcoming public open space** aim to create high-quality, climate-resilient spaces with amenities such as seating, lighting, and shade that allow people to gather and feel safe outdoors. **POS 3.1: Sidewalks as public space** promotes the enhancement of pedestrian corridors with tree planting and other streetscape improvements, which help mitigate the urban heat island effect. These improvements are particularly important in neighborhoods like South Tower, which currently experience higher levels of heat exposure and have fewer green infrastructure elements.

HOUSING STABILITY

The housing stability may be negatively impacted by some policies, primarily due to the opportunity cost of using land for parks instead of housing development. In a district with limited available land for new construction, policies such as **POS 1.2: New park acquisition** and **POS 1.4: Measure P funding for new parks** prioritize open space expansion over potential sites that could have been used for affordable or higher-density housing. While there is a potential negative effect on housing supply, this highlights the need to balance park expansion with strategies to preserve and increase affordable housing. Policies such as **POS 1.5: Pursue joint-use partnerships with schools in the Tower District** offer a way to increase park access without requiring significant land acquisition.

ACCESS TO FOOD

The park policies have a neutral impact on access to food. Future planning efforts can positively impact if they explicitly incorporate community gardens or urban agriculture initiatives within park spaces.

05

CIRCULATION

CIRCULATION

5.1 Tower District Context

The Tower District was settled as a streetcar suburb in the early 20th century before the rise of the automobile. Streetcar lines extended northward along Fulton Street to Olive Avenue, north along Wishon Avenue, west along Olive Avenue, and north along Blackstone Avenue. Development over time occurred within an expanding street grid, with major streets spaced uniformly every half mile. The District's street pattern offers motorists, bicyclists, and pedestrians a variety of possible routes to get to local destinations. The connective street grid makes walking and bicycling routes more direct, and disperses vehicle traffic among multiple routes rather than concentrating traffic on wide arterial roadways.

Typical residential street

Human-scaled main street along Olive Avenue

Tower District streets serve a variety of transportation modes, from motor vehicles (including trucks), to bus transit to biking and walking. Transportation improvements starting in the mid-20th century have generally sought to accommodate vehicles, often sacrificing sidewalks and pedestrian comfort. Still, the grid pattern, human-scaled streets, sidewalks, and trees provide a healthy walkable, bike-friendly, environment in much of the area.

Ambitious programs for bicycle improvements have emerged as a priority both nationally and locally, as bicycle-related infrastructure improvements have been implemented in Tower. Improving walkability and keeping pedestrians safe is a top priority. "Walkability" needs to be understood broadly to refer to the ability for people of all ages and abilities to get around safely and comfortably.

The Fresno Area Express (FAX) provides bus service in Fresno and surrounding communities. As of 2024, the Tower District is served by eight standard bus routes and one bus rapid transit (BRT) high-frequency route along Blackstone Avenue. Several of these lines provide direct service to destinations such as the Downtown, Riverpark, Fresno Yosemite International Airport (FYI), Fresno Fairgrounds, Manchester Mall, Figarden Village, and El Paseo Shopping Center. Though there are many transit stops in the Tower District they often lack seating, shade, or other amenities. FAX also offers a paratransit "Handy Ride" service designed to meet the transportation needs of persons with limited ability, who would find it difficult to use FAX's fixed-route bus system.

Health and Equity Considerations

- **Traffic Safety and Injury Risks:** High vehicle speeds on major corridors create unsafe conditions for drivers, pedestrians, and cyclists, increasing the risk of traffic-related injuries and fatalities. In the Tower District, key roads like McKinley Avenue, Belmont Avenue, and Blackstone Avenue experience a high frequency of collisions, especially at intersections. Cut-through traffic in neighborhoods adds to safety hazards. Tower District is a very walkable neighborhood, but gaps in pedestrian infrastructure pose safety risks.
- **Public Transit Access:** While the Tower District has multiple bus routes, transit frequency and coverage may not fully meet the needs of residents who rely on it for jobs, healthcare, and daily necessities, particularly shift workers and lower-income populations. Transit users often experience long wait times, limited late-night service, and inadequate stop infrastructure such as shelters and seating. These issues disproportionately affect those without cars, including seniors, students, and low-income residents.
- **Impact of Regional Freeways on Connectivity and Neighborhood Disruption:** The construction of regional freeway infrastructure, including State Route 180, has influenced mobility patterns in and around the Tower District. Like many freeway projects in urban areas across the country, the expansion of Highway 180 introduced significant changes to the built environment, altering the connections between neighborhoods, shifting commercial activity, and increasing traffic-related air quality concerns. The freeway's alignment created a physical separation between South Tower and adjacent neighborhoods such as Lowell and Downtown, affecting historical community ties and the economic vitality of nearby commercial districts. Over time, changes in transportation infrastructure and regional development patterns have contributed to shifting land use trends, including reduced investment in older commercial corridors and localized air quality challenges near high-traffic roadways for part of the south and eastern Tower District.
- **Disproportionate Exposure to Air Pollution:** Residents living near major roadways face elevated pollution levels that can lead to serious health issues such as respiratory illnesses and heart disease. In the Tower District, those living near Highway 180, Blackstone Ave, and designated truck routes face some of the highest concentrations of vehicle emissions, including diesel particulate matter from heavy freight traffic. In South Tower, the combined effects of being close to freeways and increased truck traffic have created a significant environmental burden for the residents, many of whom belong to historically underserved communities.
- **Lack of Shade and Heat Exposure:** Many streets in the Tower District lack sufficient tree canopy, intensifying the urban heat island effect and making walking, biking, and waiting for transit uncomfortable, especially in the South Tower area. Key routes like Olive Avenue, Belmont Avenue, and Blackstone Avenue show increased heat exposure for pedestrians and transit users. This issue disproportionately impacts lower-income residents who often lack access to air conditioning or personal vehicles.

Across transportation modes, much still needs to be done to serve the community needs in effective and balanced ways. To that end, Fresno's General Plan promotes "complete streets" that enable safe, attractive, and comfortable access and travel for all street users, including motorists, pedestrians, bicyclists, children, seniors, individuals with disabilities, and users of public transit. Ensuring full access for all, especially individuals with mobility impairments, throughout the Tower District is reflected in Policy C 1.4.

5.2 Street Classifications

The General Plan describes a street classification system to categorize the character and function of roadways within the context of the entire transportation system. For each street type, the City has design and performance standards that address travel demand, available rights-of-way, appropriate travel speeds, and land use context. The Tower District has roadways with the following classifications, as shown in Figure 5.1: Street Network.

Freeway (State Route 180): Multiple-lane divided and median-divided roadways servicing through and crosstown traffic, with no access to abutting property and no at-grade intersections. SR 180 is under the jurisdiction of the State, outside the control of the City.

What We Heard

Nearly **60%** of all respondents got around on foot and a **24%** got around by bike.

But over **27%** respondents did not feel safe getting around on foot, and by bike in Tower District.

Tree and sidewalk maintenance pose hazards for our community.

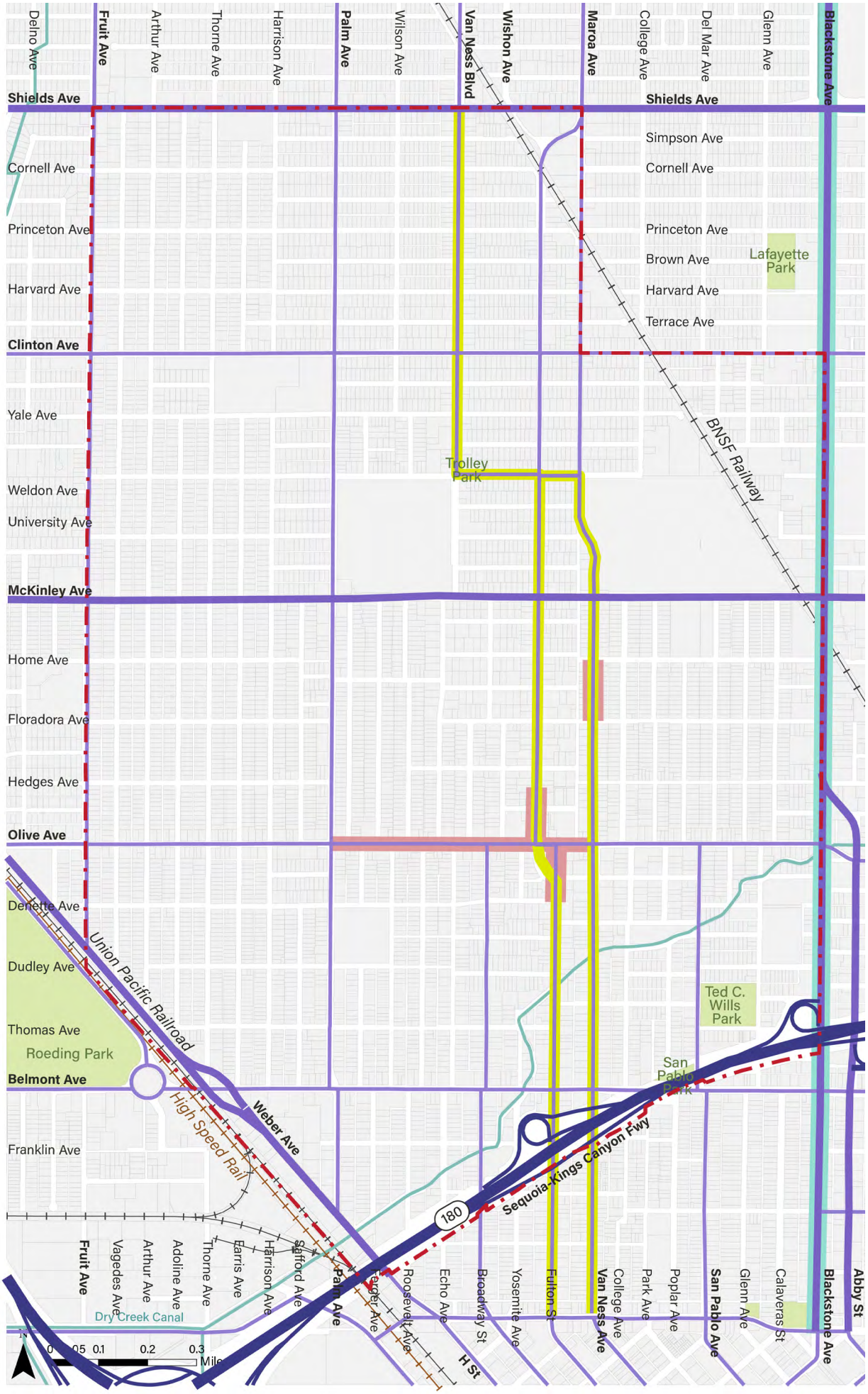
A continued effort is needed to make Olive Ave walkable, bike-friendly, and safely drivable.

Safety! Please! At night it is not safe to walk through the Tower District because of the bars.

TOP COMMUNITY PRIORITIES FOR CIRCULATION

- Safer speeds through neighborhoods
- Safe routes to school
- Walkability
- Shaded sidewalks, more trees
- Better biking infrastructure
- Parking availability for residents
- Alleys should be developed or blocked off
- More public transit/ light rail/ weekend trolley
- Better maintenance - street trees, sidewalks, lighting, streets, garbage
- Speed cameras on street light poles, more bike cops, security cameras; more security to keep civilians safe

FIGURE 5.1 | Street Network



Arterials (Blackstone, Shields, McKinley, Weber/H Street): Typically 4 to 6 lanes, arterial roadways accommodate both through traffic and local traffic. Center medians restrict where left turns can be made, and access points to abutting properties are limited. Signalized intersections along arterials are also limited, generally spaced one-half mile apart.

Collector (Fruit, Palm, Maroa, Broadway, San Pablo, Clinton, Olive, Belmont, Wishon): Two to four-lane undivided roadways without medians that serve local areas. Collector streets connect local streets to nearby destinations and to arterial roadways for longer trips. Access points to abutting properties are more frequent than for arterials. Many collectors have center lanes for left turns in both directions.

Local: Local streets are two lanes wide, with few exceptions. They provide direct access to properties, while discouraging excessive speeds and volumes of vehicle travel incompatible with the neighborhoods being served. Local streets are not specified in the General Plan, but play an important role across transportation modes.

Scenic Drive (Fulton/Wishon, segments of Van Ness Avenue & Van Ness Boulevard): A street that, in addition to its transportation function, serves as a scenic resource. Scenic resources in the Tower District are comprised of distinct architecture and streetscapes, while natural areas comprise scenic features in some other parts of the city.

5.3 Complete Streets

Fresno General Plan's Mobility and Transportation Element calls for "Complete Streets." Complete Streets represent a balanced approach to planning and designing streets, so they serve all street users, including pedestrians, bicyclists, motorists, and transit riders.

Complete Streets design has many advantages. When people have more transportation options, the overall capacity of the transportation network increases and there is less traffic congestion. Complete streets promote equity in that they serve people who don't drive because of age, physical abilities, or lack of access to a car. Complete Streets encourage transit use, health through walking and biking, provide human scale and a sense of place, and support environmental health with street trees and plantings.

Most of Tower District's local streets are "complete" with tree-lined sidewalks and relatively narrow travel lanes, which slows motorists and improves pedestrian and bicyclist safety. Many arterial and collector streets are not pedestrian- or bike-friendly, as travel lanes have been expanded and widened over time. Here, there are important opportunities to reconfigure street cross-sections, to improve streets for all users. The Fresno Active Transportation Plan identifies multiple corridors in the Tower District as high and medium priority for bicycle improvements (see Figure 5.6), and areas of southeast Tower as high priority for sidewalk gaps.

5.4 Placemaking and Streets

Physical environments shape human perception and behavior - "placemaking" is concerned with making places that invite and engage people in positive ways. Physical design is capable of capturing attention and inviting people to stay and participate in community life.

The Tower District's streets can be places where people pause, appreciate their environment, interact with others, and enjoy life. While District streets have functions related to movement, they can also serve to enrich people's lives and support social coming together.

There are particular kinds of streets in the Tower District that are noteworthy. As described below, traditional "main streets" bring people and commercial activity together within pedestrian-friendly environments that have small city scale; Olive Avenue is an example of a main street. Blackstone Avenue has the potential to become a mixed-use boulevard. Local streets can be "outdoor living rooms" where residents greet each other, and children play.

MAIN STREETS

"Main streets" have been and continue to be centers of community life, where commercial storefronts front directly onto sidewalks. A main street forms an outdoor room, as buildings frame streets and sidewalks spatially.

The commercial health and revitalization of main street areas can be encouraged by street improvements like sidewalk widening, street lighting, and pedestrian amenities. Street trees shade pedestrians and can contribute to main street identity, as well as provide health and climate benefits. The importance of street trees is reflected in Policy C

Streets, trees, vegetation, sidewalks and buildings creating a sense of place.

8.5 and the City of Fresno Urban Forestry Management Plan (2024). Commercial health and revitalization are also encouraged by programs that organize events, curate commercial offerings, and provide incentives for façade improvements.

The intersection of Olive Avenue and Fulton Street is generally recognized as the heart of the Tower District. Parts of Olive and Fulton are main streets that historically arose around streetcar lines. Olive Avenue has a commercial main street that extends from east of Fulton to west of Palm Avenue, with older buildings that front onto the street with frequent entrances and generous display windows. Street trees and building awnings shade sidewalks and contribute to an inviting sense of place. Temporary street traffic closures on Olive Avenue allow its Pride and Mardi Gras festivals to add vitality to the community.

Tower District offers several other main streets that are not as long or intact as Olive. Fulton Street and Wishon Avenue have main street fabric near where they intersect Olive, and Fulton Street has several blocks of main street fabric in the southern part of the planning

area. Van Ness contains a block-long main street north of Floradora Avenue. Belmont Avenue has physical fabric that meets the main street definition but contains relatively few retail destinations that are intermittent and less coherent than Olive. Olive Avenue west of Palm faces similar challenges. Targeted design interventions to make these areas more pedestrian-friendly could increase quality of life and commercial activity.

BLACKSTONE CORRIDOR

Blackstone Avenue has remnants of main street fabric that predate its widening into an urban arterial roadway, along its western edge. Most of Blackstone is lined with auto-oriented commercial development and lacks main street character as it has parking lots between streets and building entrances. From a functional perspective, however, Blackstone Avenue is arguably the transportation "backbone" of North Fresno as it serves the area with high-quality transit service.

Fresno is working to transform Blackstone into an advanced multimodal corridor. In order to promote community livability and economic revitalization, the City changed zoning along Blackstone Avenue from auto-oriented commercial to pedestrian-oriented mixed-use zoning. Zoning calls for buildings to be situated close to public sidewalks to place building entrances and display windows next to where people walk.

Farmers market along Olive Avenue

Sidewalks with generous storefront windows to engage shoppers, leading to an ideal main street environment.

The Southern Blackstone Avenue Smart Mobility Strategy is a community-led vision to improve the quality of the Blackstone corridor. It recommends complete street improvements that benefit all travel modes. The Strategy places special emphasis on active transportation (walking and biking) by focusing on better access, safety, transit use, street-oriented development, and District identity. Multimodal design recommendations are tailored to different conditions and needs along the corridor. The Strategy also considers how roadway improvements should be phased and funded. The mobility strategy for Blackstone could include mobility hubs as recommended in Policy C 1.7.

Fast and reliable, bus rapid transit (BRT) infrastructure and service uses technology and design for faster and more reliable operations. To finance the infrastructure associated with Blackstone BRT, the City has established an Enhanced Infrastructure Financing District (EIFD). EIFDs help fund catalytic infrastructure improvements capable of leveraging public benefits and attracting private sector investments. In addition to bus infrastructure, the EIFD will fund streetscape enhancements, improve wayfinding signage, and economic development projects that are expected to stimulate development of 1,300 housing units within the EIFD area by 2050.

SCENIC DRIVES

Fresno's General Plan has designated a "scenic drive" that traverses Tower District along Fulton Street/Wishon Avenue, Van Ness Avenue, Weldon Avenue, and Van Ness Boulevard. Fulton/Wishon follows a former streetcar route. Van Ness Avenue parallels Fulton/Wishon, and both street corridors possess a noteworthy collection of late 19th- and early 20th-century buildings – from two-room cottages to single-family estates. Weldon and Van Ness Boulevard have wide landscaped medians with distinctive trees.

LOCAL STREETS AND ALLEYS

Local streets hold significant value in shaping community life and enhancing residents' quality of life. Local streets also serve as complete streets that serve people who walk, cycle, drive, and use public transit. Well-designed local streets – with street trees, ample sidewalks, and relatively narrow traffic lanes -- foster community interaction, providing spaces for neighbors to meet, socialize, and engage with one another. In the Tower District, local streets also contribute to District connectivity

and walkability. They "connect through" without the use of cul-de-sacs, and provide direct connections for getting to local destinations.

The Fresno General Plan describes local street fundamentals. Policy D-3-c says to develop local streets as urban parkways, with landscaping and pedestrian spaces, and Policy MT-1-i says to address particular characteristics including street width, traffic calming, public safety access, and quality of life.

The Tower District has numerous alleys, which are another street network element. They provide vehicle access to the rear of properties. One neighborhood advantage to having alleyways is the potential to not have street-facing driveways that diminish pedestrian comfort and safety along streetside sidewalks. Alleys also provide the area needed for service access and loading that might otherwise occur on the street at the front of the property, and they can provide direct access to accessory dwelling units when located in the backyard.

During Plan development, community members expressed interest in the significant potential of their existing alleys to be transformed into vibrant public spaces. There was particular interest in green alleys. Green alleys are specially designed alleyways that use green infrastructure to manage stormwater, reduce flooding, and improve water quality. They often incorporate permeable pavers and pavement, landscaping, and other sustainable design elements to allow rainwater infiltration and filter pollutants from runoff. By including subsurface retention, a network of green alleys can even help municipalities avoid needing to expand stormwater infrastructure capacity, which can be costly. As mentioned in Chapter 6, Section 6.3 Stormwater and Drainage of this Plan, some localized flooding occurs during periods of heavy rain and stormwater quality is a concern.

Community members also expressed concern that neglected alleys can attract nuisances and lead to misuse. Over the years, residents have gated and closed some of the alleys to avoid misuse. This can be remedied with physical improvements that help bring positive activity and visibility. Once positively activated, alleys offer a casual neighborhood space adjacent to backyards and away from traffic, places where children can ride bikes and play basketball. Across multiple streets, a continuous line of alleys can serve as safe corridors for pedestrians and bicyclists. Once positively activated, the gated alleys can also be reopened.

Open and closed segments of the alley network in the District.

Using alleys to enhance the bike and pedestrian network, access ADUs and create greenways.

5.5 Pedestrians

The Tower District is one of the San Joaquin Valley's most heavily walked neighborhoods. The District offers local destinations close to where people live and work, and its street pattern affords direct routes to those destinations.

"Walkability" was mentioned the most by residents when asked "what are your top priorities for change," and shaded sidewalks came in second. Walkability is particularly good around Olive Avenue's main street fabric, as evidenced by its high "Walkscore" (see Figure 5.2). Walkscore is a metric-based index that accounts for the number of destinations in an area and the number of available travel routes. It is widely used by community planners and others as a reliable indicator of neighborhood livability.

Sidewalks are important public spaces, and the degree to which people walk and bike is influenced by the quality of walking environments. In this regard, many Tower District streets are tree-lined and lined by building fronts rather than parking lots and garage doors.

Sidewalk gaps, as in the south Tower District area, are a barrier to

While Tower District remains largely walkable, safety for pedestrians get mixed reviews. Twenty-nine pedestrian-involved collisions were reported between 2018 and 2022, collision hot spots were centered around State Route 180 freeway ramps and Belmont Avenue near Palm Avenue. In many locations, sidewalks and crosswalks are missing or inadequate, as shown in Figure 5.3: Existing and Planned Sidewalks, which can be dangerous for pedestrians. An absence of midblock crosswalks at some locations results in some pedestrians crossing at unmarked/uncontrolled locations at increased risk. The addition of ADA-accessible curb ramps, and pedestrian push buttons with countdown timers would enhance pedestrian safety.

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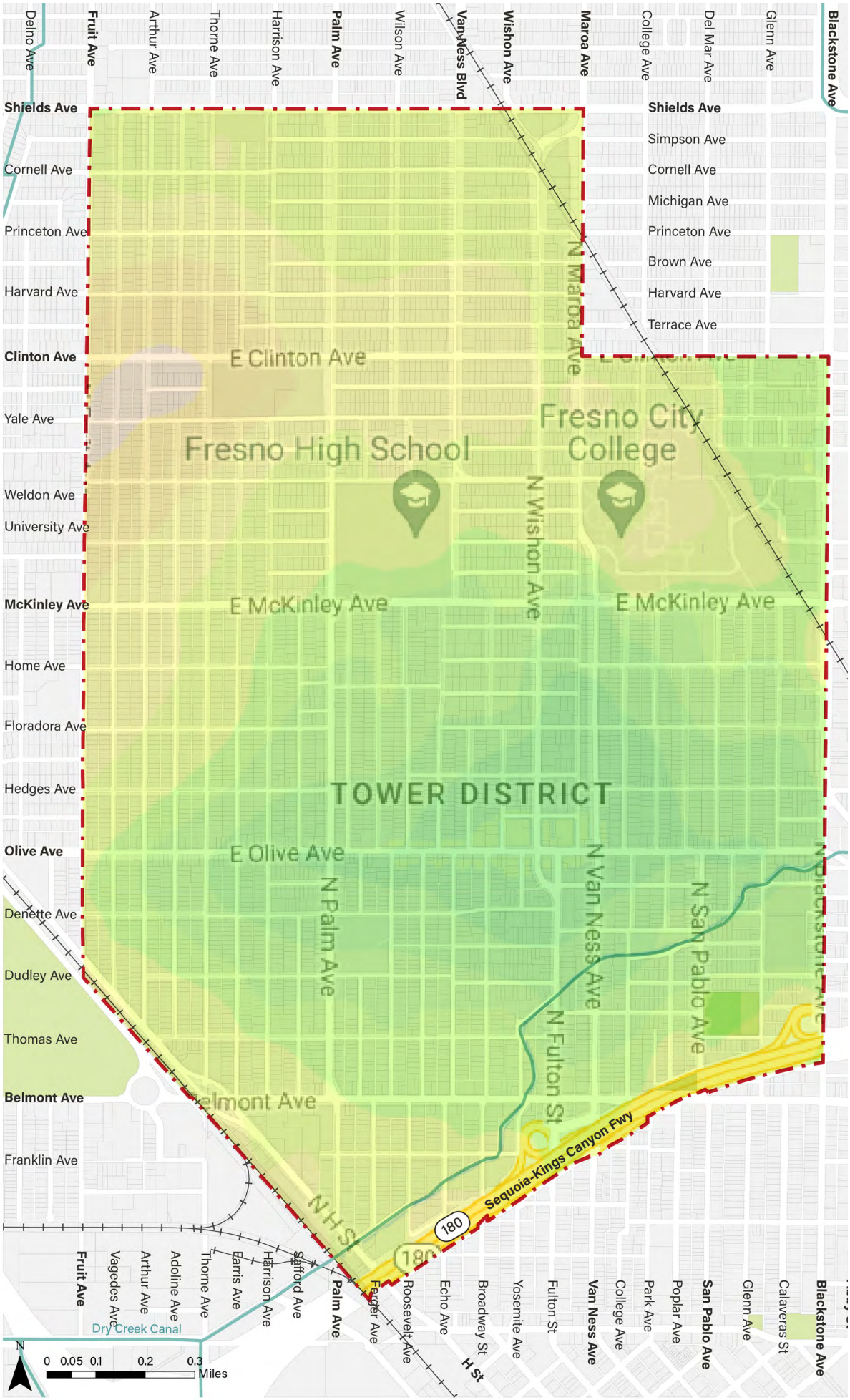
[11]CHS Consulting, "Streetscape and Circulation Analysis: Hot-Spot Identification," PowerPoint dated June 2023, analysis resulting from Transportation Information Management System (TIMS) tool developed by UC Berkeley SafeTREC.

[12]City of Fresno, 2016 "Active Transportation Plan," Figure 52, Fresno CA, online at https://www.fresno.gov/wp-content/uploads/2023/07/170022FresnoATPFinal2017Amended042022_compressed-1.pdf (as of June 2024).

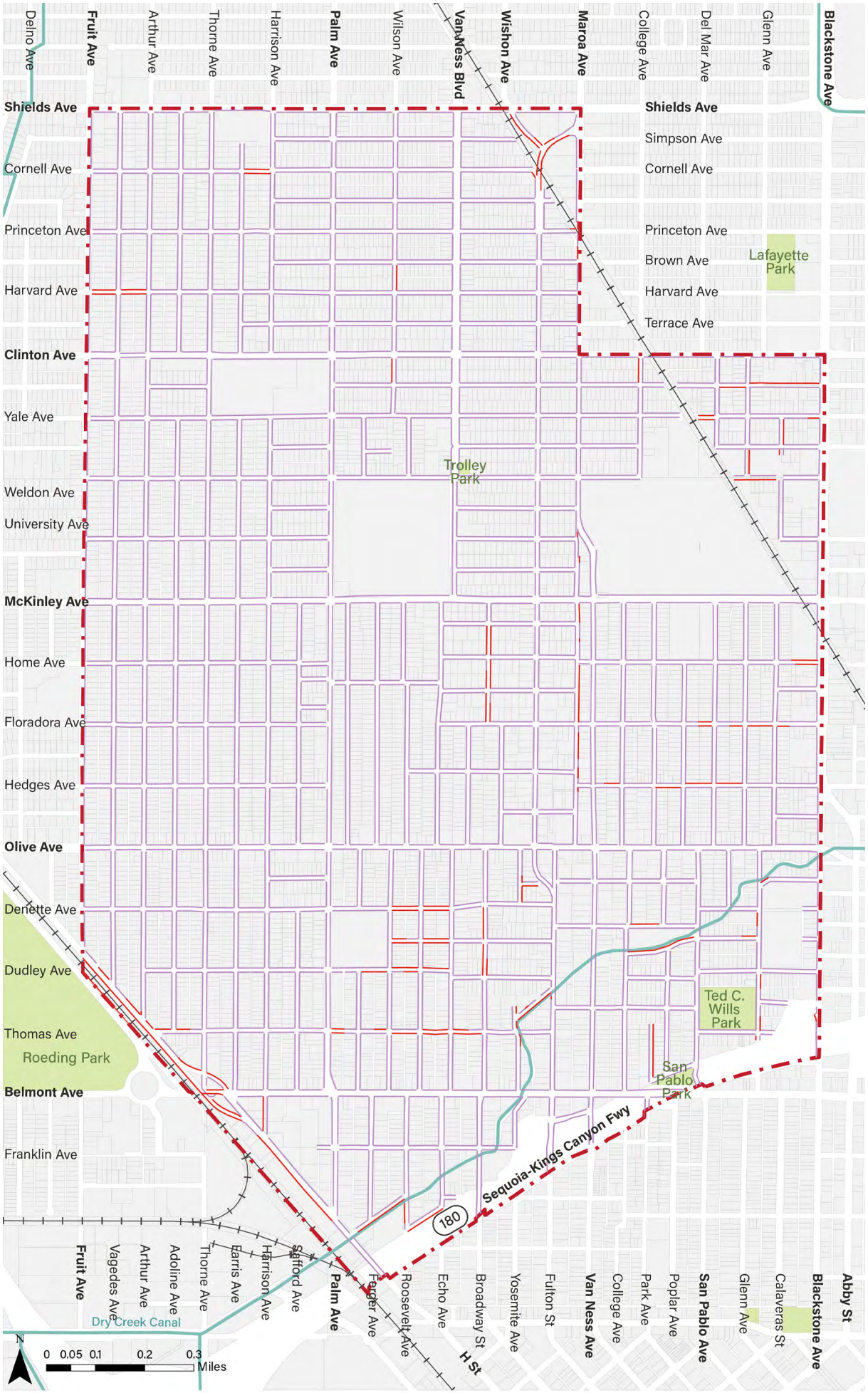
FIGURE 5.2 | Walkscore Map



Walk Score measures the walkability of any address by analyzing walking routes to nearby amenities. Points are awarded based on the distance to amenities in each category. Walk Score also measures pedestrian friendliness by analyzing population density and road metrics such as block length and intersection density.

Source: Walk Score, 2022.

FIGURE 5.3 | Existing and Planned Sidewalks



Source: Active Transportation Plan 2017, City of Fresno

Safe and inviting walking networks are especially important for persons with low incomes or unable to drive because of age or disability. This is the case in the western part of the District just south of McKinley, where 30 to 40 percent of households do not own a car.[13] For these and other households without cars, having safe and agreeable walking and biking environments is a matter of social equity.

Fresno has made a strong citywide commitment to improving the City for pedestrians and bicyclists. In 2017, the City adopted an Active Transportation Plan (ATP) that sets goals and objectives that guide funding for transportation improvements citywide. Because pedestrians travel shorter distances than bicyclists, the ATP prioritizes pedestrian network improvements in locations with the greatest need, such as to add missing sidewalks in disadvantaged neighborhoods, where there are high levels of pedestrian activity, and at intersections with a high frequency of pedestrian collisions.

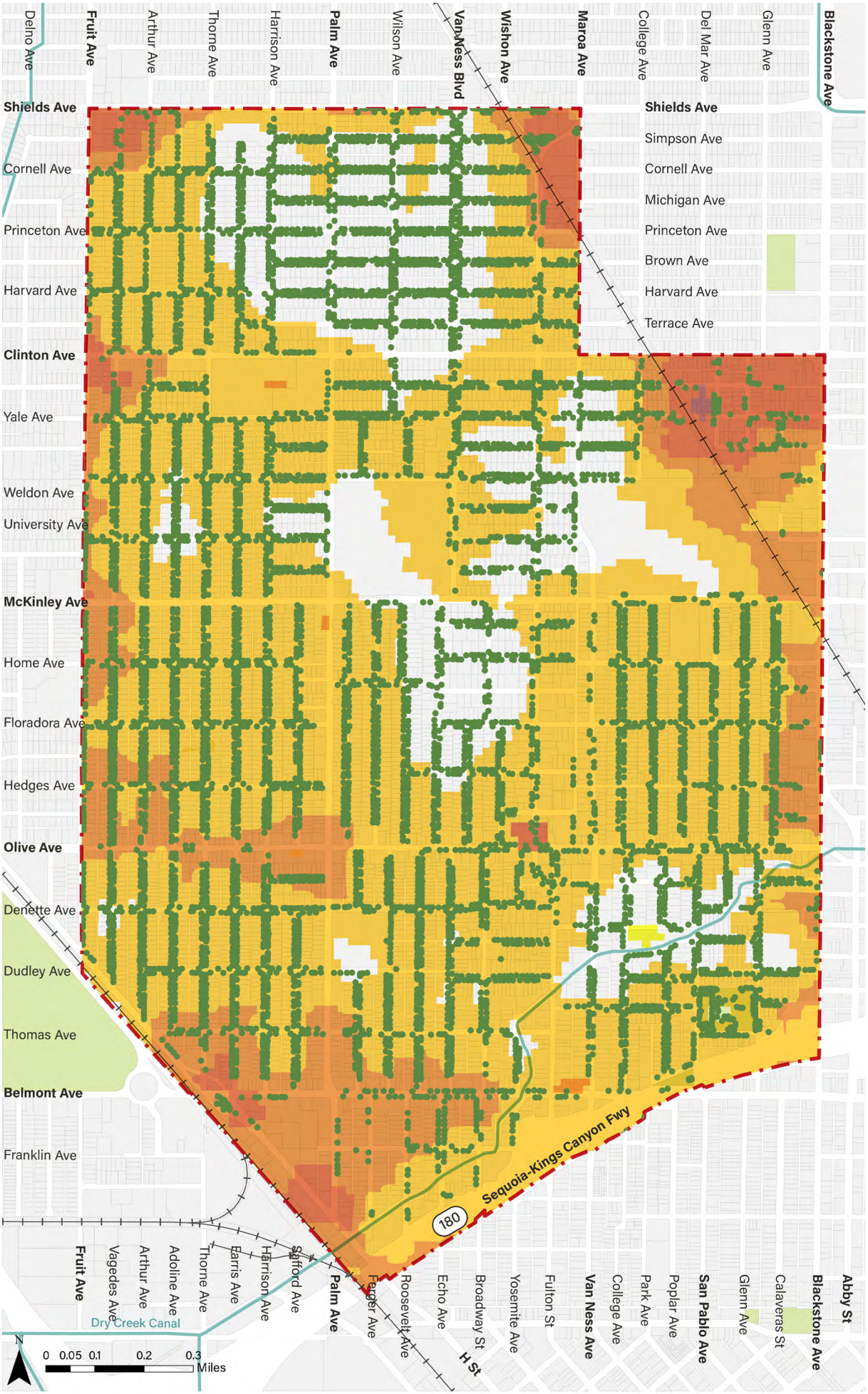
Another aspect of pedestrian comfort and street design is the extent to which asphalt and concrete is unshaded and creates urban "heat islands". Analysis for this Plan shows heat islands along portions of Belmont and Olive Avenues (see Figure 5.4). Trees and other landscaping are one way to reduce the heat island effect.

Shaded streets creating a comfortable pedestrian walking environment.

Wide sidewalk adjacent to building frontage with active uses, enhancing the quality of the walking environment.

[13]City of Fresno, 2016 "Active Transportation Plan," Figure 37, Fresno CA, online at https://www.fresno.gov/wp-content/uploads/2023/07/170022FresnoATPFinal2017Amended042022_compressed-1.pdf (as of June 2024).

FIGURE 5.4 | Urban Heat Islands



Note: Based on this model, uncolored areas are not experiencing urban heat island effects.

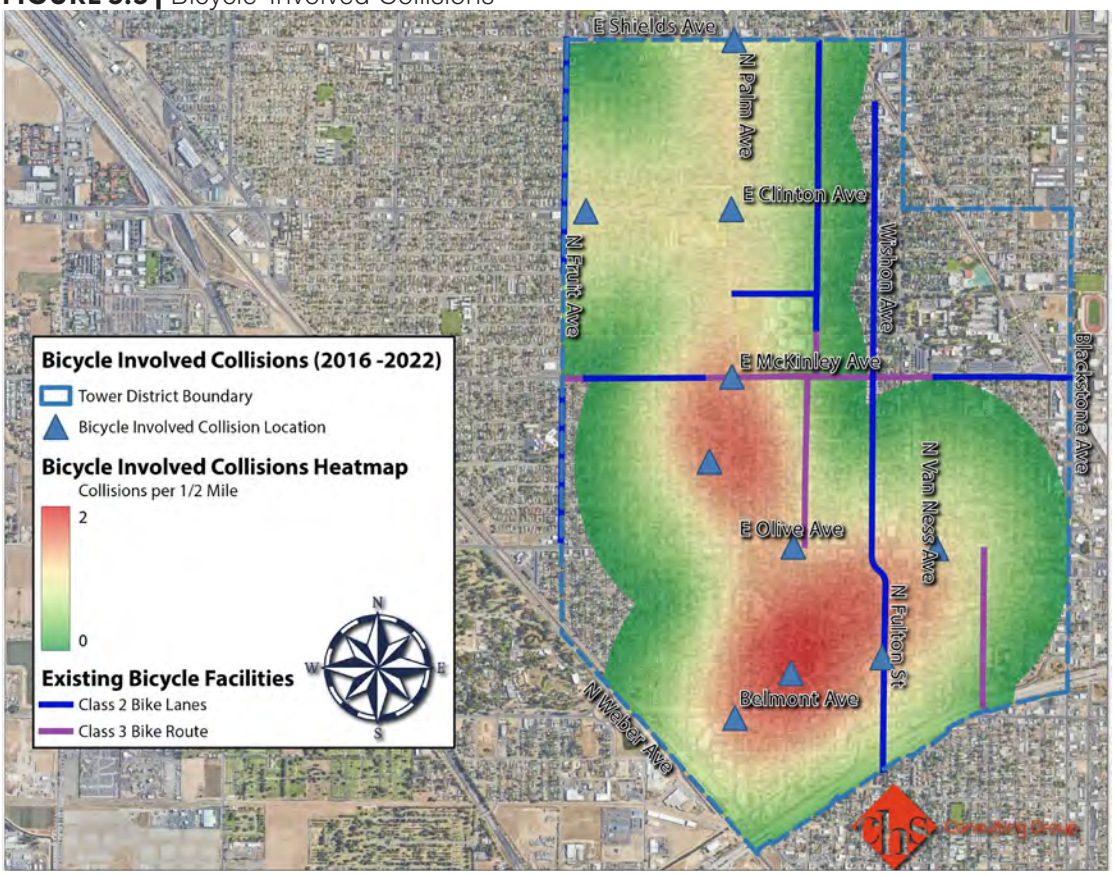
Source: The Trust for Public Land, 2023, City of Fresno

5.6 Bicycling

Tower District supports bike riding in many respects – and more can be done to promote bicycle use and bike safety. The District's network of streets offers bicyclists direct routes to destinations along local streets that have relatively slow traffic speeds (see Figure 5.6). But while most streets in Tower District have low traffic volumes and speeds conducive to riding a bike, there are many locations where bicyclists are unprotected and report that fast-moving vehicles pass too close. The highest rate of bicycle-involved collisions occurred in the southern portion of the Tower District, near freeway ramps to State Route 180. Secondary hot spots are located along Palm Avenue, between McKinley and Olive Avenues. Most collisions (80%) occurred on roadways with no bicycle facilities.[14]

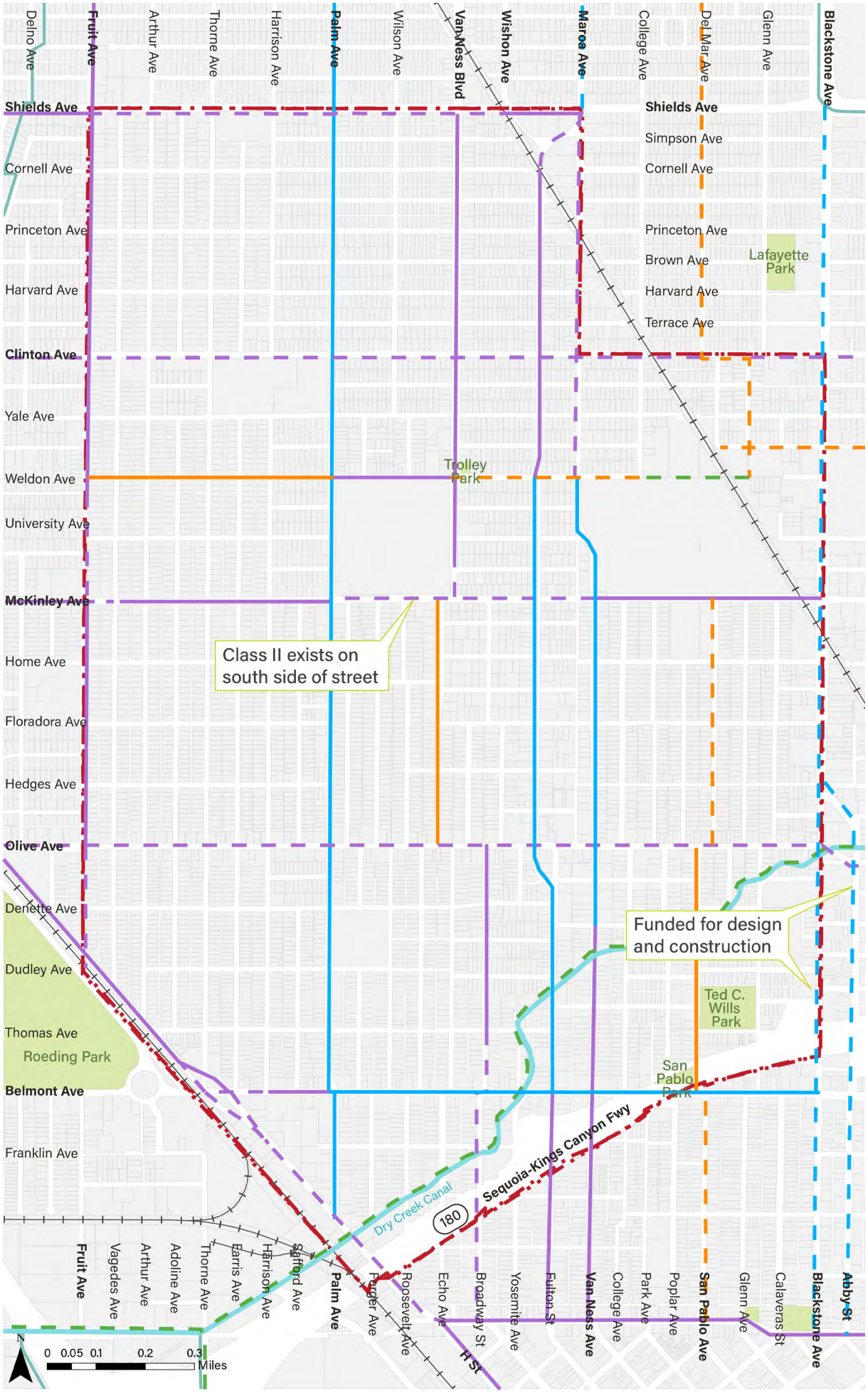
The District features separated bikeways (Class IV facilities) along some collector streets and arterials, such as along Van Ness/Maroa, Futon/ Wishon, Palm, and Belmont. Many of these improvements were made in response to the bicycle involved collisions recorded between 2016 and 2022 as shown in Figure 5.5.

FIGURE 5.5 | Bicycle-Involved Collisions



[14]CHS Consulting, UC Berkeley SafeTREC, 2023.

FIGURE 5.6| Existing and Planned Bike Lanes



Source: City of Fresno Active Transportation Plan, 2016; WRT, 2024.

Class IV separated bikeway along Van Ness Boulevard creating a safer biking network.

Bike lanes (Class II facilities) use pavement striping to set aside dedicated space for bicycle use. The District also has bike routes (Class III facilities) where bikes and vehicles share lanes space, and pavement markings and signage ask motorists to yield. An absence of bicycle facilities on other streets discourages bicycle travel in the District and results in potentially dangerous conditions.

The City's Active Transportation Plan (ATP) prioritizes bike-related investments, such as "priority bikeway" improvements along Fulton/Wishon (implemented before this writing), and planned improvements along Van Ness Avenue and McKinley.[15] Priority bikeways are often prioritized for funding and implementation because they provide low-stress and high-quality infrastructure for bicyclists.[16] The ATP also identifies a long-term opportunity for a trail (Class I bike path facility) along Dry Creek Canal.

5.7 Public Transit

Bus Rapid Transit (BRT) along Blackstone Avenue provides frequent service between Downtown and north Fresno neighborhoods.

Public transit plays an important role in the mobility of residents within and around the Tower District. Transit improves the quality of life of Tower District residents, workforce, and visitors by providing an alternative to car use and ownership, which is particularly important to persons with limited income, those who can't drive because of age (such as young students and older seniors) or disability. Public transit also benefits people who don't use it by reducing traffic, congestion, air pollution, and noise. It also helps to address climate change by reducing greenhouse gas generation.

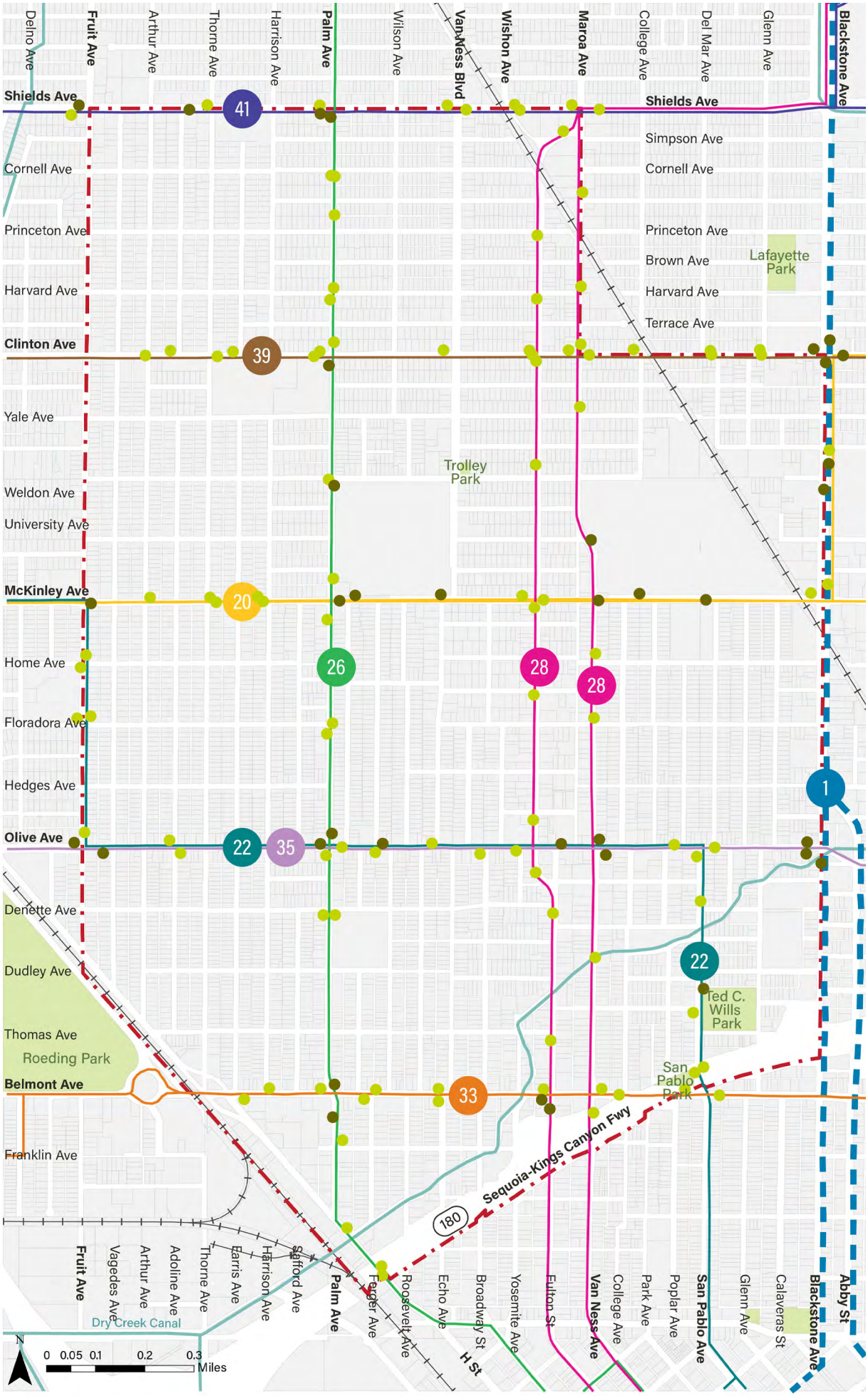
Fresno County's Regional Long-Range Transit Plan establishes a framework for continued investments and enhancements to service throughout the City and region. Specifically, it strives to operate an efficient and fiscally responsible system by matching available resources to demonstrated demand for services, which often follows land use decisions that increase numbers of residents and employees.

The Transit Plan also focuses on ways to enhance users' experience. While all parts of Tower District benefit from nearby transit lines and transit stops, service delays can occur. Physical improvements can improve transit, as reliable and distinctive design of transit shelters can aid placemaking. Street improvements, such as pedestrian infrastructure, can also encourage transit use by making transit stops easier to access.

[15]City of Fresno, 2016 "Active Transportation Plan," Figure 49.

[16]Ibid, pp. 101-104.

FIGURE 5.7 | Transit Routes



Fresno Area Express (FAX) provides bus routes along most collector and arterial streets, such that few locations are more than a quarter-mile from transit (see Figure 5.7). Along the east edge of the District, Blackstone Avenue serves as a high-frequency bus corridor with longer hours of service. Fresno Area Express (FAX) has constructed a 15.7-mile bus rapid transit (BRT) route that connects Downtown to North Fresno. The BRT services decrease travel times by:

- giving buses priority in mixed traffic by using signal priority; and
- having fewer stops by increasing their spacing and providing more frequent service.

Citywide, annual ridership on FAX bus routes had steadily decreased until FY 2018, when FAX reported its first ridership increase since the financial crisis of 2008. It increased again in FY 2019 (7.6%) and was trending toward a double-digit increase in FY 2020 before the COVID-19 pandemic. Ridership is slowly recovering from the pandemic low in FY 2021 of 5,604,778. Overall, FAX ridership has decreased 37.7% in the 20-year period from 2003 to 2022, from 11,213,049 riders to 6,985,740 riders, respectively.

5.8 Motor Vehicles

Driving remains the dominant way of "getting there," particularly for longer trips. In a 2023 survey that informed development of this Plan, 85 percent of respondents said that vehicle use was the transportation mode they used most.

The District's street pattern offers a greater variety of possible routes getting to local destinations, which helps to distribute traffic among multiple routes. Street connections that connect beyond District boundaries are more limited, as they cross UP rail tracks to the west, Burlington Northern Santa Fe (BNSF) rail tracks to the northeast, and State Route 180 freeway to the south. Street widening has occurred over time to accommodate higher traffic volumes, which often leads to higher vehicle speeds. Higher traffic volumes are generated along arterial and collector streets leading to and from freeway interchanges along SR 180 and along SR 99.

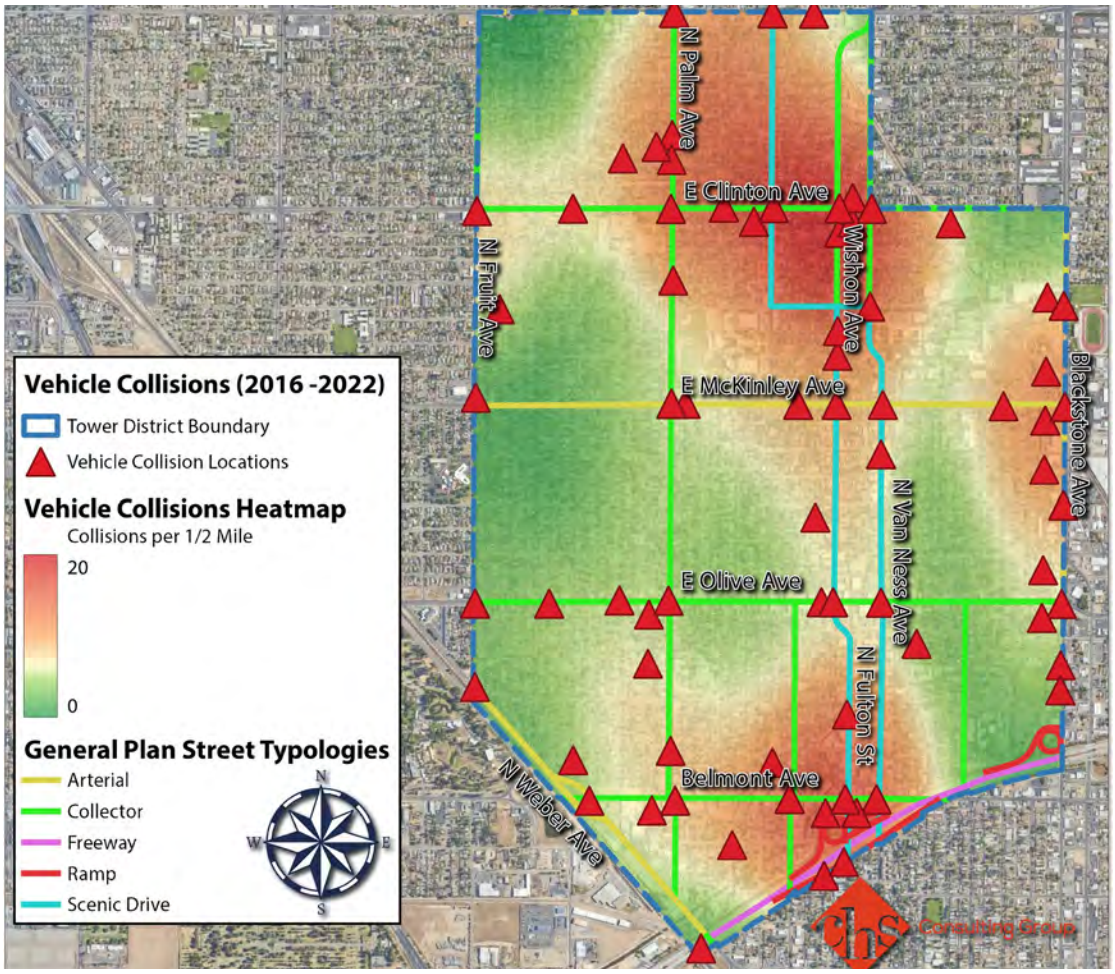
Vehicle collisions were concentrated along arterial and collector streets, which have wider travel lanes and higher vehicle speeds. As of 2023, the highest collision rates were: McKinley near Blackstone, Clinton near Van Ness Avenue, Belmont near Fulton and Van Ness Avenues, and Palm between Shields and Clinton Avenues. Principal reasons for

collisions include unsafe speeds and traffic controls at intersections.[17] These patterns are illustrated in Figure 5.8: Vehicle Collisions.

"Cut-through traffic", traffic coming from commercial areas and detouring through residential neighborhoods, occurs often near entertainment and late night use areas. It is also caused by traffic back up on busy corridors, like Palm. Avenue.

The City's General Plan emphasizes safety by prioritizing funding for improvements in areas that have reported fatalities and injuries, such as with "traffic calming" improvements. Traffic calming slows traffic to speeds where vehicle-pedestrian injuries are less common and less likely to result in fatal or serious injuries when they occur. Traffic calming design elements include crosswalk curb extensions, landscaped islands, speed humps, and traffic circles.

FIGURE 5.8 | Vehicle Collisions



Source: CHS Consulting, UC Berkeley SafeTREC, 2023.

[17]CHS Consulting, UC Berkeley SafeTREC, 2023.

Traffic calming measure to create safer streets.

Clockwise from top left: speed hump, traffic circle, chicane, Rectangular Rapid Flashing Beacons (RRFBs), bulb-out and raised crosswalk.

Other General Plan priorities include improving travel time reliability instead of focusing on speed, and reducing the miles that households drive by providing better transportation options and having local destinations close to where people live and work – as is the case in many parts of the Tower District.

5.9 Trucks

While truck access is vital for light industrial and some commercial operations, truck traffic has had a detrimental effect on the Tower District's residential neighborhoods and its main streets. During the planning process, many community members complained of excessive truck speeds, truck noise while idling at intersections, health related concerns due to deteriorating air quality and not enough separation from trucks while riding bicycles. Trucks also damage street surfaces and contribute to potholes.

An air pollution health impact study was conducted by UC Merced's Community and Labor Center to assess the effects of truck-generated air pollution to health outcomes in the community and document residents' needs. The study's health impact analysis used quantitative methods informed by a community health survey, and determined that residents in the South Fresno community who lived closer to freeways and truck routes were on average exposed to higher traffic, diesel particles, fine particles, and ozone, resulting in additional risk of asthma, cardio-cerebral vascular events, pre-term births, and infant mortality.[17]

The Tower District Specific Plan recommends street improvements that support multi-modal safety and comfort and to further study ways to minimize the negative effects of truck traffic in Tower District neighborhoods.

[17]Arcadia, Padilla & Associates, and UC Merced, "South Central Fresno AB 617 Community Truck Reroute Study Community Meeting," PowerPoint, January 2024.

5.10 Parking and Transportation Demand Management

The Fresno General Plan promotes efficient use of parking and reducing demand for parking. Some ways to use parking more efficiently include: parking facility design that maximizes parking space utilization, optimizes traffic flow direction, and adheres to the minimum accessibility requirements, sharing parking among different land uses, and information technology that indicates where parking is available.

Demand for parking can be addressed by promoting alternatives to car use and by charging for parking in locations where it is in high demand. Reduced parking demand can help make infill development more feasible, particularly affordable residential development, and can reduce the amount of area that parking takes up, which is why parking consuming two-thirds of a site is of typical auto-oriented commercial projects.

Parking benefits districts are noted in the General Plan as ways to manage parking demand and fund consolidated public parking, such as in multi-level parking garages. Net revenues collected from on-street parking pricing can be dedicated to funding public parking improvements, as well as street enhancements that support local businesses.

5.11 Planned Improvements

BNSF BLACKSTONE/MCKINLEY GRADE SEPARATION PROJECT

An average of 37 trains cross the intersection of Blackstone and McKinley each day, which has caused traffic delays of 2 minutes 48 seconds on average. The Blackstone-McKinley Grade Separation Project will create a new roadway underpass below the BNSF tracks to allow the uninterrupted flow of traffic along Blackstone and McKinley. The project will increase roadway capacity and enhance safety across transportation modes, by adding pedestrian crosswalks at key locations and providing bicycle paths (Class IV bicycle facilities).

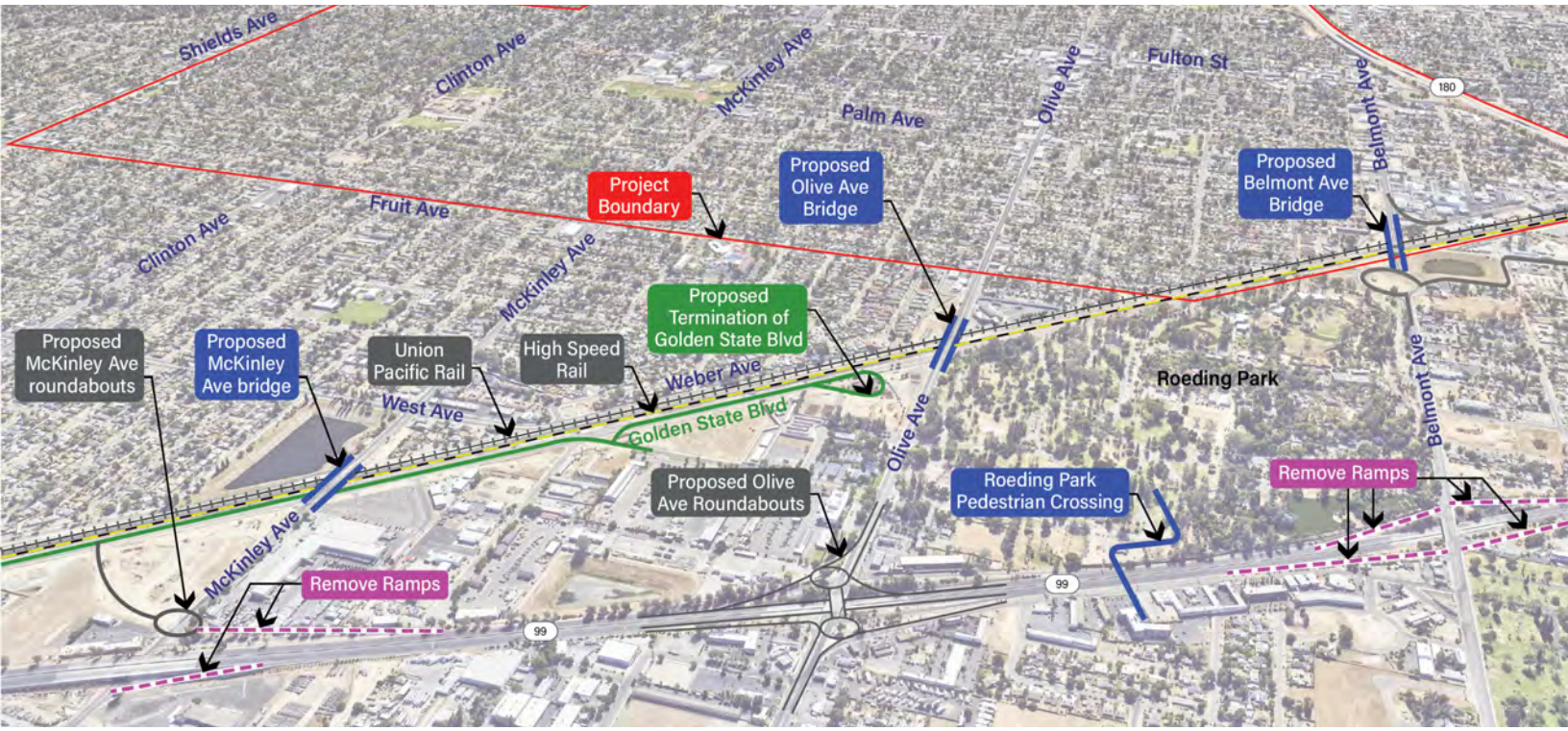
SR 99 INTERCHANGES & HIGH SPEED RAIL

Construction of California's High Speed Rail system in Fresno requires the grade-separation of Belmont and Olive Avenues where they cross the UP right-of-way. Bridges would be built over the railroad in these locations and will be accompanied by pedestrian sidewalks and bike lanes.

Meanwhile, the California Department of Transportation (Caltrans) plans to close freeway on- and off-ramps where State Route (SR) 99 intersects Belmont and McKinley Avenues, to increase freeway safety and reduce congestion. As a consequence, roadway connections in and out of the District will be altered and will have an effect on traffic patterns after project completion expected in 2029. With the closure of the Belmont and McKinley interchanges, traffic volumes on Olive Avenue may increase.[18] These circulation changes are illustrated in Figure 5.9: Circulation Effects of SR 99 Interchange and HSR Improvements.

Truck circulation patterns will also be altered, as the nearest freeway access to Tower District's light industrial area will be where Olive meets SR 99 and where Fulton meets SR 180. Specifically, truck traffic could increase along Weber Avenue between Belmont and Olive, with effects on adjacent residential neighborhoods. These changes may increase traffic on Clinton Avenue, which already experiences substantial congestion. In addition to increased logistical challenges, increased traffic (especially from trucks) increases negative health effects. Pollution--air quality and noise--would increase.

FIGURE 5.9 | Circulation Effects of SR 99 Interchange and HSR Improvements



[18] Caltrans, "Final Environmental Impact Report / Environmental Assessment and Section 4(f) Evaluation with Finding of No Significant Impact," dated February 2023, online at https://dot.ca.gov/-/media/dot-media/district-6/documents/d6-environmental-docs/06-0w800/sr99-el-dor-clnt-rehab-f-060w800-0223-a11y.pdf (as of June 2024).

5.12 Objectives and Policies

C 1 IMPROVE TOWER DISTRICT STREETS TO ENHANCE ACCESS USING ALL MODES OF TRANSPORTATION AND CREATE A BETTER ENVIRONMENT.

C 1.1 Improve the multi-modal functions of key corridors.

Using Fresno's Active Transportation Plan as a starting point, evaluate road diet and bicycle facility designs with residents and business owners who live along key corridors to improve safety and reduce collisions while supporting adjacent land uses. The co-created designs should elevate pedestrian safety as the highest priority, while also establishing a unique, visual identity for each corridor. The following corridors should be prioritized for study:

- **Olive Avenue, Fulton Street, and Wishon Avenue south of McKinley.** Create a strong pedestrian-oriented environment along these important "main streets." Adjacent to properties zoned Commercial Main Street (CMS), consider relative merits of Class II bike lanes versus Class IV bike lanes, if curb-to-curb widths would allow on-street parking to be retained. If Class II and Class IV bike lanes would result in the loss of on-street parking, consider Class III or Class II bike routes to retain on-street parking and protect pedestrians.
- **Clinton Avenue.** Implement traffic calming measures to slow traffic to address safety issues.
- **McKinley Avenue.** Implement traffic calming measures and Class IV bike lanes.
- **Belmont Avenue.** Consider traffic calming for a safe and comfortable pedestrian environment. See POS 4.2 Public safety.

C 1.2 Enhance Main Streets

Enhance streets serving Commercial Main Street (CMS) zoned properties. Along Olive Avenue, establish a traditional commercial "main street" environment that creates a sense of place and prioritizes pedestrian activity. Strengthen Olive Avenue by making the following improvements:

- Limit the number of travel lanes to no more than three, with one lane in each direction. While shared center left-turn lanes may be needed, the preferred arrangement of lanes is to have two travel

lanes with one lane in each direction and on-street parking lanes to support street-facing retail land use.

- Limit travel lane widths to no more than 11 feet, except when implementing Class III bike routes on Commercial Main Street zoned properties, travel lanes should be no more than 12 feet wide to accommodate vehicle maneuvers around bicyclists where no protected bike lane is provided.
- Provide bicycle facilities, subject to study as described above.

C 1.3 Encourage active transportation modes by improving pedestrian and bicycle access, safety, and comfort for users of all ages and abilities.

Establish a well-connected bicycle network that provides safe, convenient, and comfortable bike routes through and to the Tower District. Expand and enhance Tower District's Bicycle Network. Establish Primary Bikeways that provide through routes for bicycles and connect to the larger bicycle network.

- Design bicycle facility type dependent on primary roadway designations to address roadway design speed, while not oversizing facilities which would diminish the quality of abutting pedestrian routes.
- Discourage excessive vehicle speeds and volumes by implementing complete street designs that reduce adjacent vehicle travel lane widths to no more than 11 feet with a 7-foot-wide parking lane.
- Widen sidewalks to at least 10 feet with a minimum 6-foot clear walking zone and buffer zone of at least 4 feet, where street trees can be planted between the sidewalk and parking lanes, travel lanes, or bike lanes.
- Where observed travel speeds exceed the posted speed limit, apply appropriate traffic calming measures to reduce vehicle speeding and increase safety and access for active modes.

C 1.4 Provide universal accessibility.

Provide access in the Tower District in accordance with the Americans with Disabilities Act and the Public Right-of-Way Accessibility Guidelines (PROWAG). Continue to enforce the California Vehicle Code

related to parking with persons with disabilities. Prioritize in areas which are centers of public and community life.

C 1.5 Increase transit frequency.

Work with FAX to evaluate potential increase to transit access and frequency enhancements in the Tower District.

C 1.6 Increase late night transportation options.

Work with FAX, other providers, and stakeholders to increase late night transportation options after midnight to serve residents who work late and don't drive a car, and to provide a safe ride home rather than driving while intoxicated. The service should have a user-friendly online interface with real-time location and estimated arrival time information.

C 1.7 Establish mobility hubs.

Work with the community to determine locations for a network of community mobility hubs in the plan area. Potential locations include the core of Tower or Fresno City College. Mobility hubs are places to move from one transportation mode to another, and where the user experience is welcoming.

C 1.8 Improve transit amenities.

Improve transit waiting areas with shade, shelters, seating, and real-time arrival information, in accordance with FAX transit amenity requirements.

C 1.9 Coordinate curbside activities.

Conduct a curbside management study of the commercial core, and define locations for where commercial loading needs to occur and pickup/drop-off such as for ride-sharing vehicles. Consider time-of-day restrictions to make best use of curbside zones.

C 1.10 Encourage "Green Alleys."

To encourage walking and biking and activate underused alley infrastructure, establish a new green alleys program. Encourage community engagement by creating safe corridors for slower modes of travel that allow residents to interact.

C 2 FOCUS CIRCULATION IMPROVEMENTS ON PEDESTRIAN SAFETY.

C 2.1 Add pedestrian safety elements.

Work with Public Works to install street lighting, crosswalk striping and installation of pedestrian safety measures, particularly at frequently used but unmarked pedestrian crossings.

C 2.2 Conduct a Sidewalk Gap Study.

Undertake a detailed sidewalk gap study focused around schools, and seek funding to address gaps. Recommendations should locate and describe needed features, including high-visibility crosswalks at intersections, ADA-accessible curb ramps, pedestrian-scale lighting, street trees, and raised speed tables at crosswalks.

C 3 ENHANCE SAFETY ON LOCAL INTERIOR NEIGHBORHOOD STREETS.

C 3.1 Calm vehicular traffic.

Install traffic calming measures within the residential neighborhoods to improve their safety and enjoyment. Such measures may include, but are not limited to, speed humps, traffic circles, bulb-outs, neck-downs, stop signs, and other effective methods. Methods should be carefully considered for both their potential effectiveness as well as visual aesthetic consistent with the visual character of each neighborhood.

C 3.2 Provide mid-block crossings in critical locations in accordance with requirements established by the Department of Public Works.

Provide safe mid-block pedestrian crossings where pedestrian safety would be significantly improved, such as near schools and in the middle of particularly long blocks in main street areas, if consistent with the City's uncontrolled crosswalk standards. Accompany mid-block crossings with high-visibility crosswalks and Rectangular Rapid Flashing Beacons (RRFBs).

C 4 INITIATE PROJECTS THAT HELP MITIGATE ADVERSE IMPACTS RESULTING FROM REGIONAL CIRCULATION IMPROVEMENTS.

C 4.1 Coordinate with the Department of Public Works to complete the planned vehicular improvements at McKinley and Blackstone Avenues and support the installation of enhanced bicycle and pedestrian facilities.

Evaluate the number and width of vehicle travel lanes to reduce vehicle speeds through areas with significant pedestrian and bicycle traffic. Ensure that planned improvements feature comprehensive pedestrian and bike infrastructure. Implement traffic calming measures in neighborhoods surrounding adjacent development projects.

C 4.2 Initiate pedestrian improvements at the SR 180 Access Ramps.

Implement complete street improvements on Fulton Street, Van Ness Avenue, and Belmont Avenue near the SR 180 access ramps. Sidewalks should be provided on both sides of the street, at least 8 feet with a minimum 6-feet of clear walk area, with broader cross-sections preferred, and including street trees, places to sit, pedestrian-scaled street lighting in keeping with the character of historic streetlamps in the District, and gateway elements. Work with Caltrans to redesign the off-ramps of Fulton Street and Blackstone Avenue, to remove right-turn slip-lanes that allow high-speed vehicular traffic to continue at high speeds onto city streets.

C 4.3 Address change to local traffic from High-Speed Rail improvements and State Route 99 ramp closures.

Evaluate the effects on the local transportation system after infrastructure improvements have been completed. Any future streetscape changes should be planned with the primary intention of preserving neighborhood quality and with an integral role for the neighborhood.

C 4.4 Address motorist needs and potential impacts from vehicles during special events.

Designate detour routes and provide consistent wayfinding signage to help visitors navigate the Tower District during special events. Protect neighborhoods from cut-through traffic.

C 4.5 Enhance and maintain landscape buffering.

Develop landscape improvement programs for streets to beautify Tower District, encourage walking, and address potential adverse impacts on adjacent residential properties and neighborhoods.

C 5 MINIMIZE THE IMPACT OF TRUCK TRAFFIC ON THE RESIDENTIAL NEIGHBORHOODS OF THE TOWER DISTRICT.

C 5.1 Rerouting of truck traffic.

Evaluate potential impacts from rerouting truck traffic due to High-Speed Rail and closure of SR99 interchanges, particularly health and equity-related concerns. Study potential effects of truck traffic at the local level and mitigate potential negative impacts, such as to make multimodal street improvements and designate truck routes away from residential neighborhoods. Specifically, study the potential effects of truck use of Weber Avenue following the closure of Golden State Boulevard, particularly its potential effects on residential areas, notably South Tower.

C 6 DEVELOP AND ADOPT A PARKING AND TRANSPORTATION DEMAND MANAGEMENT (TDM) STRATEGY FOR THE TOWER DISTRICT THAT SUPPORTS COMMERCIAL ACTIVITY AND ENHANCES THE PEDESTRIAN-ORIENTED CHARACTER OF THE DISTRICT.

C 6.1 On-street parking

Maximize on-street parking while providing adequate sidewalk widths and continuous street trees. Preserve existing on-street parking wherever possible. Consider ways to increase on-street parking, such as by introducing diagonal parking along streets that do not include bicycle lanes with curb-to-curb dimensions, in excess of what is functionally required.

C 6.2 Evaluate demand and location for bicycle parking.

To build on the multi-modal nature of the Tower District, encourage non-motorized modes of transportation. Require off-street bicycle parking with new development.

C 6.3 Surface parking fronting major streets.

Where applicable, establish development standards that prohibit on-site surface parking where it fronts major streets, as referenced in FMC Section 15-2414. In addition, require that at least three-quarters of a parcel's street frontage be lined by building or community open space.

C 6.4 Residential parking permit district.

Explore the creation of Residential Parking Permit Districts to manage spill over parking from commercial and institutional uses.

C 6.5 Shared parking for the Entertainment District.

Consider establishing shared off-street parking to support the commercial core area and reduce demand for on-street parking.

C 6.6 New development.

Require that new development incorporate TDM measures to reduce parking demand and allow parking configurations that reduce site area dedicated to parking, such as tandem parking and use of mechanical lifts. All new development will also be required to comply with the Fresno Municipal Code parking standards.

C 7 ENHANCE THE UNIQUE IDENTITY OF THE TOWER DISTRICT WITH PLACEMAKING.

C 7.1 Create unique gateways to signal entry into the Tower District

The Tower District has many distinct entryways. Enhancing the sense of place at gateways can create pride among residents and highlight the district as a cultural hub of Fresno. Gateway locations may include:

- Van Ness, Wishon/Maroa, and Palm Avenues on the north
- Van Ness, Fulton, and Broadway on the south

- McKinley, Olive, Belmont (at San Pablo), and Maroa on the east
- McKinley, Olive, Belmont (at HSR crossing), and Shields on the west

C 7.2 Wayfinding and signage.

Develop wayfinding and signage branding for the Tower District to allow residents and visitors to explore the neighborhood. Help people navigate the district with its historic and cultural sites, public parking, retail areas and Fresno City College. Develop street signs in line with historic Tower elements in coordination with Public Works.

C 7.3 Support public art in the Tower District.

Include public art in the Tower District along sidewalks and in plazas and parks to tell the story of the neighborhood and reflect its culture. Public art should include installations and integrated elements like paving, lighting, and seating.

Require that new development along key corridors integrate public art elements or contribute to a public art fund. Public art will be administered through the Parks, Recreation and Arts Commission.

C 7.4 Consider a demonstration program from alley enhancements.

Consider a demonstration program for alley enhancements to support alley paving and enhancement for walking, biking, and access for garages and to potential accessory dwelling units (ADUs). Enhance the spaces with landscaping and public art where possible.

C 7.5 Enable temporary street traffic closures and slow streets.

Continue temporary street traffic closures on Olive Avenue to enable the Pride and Mardi Gras festivals that bring life to the community. Consider additional temporary traffic closures (i.e. Sunday Streets) and/or traffic slowing programs (i.e. Slow Streets) that can support neighborhood walking, biking, and quality of life. Note that such closures are subject to the City's special events approval process.

C 7.6 Public events.

Develop a program of public events to take place in Tower District neighborhood shopping areas.

C 8 CREATE PUBLIC REALM IMPROVEMENTS IN THE TOWER DISTRICT.

C 8.1 Provide streetscape elements, public plazas, and open space to engender public activities and functions.

Design and program streetscape elements, plazas, and other public open space to be welcoming to all users. Strategies to employ include: space activation using design features and programmed activities, adequate lighting, uninterrupted lines of sight from streets into the space, absence of subareas that can be readily appropriated for unwanted activities, and on-going high-quality repair and maintenance.

C 8.2 Add features that bring comfort, safety and attractiveness to the public realm.

Develop a palette of high-quality public space furniture like trash cans, benches, bicycle stands, light fixtures, tree grates, planters, etc. to develop a cohesive public realm for the Tower District, as might be implemented by a Business Improvement District (BID) or other similar mechanism. Borrow from historic elements where possible to maintain the character of the neighborhood.

C 8.3 Adequate Seating.

Through a Business Improvement District (BID) or other similar mechanism, provide adequate public seating along major corridors. Specifically, add seating in the core commercial area of the Tower District along Olive Avenue.

C 8.4 Trash Cans.

Through a Business Improvement District (BID) or other similar mechanism, add adequate trash cans along commercial streets including Olive, Van Ness, Belmont and Blackstone Avenues. Extend the addition of trash cans to one block into the neighborhood around the core of the entertainment area.

C 8.5 Plant street trees to enhance tree canopy and maintain uniformity within the Plan Area.

Require all new and replaced trees to conform with standards established in the Urban Forest Management Plan and Section 13-306 of the Fresno Municipal Code. Trees are essential in providing respite from urban heat, and infusing nature into the urban environment. Specific actions include:

- Examine the tree trimming policies and tree replacement policies to maintain tree health and shade in the Tower District. Add the tree data to the public data portal to allow residents to help report on tree health or surrounding issues.
- Explore a public training program on tree preservation, proper removal, and pruning of trees in accordance with standards established by the Department of Public Works.
- Plant street trees along sidewalks where missing, especially along Olive and Belmont Avenues and in the South Tower neighborhood, to mitigate the urban heat island effect in these areas.
- Through property owner support, a Business Improvement District (BID) or other similar mechanism, require the planting of trees in plazas and parking lots.
- Choose street trees with large canopies to provide adequate shade where planted. Use drought-tolerant, native species as much as possible to reduce maintenance needs.

Health and Equity Effects

The Circulation policies support a more walkable, bike-friendly, and transit-oriented environment, reinforcing social equity while reducing vehicular dependence. Below, we analyze the impact of these policies on health and equity. For a detailed breakdown of policy-specific impacts, refer to Appendix B, which provides a matrix evaluating each circulation policy across key health and equity indicators.

ENVIRONMENTAL COMFORT

Environmental comfort is a critical consideration in circulation planning, particularly in addressing urban heat island effects and pedestrian experience. Policies such as **C 8.5: Plant street trees to enhance tree canopy and maintain uniformity within the Plan Area** and **C 4.5: Enhance and maintain landscape buffering** help reduce heat retention on streets and sidewalks, improving shade coverage and overall climate resilience. These efforts are especially important in low-income areas, where limited tree canopy and cooling infrastructure make residents more vulnerable to heat stress and extreme temperatures. Additionally, policies that promote pedestrian-friendly design, such as **C 2.1: Add pedestrian safety elements** and **C 2.2: Conduct a Sidewalk Gap Study**, enhance walkability by addressing gaps in infrastructure and ensuring safer, more comfortable routes for non-motorized users. Together, these strategies contribute to a healthier and more livable urban environment, reinforcing equitable access to safe and comfortable public spaces in the Tower District.

ACTIVE LIFESTYLE

The Circulation policies play a significant role in promoting an active lifestyle by making walking, biking, and public transit more safe, accessible, and convenient. Policies such as **C 1.3: Encourage active transportation modes by improving pedestrian and bicycle access, safety, and comfort for users of all ages and abilities** and **C 2.1: Add pedestrian safety elements** directly support physical activity by improving bike lanes, sidewalks, and pedestrian crossings, encouraging more people to walk and bike instead of drive. Additionally, **C 1.10: Encourage Green Alleys** enhances safe, comfortable spaces for walking and biking, while **C 8.5: Plant street trees to enhance tree canopy and maintain uniformity within the Plan Area** improves shade and environmental comfort, making active transportation more appealing in hot weather. Some policies, such as **C 6.2: Evaluate demand and location for bicycle parking** and **C 2.2: Conduct a Sidewalk Gap Study**, have an indirect impact by removing barriers to active mobility, ensuring that infrastructure improvements support walking and biking as viable transportation options.

AIR QUALITY

Many circulation policies have positive impacts on air quality by reducing reliance on private vehicles and minimizing exposure to harmful emissions. Policies such as **C 1.3: Encourage active transportation modes by improving pedestrian and bicycle access, safety, and comfort for users of all ages and abilities** and **C 1.10: Encouraging Green Alleys** expand pedestrian and bicycle infrastructure, helping lower transportation-related emissions by shifting trips away from cars. **C 5.1: Rerouting of truck traffic** specifically aims to reduce pollution exposure in residential areas, particularly in South Tower, where designated truck routes contribute to high concentrations of diesel emissions and particulate matter. Similarly, **C 4.1: Coordinate with the Department of Public Works to complete the planned vehicular improvements at McKinley and Blackstone Avenues and support the installation of enhance bicycle and pedestrian facilities** helps mitigate congestion, which can reduce localized emissions hotspots.

HOUSING STABILITY

Housing stability is minimally affected by circulation improvements, with most policies having a neutral impact. However, some parking and transportation demand management policies **C 6.6: New development** may indirectly alleviate housing costs by reducing the need for excessive on-site parking, potentially lowering housing construction costs and increasing residential density.

ACCESS TO FOOD

The Circulation policies impact access to food by improving connectivity and mobility, making it easier for residents to reach grocery stores and food retailers. Policies such as **C 1.1: Improve multi-modal functions of key corridors** and **C 1.5: Increase transit frequency** enhance transportation options, ensuring that more people—especially those without cars—can access food more conveniently. Additionally, policies like **C 2.1: Add pedestrian safety elements** and **C 6.2: Evaluate demand and location for bicycle parking** have indirect benefits by improving walkability and biking access, making trips to food sources safer and more convenient. However, while these policies improve physical access, they do not directly address food affordability or food deserts.

ACCESS TO JOBS

Access to jobs is strengthened by policies that improve transit connectivity and expand multi-modal options. Policies such as **C 1.5: Increase transit frequency** and **C 1.6: Increase late-night transportation options** improve job accessibility, particularly for service and shift workers who rely on public transportation at non-peak hours. Additionally, **C 1.7: Establish mobility hubs** creates centralized transfer points that improve last-mile connectivity, making it easier for residents to commute to employment centers beyond the Tower District.

06

UTILITIES

UTILITIES

The Tower District is supported by an established infrastructure network that serves existing land uses. Additionally, the City is moving toward a more sustainable and resource-efficient future, for which infrastructure will play a critical role.

As in many urban areas, utilities have aged in the Tower District and the Fresno Department of Public Utilities is responsible for necessary upgrades to ensure proper long-term function and to accommodate intensification through infill development.

The Utilities chapter provides a general description of services and utilities network maps for Tower District, followed by policies to support maintenance of the systems over time. The chapter does not include planned infrastructure upgrades, as future needs have been anticipated by established plans, programs, and regulations.

6.1 Water

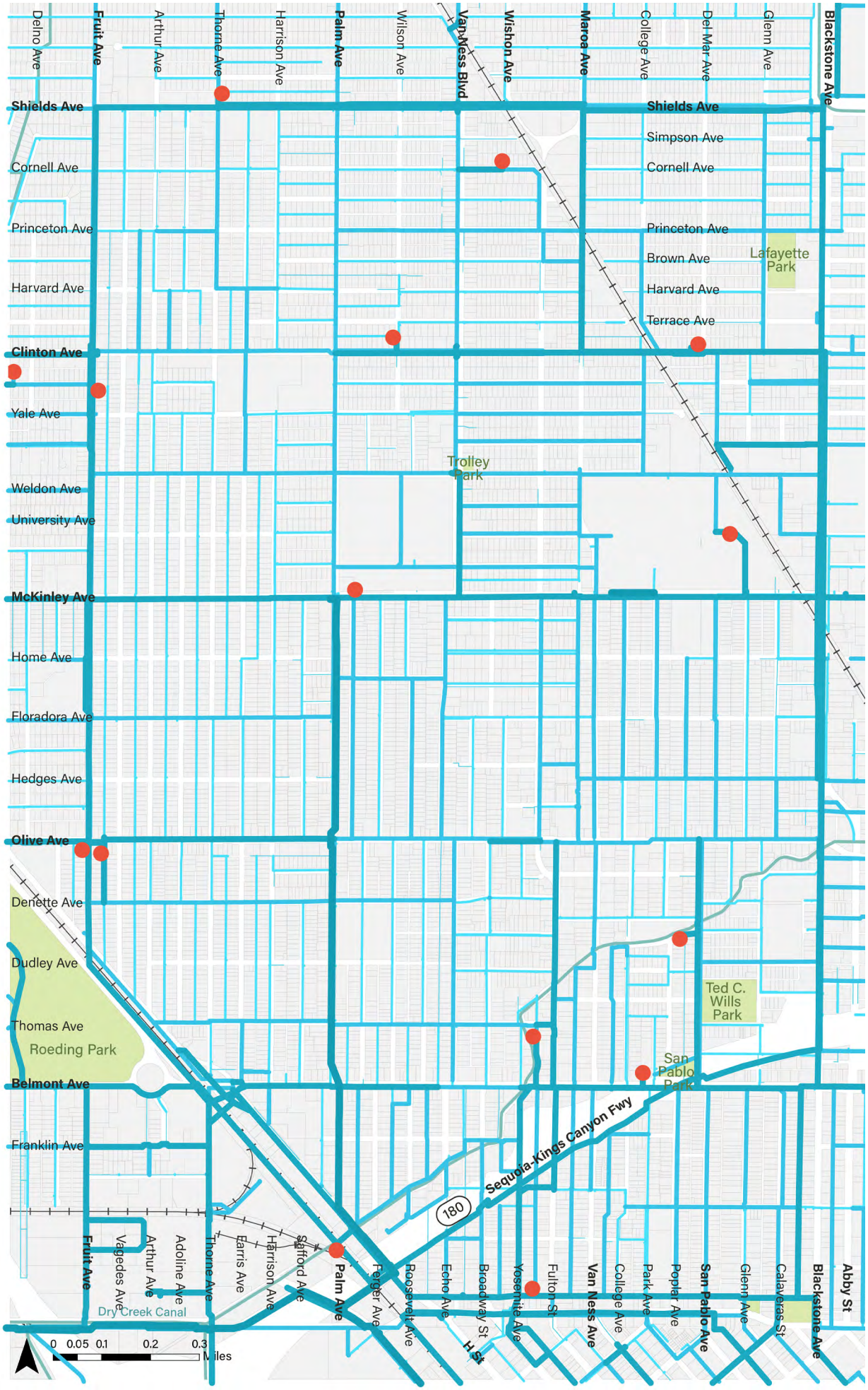
The City relies on groundwater and surface water, and to a lesser extent recycled water, to meet the water supply demands of the community. Groundwater levels have been declining since 1930, and the rate of decline has accelerated in recent years. Surface water that serves the City comes from outside of the City limit line at Pine Flat Reservoir and Millerton Lake. While the City has an active and successful history of water conservation, the City as a whole needs to improve the reliability and resiliency of its water supply resources.

The network of existing water infrastructure in the Tower District is described in Figure 6.1: Existing Water Infrastructure. It is comprised of pressurized water lines that generally align with street rights-of-way and includes a water trunk line extending into the Tower District along Palm Avenue. Existing wells contribute groundwater to the water infrastructure network.

6.2 Sanitary Sewer

The City of Fresno is part of the Regional Sewer Agency for the Fresno-Clovis Metropolitan Area (FCMA), which owns and maintains a wastewater collection system that serves Fresno and other communities. The Sewer Agency has a program for upgrading facilities to halt and remedy the effects of age, deterioration, and corrosion.

FIGURE 6.1 | Existing Water Infrastructure



Source: City of Fresno

Sanitary sewer infrastructure generally relies on gravity for conveyance through pipes, along with pump stations in key locations. As shown in Figure 6.2: Existing Sanitary Sewer Infrastructure, the Tower District's network of sewer pipes generally flows to the south and west, and into trunk lines located along: McKinley Avenue, Olive-Palm-H Street, and Blackstone-San Pablo Avenues. There is a sewer lift located just north of the plan area near Shields and Wishon Avenues.

6.3 Stormwater and Drainage

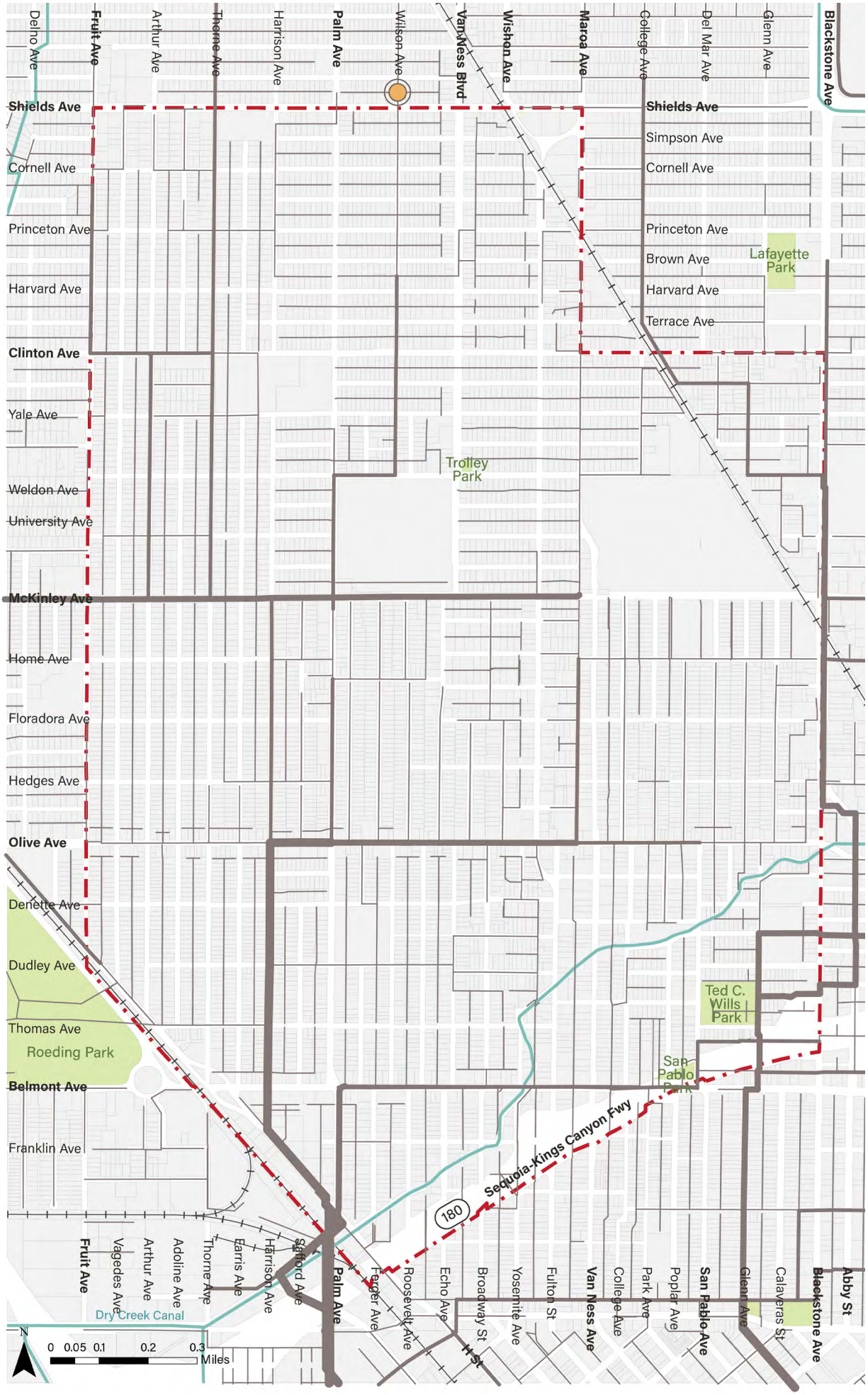
The Fresno Metropolitan Flood Control District (FMFCD) is responsible for managing urban stormwater runoff in the Fresno metropolitan area. FMFCD's flood control program consists of stormater infrastructure, control facilities and related streams and channel features. The Tower District's stormwater conveyance generally flows south and west, within a system of pipes. As shown in Figure 6.3: the stormwater system includes detention basins, and one detention basin is located just southwest of the Tower District at Belmont and Thorne Avenues.

Some localized flooding occurs during periods of heavy rain. A large part of the planning area has a 0.2% annual chance of flooding or 1% annual chance of flooding not more than one foot, as noted by FEMA and depicted in Figure 6.4: Existing FEMA Flood Zone Designations.[19]

Stormwater quality is another consideration, since oil and other pollutants can drain from streets and parking lots as urban runoff and degrade downstream habitats or groundwater if not treated. The Fresno Metropolitan Flood Control District (FMFCD) has developed a system of stormwater detention basins throughout the city to capture stormwater to not only prevent flooding but to also allow for water storage that aids in water percolation down through the soil which naturally removes the pollutants and replenishing groundwater supplies. In response, FMFCD and other local public agencies have developed a storm water quality management program in compliance with the National Pollutant Discharge Elimination System (NPDES).

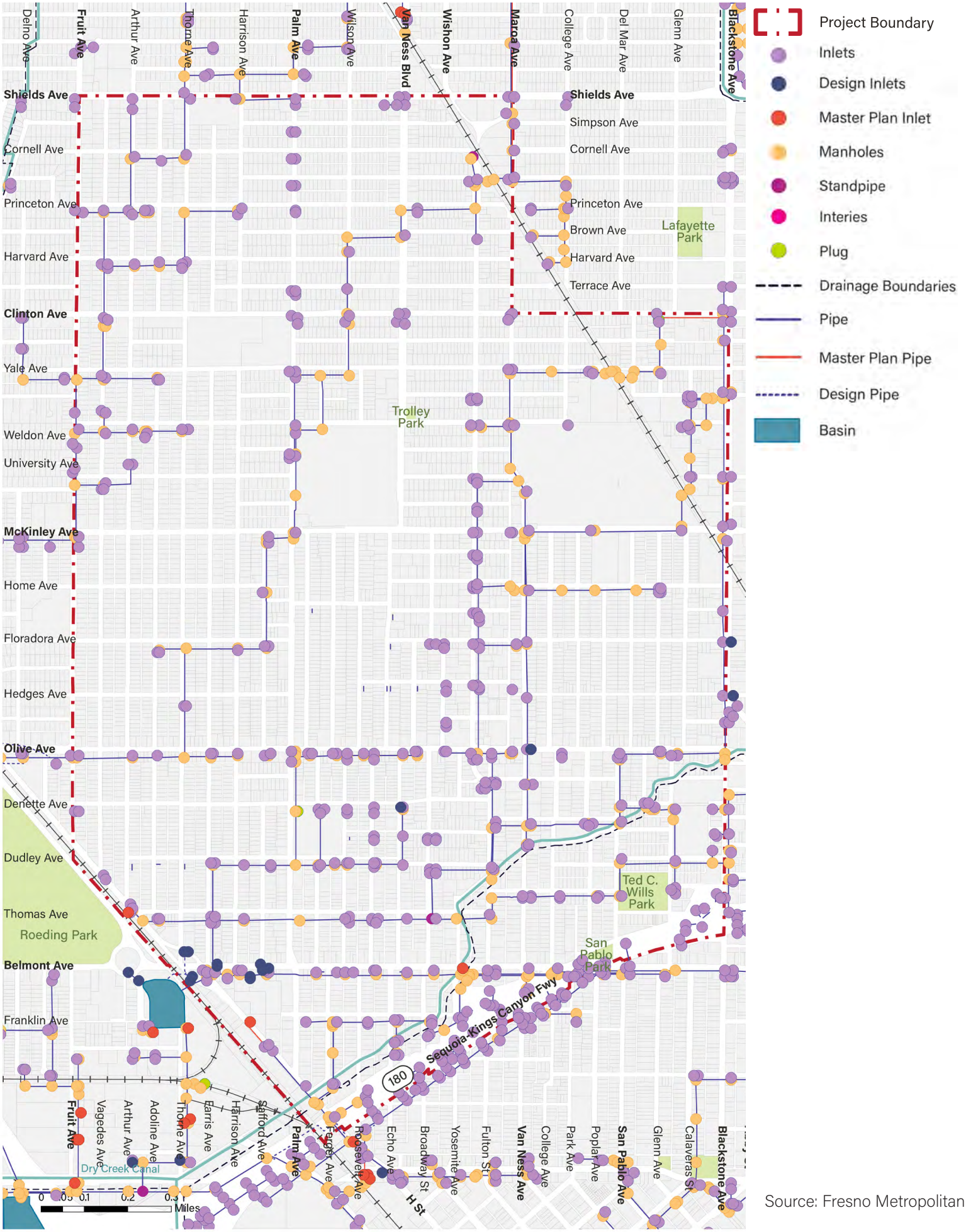
[19] Flood Maps | FEMA.gov

FIGURE 6.2 | Existing Sanitary Sewer Infrastructure



Source: City of Fresno

FIGURE 6.3 | Existing and Planned Stormwater Infrastructure



Source: Fresno Metropolitan

FIGURE 6.4 | Existing FEMA Flood Zone Designations

Source: FEMA.gov, 2024

0.2% Annual Chance Flood Hazard, Areas of 1% annual chance flood with average depth less than one foot or with drainage areas of less than one square mile *Zone X*

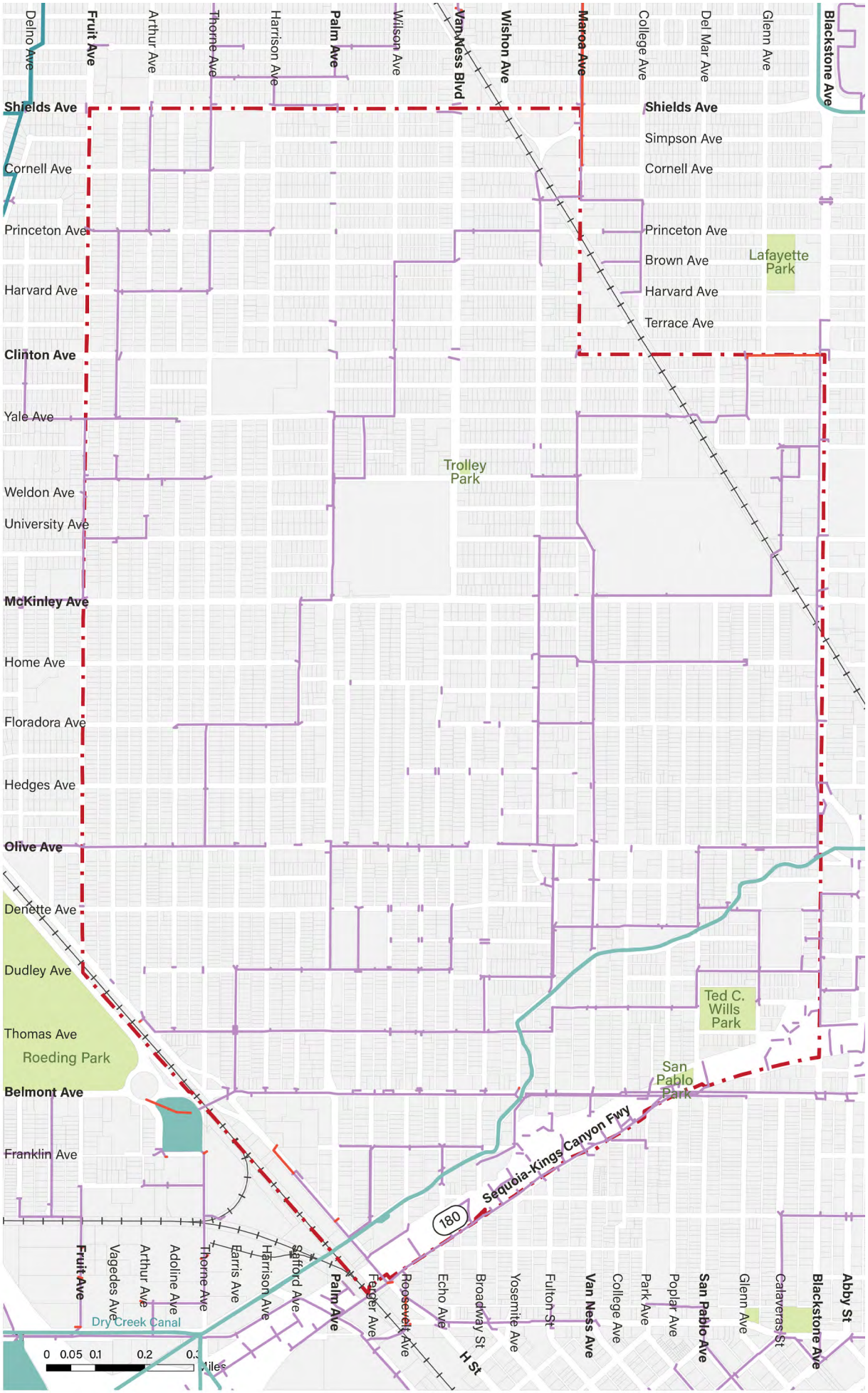
6.4 Solid Waste

The Solid Waste Management Division handles the collection of municipal solid waste, recyclables, green waste, and Operation Clean-up for over 118,000 residential customers. The Division also oversees litter collection and responds to FresGO customer queries across 103 square miles in Fresno. These collection efforts manage about 5,000 tons of material weekly. Moreover, responding to community needs, the division has implemented various initiatives including: Beautify Fresno, Oil Payment Program, Beverage Container Recycling, Organic Waste Recycling, Used Oil Program, Landfill Operating—Remediation and Oversight Services, and CalRecycle Household Hazard.

6.5 Fresno Irrigation District

The Fresno Irrigation District (FID) comprises 245,000 acres in Fresno County, including the Fresno metropolitan area and the Tower District. FID diverts an estimated 500,000 acre-feet of water annually, primarily from the Kings River, and delivers it mostly to agricultural users and urban areas for groundwater recharge. As shown in Figure 6.5: FID canals and underground pipes run through the Tower District.

FIGURE 6.5 | Fresno Irrigation District



Source: City of Fresno

6.5 Objectives and Policies

UT 1 PROVIDE FOR THE ORDERLY PROVISION OF UTILITY SERVICES IN THE TOWER DISTRICT.

UT 1.1 Support regulations that require developers to make fair-share contributions toward infrastructure, through developer fees and in-kind improvements.

UT 1.2 Consider reducing developer fees when they could make development infeasible, if the proposed development advances Tower District goals and is consistent with its policies, standards, and guidelines.

UT 1.3 Encourage coordination among stakeholders interested in utility systems and programs.

Exchange information regarding infrastructure plans that could affect the Tower District, by engaging government agencies responsible for utilities , the Tower District Implementation Committee, businesses, and developers with specific utility-related needs.

UT 2 ADDRESS UTILITY INFRASTRUCTURE NEEDS IN WAYS THAT ARE COMPATIBLE WITH THE TOWER DISTRICT.

UT 2.1 Design utilities to be aesthetically pleasing and compatible with adjacent uses.

New development should generally locate new utility lines underground. Work with utility providers to underground existing above-grade utilities as opportunities arise. Encourage the placement of utilities in locations that do not interfere with street trees, such as in alleys or midblock easements.

UT 3 ENCOURAGE RESILIENCY AND SUSTAINABLE FORMS OF DEVELOPMENT.

UT 3.1 Encourage reduction in the use of potable water.

Promote water-conserving appliances, water reuse as part of industrial activities, and drought-tolerant planting, and other ways to use less potable water.

UT 3.2 Encourage retention of stormwater.

Minimize impervious surfaces. Encourage green infrastructure, such as rain gardens and bio-retention swales, as part of streets, parks, parking lots, and other improvements.

UT 3.3 Reduce risk to property from flooding.

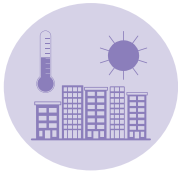
Share information regarding flood risks in the planning area. Consider raising the ground floor of new buildings in locations of significant flood risk, while meeting building accessibility standards.

UT 3.4 Encourage energy conservation and generation.

Encourage development to go beyond established energy code requirements, such as by incorporating passive solar architecture and installing photovoltaic panels.

Health and Equity Effects

The Utility policies in the Tower District Specific Plan are designed to support resilient, sustainable, and equitable infrastructure systems. They promote responsible utility planning, coordination among stakeholders, and the integration of sustainability measures such as water and energy conservation, green infrastructure, and flood risk mitigation. Below, we analyze the impact of these policies on health and equity. For a detailed breakdown of policy-specific impacts, refer to Appendix B, which provides a matrix evaluating each circulation policy across key health and equity indicators.



ENVIRONMENTAL COMFORT

Utility policies significantly improve environmental comfort by encouraging infrastructure and development practices that reduce heat and promote resilience. **UT 3.2: Encourage retention of stormwater** promotes green infrastructure such as rain gardens and bio-retention swales that reduce runoff and contribute to cooler, shaded streetscapes. **UT 3.3: Reduce risk to property from flooding** supports flood mitigation strategies that reduce heat-related stress in vulnerable areas. **UT 2.1: Design utilities to be aesthetically pleasing and compatible with adjacent uses** calls for undergrounding utility lines and placing infrastructure in ways that protect tree canopy and street comfort. These measures help mitigate the urban heat island effect and enhance outdoor livability—especially important in areas with limited shade and higher vulnerability to heat exposure.

ACCESS TO JOBS

Utility policies support job access indirectly by facilitating infrastructure development that enables commercial and employment land uses. **UT 1.1: Support regulations that require developers to make fair-share contributions toward infrastructure, through developer fees and in-kind improvements,** ensures that utility systems can keep pace with new growth, including employment centers. **UT 1.3: Encourage coordination among stakeholders interested in utility systems and programs** strengthens collaboration between agencies and businesses, which can accelerate infrastructure delivery and job-supportive development. **UT 3.4: Encourage energy conservation and generation** also supports green job creation through renewable energy installations and energy-efficient construction.

HOUSING STABILITY

Some utility policies contribute positively to housing stability by reducing long-term housing costs and supporting development feasibility. **UT 3.1: Encourage reduction in the use of potable water** and **UT 3.4: Encourage energy conservation and generation** help lower utility bills, improving affordability for renters and homeowners. **UT 1.2: Consider reducing developer fees when they could make development infeasible, if the proposed development advances Tower District goals and is consistent with its policies, standards, and guidelines,** supports project viability in cases where high costs could prevent construction of needed housing, especially when aligned with Tower District goals. These efforts collectively support long-term affordability and access to safe, livable housing.

AIR QUALITY

While the Utility policies do not directly regulate emissions, several contribute to long-term air quality improvements. **UT 3.4: Encourage energy conservation and generation** promotes renewable energy (e.g., solar panels) and passive design, reducing dependence on fossil fuel energy sources that contribute to poor air quality. **UT 2.1: Design utilities to be aesthetically pleasing and compatible with adjacent uses** also helps protect street trees that improve local air quality by absorbing pollutants. These policies contribute to healthier urban air and support the broader environmental quality goals of the plan.

ACTIVE LIFESTYLE

Utility policies support active lifestyles indirectly by contributing to a safer and more pleasant public realm. **UT 2.1: Design utilities to be aesthetically pleasing and compatible with adjacent uses** encourages undergrounding of utilities and siting that avoids conflicts with street trees and pedestrian infrastructure, improving sidewalk safety and walkability. **UT 3.2: Encourage retention of stormwater** enhances public spaces with bioswales and green features that make walking and biking routes more comfortable and inviting, encouraging physical activity in daily life.

ACCESS TO HEALTHY FOOD

The direct impact of utility policies on food access is minimal. However, **UT 3.1: Encourage reduction in the use of potable water** and **UT 3.2: Encourage retention of stormwater** may support future urban agriculture and community gardening efforts if integrated into parks or public right-of-way improvements.

07

IMPLEMENTATION

IMPLEMENTATION

7.1 Introduction

The vision for Tower District that is embodied in this Plan's policies, objectives, and guiding principles will require actions by the City, District property owners, interested organizations, and residents over the coming years. This chapter clarifies such actions and, for each, clarifies timeframe, responsibilities, partner agencies and organizations, and potential funding and other resources.

7.2 Implementing Actions

Implementing actions fall into these basic categories:

Studies examine a topic to make a determination or recommend an action. Studies can lead to programs, regulations, or improvements.

Programs organize related activities with a particular long-term aim, and are often implemented in an on-going way. Programs include maintenance, events, and other organized activities.

Design Standards and Guidelines regulate land use and development within the Tower District Specific Plan Area to make positive contributions to the Tower District's unique character, beauty, and walkability. According to the *Fresno Municipal Code Section 15-104. Applicability, B. Relation to Other Regulations, 4. Priority of Plans*, the Tower District Specific Plan Design Guidelines are a higher priority than the Development Code (Chapter 15 of the Fresno Municipal Code), the Fresno General Plan, and the Tower District Specific Plan. In the event of a conflict between the Tower District Specific Plan Design Guidelines and the Development Code, Fresno General Plan, and this Specific Plan, the conflict shall be resolved in the following order: Tower District Specific Plan Design Guidelines, Development Code, Fresno General Plan, and then the Tower District Specific Plan. The Tower District Specific Plan Guidelines are being updated in tandem with the Specific Plan Update, as the *Tower District Design Standards and Guidelines.*

Regulations codify directives maintained by an authority, which for Tower District is Fresno's Municipal Code.

Improvements involve physical construction, reconstruction, and alterations, occurring at once or in a phased manner. The Specific Plan will be implemented with the involvement of public agencies, private parties, and non-profits. Improvements made by public agencies

within public rights-of-way or other public land, are usually capital expenditures are authorized as part of a capital improvements plan (CIP). Improvements by private parties and non-profits normally occur on private parcels. As efforts are made by private or public entities, the City of Fresno will often play a role in coordinating stakeholders.

Financing programs undergird many implementing actions and are spelled out where possible. In some instances, sources of potential financing will need to be identified in consultation with partner agencies and organizations.

7.3 City of Fresno Departments Principally Responsible

Code Enforcement (CE). The Code Enforcement Division enforces the city's Minimum Housing Code, which covers safety and livability requirements in housing by processing a variety of cases ranging from public nuisance to zoning.

Department of Public Utilities (DPU) supplies water to over 142,000 residential, commercial and industrial customers; conveys sewage from customers to the Fresno-Clovis Regional Wastewater Reclamation Facility; and collects solid waste and recyclables for over 119,000 residential solid waste customers.

Department of Public Works (DPW) has authority over roadways and other public rights-of-way and focuses on planning, funding, building, and maintaining streets, sidewalks, traffic signals, streetlights, median islands, street trees, landscaping, trails, and public facilities.

Economic Development Department (EDD) manages initiatives and other programs that benefit businesses and other economic stakeholders, as affiliated groups with a common purpose and on an individual basis.

Fresno Area Express (FAX) is responsible for providing public transportation services, ensuring reliable and efficient transit for residents and visitors, and promoting accessible and sustainable transportation options.

Fresno Police Department (PD) is responsible for maintaining public safety and order. This includes patrolling the area, responding to emergencies, investigating crimes, and engaging with the community to address safety concerns and promote a secure environment.

Parks, After School, Recreation and Community Services Department (PARCS) is responsible for creating and maintaining parks, plazas, and other open spaces. PARCS also manages recreation, youth-related, and community-related programs.

Planning & Development Department (PDD) has a lead role in matters that involve land use, development, historic preservation, housing, and many planning activities for which other Departments have ultimate responsibility. Within the PDD, the Housing and Community Development Division (HCDD) promotes housing affordability and diversity through a range of programs and partnerships with both non-profit and for-profit housing developers.

7.4 Review Bodies

Tower District Specific Plan Implementation Committee (TDIC) plays a vital role in guiding and monitoring progress related to the implementation of this Plan, such as reviewing proposals for public streetscape improvements and private development projects.

Council District Project Review Committee (CDPRC) purpose is to provide the opportunity for citizen review on every entitlement request to ensure the voices of the community are heard including providing their own insight into the unique needs and concerns of that district. They act as advisors to the Planning Commission and City Council on the adopted plans pertaining to that district. The Tower District Specific Plan area coincides with Council District Project Review Committees 1, 3, and 7.

Planning Commission (PC) is an advisory body appointed by the City Council and Mayor to hear, review, and make recommendations to the City Council on development, land use, and environmental issues. PC also plays a role in guiding the city's growth and development through the Fresno General Plan and related community and specific plans.

Historic Preservation Commission (HPC) primarily focuses on protecting and preserving Fresno's historic and cultural resources. This includes reviewing proposed alterations to historic properties, managing nominations for the Local Register of Historic Resources, and reviewing projects that could affect the city's historic heritage.

Active Transportation Advisory Committee (ATAC) advises the City Council, Office of the Mayor, and City staff on active transportation matters and recommends policies for the planning, development, and maintenance of active transportation systems for safe and enjoyable circulation for both bicycle commuters and recreation enthusiast within the City.

Disability Advisory Committee (DAC) advises the Mayor, City Council, City Boards, Commissions, Committees, and staff on matters affecting persons with disabilities. As part of this advising the DAC provides review and comment on City policies, programs, and activities that affect people with disabilities, including efforts to remove physical and programmatic barriers to access.

Fresno Parks, Recreation, and Arts Commission (PRAC) is a nine-member body appointed by the Mayor and approved by the City Council. Their role is to advise the City Council on matters related to parks, recreation, and arts programs, particularly those funded by Measure P. They conduct hearings, gather public input, and make recommendations to the Council on how to allocate Measure P funds.

Council District 1 Project Review Committee (CD1PRC), Council District 3 Project Review Committee (CD3PRC), and **Council District 7 Project Review Committee (CD7PRC)** act as advisors to the Planning Commission and City Council on the adopted plans that affect individual council districts. They also provide the opportunity for citizens to review on every entitlement request to ensure the voices of the community are heard and provide insight into the unique needs and concerns that exist in the different districts.

7.5 Partner Agencies & Organizations

Burlington Northern Sante Fe (BNSF)

California Air Resources Board (CARB)

California Department of Transportation (Caltrans)

Federal Emergency Management Agency (FEMA)

Fresno Arts Council (FAC)

Fresno Council of Governments (Fresno COG)

Fresno County Environmental Health Department (FCEHD)

Fresno Housing Authority (FHA)

Fresno Irrigation District (FID)

Fresno Metro Ministry (FMM)

Fresno Metropolitan Flood Control District (FMFCD)

Fresno Unified School District (FUSD)

Friends of Fresno City Libraries (FoFCL)

High Speed Rail Authority (HSRA)

North Fresno Merchants Association (NFMA)

San Joaquin Valley Air Pollution Control District (SJVAPCD)

South Tower Trust (STT)

Tower District Preservation Association (TDPA)

Tree Fresno (TF)

Union Pacific Railroad (UP)

7.6 Implementation Matrix

Table 7.1 clarifies implementing actions related to Specific Plan policies. The implementing actions in the Studies, Programs, Guidelines, Regulations, and Improvements column are intended to be a broad summary of several applicable policies (which are noted under the column: Related Plan Policies). It assigns principal responsibilities to City of Fresno Departments, and identifies interested review bodies, partner agencies and organizations, and resources and funding sources that may be available. The Fresno Planning Commission and the City Council are the default review bodies for any legislative changes or items that require funding approval.

For each implementation action, a recommended timeframe helps to focus attention and resources and is based on community input during Specific Plan development. Near-term actions focus on immediate and urgent needs, quick wins, or foundational steps that enable future phases. Mid-term actions build on near-term efforts or are not as urgent as near-term actions. Long-term actions represent initiatives that are transformational over a longer time frame or are important but not as critical.

TABLE 7.1 | Implementation Matrix

Studies, Programs, Guidelines, Regulations, and Improvements	Related Plan Policies	Timeframe	City of Fresno Department Principally Responsible	Review Bodies	Partner Agencies & Organizations	Resources & Potential Funding
Historic Context Statement, Historic Resource Studies, and Design Standards and Guidelines						
Evaluate potential historic resources and provide for their conservation. Engage a qualified cultural-resources professional to create historic context statements & apply historic resource eligibility criteria to buildings, sites, street features, & potential historic districts.	CHP 1.1, CHP 1.2, CHP 1.3, CHP 1.4, CHP 1.5	Near-Term	PDD	HPC	TDPA TDIC	National Trust for Historic Preservation, State Office of Historic Preservation, Federal Historic Preservation Tax Incentives Program
Refine existing design guidelines as design standards and guidelines to maintain historic character.	CHP 3.1					
Historic Resource Programs						
Establish programs for the acquisition, rehabilitation, and maintenance of historic & older buildings.	CHP 1.8, CHP 1.10, CHP 2.4, CHP 3.3, LU 2.4	Near-Term	PDD	HPC	TDPA TDIC	National Trust for Historic Preservation, State Office of Historic Preservation, National Endowment for the Humanities
Establish program for historic preservation information, training, and accountability tools, and highlight community assets without a historic designation.	CHP 1.6, CHP 1.7, CHP 2.1					
Establish program to protect and maintain historic streetscape features.	CHP 2.2					
Promote historic resources in the Tower District through tourism and the establishment of a museum entity and venue.	CHP 1.9, CHP 1.11	Mid-Term				

Studies, Programs, Guidelines, Regulations, and Improvements	Related Plan Policies	Timeframe	City of Fresno Department Principally Responsible	Review Bodies	Partner Agencies & Organizations	Resources & Potential Funding
Encourage the rehabilitation and adaptive reuse of designated historic resources to prevent loss.	CHP 3.3	Near Term	PDD CE	HPC PC TDIC	TDIC	see above
Development Regulations						
Amend zoning map to reflect land use changes recommended by the Specific Plan.	LU 2.1, LU 2.6, LU 3.2, LU 4.3, LU 6.1, LU 7.1,	Near Term	PDD CE	PC CC TDIC	TDIC	California SB 2 Planning Grants, California Regional Early Action Planning Grants, California Affordable Housing & Sustainable Communities Grants, Fresno COG Planning Grants
Develop Tower District design standards and guidelines for new development to promote compatibility with District character and historic resources.	CHP 1.2, CHP 2.3, CHP 3.1, CHP 3.2, CHP 3.3, LU 1.1, LU 2.3, LU 3.1, LU 3.4, LU 4.2, LU 4.3, LU 4.4, LU 4.5, LU 6.1, LU 6.2					
Amend Development Code to increase development density, feasibility, and safety, regulate commercial corridors to support pedestrian-oriented storefronts and prohibit strip commercial, and reduce barriers to new development.	LU 2.1, LU2.2, LU 3.2, LU 3.3, LU 5.2, LU 7.2, C 6.2, C 6.3, C 6.6					
Encourage exemplary green building practices.	UT 3.1, UT 3.2, UT 3.4					
Implement code enforcement, particularly as relates to maintenance of buildings, landscape conditions, and public safety.	CHP 3.4, LU 1.2					

Studies, Programs, Guidelines, Regulations, and Improvements	Related Plan Policies	Timeframe	City of Fresno Department Principally Responsible	Review Bodies	Partner Agencies & Organizations	Resources & Potential Funding
Housing Programs						
Proactively identify underutilized parcels for affordable housing where appropriate.	LU 3.6	Near-Term	PDD	PDD	TDIC FHA STT FMM	One Fresno Housing Strategy, Fresno COG Planning Grants, Affordable Housing Sustainable Communities Program, California Housing & Community Development Department (various programs)
Pursue financial assistance and funding sources for affordable new housing.	LU 3.5					
Establish incentives for affordable housing developers to acquire, rehabilitate, and maintain historic and vacant buildings.	CHP 1.8, CHP 2.4, LU 2.4, LU 3.1, LU 3.2, LU 3.3					
Implement citywide anti-displacement policies and work with community partners to prevent the loss of affordable housing.	LU 2.5, LU 2.7, LU 3.5					

Studies, Programs, Guidelines, Regulations, and Improvements	Related Plan Policies	Timeframe	City of Fresno Department Principally Responsible	Review Bodies	Partner Agencies & Organizations	Resources & Potential Funding
Economic Development Programs						
Provide more effective commercial district branding, marketing, merchandising, promotions, and events, as well as public improvements and financial vehicles for promoting such activities.	CHP 1.6, LU 4.1, LU 5.5, LU 7.1, C 1.2, C 7.1, C 7.2, C 7.3, C 7.4, C 7.6	Mid-Term	EDD PDD PD		TDIC TDPA NFMA	Property and Business Improvement District (PBID)
Encourage increased police presence at night and during events and other active periods.	LU 5.3, POS 4.2					
Develop programs for safer public open space and activation of vacant storefronts.	POS 4.3					
Study existing & potential developer fees to support development feasibility.	UT 1.1, UT 1.2					
Make restrooms available to the public.	LU 5.1	Mid-Term				
Continue Sidewalk Vendors Pilot Program.	LU 5.4					
Recruit grocery stores with healthful foods.	LU 4.6					

Studies, Programs, Guidelines, Regulations, and Improvements	Related Plan Policies	Timeframe	City of Fresno Department Principally Responsible	Review Bodies	Partner Agencies & Organizations	Resources & Potential Funding
Parks and Transportation Improvements						
Identify and construct missing sidewalks, curb ramps, and other pedestrian improvements for safe, continuous, and universal access.	C 1.1, C 1.3, C 1.4, C 2.1, C 2.2, C 3.1, C 3.2, C 4.2, C 7.2, C 8.1, C 8.2	Near-Term	DPW PDD	ATAC	Fresno COG, FAX, HSRA, TDIC	Fresno COG Surface Transportation Block Grant Program, California SB 1 Road Repair & Accountability Act
Improve multi-modal functions of key corridors by planning and constructing traffic calming measures, pedestrian improvements, wayfinding, and priority bicycle improvements.	C 1.1, C 1.3, C 7.2, C 8.1					
Reduce adverse impacts of truck traffic resulting from street network changes from HSR.	C 3.1, C 5.1					
Review pedestrian and bicycle environments in planned McKinley/ Blackstone grade separation project and ensure adequate bicycle and pedestrian facilities.	C 4.1					Enhanced Infrastructure Financing District
Recommend multi-modal street redesign based on pedestrian and bicyclist safety, community character, and compatibility with adjacent land use, with readiness for subsequent funding and construction.	CHP 1.6, CHP 2.2, CHP 4.1, LU 6.4, LU 7.1, POS 2.1, POS 2.2, POS 3.1, C 1.1, C 1.2, C 1.3, C 3.1, C 3.2, C 4.2, C 6.1, C 7.1, C 8.1, C 8.2, C 8.3, C 8.4, C 8.5	Mid-Term				Fresno COG, California Active Transportation Program
Evaluate and prioritize opportunities for new parks and greenways.	POS 1.1, POS 1.2, POS 1.3, POS 1.4, POS 1.7		PDD PARCS DPW	PARCS	TDIC TDPA NFMA ATAC TF	Measure P Funding
Study the potential for "green alleys."	C 1.10, C 7.4	Long-Term	DPW PDD	DPW		

Studies, Programs, Guidelines, Regulations, and Improvements	Related Plan Policies	Timeframe	City of Fresno Department Principally Responsible	Review Bodies	Partner Agencies & Organizations	Resources & Potential Funding
Parks and Transportation Improvements						
Study creation of shared off-street parking to support the Entertainment District.	C 6.5	Long-Term	DPW PDD	DPW	TDIC TDPA NFMA	
Develop wayfinding and signage branding for the Tower District.	C 7.2					
Increase use of green street infrastructure.	UT 3.2				TDIC, TF	
Parks and Public Facility Programs						
In partnership with Fresno Unified School District (FUSD), work to make school sites available for public recreation.	POS 1.5					
Establish a program for the installation of art in public spaces.	C 7.3	Mid-Term	PARCS DPW		TDIC FAC	Fresno Arts Council Grants, BID/PBID (if established)
Establish and maintain a Dry Creek corridor clean-up and landscaping program.	POS 1.6	Long-Term	DPW PDD	PRAC City Council	TDIC FID	Measure P Funding
Advocate for a library in Tower District by working with Fresno County.	POS 4.1		PDD	Fresno County Board of Supervisors	TDIC FOFCL	County Public Library Bond

Studies, Programs, Regulations, and Improvements	Related Plan Policies	Timeframe	City of Fresno Department Principally Responsible	Review Bodies	Partner Agencies & Organizations	Resources & Potential Funding
Transportation Programs						
Evaluate and address curbside management needs in commercial districts.	C 1.9	Near-Term	DPW PDD	City Council	TDPA NFMA TDIC	California Housing and Sustainable Communities Grants
Address potential impacts from street closures and rerouted vehicles during special events, in light of motorist, pedestrian, and bicyclists needs.	C 4.4, C 7.5					
Develop a landscape improvement program to beautify Tower District streets.	C 4.5	Mid-Term		PRAC City Council		
Manage parking availability, incl. on-street parking, shared parking facilities, residential parking permits, and parking demand reduction.	C 6.1, C 6.2, C 6.4, C 6.5, C 6.6			City Council	TDIC	
Enhance transit access, frequency, late night service, and amenities.	C 1.1, C 1.5, C 1.6, C 1.7, C 1.8		PDD FAX			
Utility Improvements and Programs						
Keep the TDIC updated on utility improvements happening in the Tower District.	UT 1.3, UT 2.1	Near-Term	PDD PWD		Fresno Water Division Fresno Solid Waste Management Division Regional Sewer Agency for Fresno-Clovis Fresno Metropolitan Flood Control District	

Studies, Programs, Regulations, and Improvements	Related Plan Policies	Timeframe	City of Fresno Department Principally Responsible	Review Bodies	Partner Agencies & Organizations	Resources & Potential Funding
Environmental Mitigation Programs						
Address negative impacts to local traffic as a result of the closure of SR 99 access ramps.	C 4.3	Near-Term	DPW PDD		Caltrans, HSRA, Fresno COG, SJVAPCD	Caltrans Sustainable Communities Competitive & Technical Grants, South-Central Fresno AB 617 Truck Rerouting & Implementation Strategies Report
Reduce adverse impacts of truck traffic resulting from street network changes from HSR.	C 5.1					
Work with partner agencies to protect Tower neighborhoods from visual, air quality, and noise impacts from freeways and rail corridor and late night entertainment uses.	POS 1.8, LU 6.3	Mid-Term	PDD PWD		Fresno County Environmental Health Division, SJVAPCD, California Air Resources Board, Caltrans, High Speed Rail Authority, Union Pacific Railroad, TDIC	CalEPA Environmental Justice Action Grants, Community Air Monitoring Plan & Community Emissions Reduction Program for South Central Fresno
Work with partner agencies to improve compatibility between light industrial and residential uses in the Tower District.	LU 6.1		PDD DPW	PC	Fresno Code Enforcement Division, Fresno County Environmental Health Division, TDIC	
Study flood risks and recommend solutions.	UT 3.3				FEMA, TDIC	Flood Mitigation Assistance Programs

APPENDIX

Resolutions and Ordinance of Recommendation, Certification and Adoption

B

APPENDIX

Health and Equity Evaluation

HEALTH AND EQUITY INDICATORS + EVALUATION

INDICATOR	HEALTH	EQUITY
Air Quality	Focuses on how air pollution directly impacts human health, including respiratory diseases, cardiovascular issues, and exposure to toxins. Policies that reduce vehicle emissions, improve indoor air quality, or limit industrial pollution contribute to better health outcomes.	Examines whether certain communities—especially lower-income and marginalized populations—experience disproportionate exposure to air pollution due to their location near industrial zones, highways, or poor housing conditions. Policies should address environmental justice concerns by reducing air pollution in vulnerable communities.
Environmental Comfort	Focuses on how heat exposure, shade, and climate resilience affect physical well-being. Policies that increase tree canopy, mitigate urban heat islands, or provide cooling infrastructure improve cardiovascular health and prevent heat-related illnesses.	Examines whether low-income and vulnerable populations have equal access to shaded areas, green infrastructure, and climate adaptation strategies. Historically, poorer neighborhoods lack trees and suffer higher temperatures, exacerbating health risks for at-risk groups.
Active Lifestyle	Focuses on how access to safe sidewalks, bike lanes, parks, and recreational spaces affects physical activity levels, which in turn influence obesity, cardiovascular health, and mental well-being. Policies that promote walkability and active transportation lead to better health outcomes.	Examines whether all communities—regardless of income or race—have equal access to safe spaces for physical activity. Many lower-income areas lack pedestrian-friendly infrastructure, making it harder for residents to engage in active lifestyles.

INDICATOR	HEALTH	EQUITY
Access to Food	Focuses on whether people have reliable access to fresh, nutritious food to support overall well-being and prevent diet-related illnesses such as obesity, diabetes, and heart disease. Policies that increase proximity to grocery stores, farmers' markets, and healthy food options improve public health.	Examines whether certain populations face systemic barriers to accessing affordable, healthy food due to food deserts, high grocery prices, or lack of transportation. Policies should address food insecurity in historically underserved areas.
Housing Stability	Focuses on how housing affects physical and mental health (e.g., overcrowding, indoor air quality, access to healthcare).	Focuses on who has access to affordable housing and whether certain groups are disproportionately affected by housing costs or displacement.
Access to Jobs	Focuses on how proximity to employment opportunities impacts mental and physical health. Long commutes, job insecurity, and lack of access to stable employment contribute to stress, financial strain, and reduced well-being. Policies that reduce travel time to jobs and increase employment opportunities can improve health outcomes.	Examines whether historically disadvantaged communities have equal access to stable, well-paying jobs. Low-income workers and people of color often face barriers such as lack of public transit, discrimination in hiring, or job displacement due to economic changes. Policies should ensure equitable access to employment opportunities.

Evaluation Symbology

In evaluating the health and equity impacts of each policy, symbols were used to represent the direction of impact across six key indicators.

+ Indicates a positive impact, meaning the policy is expected to advance health and/or equity outcomes for that category.

○ Represents a neutral or limited impact, where the policy may have minimal or indirect effects.

− Denotes a potential negative impact, suggesting the policy could unintentionally worsen conditions for health or equity unless carefully mitigated.

CONSERVATION AND HISTORIC PRESERVATION

Policy Recommendations	Air Quality		Environ-mental comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
CHP 1 Recognize and protect the Tower District's historic and cultural identity.												
CHP 1.1 Develop a historic context statement for the Tower District.	○	○	○	○	○	○	○	○	○	○	○	○
CHP 1.2 Protect the Tower District's cultural history and resources.	○	○	+	+	○	○	○	○	○	−	○	+
CHP 1.3 Conduct new historic resources survey(s) of the Tower District.	○	○	+	+	○	○	○	○	○	○	○	○
CHP 1.4 Revive designation efforts for previously proposed historic districts.	○	○	○	○	○	○	○	○	○	−	○	−
CHP 1.5 Initiate a study for the historic designation of the following areas: Area bounded by Olive and Van Ness, down to Elizabeth and San Pablo - east of Van Ness, and South of Belmont, West of Broadway	○	○	○	○	○	○	○	○	○	−	○	−
CHP 1.6 In keeping with the historic designation status, protect the Tower Theater as a community asset in alignment with the historic preservation ordinance.	○	○	○	○	○	○	○	○	○	○	○	○
CHP 1.7 Evaluate designation of potential resources in the public right of way.	○	○	○	○	○	○	○	○	○	○	○	○
CHP 1.8 Highlight assets important to community identity.	○	○	○	○	○	○	○	○	○	○	○	+
CHP 1.9 Elevate the visibility of historic elements in the Tower District.	○	○	○	○	○	○	○	○	○	○	○	+
CHP 1.10 Heritage Trust and Historic Preservation Fund.	○	○	○	○	○	○	○	○	○	○	○	+
CHP 1.11 Historic museum	○	○	○	○	○	○	○	○	○	○	○	+

Policy Recommendations	Air Quality		Environ-mental comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
CHP 2 Maintain and enhance neighborhood character-defining elements.												
CHP 2.1 Provide historic preservation information, training and accountability.	○	○	○	○	○	○	○	○	○	○	○	+
CHP 2.2 Protect and maintain existing character-defining streetscape elements.	○	○	○	○	○	○	○	○	○	○	○	○
CHP 2.3 Accessory Dwelling Units (ADUs) in historic properties.	○	○	○	○	○	○	○	○	○	+	○	+
CHP 2.4 Affordable Housing	○	○	○	○	○	○	○	+	+	+	○	+
CHP 3 Use zoning and design standards to support conservation of historic neighborhood character.												
CHP 3.1 Refine design standards.	+	○	+	+	○	○	○	○	○	○	○	○
CHP 3.2 Pedestrian-oriented commercial development.	+	○	+	+	+	+	○	○	○	○	+	+
CHP 3.3 Encourage the rehabilitation and adaptive reuse of historic buildings.	+	+	+	+	○	○	○	○	+	−	○	○
CHP 3.4 Continue to pursue Code Enforcement to ensure historic resources are adequately maintained.	+	○	+	+	○	○	○	○	○	○	○	○
CHP 4 Coordinate plans and programs of the Tower District and Downtown Fresno to emphasize the historic connection.												
CHP 4.1 Connection to Downtown.	○	○	○	○	○	○	○	○	○	○	○	○

LAND USE

Policy Recommendations	Air Quality		Environmental Comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
LU 1 Maintain and enhance character-defining elements associated with the Tower District and its various subdistricts and corridors.												
LU 1.1 Require that new housing respects the character of existing housing stock.	○	○	○	○	○	○	○	○	−	−	○	○
LU 1.2 Implement proactive code enforcement as violations occur, particularly as they relate to public safety and the condition of buildings and landscaping.	+	○	○	○	○	○	○	○	○	○	○	○
LU 2 Retain and expand the existing inventory of affordable housing in the Tower District and discourage displacement of its residents.												
LU 2.1 Promote mixed-use development along commercial corridors.	○	○	○	○	○	○	+	+	+	○ −	+	+
LU 2.2 Enable development of well-designed "missing middle" housing within single-family and other areas.	○	○	○	○	○	○	○	○	+	+	○	○
LU 2.3 Discourage the redevelopment of existing residential uses for commercial-only development.	○	○	○	○	○	○	○	○	+	+	○	○
LU 2.4 Support reinvestment in older building stock to support affordability and maintain neighborhood character.	+	○	○	○	○	○	○	○	+	+	○	○
LU 2.5 Encourage the application of citywide anti-displacement policies within the Tower District.	○	○	○	○	○	○	○	○	+	+	○	○

Policy Recommendations	Air Quality		Environ-mental Comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
LU 2.6 To be consistent with existing use, rezone existing legal non-conforming multi-family residential uses with property owner support to the density-appropriate zoning district.	○	○	○	○	○	○	○	○	+	+	○	○
LU 2.7 Provide resources and education to Tower District residents of programs available such as eviction protection and buyer assistance programs, as well as other resources the City may have available.	○	○	○	○	○	○	○	○	+	+	○	○
LU 3 Encourage appropriate mixed-use and multifamily development by reducing obstacles to feasibility of potential development projects.												
LU 3.1 Streamline residential project review through the adoption of objective development standards and environmental clearance as required by California law.	○	○	○	○	○	○	○	○	+	+	○	○
LU 3.2 To align with State Law, enact regulatory changes to reduce costs and risks associated with mixed-use and multifamily development, such as to reduce parking requirements where justified by TDM measures (see Chapter 6) and anticipated parking demand, and provide greater flexibility in addressing private open space requirements.	○	○	○	○	+	+	○	○	+	+	○	○
LU 3.3 Increase potential residential yields, such as by increasing allowable densities and building heights as appropriate.	○	○	−	○	+	+	○	○	+	+	○	○

Policy Recommendations	Air Quality		Environmental Comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
LU 3.4 Emphasize placemaking in Tower District.	○	○	○	○	+	+	○	○	○	○	+	+
LU 3.5 Actively increase the affordable housing inventory in Tower District.	○	○	○	○	○	○	○	○	+	+	○	○
LU 3.6 Proactively identify underutilized parcels for affordable housing and mixed-use development where appropriate.	○	○	○	○	○	○	○	○	+	+	+	+
LU 4 Maintain and enhance existing and promote new neighborhood-serving pedestrian-oriented retail service businesses within the Tower District, which is consistent with 5 historic patterns of development. Make commercial areas safe, convenient and welcoming focal points for neighborhood activities and public life.												
LU 4.1 Support small commercial businesses.	○	○	○	○	○	○	○	○	○	○	+	+
LU 4.2 Require commercial projects to place pedestrian-oriented storefronts along public sidewalks and restrict parking along public sidewalks.	+	+	○	○	+	+	○	○	○	○	+	+
LU 4.3 Do not allow auto-oriented uses, such as drive-through restaurants.	+	+	○	○	+	+	○	○	○	○	○	−
LU 4.3 Emphasize the creation of active frontage on Palm Avenue between McKinley Avenue and Olive Avenue.	○	○	○	○	+	+	○	○	○	○	+	+
LU 4.4 Use design standards to promote safety for both daytime and nighttime activities.	○	○	○	○	+	+	○	○	○	○	+	+
LU 4.5 Encourage grocery stores that offer fresh produce and other healthy foods. Consider incentives for Healthy Food Grocers.	○	○	○	○	○	○	+	+	○	○	+	+

Policy Recommendations	Air Quality		Environ-mental Comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
LU 5 Balance neighborhood serving commercial needs and quality of life with the cultivation of a successful cultural and entertainment district												
LU 5.1 Encourage restrooms that are available to the public, such as in public buildings and parking garages.	○	○	○	○	+	+	○	○	○	○	○	○
LU 5.2 Utilize zoning standards to mitigate conflicts and potential noise impacts, and support business owners by providing clear sound mitigation guidelines and strategies to ensure code compliance.	○	○	○	○	○	○	○	○	+	○	○	○
LU 5.3 Encourage increased police presence at night and during major events.	○	○	○	○	○	+ –	○	○	○	○	○	○
LU 5.4 Support future street vending programs that establish consistent procedures and appropriately incorporate street vendors into the Tower District neighborhood.	○	○	○	○	○	○	+	+	○	○	+	+
LU 5.5 Support the Tower Marketing Committee or other Business Improvement District (BID) or Public Business Improvement District (PBID) to support on-going commercial area marketing, organization of festivals and other events, enhanced landscape maintenance and sidewalk cleaning, graffiti abatement, and other beneficial programs.	○	○	○	○	+	+	○	○	○	○	+	+

Policy Recommendations	Air Quality		Environmental Comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
LU 6 Ensure compatibility among light industrial and residential uses in the Tower District.												
LU 6.1 Maintain industrial zoning for existing industrial uses, while striving to mitigate their negative effects on residential areas.	+/−	+/−	+	+	○	○	○	○	○	○	+	+
LU 6.2 Allow light industrial uses to have neighborhood-serving retail.	○	○	○	○	+	+	○	○	○	○	+	+
LU 6.3 Support the San Joaquin Valley Air Pollution Control District in monitoring emissions.	+	+	○	○	○	○	○	○	○	○	○	○
LU 6.4 Where applicable, require improvements to properties to be accompanied by streetscape improvements and neighborhood landscape buffering, in accordance with existing streetscape standards per the Department of Public Works. Also see Chapter 4. Circulation.	+	+	+	+	+	+	○	○	○	○	○	○

Policy Recommendations	Air Quality		Environ-mental Comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
LU 7 Recognize the unique strengths and address the needs of Tower District's subdistricts and corridors.												
LU 7.1 Reinforce Fulton Street, Olive Avenue, and Van Ness Avenue as major corridors with commercial destinations that serve Tower District's Central Area and adjacent neighborhoods.	○	○	○	○	+	+	+	+	○	○	+	+
LU 7.2 Encourage land use intensification that takes advantage of Tower District's unique position within Central Fresno and convenient transit connections to Downtown along Fulton Street and Van Ness Avenue.	+	+	○	○	+	+	+	+	+	+	+	+

PARKS AND PUBLIC FACILITIES

Policy Recommendations	Air Quality		Environ-mental comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
POS 1 Increase and enhance public open space areas and amenities in the Tower District.												
POS 1.1 Provide parks in accordance with the Parks Master Plan.	+	+	+	+	+	+	○	○	○	−	○	○
POS 1.2 New park acquisition.	+	+	+	+	+	+	○	○	○	−	○	○
POS 1.3 Work in partnership with public agencies and the community to enhance existing parks, and other types of open space, for greater recreational value.	+	+	+	+	+	+	○	○	○	○	○	○
POS 1.4 Measure P funding.	+	+	+	+	+	+	○	○	○	−	○	○
POS 1.5 Pursue joint-use partnerships with schools in the Tower District.	○	○	○	○	+	+	○	○	○	○	+	+
POS 1.6 Clean up Dry Creek.	+	+	+	+	+	+	○	○	○	○	○	○
POS 1.7 Greenway and parks along Dry Creek.	+	+	+	+	+	+	○	○	○	−	○	○
POS 1.8 Transportation impact mitigation and funding.	+	+	+	+	○	○	○	○	○	○	○	○
POS 2 Improve access to parks for Tower District residents.												
POS 2.1 Remove barriers to access parks.	○	○	+	+	+	+	○	○	○	○	○	○
POS 2.2 Pedestrian and bike overcrossings.	+	+	+	+	+	+	○	○	○	○	○	○

Policy Recommendations	Air Quality		Environ-mental comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
POS 3 Recognize that streets serve as public open space and provide for their improvement in Tower District.												
POS 3.1 Sidewalks as public space.	○	○	+	+	+	+	○	○	○	○	○	○
POS 4 Align public facilities and services with community needs to support quality of life in the Tower District.												
POS 4.1 Tower Public Library.	○	○	+	+	○	○	○	○	○	○	+	+
POS 4.2 Public safety patrols.	○	○	○	○	○	○	○	○	○	○	○	○
POS 4.3 Safe and welcoming public open space.	○	○	+	+	+	+	○	○	○	○	+	+

CIRCULATION

Policy Recommendations	Air Quality		Environ-mental comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
C 1 Improve Tower District streets to enhance access using all modes of transportation and create a better environment.												
C 1.1 Improve the multi-modal functions of key corridors.	+	+	+	+	+	+	+	+	○	○	+	+
C 1.2 Enhance Main Streets.	○	○	+	+	+	+	○	○	○	○	○	○
C 1.3 Encourage active transportation modes by improving bicycle access, safety, and comfort for users of all ages and abilities.	+	+	+	+	+	+	○	○	○	○	+	+
C 1.4 Provide universal accessibility.	○	○	○	○	+	+	+	+	○	○	+	+
C 1.5 Increase transit frequency.	+	+	○	○	○	○	+	+	○	○	+	+
C 1.6 Increase late night transportation options.	+	+	○	○	○	○	○	○	○	○	+	+
C 1.7 Establish mobility hubs.	○	+	○	+	+	+	+	+	○	○	+	+
C 1.8 Improve transit amenities.	○	+	+	+	+	○	○	○	○	○	○	○
C 1.9 Coordinate curbside activities.	○	○	○	○	○	○	○	○	○	○	○	○
C 1.10 Encourage "Green Alleys."	+	+	+	+	+	+	○	○	○	○	○	○
C 2 Focus circulation improvements on pedestrian safety.												
C 2.1 Add pedestrian safety elements.	○	+	+	+	+	+	+	+	○	○	+	+
C 2.2 Conduct a Sidewalk Gap Study.	○	+	+	+	+	+	+	+	○	○	+	+

Policy Recommendations	Air Quality		Environ-mental comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
C 3 Enhance safety on local interior neighborhood streets.												
C 3.1 Calm vehicular traffic.	+	+	○	○	+	+	○	○	○	○	○	○
C 3.2 Provide mid-block crossings in critical locations in accordance with requirements established by the Department of Public Works.	○	+	○	○	+	+	○	○	○	○	○	○
C 4 Initiate projects that help mitigate adverse impacts resulting from regional circulation improvements.												
C 4.1 Coordinate with the Department of Public Works to complete the planned vehicular improvements at McKinley and Blackstone Avenues and support the installation of enhanced bicycle and pedestrian facilities.	+	+	+	+	+	+	+	+	○	○	+	+
C 4.2 Initiate pedestrian improvements at the SR 180 Access Ramps.	+	+	+	+	+	+	○	○	○	○	○	○
C 4.3 Address change to local traffic from High-Speed Rail improvements and State Route 99 ramp closures.	+	○	○	○	○	○	○	○	○	○	○	○
C 4.4 Address motorist needs and potential impacts from vehicles during special events.	○	○	○	○	○	○	○	○	○	○	○	○
C 4.5 Enhance and maintain landscape buffering.	+	+	+	+	○	○	○	○	○	○	○	○
C 5 Minimize the impact of truck traffic on the residential neighborhoods of the Tower District.												
C 5.1 Rerouting of truck traffic.	+	+	+	+	○	○	○	○	○	○	○	○

Policy Recommendations	Air Quality		Environ-mental comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
C 6 Develop and adopt a parking and transportation demand management (TDM) strategy for the Tower District that supports commercial activity and enhances the pedestrian-oriented character of the District.												
C 6.1 On-street parking.	○	○	○	○	−	○	○	○	○	○	○	○
C 6.2 Evaluate demand and location for bicycle parking.	+	+	○	○	+	+	+	+	○	○	+	+
C 6.3 Surface parking fronting major streets.	○	○	+	+	○	○	○	○	○	○	○	○
C 6.4 Residential parking permit district.	○	○	○	○	○	○	○	○	○	○	○	○
C 6.5 Shared parking for the Entertainment District.	○	○	○	○	○	○	○	○	○	○	○	○
C 6.6 New development.	+	+	+	+	+	+	○	○	○	+	+	+
C 7 Enhance the unique identity of the Tower District with placemaking.												
C 7.1 Create unique gateways to signal entry into the Tower District.	○	○	○	○	○	○	○	○	○	○	○	○
C 7.2 Wayfinding and signage.	○	○	○	○	○	○	○	○	○	○	○	○
C 7.3 Support public art in the Tower District.	○	○	○	○	○	○	○	○	○	○	○	○
C 7.4 Consider a demonstration program from alley enhancements.	○	○	+	+	+	+	○	○	○	○	○	○
C 7.5 Enable temporary street traffic closures and slow streets.	○	○	+	+	+	+	○	○	○	○	○	○
C 7.6 Public events.	○	○	○	○	○	○	○	○	○	○	○	○

Policy Recommendations	Air Quality		Environ-mental comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
C 8 Create Public Realm Improvements in the Tower District.												
C 8.1 Provide streetscape elements, public plazas, and open space to engender public activities and functions.	○	○	+	+	+	+	○	○	○	○	○	○
C 8.2 Add features that bring comfort, safety and attractiveness to the public realm.	○	○	+	+	○	○	○	○	○	○	○	○
C 8.3 Adequate Seating.	○	○	+	+	○	○	○	○	○	○	○	○
C 8.4 Trash Cans.	○	○	+	+	○	○	○	○	○	○	○	○
C 8.5 Plant street trees to enhance tree canopy and maintain uniformity within plan areas.	+	+	+	+	○	○	○	○	○	○	○	○

UTILITIES

Policy Recommendations	Air Quality		Environ-mental comfort		Active Lifestyle		Access to Food		Housing Stability		Access to Jobs	
	H	E	H	E	H	E	H	E	H	E	H	E
UT 1 Provide for the orderly provision of utility services in the Tower District.												
UT 1.1 Support regulations that require developers to make fair-share contributions toward infrastructure, through developer fees and in-kind improvements.	○	○	+	+	○	○	○	○	+	○	+	+
UT 1.2 Consider reducing developer fees when they could make development infeasible, if the proposed development advances Tower District goals and is consistent with its policies, standards, and guidelines.	○	○	○	○	○	○	○	○	+	+	+	+
UT 1.3 Encourage coordination among stakeholders interested in utility systems and programs.	○	○	+	+	○	○	○	○	+	+	+	+
UT 2 Address utility infrastructure needs in ways that are compatible with the Tower District.												
UT 2.1 Design utilities to be aesthetically pleasing and compatible with adjacent uses.	+	+	+	+	+	+	○	○	○	○	○	○
UT 3 Encourage resiliency and sustainable forms of development.												
UT 3.1 Encourage reduction in the use of potable water.	○	○	+	+	○	○	○	○	+	+	○	○
UT 3.2 Encourage retention of stormwater.	+	+	+	+	+	+	○	○	○	○	○	○
UT 3.3 Reduce risk to property from flooding.	○	○	+	+	+	+	○	○	○	○	○	○
UT 3.4 Encourage energy conservation and generation.	+	+	+	+	○	○	○	○	+	+	+	+

C

APPENDIX

Glossary

GLOSSARY

Accessory Dwelling Unit (ADU)
A secondary housing unit on a single-family residential lot, often located in the backyard or above a garage. Also known as granny flats, these are often used for extended family or rental income.

Active Transportation
Modes of transportation that involve physical activity, such as walking and bicycling, often emphasized for health, environmental, and mobility benefits.

Adaptive Reuse
Repurposing an existing building for a new use—such as converting an old home into a shop—while preserving its historical or architectural elements.

Apartment House (AH) Overlay District
A zoning area that helps preserve the character of neighborhoods with historic apartment buildings and allows compatible infill development.

Art Deco
A decorative architectural style from the 1920s–1930s featuring bold geometric shapes, zigzags, and rich colors and materials.

Arterial Street
A major roadway designed for large volumes of traffic, typically 4 to 6 lanes, that connects neighborhoods and major destinations. Access to adjacent properties is limited.

Auto-Oriented Development
Development that prioritizes car access over pedestrians, usually with parking lots at the front and buildings set back from the street.

Business Improvement District (BID)
A defined area where businesses pay an additional tax or fee to fund services and improvements within the district, such as maintenance, public art, and streetscape enhancements.

Bikeway Class I, II, III, IV
A classification system for bicycle facilities:

- Class I: Off-street bike path separated from traffic.
- Class II: On-street bike lane marked by striping.
- Class III: Shared lanes marked by signage.
- Class IV: Separated bikeways with physical barriers from traffic.

Bungalow
A modest, often one-story home from the early 20th century, typically with a front porch and compact floor plan.

Bungalow Court
A cluster of small homes arranged around a shared courtyard, common in early California neighborhoods.

Bus Rapid Transit (BRT)
A high-quality bus-based transit system that uses features like dedicated lanes, signal priority, and limited stops to improve speed and reliability.

Canvassed
Systematically surveyed or evaluated—often refers to inspecting properties to identify historic value.

California Adobe
A building style using clay and straw bricks (adobe), common in historic California architecture.

Capital Improvements Plan
A multi-year plan used by cities to identify, prioritize, and budget for infrastructure and facility improvements.

Character-Defining Elements
Features that help give a building or area its distinctive historic or visual identity, like porches, windows, or rooflines.

City (capitalized)
Refers to the official government entity—e.g., the City of Fresno.

city (lowercase)
Used generally to refer to an urban place rather than the municipal government.

Climate Resistance
The ability of structures or communities to adapt to and withstand extreme climate conditions such as heat or drought.

Collector Street
A roadway that gathers traffic from local streets and distributes it to arterial roads. Typically has 2–4 lanes and more property access than arterials.

Colonial (Architecture)
A historic architectural style known for symmetry, multi-pane windows, and decorative entrances.

Commercial Main Street (CMS)
A zoning classification requiring ground-floor shops in commercial corridors to support pedestrian activity and historic patterns.

Complete Streets
A design approach that ensures streets are accessible and safe for all users, including pedestrians, bicyclists, motorists, and transit riders.

Conservation
The practice of maintaining the historic and architectural integrity of buildings and neighborhoods.

Cornice Lines
Horizontal decorative moldings at the top edge of a building or wall, contributing to its architectural detail.

Cottage
A small, cozy house, usually one story, often found in historic neighborhoods.

Courts Thematic Group
A group of similar courtyard-style homes (bungalow courts) identified together as historic resources.

Craftsman (Architecture)
A style popular in the early 1900s characterized by low-pitched roofs, exposed woodwork, and handcrafted details.

Cultural Resource Professional
A trained specialist in identifying and evaluating historic buildings, sites, and cultural landscapes.

Curb Extension (Bulb-out/Neck-down)
A sidewalk extension into the roadway, used to shorten crossing distances for pedestrians and calm traffic.

Cut-Through Traffic
Traffic that diverts through neighborhood streets, usually to avoid congestion on main roads, often increasing safety concerns.

Discretionary Authority
Decision-making power that allows flexibility or judgment by officials, typically used in zoning or permit approvals.

Discretionary Review
A process where proposed developments are reviewed based on criteria that are not strictly objective, often requiring public hearings.

Enhanced Infrastructure Financing District (EIFD)
A tool that allows cities to fund infrastructure improvements by capturing future increases in property tax revenues.

Façade Improvement
Upgrades to the exterior front of a building, often supported by incentives or grants to enhance aesthetics and business appeal.

Fenestration
The arrangement of windows and doors on a building's exterior—affecting its appearance and natural light.

General Plan
A city's long-term blueprint for land use, housing, transportation, and community development.

Granny Flats
Informal term for ADUs—small, self-contained residential units on the same lot as a main home.

Greek Revival (Architecture)
An early 19th-century architectural style inspired by ancient Greece, featuring columns and symmetrical facades.

Green Alley
A redesigned alley that incorporates sustainable elements like permeable pavers, landscaping, and stormwater management to provide both functional and recreational benefits.

"Green" Strategy
A sustainable approach to design and development that reduces environmental impact, often by reusing buildings or materials.

Heat Island
Urban areas that become hotter than surrounding regions due to paved surfaces and limited tree cover.

Heritage Property
A building, structure, or site recognized for its cultural, architectural, or historical value.

Historic Context Statement
A document that explains how an area developed over time and why it is historically significant.

Historic District
A neighborhood or group of properties with recognized historical significance and, often, protections from inappropriate changes.

Historic Overlay District
A zoning tool that adds extra rules to preserve the character of a historic area.

Historic Resource
Any building, structure, or site considered significant due to its age, architecture, or cultural importance.

Historic Resource Survey
An official inventory and evaluation of historic buildings and features within a specific area.

Infill Development
Construction on vacant or underused land within an existing neighborhood, rather than expanding into undeveloped areas.

Italian Renaissance (Architecture)
A revival style featuring classical elements like columns, arches, and symmetrical layouts.

Landfills
Waste disposal sites. Preservation and reuse of buildings help reduce construction debris that might otherwise end up here.

Local Landmark
A building or site formally recognized by a city as historically significant.

Local Register
A list maintained by the city that identifies buildings and places of local historic significance.

Main Street Fabric
A traditional street design with buildings fronting the sidewalk, frequent storefronts, pedestrian-scale features, and vibrant public space.

Mediterranean Motifs
Architectural features such as red tile roofs, stucco walls, and arches, inspired by coastal European styles.

Mills Act
A California program offering property tax reductions to owners who preserve and maintain historic properties.

Missing Middle Housing
Multi-unit housing types like duplexes, fourplexes, or bungalow courts that fill the gap between single-family homes and large apartment buildings.

Mobility Hub
A location where multiple modes of transportation (e.g., bus, bike, walking) converge, providing a seamless and welcoming transfer point for users.

Moderne (Architecture)
An architectural style from the 1930s and 1940s with streamlined shapes, flat roofs, and horizontal lines.

Multifamily Housing
Housing that includes multiple units within one building, such as apartments or condominiums.

National Register (of Historic Places)
The federal government's official list of historic places worthy of preservation.

Neoclassical (Architecture)
An elegant architectural style using columns and grand entrances, influenced by classical Greek and Roman design.

Neon
Bright, colorful lighting often seen in vintage commercial signs from the mid-20th century.

Overlay Zone / District
A special planning zone layered over the base zoning that imposes additional rules or protections (e.g., historic or entertainment overlays).

Paratransit
Demand-responsive transportation service, such as Fresno's Handy Ride, that provides mobility for people with disabilities or limited mobility.

Pedestrian-Friendly
Designed to make walking easy, safe, and pleasant, with features like wide sidewalks, lighting, and street trees.

Permeable Pavers
Paving materials that allow water to filter through to the ground, reducing runoff and improving stormwater management.

Placemaking
Designing public spaces in a way that encourages people to gather, connect, and enjoy their surroundings.

Porter Tract
A designated historic district in the Tower District known for its rich architectural variety and early 20th-century development.

Prairie Style (Architecture)
A style developed by Frank Lloyd Wright, featuring horizontal lines, low-pitched roofs, and integration with the landscape.

Preservation
Protecting and maintaining buildings, landscapes, or neighborhoods so that their historic character is not lost.

Priority Bikeway
Designated corridors prioritized for bicycle infrastructure investments due to their importance in connecting key destinations or improving safety.

Public Realm
All publicly accessible spaces including streets, sidewalks, parks, and plazas that contribute to community life.

Rectangular Rapid Flashing Beacon (RRFB)
A pedestrian safety feature with flashing lights that alerts drivers when pedestrians are crossing at marked or mid-block crosswalks.

Redlining
A historical practice where certain neighborhoods—often with minority populations—were marked as risky for investment, leading to decades of disinvestment.

Revitalization
Efforts to improve or reinvigorate a neighborhood through investment, redevelopment, and community improvements.

Revival (Architecture)
A style that imitates designs from earlier historical periods, such as Colonial Revival or Tudor Revival.

Right-of-Way
The land reserved for public infrastructure, such as roads, sidewalks, and utilities, typically owned and managed by the government.

Road Diet
A street design strategy that reduces the number of travel lanes to slow traffic and allocate space for other uses such as bike lanes or wider sidewalks.

Scenic Drive
Roads designated for their aesthetic or historic value, often featuring unique architecture, landscaping, or vistas.

Shared Parking
A parking management strategy where multiple land uses share a parking area to reduce total parking demand.

Spanish Revival (Architecture)
A style featuring stucco walls, red tile roofs, and arches, popular in California in the early 20th century.

Specific Plan
A detailed planning document focused on a particular neighborhood or area that guides future land use and development.

Street Cross-Section
A drawing or diagram showing the arrangement and width of street elements such as lanes, sidewalks, and bike lanes.

Streetcar
An electric rail car that runs on tracks along public streets; early development in the Tower District was shaped by streetcar routes.

Streetcar Suburb
A walkable neighborhood built around streetcar lines before cars became the dominant mode of transportation.

Streetscape
The visual elements along a street—like sidewalks, trees, lighting, and building facades—that shape how it looks and feels.

Subdivision
A tract of land divided into lots for development, usually with streets and utilities planned together.

Suburb
A residential area outside a central city, typically developed with lower density and a focus on car travel.

Suburban
Describes the design or character of areas similar to suburbs—low-density, car-oriented, and separated land uses.

Sustainability
The practice of using resources in a way that meets current needs without compromising the ability of future generations to meet theirs.

Traditional Fabric
The established physical layout and architectural patterns of a historic neighborhood, such as street grids, porches, and scale of buildings.

Traffic Calming
Techniques used to reduce vehicle speeds and improve safety for pedestrians and cyclists, including speed humps, traffic circles, and narrowed roads.

Transit-Oriented Development (TOD)
Development located near public transit, designed to reduce car use and support walking and biking.

Transportation Demand Management (TDM)
Strategies to reduce reliance on single-occupancy vehicles by promoting alternatives like transit, carpooling, and biking.

Tract
A large area of land that has been divided into lots for development, often used to describe neighborhoods with similar homes.

Tree Canopy
The layer of leaves and branches from street trees that provide shade, reduce heat, and enhance the pedestrian environment.

Urban Heat Island Effect
The phenomenon where urban areas experience higher temperatures than surrounding rural areas due to heat-absorbing surfaces and lack of vegetation.

Walkability
A measure of how convenient and pleasant it is to walk in an area, including the quality of sidewalks, street crossings, and destinations.

Walk Score
A measure of walkability based on access to amenities and infrastructure, used to assess how convenient an area is for walking.

D

APPENDIX

Opportunity Site Feasibility Analysis

MEMORANDUM

To: City of Fresno

From: Amy Lapin and Kate O'Beirne

Subject: Fresno Tower District
Opportunity Site Feasibility Analysis; EPS #222010

Date: February 2024

Introduction

As part of the City of Fresno (City) Tower District Specific Plan Update (Project), Economic & Planning Systems, Inc. (EPS) has prepared a technical analysis to assess the financial feasibility of development opportunities in the Tower District in support of the Specific Plan being prepared by Wallace Roberts & Todd, LLC (WRT). This memorandum summarizes the financial feasibility of 10 development scenarios, two development scenarios on five different opportunity site types, in the Project.

The Project area is located in the City, north of California State Route 180 (Hwy 180) and Downtown Fresno, and in between State Route 99 and State Route 41. See **Map 1**. In coordination with City staff, WRT and Citythinkers identified five opportunity sites in the Project representative of common parcel sizes located in the Tower District and determined two development scenarios for each site to examine the potential for accommodating different residential and retail development on each site.

EPS has prepared static pro forma analyses to test the feasibility of these development scenarios and understand the opportunities and factors that may be hindering their development. The static pro forma analysis evaluates the ability of each land use scenario to absorb development costs and to identify whether financial incentives or cross-subsidies may be required to ensure financial viability. It is important to note that the feasibility findings presented in this memorandum are preliminary and based on general prototypical land use development assumptions. Results may vary based on specific development projects and associated assumptions for each site.

The Economics of Land Use

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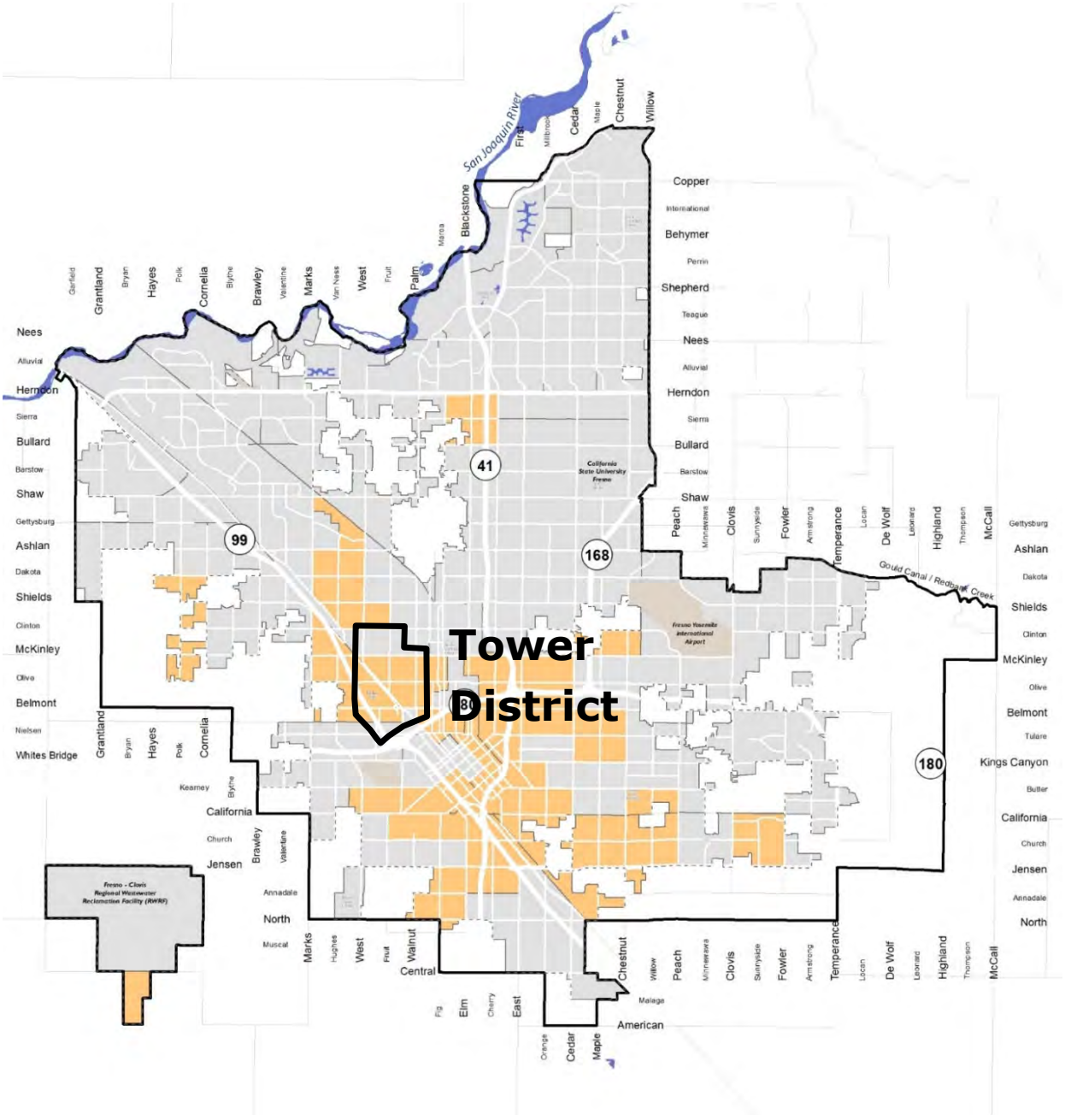
Map 1. Fresno Tower District



Source: City of Fresno

Detailed analysis and underlying assumptions underpinning the feasibility analyses are included in the following appendices:

- **Appendix A** presents the detailed financial model that evaluates the feasibility of each development scenario for each opportunity site.
- **Appendix B** presents the detailed assumptions used to estimate revenues and costs for each development scenario.

Feasibility Analysis Key Findings

The following key findings summarize the results of the financial feasibility analysis, which estimates total development costs net of total estimated building value, reflecting an estimated value of the land on which it stands. The analysis calculates the Residual Land Value (RLV), which reflects the amount a developer would be able to pay for the land based on the prospective economics of the development. A negative RLV means that the developer would not be able to pay for the land and may even require some subsidy to move forward. A positive RLV may be an indication of feasibility if the landowner is willing to sell (or negotiate a ground lease) at the resulting value. Typically, the RLV not only needs to be positive but needs to be sufficiently positive to incentivize the sale or disposition of the land.

This analysis reflects an initial, point-in-time approach for prototypical development scenarios; actual feasibility results may vary depending on the specific characteristics and timing of a particular project. In this analysis, revenues represent current (2023$) market-rate values (sales values and rental rates of new construction). Development costs represent current (2023$) estimated expenses related to site development and vertical construction and exclude costs associated with any required offsite infrastructure, open space costs beyond basic site development, or onsite affordable units. See **Table 1-1** for a summary of feasibility results.

Table 1-1
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis Pro Forma: Summary

Feasibility Summary

Item	Site 1: 732 N Van Ness Ave				Site 2: 1145 N Van Ness Ave				Site 3: 1349 N Blackstone Ave			
	Option A		Option B		Option A		Option B		Option A		Option B	
	Townhomes	% of Total	Bungalow Court	% of Total	3-story MU	% of Total	3-story MU	% of Total	5-story MU/Grocery	% of Total	Horizontal MU	% of Total
DEV. PROGRAM ASSUMPTIONS												
Site Acres	0.2		0.4		0.2		0.2		2.2		2.2	
Existing Structure Sq. Ft.	4,800		4,800		0		0		39,000		39,000	
Land Use Type 1 (Residential)												
Land Use	Townhomes		Bungalow		3-story MU		3-story MU		5-story		Horizontal MU	
Tenure	For-Sale		For-Sale		Rental		Rental		Rental		Rental	
No. of Units	5		10		12		18		164		50	
No. of Parking Spaces	10		10		15		15		237		91	
Type of Parking	2-Car Garage		Surface		Surface		At-Grade Structure		At-Grade Structure		Surface	
Land Use Type 2 (Commercial)												
Land Use	-		-		Commercial		Commercial		Commercial		Commercial	
No. of Units/Net Bldg. Sq. Ft.	-		-		2,294		2,114		14,358		5,183	
No. of Parking Spaces	-		-		4		4		24		9	
Type of Parking	-		-		Surface		At-Grade		At-Grade		Surface	
REVENUE [2]												
Land Use Type 1	$1,911,970	100.0%	$2,824,844	100.0%	$1,623,109	76.6%	$2,358,082	83.8%	$36,001,552	91.1%	$10,125,818	90.0%
Land Use Type 2	-	-	-	-	$495,504	23.4%	$456,624	16.2%	$3,514,838	8.9%	$1,119,528	10.0%
TOTAL ESTIMATED REVENUE	**$1,911,970**	**100.0%**	**$2,824,844**	**100.0%**	**$2,118,613**	**100.0%**	**$2,814,706**	**100.0%**	**$39,516,391**	**100.0%**	**$11,245,346**	**100.0%**
COSTS [2] [3]												
Land Use Type 1	$1,757,339	100.0%	$2,400,520	100.0%	$2,910,927	74.9%	$5,234,163	84.2%	$63,782,179	90.1%	$17,115,088	86.6%
Land Use Type 2	-	-	-	-	$972,959	25.1%	$979,809	15.8%	$7,031,036	9.9%	$2,639,184	13.4%
TOTAL ESTIMATED COSTS	**$1,757,339**	**100.0%**	**$2,400,520**	**100.0%**	**$3,883,886**	**100.0%**	**$6,213,972**	**100.0%**	**$70,813,215**	**100.0%**	**$19,754,272**	**100.0%**
RESIDUAL LAND VALUE	**$154,631**	-	**$424,324**	-	**($1,765,273)**	-	**($3,399,266)**	-	**($31,296,824)**	-	**($8,508,926)**	-
Per Acre	$808,124	-	$1,035,086	-	($7,689,528)	-	($14,807,202)	-	($14,545,014)	-	($3,954,473)	-
Per Sq. Ft. of Land	$18.55	-	$23.76	-	($176.53)	-	($339.93)	-	($333.91)	-	($90.78)	-
As a % of Revenue	8.1%	-	15.0%	-	(83.3%)	-	(120.8%)	-	(79.2%)	-	(75.7%)	-
FEASIBILITY FINDING [4]	⚠	-	✓	-	✗	-	✗	-	✗	-	✗	-

Source: WRT; Citythinkers; EPS.

[1] See Table B-1.
[2] See Table A-1, Table A-2, Table A-3, Table A-4, and Table A-5.
[3] Includes site demolition costs if applicable.
[4] Static residual land value feasibility analysis benchmarks generally reflect the indicators shown below.
Likely to be Feasible: ✓
May be Feasible: ⚠
Likely to be Infeasible: ✗

Table 1-1
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis Pro Forma: Summary

Feasibility Summary

Item	Site 4: 706, 720, & 740 E Belmont Ave — Option A: 5-story MU	% of Total	Site 4 — Option B: Horizontal MU/TH	% of Total	Site 5: 740 & 820 E Shields Ave; 3111 Maroa — Option A: Whole Site Redev / 5-story	% of Total	Site 5 — Option B: Partial Phased / 5-story	% of Total
DEV. PROGRAM ASSUMPTIONS [1]								
Site Acres	1.1		1.1		2.9		2.9	
Structure(s) Sq. Ft.	10,000		10,000		25,500		25,500	
Land Use Type 1 (Residential)								
Land Use	5-story MU		Horizontal		Whole Site		Partial Phased /	
Tenure	Rental		For-Sale		Rental		Rental	
No. of Units	111		15		268		113	
No. of Parking Spaces	123		52		280		147	
Type of Parking	At-Grade Structure		2-Car Garages		Half Submerged		At-Grade Structure	
Land Use Type 2 (Commercial)								
Land Use	Commercial		Commercial		Commercial		Commercial	
No. of Units/Net Bldg. Sq. Ft.	8,500		8,600		3,900		29,500	
No. of Parking Spaces	14		14		7		49	
Type of Parking	At-Grade		Surface		Half		At-Grade	
REVENUE [2]								
Land Use Type 1	$28,292,727	93.1%	$5,840,600	73.5%	$65,477,455	98.7%	$26,945,455	78.9%
Land Use Type 2	$2,080,800	6.9%	$2,105,280	26.5%	$842,400	1.3%	$7,221,600	21.1%
TOTAL ESTIMATED REVENUE	**$30,373,527**	**100.0%**	**$7,945,880**	**100.0%**	**$66,319,855**	**100.0%**	**$34,167,055**	**100.0%**
COSTS [2] [3]								
Land Use Type 1	$45,804,510	93.0%	$5,192,322	57.2%	$105,107,848	97.7%	$42,421,525	78.9%
Land Use Type 2	$3,472,439	7.0%	$3,879,606	42.8%	$2,514,255	2.3%	$11,320,821	21.1%
TOTAL ESTIMATED COSTS	**$49,276,949**	**100.0%**	**$9,071,928**	**100.0%**	**$107,622,103**	**100.0%**	**$53,742,346**	**100.0%**
RESIDUAL LAND VALUE	**($18,903,422)**	-	**($1,126,048)**	-	**($41,302,248)**	-	**($19,575,292)**	-
Per Acre	($17,080,839)	-	($1,017,479)	-	($14,441,415)	-	($6,844,541)	-
Per Sq. Ft. of Land	($392.12)	-	($23.36)	-	($331.53)	-	($157.13)	-
As a % of Revenue	(62.2%)	-	(14.2%)	-	(62.3%)	-	(57.3%)	-
FEASIBILITY FINDING [4]	✗	-	✗	-	✗	-	✗	-

Source: WRT; Citythinkers; EPS.

[1] See Table B-1.
[2] See Table A-1, Table A-2, Table A-3, Table A-4, and Table A-5.
[3] Includes site demolition costs if applicable.
[4] Static residual land value feasibility analysis benchmarks generally reflect the indicators shown below.
Likely to be Feasible: ✓
May be Feasible: !
Likely to be Infeasible: ✗

Key Findings

- **Residential ownership products, both for-sale townhomes and bungalow court prototypes, appear to be marginally-to-likely financially feasible.** In this analysis both the townhomes and bungalow court prototypes yield positive RLVs, indicating the potential for feasibility. While the construction costs of the for-sale products are high in the current market due to economic factors such as inflation and supply chain challenges, the current achievable sales prices in the Tower District are high enough to offset the development costs. In testing the sensitivity of certain variables, the townhome prototype, which achieved a lower RLV than the Bungalow Court prototype, yielded a higher RLV with increased density and waived City development and building fees.
- **Multifamily rental products, including 3-Story Walk-Up and 3- and 5-Story Podium prototypes, are estimated to be financially infeasible in the current market**. Both the walk-up and podium rental apartment building prototypes would need financial subsidies equivalent to increases in rent ranging from 75 percent up to almost 150 percent to achieve a positive RLV within the range reflecting feasibility.
- **Neighborhood-serving retail, both as a single land use and in a mixed-use project, appears to be financially infeasible in the current market.** Retail rents are not sufficient to offset the high costs of construction in the current market. Rents would need to increase by 80 percent to 390 percent to achieve a positive RLV within the range reflecting feasibility. A larger format of retail space is closer to achieving a positive RLV because the achievable rent is slightly higher.
- **Reducing parking requirements and waiving City development and building fees do not move the rental residential or retail prototypes into feasibility.** Development costs are sufficiently high enough that estimated cost reductions related to reduced parking standards and City fees do not result in a positive RLV even when combined, given current market rents for residential rental and retail prototypes. These cost reduction measures would still require supplemental funding (i.e., public subsidies) to make these projects feasible. Estimated public subsidies include $660,000 to $38 million for rental residential prototypes and from $470,000 up to $4.0 million for retail development.
- **The City should consider various approaches to address feasibility challenges.** The City should look into a variety of methods for reducing costs and overall development risks, including Consider direct and indirect public subsidies, streamlining development and environmental review processes, considering regulatory changes, and encouraging placemaking efforts.

- **Anti-displacement strategies should be considered for both residential and commercial populations.** Policies to support existing residents and businesses that should be considered include policies that support new and preserve existing affordable rental housing (rehabilitation programs that subsidize upgrades and other unit improvements; construction of Junior/Accessory Dwelling Units; community land trusts, policies that strengthen and supplement neighborhood stabilization (establishing a tenant protection program, including a tenant right to counsel component; providing down payment and other buying assistance to low-income first-time homebuyers; expanding homelessness prevention programs; contributing towards home repair programs, and policies that mitigate potential commercial displacement (establishing a heritage tourism program; establishing a legacy business preservation program; imposing commercial rent control measures; and implementing a local hiring ordinance and purchasing program).[1]

Additional information regarding feasibility results is provided later in this memorandum.

Opportunity Sites and Development Scenarios

EPS evaluated the financial feasibility of various market-rate residential and retail development prototypes developed by Citythinkers on five representative opportunity sites (see **Map 2**). Detailed descriptions of each opportunity site and the respective development scenarios are provided below. See **Appendix B Table B-1** for detailed development assumptions for the different land use types for each site.

1 Small Business Anti-Displacement Toolkit. https://antidisplacement.org/toolkit/ [Accessed August 2021].

Map 2. Fresno Tower District: Representative Opportunity Sites Context

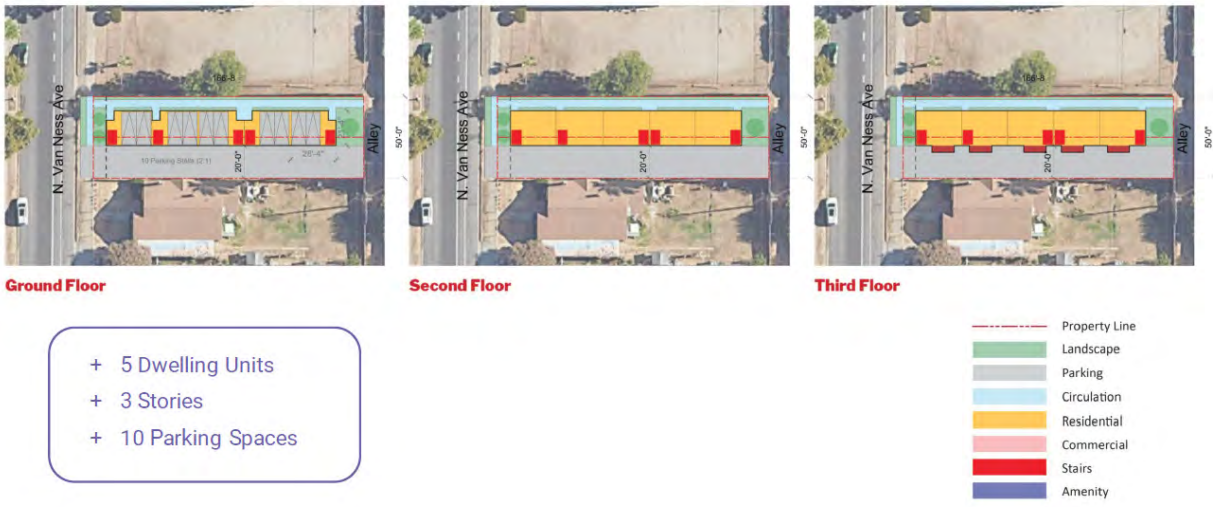
Source: WRT.

Opportunity Site 1: Townhomes and Bungalow Court

This site is representative of a typical 50-foot-wide parcel zoned Commercial Main Street (CMS) and examines the feasibility of two for-sale prototypes.

- **Option A.** This prototype is a for-sale walk-up townhome on a single 50-foot-wide parcel with a density of 26 units per acre resulting in a 3-story building with 5, 1,400-square-foot units with a 2-car garage parking for each unit. See **Figure 1**.

Figure 1. Site 1 Option A: Townhomes



Source: Citythinkers.

- **Option B.** This prototype is a for-sale walk-up bungalow court situated on two 50-foot-wide assembled parcels with a density of 24 units per acre resulting in 10, 960-square-foot units with a 1 surface parking space for each unit. See **Figure 2**.

Figure 2. Site 1 Option B: Bungalow Courts

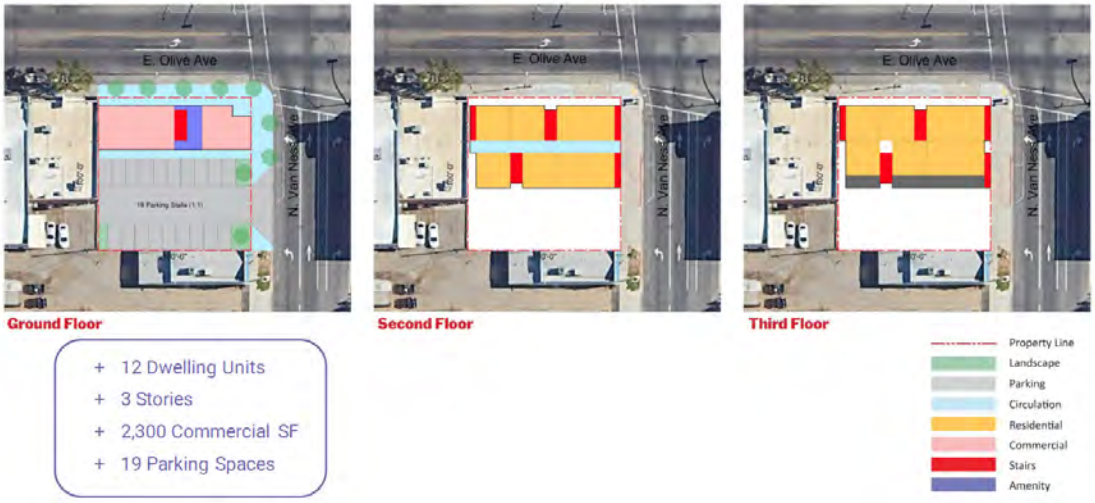
Source: Citythinkers.

Opportunity Site 2: Corridor Mixed-Use

This CMS-zone site comprises 0.23 acres located at 1145 N. Van Ness Avenue and E. Olive Avenue in the central area of the Tower District. The two development options each include two land use typologies as described below.

- **Option A: 3-Story Walk-Up Mixed-Use Apartments**
  - *Rental Apartments*. A 12-unit, 3-story, mixed-use apartment building, with 640-square-foot units, and 15 surface parking spaces.
  - *Retail.* Approximately 2,300 square feet of ground floor retail space with 4 surface parking spaces.

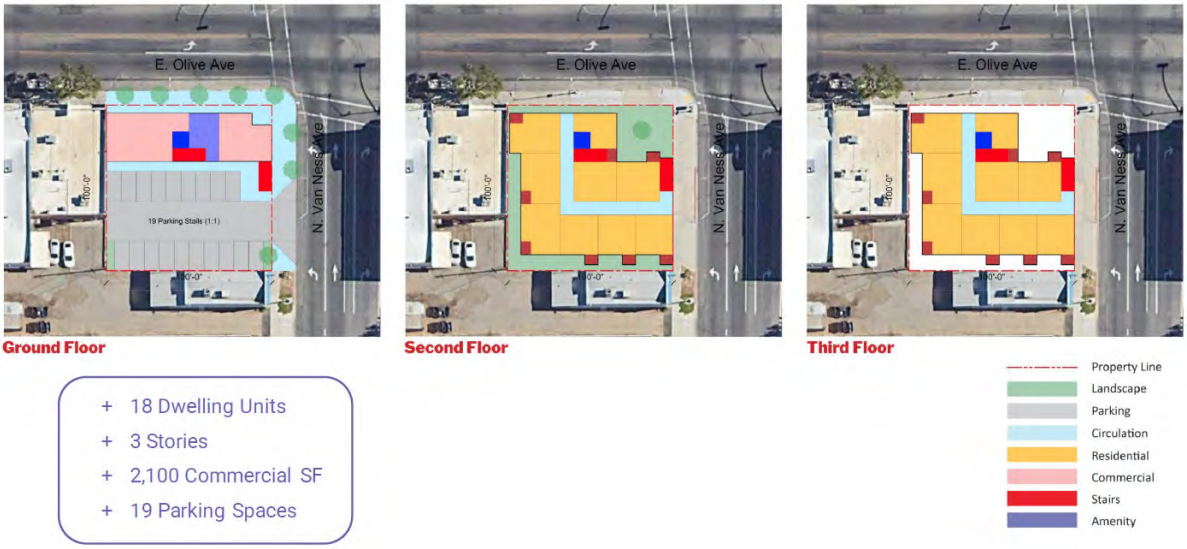
Figure 3. Site 2 Option A: Corridor Mixed-Use



Source: Citythinkers.

- **Option B: 3-Story Podium Mixed-Use Apartments**
  - *Rental Apartments*. An 18-unit, 3-story, mixed-use apartment building, with 620-square-foot units, and 15 structured parking spaces.
  - *Retail.* About 2,100 square feet of ground floor retail space with 4 structured parking spaces.

Figure 4. Site 2 Option B: Corridor Mixed-Use



Source: Citythinkers.

Opportunity Site 3: Corridor Mixed-Use

This 2.15-acre site is zoned Neighborhood Mixed Use (NMX) located at 1349 N. Blackstone Avenue between E. Floradora Avenue and E. Hedges Avenue in the northeastern area of the Tower District. The two development options each include two land use typologies as described below.

- **Option A: 5-Story Podium Mixed-Use Apartments with Grocery**
  - *Rental Apartments*. A 164-unit, 5-story, mixed-use podium apartment elevator building, with 815-square-foot units, and 237 structured parking spaces.
  - *Retail.* Approximately 14,360 square feet of ground floor retail space, large enough for a small grocery store, with 24 structured parking spaces.

Figure 5. Site 3 Option A: Mixed-Use Corridor

Source: Citythinkers.

- **Option B: Walk-up Mixed-Use Apartments**
  - *Rental Apartments*. A 50-unit, 2-story, mixed-use walk-up apartment building, with 950-square-foot units, and 91 surface parking spaces.
  - *Retail.* Approximately 5,200 square feet of ground floor retail space with 9 surface parking spaces.

Figure 6. Site 3 Option B: Walk-up Mixed-Use

Source: Citythinkers.

Opportunity Site 4: Mixed-Use

This 1.1-acre site is zoned CMS located at 706, 720, and 740 E. Belmont Avenue and Broadway in the southern area of the Tower District. The two development options each include two land use typologies as described below.

- **Option A: 5-Story Podium Mixed-Use Apartments**
  - *Rental Apartments*. A 111-unit, 5-story, mixed-use podium apartment building, with 950-square-foot units, and 123 structured parking spaces.
  - *Retail.* About 8,500 square feet of ground floor retail space with 14 structured parking spaces.

Figure 7. Site 4 Option A Podium Apartments with Ground Floor Commercial

Source: Citythinkers.

- **Option B: 3-Story Townhomes and Stand-Alone Grocery**
  - *For-Sale Townhomes*. 15, 3-story, 1,400-square-foot units with 2-car garage parking, and 22 guest parking spaces.
  - *Retail.* About 8,600 square feet of ground floor retail space with 14 surface parking spaces.

Figure 8. Site 4 Option B Townhomes and Retail

Source: Citythinkers.

Opportunity Site 5: Podium Mixed-Use

This 2.86-acre site is zoned Commercial Community (CC) located at 740 and 820 E. Shields and 3111 Maora Avenues in the northern area of the Tower District. The two development options include two land use typologies as described below.

- **Option A: Whole Site Redevelopment into 5-story Podium Mixed-Use Apartments**
  - *Rental Apartments*. A 268-unit, 5-story, mixed-use apartment building, with 720-square-foot units, and 280 structured parking spaces.
  - *Retail.* About 3,900 square feet of ground floor retail space with 7 structured parking spaces.

Figure 9. Site 5 Option A Podium Apartments with Stand-Alone Commercial

Source: Citythinkers.

- **Option B: Partial Redevelopment to 5-Story Podium Mixed-Use Apartments**
  - *Rental Apartments*. A 113-unit, 5-story, mixed-use apartment building, with 890-square-foot units, and 147 Structured parking spaces.
  - *Retail.* About 29,500 square feet of ground floor retail space with 49 structured parking spaces.

Figure 10. Site 5 Option B Podium Apartments with Stand-Alone Commercial

Source: Citythinkers.

Feasibility Analysis Detail

To gain an understanding of the relative financial viability of the potential development scenarios evaluated, EPS prepared an RLV financial feasibility analysis. A residual land value analysis models the revenues achieved by operating and/or selling a particular building to arrive at an estimated building value, or "finished real estate value." For residential ownership products, the finished real estate value is based on the estimated sales price of the unit. For rental residential and commercial products, finished real estate values are estimated using valuation techniques that consider annual net operating income.

The RLV analysis also models the cost of constructing the building, including hard vertical construction costs, required backbone infrastructure to serve development on the site, site development, soft costs (e.g., architecture, engineering), and associated public agency development fees. To arrive at the residual land value, the total development costs are subtracted from the total estimated building value, reflecting the portion of the building's total value that can be attributed to the land on which it stands. See **Appendix B Table B-2** for detailed cost and revenue assumptions for the different land use types.

The RLV reflects the amount the developer would be able to pay for the land based on the prospective economics of the development. A negative residual land value means that the developer would not be able to pay for the land and may even require some subsidy to move forward. A positive residual land value may be an indication of feasibility if the landowner is willing to sell (or negotiate a ground lease) at the resulting value. Typically, the residual land value not only needs to be positive but needs to be sufficiently positive to incentivize the sale or disposition of the land.

Table 1-1 provides a summary of each Opportunity Site development option and the resulting estimated RLV for each option. The financial feasibility analysis results suggest that the for-sale residential as a stand-alone product is the only land use type reflecting the potential for feasibility with a positive RLV. Both the rental residential and for-sale residential combined with retail space on the opportunity sites present feasibility challenges due to the high cost of development relative to achievable building values in the current market. Key findings are summarized below and the detailed financial feasibility outcomes for development scenarios on each site are provided in **Appendix A**.

Table 1-1
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis Pro Forma: Summary

Feasibility Summary

Item	Site 1: 732 N Van Ness Ave				Site 2: 1145 N Van Ness Ave				Site 3: 1349 N Blackstone Ave			
	Option A		Option B		Option A		Option B		Option A		Option B	
	Townhomes	% of Total	Bungalow Court	% of Total	3-story MU	% of Total	3-story MU	% of Total	5-story MU/Grocery	% of Total	Horizontal MU	% of Total
DEV. PROGRAM ASSUMPTIONS												
Site Acres	0.2		0.4		0.2		0.2		2.2		2.2	
Existing Structure Sq. Ft.	4,800		4,800		0		0		39,000		39,000	
Land Use Type 1 (Residential)												
Land Use	Townhomes		Bungalow		3-story MU		3-story MU		5-story		Horizontal MU	
Tenure	For-Sale		For-Sale		Rental		Rental		Rental		Rental	
No. of Units	5		10		12		18		164		50	
No. of Parking Spaces	10		10		15		15		237		91	
Type of Parking	2-Car Garage		Surface		Surface		At-Grade Structure		At-Grade Structure		Surface	
Land Use Type 2 (Commercial)												
Land Use	-		-		Commercial		Commercial		Commercial		Commercial	
No. of Units/Net Bldg. Sq. Ft.	-		-		2,294		2,114		14,358		5,183	
No. of Parking Spaces	-		-		4		4		24		9	
Type of Parking	-		-		Surface		At-Grade		At-Grade		Surface	
REVENUE [2]												
Land Use Type 1	$1,911,970	100.0%	$2,824,844	100.0%	$1,623,109	76.6%	$2,358,082	83.8%	$36,001,552	91.1%	$10,125,818	90.0%
Land Use Type 2	-	-	-	-	$495,504	23.4%	$456,624	16.2%	$3,514,838	8.9%	$1,119,528	10.0%
TOTAL ESTIMATED REVENUE	**$1,911,970**	**100.0%**	**$2,824,844**	**100.0%**	**$2,118,613**	**100.0%**	**$2,814,706**	**100.0%**	**$39,516,391**	**100.0%**	**$11,245,346**	**100.0%**
COSTS [2] [3]												
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Per Acre	$808,124	-	$1,035,086	-	($7,689,528)	-	($14,807,202)	-	($14,545,014)	-	($3,954,473)	-
Per Sq. Ft. of Land	$18.55	-	$23.76	-	($176.53)	-	($339.93)	-	($333.91)	-	($90.78)	-
As a % of Revenue	8.1%	-	15.0%	-	(83.3%)	-	(120.8%)	-	(79.2%)	-	(75.7%)	-
FEASIBILITY FINDING [4]	⚠	-	✓	-	✗	-	✗	-	✗	-	✗	-

Source: WRT; Citythinkers; EPS.

[1] See Table B-1.
[2] See Table A-1, Table A-2, Table A-3, Table A-4, and Table A-5.
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DEV. PROGRAM ASSUMPTIONS [1]								
Site Acres	1.1		1.1		2.9		2.9	
Structure(s) Sq. Ft.	10,000		10,000		25,500		25,500	
Land Use Type 1 (Residential)								
Land Use	5-story MU		Horizontal		Whole Site		Partial Phased /	
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No. of Units	111		15		268		113	
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Type of Parking	At-Grade Structure		2-Car Garages		Half Submerged		At-Grade Structure	
Land Use Type 2 (Commercial)								
Land Use	Commercial		Commercial		Commercial		Commercial	
No. of Units/Net Bldg. Sq. Ft.	8,500		8,600		3,900		29,500	
No. of Parking Spaces	14		14		7		49	
Type of Parking	At-Grade		Surface		Half		At-Grade	
REVENUE [2]								
Land Use Type 1	$28,292,727	93.1%	$5,840,600	73.5%	$65,477,455	98.7%	$26,945,455	78.9%
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TOTAL ESTIMATED REVENUE	**$30,373,527**	**100.0%**	**$7,945,880**	**100.0%**	**$66,319,855**	**100.0%**	**$34,167,055**	**100.0%**
COSTS [2] [3]								
Land Use Type 1	$45,804,510	93.0%	$5,192,322	57.2%	$105,107,848	97.7%	$42,421,525	78.9%
Land Use Type 2	$3,472,439	7.0%	$3,879,606	42.8%	$2,514,255	2.3%	$11,320,821	21.1%
TOTAL ESTIMATED COSTS	**$49,276,949**	**100.0%**	**$9,071,928**	**100.0%**	**$107,622,103**	**100.0%**	**$53,742,346**	**100.0%**
RESIDUAL LAND VALUE	**($18,903,422)**	-	**($1,126,048)**	-	**($41,302,248)**	-	**($19,575,292)**	-
Per Acre	($17,080,839)	-	($1,017,479)	-	($14,441,415)	-	($6,844,541)	-
Per Sq. Ft. of Land	($392.12)	-	($23.36)	-	($331.53)	-	($157.13)	-
As a % of Revenue	(62.2%)	-	(14.2%)	-	(62.3%)	-	(57.3%)	-
FEASIBILITY FINDING [4]	✗	-	✗	-	✗	-	✗	-

Source: WRT; Citythinkers; EPS.

[1] See Table B-1.
[2] See Table A-1, Table A-2, Table A-3, Table A-4, and Table A-5.
[3] Includes site demolition costs if applicable.
[4] Static residual land value feasibility analysis benchmarks generally reflect the indicators shown below.
Likely to be Feasible: ✓
May be Feasible: !
Likely to be Infeasible: ✗

The findings below examine each land use type individually to determine which uses have the potential for feasibility. A test of potential feasibility is calculating the RLV as a percentage of the estimated value. **Static RLV percentage benchmarks reflect the following indicators:**

- **Feasible = 10% or higher**
- **Potential for feasibility = 0.01% to 9.9%**
- **Infeasible = > 0.0%**

For-Sale Residential Units

The townhome prototypes appear to have the potential for feasibility.

- In this analysis the townhome prototypes yield a positive RLV percentage indicating the potential for feasibility. At a density of 26 units per acre the townhomes RLV percentage is approximately 8 percent, slightly below the 10 percent threshold for likely feasibility, however when the density is increased to 111 units per acre as a single land use type, the RLV percentage moves up to 11 percent reflecting likely feasibility. At the lower density the sales price would need to increase by only 2 percent to be considered likely feasible.

The bungalow court prototypes appear to be likely feasible.

- In this analysis both townhomes and bungalow court prototypes yield a positive RLV percentage indicating the potential for feasibility. The bungalow courts yield a 15 percent RLV percentage reflecting likely feasibility. The townhomes at a density of 26 units per acre reflect a RLV percentage of 8 percent, slightly below the 10 percent likely feasible threshold, however when the density is increased to 111 units per acre the RLV percentage moves up to 11 percent reflecting likely feasibility. This land use also moves into the likely feasible range when the City building fees are waived.

3-Story Walk-Up Rental Apartments

The 3-story walk-up rental apartments would require financial intervention to achieve an RLV percentage within the range that reflects the potential for feasibility (10 percent or higher).

- The 3-story walk-up apartments would require an 88 percent to 100 percent increase in revenue (from $1.32 to $1.49 per leasable square foot) to achieve a positive RLV within the threshold of 10 percent reflecting feasibility. Alternatively, this prototype would require an $1.6 million to $8.9 million public subsidy or total cost reduction.

3- and 5-Story Podium Rental Apartments

The relationship between development costs and potential revenues for 3- and 5-story podium apartments is such that financial interventions will likely be necessary to encourage the development of these land uses.

- The 3- and 5-story podium apartments would both need subsidies equating to a 75 percent to 147 percent increase in revenue (from $1.43 to $2.20 per leasable square foot) to achieve a positive RLV within the threshold of 10 percent reflecting feasibility. Alternatively, this prototype would require a $3.5 million to $51.4 million public subsidy or total cost reduction. The prototypes with higher density of units per acre require less of an increase in rent to obtain a RLV percentage high enough to reflect feasibility indicating if these project types could achieve higher rents or obtain subsidies for the construction costs there could be the potential for feasibility.

Retail

Retail as sole land use appears to be financially infeasible in the current market.

- Retail space would need to obtain rents that are approximately 80 percent to 388 percent higher than current rates (from $1.38 to $5.83 per leasable square foot) to achieve a positive RLV of 10 percent due to the high costs of building construction and low market rate rents. Alternatively, this prototype would require a $621,600 to $5.8 million public subsidy or total cost reduction. The retail prototypes with more square footage require less of an increase in rent to obtain a RLV percentage high enough to reflect feasibility because retail spaces larger than 10,000 square feet obtain slightly higher rents per square foot as shown in **Table B-6**.

Sensitivity Analysis

To examine potential financial levers and how they affect the feasibility of each opportunity site and land use, EPS ran sensitivity analyses removing certain costs from each scenario. The sensitivity analyses included: decreasing the parking requirement by 50 percent; removing all parking; and waiving estimated City development and building fees. In the current market, all three cost reduction measures alone and even combined do not represent a large enough portion of the total costs to create a positive RLV for any of the financially infeasible opportunity sites, with the exception of one land use. Waiving City development and building fees moves the Townhomes from marginally feasible to likely financially feasible. **Table 1-2** provides a summary of the sensitivity analysis use results for each Opportunity Site.

Table 1-2
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis: Sensitivity Analyses

Sensitivity Scenarios

Item	Site 1: 732 N Van Ness Ave				Site 2: 1145 N Van Ness Ave				Site 3: 1349 N Blackstone Ave			
	Option A		Option B		Option A		Option B		Option A		Option B	
	Townhomes	% of Total	Bungalow Court	% of Total	3-story MU	% of Total	3-story MU	% of Total	5-story MU/Grocery	% of Total	Horizontal MU	% of Total
Site Acres	0.2		0.4		0.2		0.2		2.2		2.2	
SENSITIVITY #1: REDUCED PKG REQ. [1]												
Revenue												
Land Use Type 1	$1,911,970	100.0%	$2,824,844	100.0%	$1,623,109	76.6%	$2,986,904	86.7%	$36,001,552	91.1%	$10,125,818	90.0%
Land Use Type 2	-	-	-	-	$495,504	23.4%	$456,624	13.3%	$3,514,838	8.9%	$1,119,528	10.0%
Total Estimated Revenue	**$1,911,970**	**100.0%**	**$2,824,844**	**100.0%**	**$2,118,613**	**100.0%**	**$3,443,528**	**100.0%**	**$39,516,391**	**100.0%**	**$11,245,346**	**100.0%**
Costs												
Land Use Type 1	$1,757,339	100.0%	$2,351,467	100.0%	$2,572,552	73.1%	$4,676,838	83.9%	$58,111,164	89.6%	$16,260,656	86.2%
Land Use Type 2	-	-	-	-	$945,474	26.9%	$898,182	16.1%	$6,711,883	10.4%	$2,603,216	13.8%
Total Estimated Costs	**$1,757,339**	**100.0%**	**$2,351,467**	**100.0%**	**$3,518,026**	**100.0%**	**$5,575,020**	**100.0%**	**$64,823,047**	**100.0%**	**$18,863,871**	**100.0%**
Residual Land Value	**$154,631**	-	**$473,377**	-	**($1,399,413)**	-	**($2,131,492)**	-	**($25,306,656)**	-	**($7,618,525)**	-
Per Sq. Ft. of Land	$18.55	-	$26.51	-	($139.94)	-	($213.15)	-	($270.00)	-	($81.28)	-
As a % of Revenue	8.1%	-	16.8%	-	(66.1%)	-	(61.9%)	-	(64.0%)	-	(67.7%)	-
Feasibility Finding [2]	⚠		✓		✗		✗		✗		✗	
SENSITIVITY #2: WAIVED BUILDING FEES [3]												
Revenue												
Land Use Type 1	$1,911,970	100.0%	$2,824,844	100.0%	$1,623,109	76.6%	$2,986,904	86.7%	$36,001,552	91.1%	$10,125,818	90.0%
Land Use Type 2	-	-	-	-	$495,504	23.4%	$456,624	13.3%	$3,514,838	8.9%	$1,119,528	10.0%
Total Estimated Revenue	**$1,911,970**	**100.0%**	**$2,824,844**	**100.0%**	**$2,118,613**	**100.0%**	**$3,443,528**	**100.0%**	**$39,516,391**	**100.0%**	**$11,245,346**	**100.0%**
Costs												
Land Use Type 1	$1,475,162	100.0%	$2,352,970	100.0%	$2,282,210	65.1%	$9,264,527	89.9%	$69,951,029	95.8%	$16,729,000	86.3%
Land Use Type 2	-	-	-	-	$1,222,794	34.9%	$1,042,109	10.1%	$3,045,431	4.2%	$2,662,832	13.7%
Total Estimated Costs	**$1,475,162**	**100.0%**	**$2,352,970**	**100.0%**	**$3,505,004**	**100.0%**	**$10,306,637**	**100.0%**	**$72,996,459**	**100.0%**	**$19,391,832**	**100.0%**
Residual Land Value	**$436,808**	-	**$471,874**	-	**($1,386,391)**	-	**($6,863,109)**	-	**($33,480,069)**	-	**($8,146,486)**	-
Per Acre	$2,282,828	-	$1,151,079	-	($6,039,119)	-	($29,895,703)	-	($15,559,664)	-	($3,786,031)	-
Per Sq. Ft. of Land	$52.41	-	$26.43	-	($138.64)	-	($686.31)	-	($357.20)	-	($86.92)	-
As a % of Revenue	22.8%	-	16.7%	-	(65.4%)	-	(199.3%)	-	(84.7%)	-	(72.4%)	-
FEASIBILITY FINDING [3]	✓		✓		✗		✗		✗		✗	

Source: WRT; Citythinkers; EPS.

[1] This sensitivity analysis reduces the amount of parking spaces to 50% of the initial development program assumptions.
[2] Static residual land value feasibility analysis benchmarks generally reflect the indicators shown below.
Likely to be Feasible: ✓
May be Feasible: ⚠
Likely to be Infeasible: ✗
[3] This sensitivity analysis excludes approximately 75% of estimated development and building fees that would be collected, reflecting those collected by the City only; assumes fees imposed by the County and other applicable agencies would not be waived.

Table 1-2
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis: Sensitivity Analyses

Sensitivity Scenarios

Item	Site 4: 706, 720, & 740 E Belmont Ave — Option A: 5-story MU	% of Total	Site 4 — Option B: Horizontal MU/TH	% of Total	Site 5: 740 & 820 E Shields Ave; 3111 Maroa — Option A: Whole Site Redev / 5-story	% of Total	Site 5 — Option B: Partial Phased / 5-story	% of Total
Site Acres	1.1		1.1		2.9		2.9	
SENSITIVITY #1: REDUCED PKG REQ. [1]								
Revenue								
Land Use Type 1	$28,292,727	93.1%	$5,840,600	73.5%	$65,477,455	98.7%	$26,945,455	78.9%
Land Use Type 2	$2,080,800	6.9%	$2,105,280	26.5%	$842,400	1.3%	$7,221,600	21.1%
Total Estimated Revenue	**$30,373,527**	**100.0%**	**$7,945,880**	**100.0%**	**$66,319,855**	**100.0%**	**$34,167,055**	**100.0%**
Costs								
Land Use Type 1	$43,102,327	92.0%	$4,169,174	52.2%	$103,760,412	97.7%	$39,690,144	77.9%
Land Use Type 2	$3,769,627	8.0%	$3,812,699	47.8%	$2,482,180	2.3%	$11,249,145	22.1%
Total Estimated Costs	**$46,871,954**	**100.0%**	**$7,981,873**	**100.0%**	**$106,242,592**	**100.0%**	**$50,939,290**	**100.0%**
Residual Land Value	**($16,498,427)**	-	**($35,993)**	-	**($39,922,737)**	-	**($16,772,235)**	-
Per Sq. Ft. of Land	($342.23)	-	($0.75)	-	($320.46)	-	($134.63)	-
As a % of Revenue	(54.3%)	-	(0.5%)	-	(60.2%)	-	(49.1%)	-
Feasibility Finding [2]	⊗		⊗		⊗		⊗	
SENSITIVITY #2: WAIVED BUILDING FEES [3]								
Revenue								
Land Use Type 1	$28,292,727	93.1%	$5,840,600	73.5%	$65,477,455	98.7%	$26,945,455	78.9%
Land Use Type 2	$2,080,800	6.9%	$2,105,280	26.5%	$842,400	1.3%	$7,221,600	21.1%
Total Estimated Revenue	**$30,373,527**	**100.0%**	**$7,945,880**	**100.0%**	**$66,319,855**	**100.0%**	**$34,167,055**	**100.0%**
Costs								
Land Use Type 1	$35,323,515	88.1%	$14,254,062	82.4%	$84,245,812	96.7%	$33,079,421	74.8%
Land Use Type 2	$4,769,372	11.9%	$3,043,655	17.6%	$2,885,526	3.3%	$11,146,309	25.2%
Total Estimated Costs	**$40,092,886**	**100.0%**	**$17,297,717**	**100.0%**	**$87,131,338**	**100.0%**	**$44,225,730**	**100.0%**
Residual Land Value	**($9,719,359)**	-	**($9,351,837)**	-	**($20,811,484)**	-	**($10,058,675)**	-
Per Acre	($8,782,262)	-	($8,450,175)	-	($7,276,778)	-	($3,517,036)	-
Per Sq. Ft. of Land	($201.61)	-	($193.99)	-	($167.05)	-	($80.74)	-
As a % of Revenue	(32.0%)	-	(117.7%)	-	(31.4%)	-	(29.4%)	-
FEASIBILITY FINDING [3]	⊗		⊗		⊗		⊗	

Source: WRT; Citythinkers; EPS.

[1] This sensitivity analysis reduces the amount of parking spaces to 50% of the initial development program assumptions.
[2] Static residual land value feasibility analysis benchmarks generally reflect the indicators shown below.
Likely to be Feasible:
May be Feasible:
Likely to be Infeasible:
[3] This sensitivity analysis excludes approximately 75% of estimated development and building fees that would be collected, reflecting those collected by the City only; assumes fees imposed by the County and other applicable agencies would not be waived.

Development Cost and Revenue Assumptions

EPS formulated a set of development revenues and costs for each of the different land use types based on a variety of sources including interviews with local developers and research from publicly available and subscription-based resources (e.g., CBRE, CoStar, The Gregrory Group, Saylor). This analysis utilizes construction cost assumptions that are estimated to reasonably reflect current economic conditions in the City, although these costs may vary based on multiple factors including the timing and type of construction.

Detailed development cost and revenue assumptions are provided in **Appendix B Table B-2**. Examples of market-rate residential, office, and retail lease rates are provided in **Appendix B Table B-3**, **Table B-4**, **Table B-5**, and **Table B-6**.

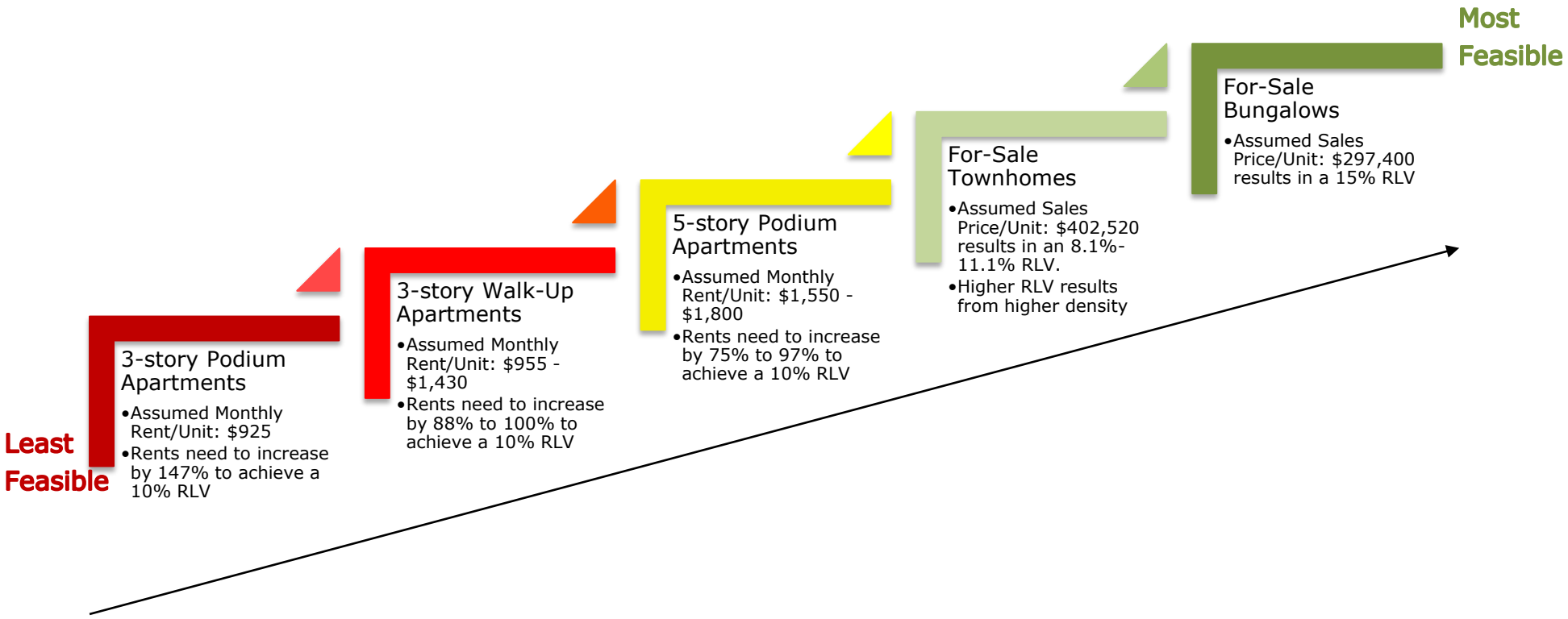
Conclusions and Next Steps

The residential ownership products in the current market achieve higher values and have lower construction costs compared to the lower achievable market rents and higher construction costs for the 3- and 5-story multifamily rental units. The financially infeasible results for the rental residential land use types and retail space are primarily driven by the cost of development significantly outweighing current market rents. For the rental residential units and retail development scenarios to realize financial feasibility, there would need to be significant rental rate increases or cost reductions, including public subsidies or other financial incentives.

Figure 11 presents the land use type in order by the potential for feasibility, the assumed rents in the current market, and the rent increases by land use type necessary to move the land uses into feasibility.[2]

[2] Rent increases that move the prototype's RLV percentage to 10 percent, which is the range reflecting feasibility.

Figure 11. Land Use Feasibility Summary, Assumed Rents, and Rent Increases to Create Feasibility



Approaches to Address Feasibility Challenges

As described, significant rental rate increases would be required to achieve financial feasibility in the current market for rental residential and retail prototypes. In addition, the City could consider a variety of methods for reducing costs and overall development risks.

Consider direct public subsidies

- *Provide direct loan or grant funding*. The City could secure direct funding through federal, State, and regional grants to subsidize desired infill projects in the Tower District.
- *Obtain gap financing*. The City could explore adoption of one or more innovative financing tools that could be used to help fill funding gaps (e.g., revolving loan fund).

Consider indirect public subsidies

- *Waive or defer building and development fees.* Jurisdictions have some leverage in instituting policies and programs to address building and development cost constraints. The City also could consider developing a lower fee structure or waiving fees for projects containing affordable housing, infill projects, and other missing housing types to improve project feasibility.
- *Consider land acquisition and disposition*. The City could consider the acquisition of real estate and donate to private developers or allow deferred payment to eliminate, reduce, or defer land costs.
- *Fund backbone infrastructure improvements*. Although this analysis excluded any costs related to offsite infrastructure improvements, intensified infill development often necessitates upgrades to backbone infrastructure, representing another development cost and feasibility challenge. The City could obtain funding for capital investments in infrastructure to support development in the Tower District.

Streamline development and environmental review processes

- *Streamline development review*. Consider streamlining the development review process for infill projects that meet objective standards by granting ministerial approval. Streamlined development review processes can save time and money by eliminating discretionary reviews, public hearings, and additional environmental review.
- *Streamline environmental review.* Consider completing a City-sponsored and City-funded California Environmental Quality Act (CEQA) analysis for the Project to pre-clear opportunity sites.

Consider regulatory changes

- *Reduce parking requirements*. Parking is a costly addition to many developments, specifically the high costs of structured parking, and reduces the developable space for residential units. Reducing parking requirements can reduce the cost of a project while increasing the density.
- *Increase building height and density*. Consider increasing minimum and maximum allowable densities and zoning requirements to increase the City's housing capacity, ensure higher density projects (which can lead to greater affordability), and make projects more economically feasible.
- *Support a wide array of housing types*. Update planning regulations to encourage or require new subdivisions to include two-, three-, and four-plexes, or other missing housing types that are designed to look cohesive with adjacent single-family homes.

Encourage placemaking efforts

- *Introduce placemaking to increase market rents to support development costs*. Placemaking efforts, including public art, community and green space, and temporary or permanent spaces to hold community events or services, in the Tower District can increase property values, elevating market rents to help close the feasibility gap.

Residential and Commercial Anti-Displacement Strategies

Improving the Tower District has the potential to contribute to prosperity and an enhanced quality of life for residents and businesses in the district. However, investment can cause real estate prices to rise, displacing existing residents and places of business and potentially changing the community's cultural history and social structure. Programmatic and public policy interventions are necessary to mitigate gentrification and pressures on the most vulnerable populations.

The City should consider the following parallel policies to support existing residents and businesses.

- **Support new and preserve existing affordable rental housing.** Examples include rehabilitation programs that subsidize upgrades and other unit improvements to maintain steady rental rates, supporting the construction of Junior/Accessory Dwelling Units (J/ADUs), community land trusts (CLTs), or other policies that allow for collective ownership and tenant control of the

land. Research on CLTs caution that this type of initiative tends to help moderate-income households, rather than the most vulnerable populations.[3]

- **Strengthen and supplement neighborhood stabilization policies.** Neighborhood stabilization strategies have been found to have a direct and immediate impact to mitigating gentrification and displacement in particular when multiple programs are implemented simultaneously.[4] Examples include establishing a tenant protection program, including a tenant right to counsel component; providing down payment and other buying assistance to low-income first-time homebuyers; expanding homelessness prevention programs; and contributing towards home repair programs.
- **Mitigate potential commercial displacement.** Various strategies to mitigate commercial displacement include establishing a heritage tourism program, establishing a legacy business preservation program, imposing commercial rent control measures, and implementing a local hiring ordinance and purchasing program.[5]

[3] Chapple, Karen, and Anastasia Loukaitou-Sideris, 2021. White Paper on Anti-Displacement Strategy Effectiveness. www.urbandisplacement.org/wp-content/uploads/2021/08/19RD018-Anti-Displacement-Strategy-Effectiveness.pdf [Accessed January 2024].

[4] Ibid.

[5] Small Business Anti-Displacement Toolkit. https://antidisplacement.org/toolkit/ [Accessed August 2021].

APPENDICES:

Appendix A: Detailed Financial Feasibility Pro Forma by Opportunity Site

Appendix B: Feasibility Development, Cost, and Revenue Assumptions

APPENDIX A:

Detailed Financial Feasibility Pro Forma by Opportunity Site

Table A-1
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis Pro Forma: Site 1

Item	General Assumptions	Site 1: 732 N Van Ness Ave — Option A Townhomes	% of Total	Option B Bungalow Court	% of Total
DEVELOPMENT PROGRAM ASSUMPTIONS [1]					
Site Acres		0.2	-	0.4	-
Existing Structure Sq. Ft.		4,800	-	4,800	-
Land Use Type 1 (Residential)					
Land Use		Townhomes		Bungalow Court	
Tenure		For-Sale		For-Sale	
No. of Units		5	-	10	-
No. of Parking Spaces		10	-	10	-
Gross Building Sq. Ft.		6,940	-	9,592	-
Net Leasable/Saleable Sq. Ft.		6,940	-	9,592	-
Land Use Type 2 (Retail)					
Land Use		-	-	-	-
No. of Parking Spaces		-	-	-	-
Gross Building Sq. Ft.		-	-	-	-
Net Leasable/Saleable Sq. Ft.		-	-	-	-
Total Building GFA		6,940		9,592	
Type of Parking		2-Car Garage	-	Surface	-
REVENUE ASSUMPTIONS [2]					
For-Sale Units					
Gross Sales Revenue		$2,012,600	105.3%	$2,973,520	105.3%
Less Marketing and Commissions	5.0%	($100,630)	-	($148,676)	-
TOTAL ESTIMATED REVENUE		**$1,911,970**	**100.0%**	**$2,824,844**	**100.0%**
COST ASSUMPTIONS [2]		402,520		297,352	
Land Use 1					
Direct Building Construction Costs					
Existing Structure Demolition		$25,440	1.4%	$25,440	1.1%
Site Work		$83,350	4.7%	$178,570	7.4%
Building Construction Costs		$1,145,100	65.2%	$1,438,800	59.9%
Total Parking Cost		$0	0.0%	$70,000	2.9%
Total Direct Building Construction Costs		**$1,253,890**	**71.4%**	**$1,712,810**	**71.4%**
Other Soft Costs					
As a % of Direct Costs	12.0%	-	-	-	
Total Other Soft Costs		**$150,467**	**8.6%**	**$205,537**	**8.6%**
Building & Development Impact Fees					
As a % of Direct Costs	12.0%	-	-	-	
Total Building & Development Impact Fees		**$150,467**	**8.6%**	**$205,537**	**8.6%**
Financing					
Interest (7.0%, 50% LTC, 50% Outstanding)		$27,209	1.5%	$37,168	1.5%
Fees (2.0% of loan amount)		$15,548	0.9%	$21,239	0.9%
Total Financing Costs		**$42,758**	**2.4%**	**$58,407**	**2.4%**
Developer Fee					
As a % of All Costs	10.0%				
Total Developer Fee		**$159,758**	**9.1%**	**$218,229**	**9.1%**
Subtotal Land Use 1 Costs		**$1,757,339**	**100.0%**	**$2,400,520**	**100.0%**
TOTAL COSTS		**$1,757,339**	**100.0%**	**$2,400,520**	**100.0%**
RESIDUAL LAND VALUE		**$154,631**		**$424,324**	
Per Acre		**$808,124**		**$1,035,086**	
As a % of Value		**8.1%**		**15.0%**	

Source: EPS.

[1] See Table B-1.
[2] See Table B-2.

Table A-2
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis Pro Forma: Site 2

Item	General Assumptions	Site 2: 1145 N Van Ness Ave — Option A 3-story MU	Option A % of Total	Option B 3-story MU	Option B % of Total
DEVELOPMENT PROGRAM ASSUMPTIONS [1]					
Site Acres		0.2	-	0.2	-
Existing Structure Sq. Ft.		0	-	0	-
Land Use Type 1 (Residential)					
Land Use		3-story MU		3-story MU	
Tenure		Rental		Rental	
No. of Units		12	-	18	-
No. of Parking Spaces		15	-	15	-
Gross Building Sq. Ft.		9,309	-	13,745	-
Net Leasable/Saleable Sq. Ft.		7,630	-	11,085	-
Land Use Type 2 (Retail)					
Land Use		Commercial	-	Commercial	-
No. of Parking Spaces		4	-	4	-
Gross Building Sq. Ft.		3,108	-	2,925	-
Net Leasable/Saleable Sq. Ft.		2,294	-	2,114	-
Total Building GFA		12,417		16,670	
Type of Parking		Surface	-	At-Grade Structure	-
REVENUE ASSUMPTIONS [2]					
Residential Apartment					
Gross Potential Income per Year		$137,340	6.5%	$199,530	7.1%
Less Vacancy	5.0%	($6,867)	-	($9,977)	-
Less Operating & Maintenance Expenses	30.0%	($41,202)	-	($59,859)	-
Net Annual Income		$89,271	4.2%	$129,695	4.6%
Capitalized Value					
Cap Rate	5.5%	-	-	-	-
Total Building Value		**$1,623,109**	**76.6%**	**$2,358,082**	**83.8%**
Retail					
Gross Potential Income per Year		$41,292	1.9%	$38,052	1.4%
Less Vacancy	5.0%	($2,065)	-	($1,903)	-
Less Operating & Maintenance Expenses	20.0%	($8,258)	-	($7,610)	-
Net Annual Income		$30,969	1.5%	$28,539	1.0%
Capitalized Value					
Cap Rate	6.3%	-	-	-	-
Total Building Value		**$495,504**	**23.4%**	**$456,624**	**16.2%**
TOTAL ESTIMATED REVENUE		**$2,118,613**	**100.0%**	**$2,814,706**	**100.0%**

Table A-2
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis Pro Forma: Site 2

Item	General Assumptions	Site 2: 1145 N Van Ness Ave — Option A 3-story MU	Option A % of Total	Option B 3-story MU	Option B % of Total
COST ASSUMPTIONS [2]					
Land Use 1					
Direct Building Construction Costs					
Existing Structure Demolition		-	-	-	-
Site Work		$50,000	1.3%	$50,000	0.8%
Building Construction Costs		$1,954,806	50.3%	$3,436,350	55.3%
Total Parking Cost		$106,237	2.7%	$309,533	5.0%
Total Direct Building Construction Costs		**$2,111,043**	**54.4%**	**$3,795,883**	**61.1%**
Other Soft Costs					
As a % of Direct Costs	12.0%	-	-	-	-
Total Other Soft Costs		**$253,325**	**6.5%**	**$455,506**	**7.3%**
Building & Development Impact Fees					
As a % of Direct Costs	10.0%	-	-	-	-
Total Building & Development Impact Fees		**$211,104**	**5.4%**	**$379,588**	**6.1%**
Financing					
Interest (7.0%, 50% LTC, 50% Outstanding)		$45,071	1.2%	$81,042	1.3%
Fees (2.0% of loan amount)		$25,755	0.7%	$46,310	0.7%
Total Financing Costs		**$70,825**	**1.8%**	**$127,352**	**2.0%**
Developer Fee					
As a % of All Costs	10.0%				
Total Developer Fee		**$264,630**	**6.8%**	**$475,833**	**7.7%**
Subtotal Land Use 1 Costs		**$2,910,927**	**74.9%**	**$5,234,163**	**84.2%**
Land Use 2					
Direct Building Construction Costs					
Existing Structure Demolition		-	-	-	-
Site Work		$50,000	1.3%	$50,000	0.8%
Building Construction Costs		$652,758	16.8%	$614,191	9.9%
Total Parking Cost		$26,763	0.7%	$70,467	1.1%
Total Direct Building Construction Costs		**$729,521**	**18.8%**	**$734,658**	**11.8%**
Other Soft Costs					
As a % of Direct Costs	12.0%	-	-	-	-
Total Other Soft Costs		**$87,543**	**2.3%**	**$88,159**	**1.4%**
Building & Development Impact Fees					
As a % of Direct Costs	6.0%	-	-	-	-
Total Building & Development Impact Fees		**$43,771**	**1.1%**	**$44,079**	**0.7%**
Financing					
Interest (7.0%, 50% LTC, 50% Outstanding)		$15,065	0.4%	$15,171	0.2%
Fees (2.0% of loan amount)		$8,608	0.2%	$8,669	0.1%
Total Financing Costs		**$23,673**	**0.6%**	**$23,840**	**0.4%**
Developer Fee					
As a % of All Costs		-	-	-	-
Total Developer Fee	10.0%	**$88,451**	**2.3%**	**$89,074**	**1.4%**
Subtotal Land Use 2 Costs		**$972,959**	**25.1%**	**$979,809**	**15.8%**
TOTAL COSTS		**$3,883,886**	**100.0%**	**$6,213,972**	**100.0%**
RESIDUAL LAND VALUE		**($1,765,273)**		**($3,399,266)**	
Per Acre		**($7,689,528)**		**($14,807,202)**	
As a % of Value		**(83.3%)**		**(120.8%)**	

Source: EPS.

[1] See Table B-1.
[2] See Table B-2.

Table A-3
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis Pro Forma: Site 3

Item	General Assumptions	Site 3: 1349 N Blackstone Ave — Option A: 5-story MU/Grocery	Option A: % of Total	Option B: Horizontal MU	Option B: % of Total
DEVELOPMENT PROGRAM ASSUMPTIONS [1]					
Site Acres		2.2	-	2.2	-
Existing Structure Sq. Ft.		39,000	-	39,000	-
Land Use Type 1 (Residential)					
Land Use		5-story MU/Grocery		Horizontal MU	
Tenure		Rental		Rental	
No. of Units		164	-	50	-
No. of Parking Spaces		237	-	91	-
Gross Building Sq. Ft.		163,769	-	53,336	-
Net Leasable/Saleable Sq. Ft.		133,609	-	47,600	-
Land Use Type 2 (Retail)					
Land Use		Commercial	-	Commercial	-
No. of Parking Spaces		24	-	9	-
Gross Building Sq. Ft.		20,101	-	6,411	-
Net Leasable/Saleable Sq. Ft.		14,358	-	5,183	-
Total Building GFA		183,870		59,747	
Type of Parking		At-Grade Structure	-	Surface	-
REVENUE ASSUMPTIONS [2]					
Residential Apartment					
Gross Potential Income per Year		$3,046,285	7.7%	$856,800	7.6%
Less Vacancy	5.0%	($152,314)	-	($42,840)	-
Less Operating & Maintenance Expenses	30.0%	($913,886)	-	($257,040)	-
Net Annual Income		$1,980,085	5.0%	$556,920	5.0%
Capitalized Value					
Cap Rate	5.5%	-	-	-	-
Total Building Value		**$36,001,552**	**91.1%**	**$10,125,818**	**90.0%**
Retail					
Gross Potential Income per Year		$292,903	0.7%	$93,294	0.8%
Less Vacancy	5.0%	($14,645)	-	($4,665)	-
Less Operating & Maintenance Expenses	20.0%	($58,581)	-	($18,659)	-
Net Annual Income		$219,677	0.6%	$69,971	0.6%
Capitalized Value					
Cap Rate	6.3%	-	-	-	-
Total Building Value		**$3,514,838**	**8.9%**	**$1,119,528**	**10.0%**
TOTAL ESTIMATED REVENUE		**$39,516,391**	**100.0%**	**$11,245,346**	**100.0%**

Table A-3
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis Pro Forma: Site 3

Item	General Assumptions	Site 3: 1349 N Blackstone Ave — Option A: 5-story MU/Grocery	% of Total	Option B: Horizontal MU	% of Total
COST ASSUMPTIONS [2]					
Land Use 1					
Direct Building Construction Costs					
Existing Structure Demolition		$103,350	0.1%	$103,350	0.5%
Site Work		$468,645	0.7%	$468,645	2.4%
Building Construction Costs		$40,942,278	57.8%	$11,200,560	56.7%
Total Parking Cost		$4,741,400	6.7%	$639,532	3.2%
Total Direct Building Construction Costs		**$46,255,673**	**65.3%**	**$12,412,087**	**62.8%**
Other Soft Costs					
As a % of Direct Costs	12.0%	-	-	-	-
Total Other Soft Costs		**$5,550,681**	**7.8%**	**$1,489,450**	**7.5%**
Building & Development Impact Fees					
As a % of Direct Costs	10.0%	-	-	-	-
Total Building & Development Impact Fees		**$4,625,567**	**6.5%**	**$1,241,209**	**6.3%**
Financing					
Interest (7.0%, 50% LTC, 50% Outstanding)		$987,559	1.4%	$264,998	1.3%
Fees (2.0% of loan amount)		$564,319	0.8%	$151,427	0.8%
Total Financing Costs		**$1,551,878**	**2.2%**	**$416,426**	**2.1%**
Developer Fee					
As a % of All Costs	10.0%				
Total Developer Fee		**$5,798,380**	**8.2%**	**$1,555,917**	**7.9%**
Subtotal Land Use 1 Costs		**$63,782,179**	**90.1%**	**$17,115,088**	**86.6%**
Land Use 2					
Direct Building Construction Costs					
Existing Structure Demolition		$103,350	0.1%	$103,350	0.5%
Site Work		$468,645	0.7%	$468,645	2.4%
Building Construction Costs		$4,221,252	6.0%	$1,346,388	6.8%
Total Parking Cost		$478,600	0.7%	$60,468	0.3%
Total Direct Building Construction Costs		**$5,271,847**	**7.4%**	**$1,978,851**	**10.0%**
Other Soft Costs					
As a % of Direct Costs	12.0%	-	-	-	-
Total Other Soft Costs		**$632,622**	**0.9%**	**$237,462**	**1.2%**
Building & Development Impact Fees					
As a % of Direct Costs	6.0%	-	-	-	-
Total Building & Development Impact Fees		**$316,311**	**0.4%**	**$118,731**	**0.6%**
Financing					
Interest (7.0%, 50% LTC, 50% Outstanding)		$108,864	0.2%	$40,863	0.2%
Fees (2.0% of loan amount)		$62,208	0.1%	$23,350	0.1%
Total Financing Costs		**$171,071**	**0.2%**	**$64,214**	**0.3%**
Developer Fee					
As a % of All Costs		-	-	-	-
Total Developer Fee	10.0%	**$639,185**	**0.9%**	**$239,926**	**1.2%**
Subtotal Land Use 2 Costs		**$7,031,036**	**9.9%**	**$2,639,184**	**13.4%**
TOTAL COSTS		**$70,813,215**	**100.0%**	**$19,754,272**	**100.0%**
RESIDUAL LAND VALUE		**($31,296,824)**		**($8,508,926)**	
Per Acre		**($14,545,014)**		**($3,954,473)**	
As a % of Value		**(79.2%)**		**(75.7%)**	

Source: EPS.

[1] See Table B-1.
[2] See Table B-2.

Table A-4
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis Pro Forma: Site 4

Item	General Assumptions	Site 4: 706, 720, & 740 E Belmont Ave			
		Option A		Option B	
		5-story MU	% of Total	Horizontal MU/TH	% of Total
DEVELOPMENT PROGRAM ASSUMPTIONS [1]					
Site Acres		1.1	-	1.1	-
Existing Structure Sq. Ft.		10,000	-	10,000	-
Land Use Type 1 (Residential)					
Land Use		5-story MU		Horizontal MU/TH	
Tenure		Rental		For-Sale	
No. of Units		111	-	15	-
No. of Parking Spaces		123	-	52	-
Gross Building Sq. Ft.		121,975	-	21,200	-
Net Leasable/Saleable Sq. Ft.		105,000	-	21,200	-
Land Use Type 2 (Retail)					
Land Use		Commercial	-	Commercial	-
No. of Parking Spaces		14	-	14	-
Gross Building Sq. Ft.		9,775	-	12,100	-
Net Leasable/Saleable Sq. Ft.		8,500	-	8,600	-
Total Building GFA		131,750		33,300	
Type of Parking		At-Grade Structure	-	Surface & 2-Car	-
REVENUE ASSUMPTIONS [2]					
Residential Apartment					
Gross Potential Income per Year		$2,394,000	7.9%	$6,148,000	77.4%
Less Vacancy	5.0%	($119,700)	-	-	-
Less Operating & Maintenance Expenses	30.0%	($718,200)	-	-	-
Less Marketing and Commissions	5.0%	-	-	($307,400)	-
Net Annual Income		$1,556,100	5.1%	$0	0.0%
Capitalized Value					
Cap Rate	5.5%	-	-	-	-
Total Building Value		**$28,292,727**	**93.1%**	**$5,840,600**	**73.5%**
Retail					
Gross Potential Income per Year		$173,400	0.6%	$175,440	2.2%
Less Vacancy	5.0%	($8,670)	-	($8,772)	-
Less Operating & Maintenance Expenses	20.0%	($34,680)	-	($35,088)	-
Net Annual Income		$130,050	0.4%	$131,580	1.7%
Capitalized Value					
Cap Rate	6.3%	-	-	-	-
Total Building Value		**$2,080,800**	**6.9%**	**$2,105,280**	**26.5%**
TOTAL ESTIMATED REVENUE		**$30,373,527**	**100.0%**	**$7,945,880**	**100.0%**

Table A-4
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis Pro Forma: Site 4

Item	General Assumptions	Site 4: 706, 720, & 740 E Belmont Ave			
		Option A		Option B	
		5-story MU	% of Total	Horizontal MU/TH	% of Total
COST ASSUMPTIONS [2]					
Land Use 1					
Direct Building Construction Costs					
Existing Structure Demolition		$26,500	0.1%	$26,500	0.3%
Site Work		$241,040	0.5%	$241,040	2.7%
Building Construction Costs		$30,493,825	61.9%	$3,498,000	38.6%
Total Parking Cost		$2,456,667	5.0%	$0	0.0%
Total Direct Building Construction Costs		**$33,218,032**	**67.4%**	**$3,765,540**	**41.5%**
Other Soft Costs					
As a % of Direct Costs	12.0%	-	-	-	-
Total Other Soft Costs		**$3,986,164**	**8.1%**	**$451,865**	**5.0%**
Building & Development Impact Fees					
As a % of Direct Costs	10.0%	-	-	-	-
Total Building & Development Impact Fees		**$3,321,803**	**6.7%**	**$376,554**	**4.2%**
Financing					
Interest (7.0%, 50% LTC, 50% Outstanding)		$709,205	1.4%	$80,394	0.9%
Fees (2.0% of loan amount)		$405,260	0.8%	$45,940	0.5%
Total Financing Costs		**$1,114,465**	**2.3%**	**$126,334**	**1.4%**
Developer Fee					
As a % of All Costs	10.0%				
Total Developer Fee		**$4,164,046**	**8.5%**	**$472,029**	**5.2%**
Subtotal Land Use 1 Costs		**$45,804,510**	**93.0%**	**$5,192,322**	**57.2%**
Land Use 2					
Direct Building Construction Costs					
Existing Structure Demolition		$26,500	0.1%	$26,500	0.3%
Site Work		$241,040	0.5%	$241,040	2.7%
Building Construction Costs		$2,052,750	4.2%	$2,541,042	28.0%
Total Parking Cost		$283,333	0.6%	$100,333	1.1%
Total Direct Building Construction Costs		**$2,603,623**	**5.3%**	**$2,908,915**	**32.1%**
Other Soft Costs					
As a % of Direct Costs	12.0%	-	-	-	-
Total Other Soft Costs		**$312,435**	**0.6%**	**$349,070**	**3.8%**
Building & Development Impact Fees					
As a % of Direct Costs	6.0%	-	-	-	-
Total Building & Development Impact Fees		**$156,217**	**0.3%**	**$174,535**	**1.9%**
Financing					
Interest (7.0%, 50% LTC, 50% Outstanding)		$53,765	0.1%	$60,069	0.7%
Fees (2.0% of loan amount)		$30,723	0.1%	$34,325	0.4%
Total Financing Costs		**$84,488**	**0.2%**	**$94,394**	**1.0%**
Developer Fee					
As a % of All Costs		-	-	-	-
Total Developer Fee	10.0%	**$315,676**	**0.6%**	**$352,691**	**3.9%**
Subtotal Land Use 2 Costs		**$3,472,439**	**7.0%**	**$3,879,606**	**42.8%**
TOTAL COSTS		**$49,276,949**	**100.0%**	**$9,071,928**	**100.0%**
RESIDUAL LAND VALUE		**($18,903,422)**		**($1,126,048)**	
Per Acre		**($17,080,839)**		**($1,017,479)**	
As a % of Value		**(62.2%)**		**(14.2%)**	

Source: EPS.

[1] See Table B-1.
[2] See Table B-2.

Table A-5
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis Pro Forma: Site 5

Item	General Assumptions	Site 5: 740 & 820 E Shields Ave; 3111 Maroa — Option A: Whole Site Redev / 5-story	% of Total	Option B: Partial Phased / 5-story	% of Total
DEVELOPMENT PROGRAM ASSUMPTIONS [1]					
Site Acres		2.9	-	2.9	-
Existing Structure Sq. Ft.		25,500	-	25,500	-
Land Use Type 1 (Residential)					
Land Use		Whole Site Redev / 5-story		Partial Phased / 5-story	
Tenure		Rental		Rental	
No. of Units		268	-	113	-
No. of Parking Spaces		280	-	147	-
Gross Building Sq. Ft.		279,780	-	108,550	-
Net Leasable/Saleable Sq. Ft.		243,000	-	100,000	-
Land Use Type 2 (Retail)					
Land Use		Commercial	-	Commercial	-
No. of Parking Spaces		7	-	49	-
Gross Building Sq. Ft.		5,070	-	32,450	-
Net Leasable/Saleable Sq. Ft.		3,900	-	29,500	-
Total Building GFA		284,850		141,000	
Type of Parking		Half Submerged	-	At-Grade Structure	-
REVENUE ASSUMPTIONS [2]					
Residential Apartment					
Gross Potential Income per Year		$5,540,400	8.4%	$2,280,000	6.7%
Less Vacancy	5.0%	($277,020)	-	($114,000)	-
Less Operating & Maintenance Expenses	30.0%	($1,662,120)	-	($684,000)	-
Net Annual Income		$3,601,260	5.4%	$1,482,000	4.3%
Capitalized Value					
Cap Rate	5.5%	-	-	-	-
Total Building Value		**$65,477,455**	**98.7%**	**$26,945,455**	**78.9%**
Retail					
Gross Potential Income per Year		$70,200	0.1%	$601,800	1.8%
Less Vacancy	5.0%	($3,510)	-	($30,090)	-
Less Operating & Maintenance Expenses	20.0%	($14,040)	-	($120,360)	-
Net Annual Income		$52,650	0.1%	$451,350	1.3%
Capitalized Value					
Cap Rate	6.3%	-	-	-	-
Total Building Value		**$842,400**	**1.3%**	**$7,221,600**	**21.1%**
TOTAL ESTIMATED REVENUE		**$66,319,855**	**100.0%**	**$34,167,055**	**100.0%**

Table A-5
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis Pro Forma: Site 5

Item	General Assumptions	Site 5: 740 & 820 E Shields Ave; 3111 Maroa — Option A: Whole Site Redev / 5-story	% of Total	Option B: Partial Phased / 5-story	% of Total
COST ASSUMPTIONS [2]					
Land Use 1					
Direct Building Construction Costs					
Existing Structure Demolition		$67,575	0.1%	$67,575	0.1%
Site Work		$622,905	0.6%	$622,905	1.2%
Building Construction Costs		$69,945,110	65.0%	$27,137,500	50.5%
Total Parking Cost		$5,590,000	5.2%	$2,936,667	5.5%
Total Direct Building Construction Costs		**$76,225,590**	**70.8%**	**$30,764,647**	**57.2%**
Other Soft Costs					
As a % of Direct Costs	12.0%	-	-	-	-
Total Other Soft Costs		**$9,147,071**	**8.5%**	**$3,691,758**	**6.9%**
Building & Development Impact Fees					
As a % of Direct Costs	10.0%	-	-	-	-
Total Building & Development Impact Fees		**$7,622,559**	**7.1%**	**$3,076,465**	**5.7%**
Financing					
Interest (7.0%, 50% LTC, 50% Outstanding)		$1,627,416	1.5%	$656,825	1.2%
Fees (2.0% of loan amount)		$929,952	0.9%	$375,329	0.7%
Total Financing Costs		**$2,557,369**	**2.4%**	**$1,032,154**	**1.9%**
Developer Fee					
As a % of All Costs	10.0%				
Total Developer Fee		**$9,555,259**	**8.9%**	**$3,856,502**	**7.2%**
Subtotal Land Use 1 Costs		**$105,107,848**	**97.7%**	**$42,421,525**	**78.9%**
Land Use 2					
Direct Building Construction Costs					
Existing Structure Demolition		$67,575	0.1%	$67,575	0.1%
Site Work		$622,905	0.6%	$622,905	1.2%
Building Construction Costs		$1,064,700	1.0%	$6,814,500	12.7%
Total Parking Cost		$130,000	0.1%	$983,333	1.8%
Total Direct Building Construction Costs		**$1,885,180**	**1.8%**	**$8,488,313**	**15.8%**
Other Soft Costs					
As a % of Direct Costs	12.0%	-	-	-	-
Total Other Soft Costs		**$226,222**	**0.2%**	**$1,018,598**	**1.9%**
Building & Development Impact Fees					
As a % of Direct Costs	6.0%	-	-	-	-
Total Building & Development Impact Fees		**$113,111**	**0.1%**	**$509,299**	**0.9%**
Financing					
Interest (7.0%, 50% LTC, 50% Outstanding)		$38,929	0.0%	$175,284	0.3%
Fees (2.0% of loan amount)		$22,245	0.0%	$100,162	0.2%
Total Financing Costs		**$61,174**	**0.1%**	**$275,446**	**0.5%**
Developer Fee					
As a % of All Costs		-	-	-	-
Total Developer Fee	10.0%	**$228,569**	**0.2%**	**$1,029,166**	**1.9%**
Subtotal Land Use 2 Costs		**$2,514,255**	**2.3%**	**$11,320,821**	**21.1%**
TOTAL COSTS		**$107,622,103**	**100.0%**	**$53,742,346**	**100.0%**
RESIDUAL LAND VALUE		**($41,302,248)**		**($19,575,292)**	
Per Acre		**($14,441,415)**		**($6,844,541)**	
As a % of Value		**(62.3%)**		**(57.3%)**	

Source: EPS.

[1] See Table B-1.
[2] See Table B-2.

APPENDIX B:

Feasibility Development, Cost, and Revenue Assumptions

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Table B-1
City of Fresno
Tower District Feasibility Analysis
Development Assumptions

Item	Site 1 732 N Van Ness Ave. Option A Townhomes	Site 1 732 N Van Ness Ave. Option B Bungalow Court	Site 2 1145 N Van Ness Ave. Option A 3-story MU	Site 2 1145 N Van Ness Ave. Option B 3-story MU	Site 3 1349 N Blackstone Ave. Option A 5-story MU/Grocery	Site 3 1349 N Blackstone Ave. Option B Horizontal MU	Site 4 706, 720 & 740 E Belmont Ave. Option A 5-story MU	Site 4 706, 720 & 740 E Belmont Ave. Option B Horizontal MU/TH	Site 5 740 & 820 E Shields Ave.; 3111 Maroa Option A Whole Site Redev / 5-st	Site 5 740 & 820 E Shields Ave.; 3111 Maroa Option B artial Phased / 5-stor
Site & Zoning										
Zone	CMS	CMS	CMS	CMS	NMX	NMX	CMS	CMS	CC	CC
Lot Area (SF)	8,335	17,857	10,000	10,000	93,729	93,729	48,208	48,208	124,581	124,581
Lot Area (AC)	0.19	0.41	0.23	0.23	2.15	2.15	1.11	1.11	2.86	2.86
Density	26	24	52	78	76	23	100	14	94	39
# of Units	5	10	12	18	164	50	111	15	268	113
Floor Area Ratio	0.83	0.54	1.24	1.67	1.96	0.64	2.73	0.69	2.29	1.12
Building Height	35'	12'-15'	35'-40'	35'-40'	65'	30'	55'	20'-30'	50'	50'
Existing Site Structure(s) (SF)	4,800	4,800	0	0	39,000	39,000	10,000	10,000	25,500	25,500
Residential Unit Breakdown										
Unit Breakdown	2-3 bedroom	1-2 bedroom	1-2 bedroom	1-2 bedroom	1-2 bedroom	1-3 bedroom	1-2 bedroom	2-3 bedroom	1-2 bedroom	1-2 bedroom
Building Construction										
Type	Walk-up / Townhome	Walk-up Bungalow	Walk-up/Apt	Podium w/elevator Apt	Podium w/elevator Apt	Walk-up/Apt	Podium w/elevator Apt	Walk-up / Townhome	Podium w/elevator Apt	Podium w/elevator Apt
Number of Stories	3	1	3	3	5	2	5	3	5	5
Construction Type	Type 5 Wood	Type 5 Wood	Type 5 Wood	Type 5 Wood/ Type I Concrete	Type 5 Wood/ Type I Concrete	Type 5 Wood	Type 5 Wood/ Type I Concrete	Type 5 Wood	Type 5 Wood/ Type I Concrete	Type 5 Wood/ Type I Concrete
Gross Building Area (GFA)										
Residential	6,940	9,592	7,630	11,085	133,609	47,600	105,000	21,200	243,000	100,000
Circulation	0	0	2,143	3,029	31,162	6,464	15,750	3,000	36,450	9,000
Amenity	0	0	350	442	4,741	500	2,500	500	1,500	1,500
Commercial	0	0	2,294	2,114	14,358	5,183	8,500	8,600	3,900	29,500
TOTAL Building GFA	**6,940**	**9,592**	**12,417**	**16,670**	**183,870**	**59,747**	**131,750**	**33,300**	**284,850**	**140,000**
Average Unit Size	*1,388*	*959*	*636*	*616*	*815*	*952*	*949*	*1,413*	*722*	*889*
Parking										
Type	2-Car Garage	Surface	Surface	At-Grade Structure	At-Grade Structure	Surface	At-Grade Structure	Surface & 2-Car Garage	Half Submerged Structure & Surface	At-Grade Structure
Spaces	10	10	19	19	261	100	137	66	286	196
Area (SF)	1	1	1	1	2	1	2	1	1	1
# Levels	2	1	2	1	2	2	1	4	1	2
Ratio	0	0	0	0	0	0	0	0	0	0
Open Space (SF)										
Min. Onsite Open Space	0	0	0	0	0	0	0	0	0	0

Source: Citythinkers.

** All calculations are approximations and preliminary estimates and subject to change*
*** Existing Zoning yields are based on assumed ratios/metrics and not actual "test fit" takeoffs*

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Table B-2
City of Fresno
Tower District Feasibility Analysis
Development Cost and Revenue Assumptions

Cost and Revenue Assumptions

Item	Assumptions	Assumptions	LAND USE TYPE					
			Multifamily Detached For-Sale		Multifamily Attached Rental		Retail	
			Townhome	Bungalow Court	Low-rise	Midrise	< 10,000 Sq. Ft.	> 10,000 Sq. Ft.
Opportunity Sites			Site 1 Option A	Site 1 Option B	Site 2 Option A Site 3 Option B Site 4 Option B	Site 2 Option B Site 3 Option A Site 4 Option A Site 5 Option A Site 5 Option B	Site 2 Option A Site 2 Option B Site 3 Option A Site 3 Option B Site 5 Option A	Site 4 Option A Site 4 Option B Site 5 Option B
Market Rate Revenue Assumptions								
Residential Revenue [1] [2]	per leasable sq. ft. per month	-	$290.00	$310.00	$1.50	$1.90	-	-
Retail Revenue [3]	per leasable sq. ft./ per month (NNN)	-	-	-	-	-	$1.50	$1.70
Cap Rates [4]								
Residential			-	-	5.50%	5.50%	-	-
Retail			-	-	-	-	6.25%	6.00%
Hard Construction Cost Assumptions								
Existing Structure Demolition [5]	per building sq. ft.	$5.30	-	-	-	-	-	-
Basic Site Work/Grading [6]	per land site sq. ft.	$10.00	-	-	-	-	-	-
Building Construction Cost [5] [7]	per gross building sq. ft.		$165	$150	$210	$250	$210	$210
Parking Hard Construction Cost [8]								
Surface	per space	$7,000	-	-	-	-	-	-
At-Grade and Half Submerged Structure	per space	$20,000	-	-	-	-	-	-

Source: RedFin; The Gregory Group; CoStar; CBRE Research United States Cap Rate Survey H1 2023, March 2022; Victoria Transport Policy Institute; WGI Parking Solutions; Saylor.com 2020; ENR; EPS.

[1] For-Sale revenue figures are based on a survey of new construction in the adjacent cities of Fresno, Clovis, McFarland, Ripon, Stockton, and Visalia as shown in Table B-3, as well as comparables in the City of Fresno from Zillow as shown in Table B-4.
[2] Multifamily rental rates based on a survey of new apartments in the adjacent cities of Fresno, Clovis, McFarland, Ripon, Stockton, and Visalia as shown in Table B-3, as well as comparables in the City of Fresno as shown in Table B-5 per CoStar as of October 2023. Rents for podium-style apartments include a 25% premium based on case studies of existing projects.
[3] Retail lease rates based on comparable listings per CoStar, accessed in November 2023, plus a 5-10% premium to reflect current economic conditions. See Table B-6.
[4] Cap rates based on data for Multifamily Suburban and Retail in the western United States per CBRE Cap Rate Survey H1 2023.
[5] Demolition costs and Building construction costs for multifamily attached and retail space per Saylor.com for 2020 are adjusted using the index for the City of Fresno of 90% and escalated to 2023 dollars per the 2020 to 2023 CCI of 15.6%.
[6] Excludes any costs associated with onsite open space improvements beyond basic site work costs.
[7] Building construction costs for multifamily detached units obtained from private real estate developer assumptions for similar products.
[8] The 2-car garage costs are included in the building construction costs.

Table B-3
City of Fresno
Tower District Feasibility Analysis
Survey of Adjacent Communities (2023$)

Item	Unit Type: Detached Single-Family Home	Unit Type: Multifamily, Rental Apartment (2-story garden-style walk-up, surface and tuck-under parking)
Unit Size	2,000	1,000
Market Value Per Sq. Ft. (New Construction)		
Fresno	$244	$1.90
Clovis	$255	$1.49
McFarland	$164	$0.65
Ripon	$350	$1.82
Stockton	$275	$1.44
Visalia	$210	$1.43
Average	**$250**	**$1.45**

Sources: CA State Treasurer; CoreLogic; CoStar Group; Redfin; Zillow; EPS.

Table B-4
City of Fresno
Tower District Feasibility Analysis
Townhome and Condominium Comparable Properties: City of Fresno

Item	Square Feet	Year Built	Date Sold	Sale Price	Sale Price per SF
Address					
6282 E Creek View Ln, Fresno, CA 93727	1,398	2020	6/28/2023	$390,000	$279
1260 E Via Palmi Dr, Fresno, CA 93730	2,278	2020	3/8/2021	$677,500	$297
1242 E Via Palmi Dr, Fresno, CA 93730	2,278	2020	1/19/2021	$675,500	$297
2911 N Leya Dr, Fresno, CA 93727	1,623	2020	12/21/2020	$328,000	$202
2935 N Leya Dr, Fresno, CA 93727	1,623	2020	12/16/2020	$335,500	$207
1206 E Via Palmi Dr, Fresno, CA 93730	2,900	2020	12/15/2020	$810,500	$279
6323 N Alta Vista Ln, Fresno, CA 93722	1,680	2021	9/5/2023	$385,000	$229
6317 Alta Vista Ln, Fresno, CA 93722	1,512	2021	12/19/2022	$389,000	$257
2831 N Leya Dr, Fresno, CA 93727	1,962	2021	5/27/2022	$460,000	$234
6227 E Sasha Dr, Fresno, CA 93727	1,962	2021	9/8/2021	$391,500	$200
6203 E Sasha Dr, Fresno, CA 93727	1,601	2021	8/27/2021	$387,000	$242
2775 N Leya Dr, Fresno, CA 93727	1,641	2021	7/30/2021	$376,000	$229
6222 E Sasha Dr, Fresno, CA 93727	1,641	2021	7/29/2021	$372,500	$227
6230 E Sasha Dr, Fresno, CA 93727	1,627	2021	7/23/2021	$363,000	$223
6228 E Bibi Dr, Fresno, CA 93727	1,627	2021	5/13/2021	$342,500	$211
Total/Average/Weighted Average	**27,353**	**2021**	**10/21/2021**	**$473,659**	**$244**

Source: Zillow; EPS.

Table B-5
City of Fresno
Tower District Feasibility Analysis
Multifamily Comparable Properties: City of Fresno

Item [1]	Project Name	Multifamily Residential					
		Year Built/ Renovated	Total Number of Units	Avg. Unit Sq. Ft.	Avg. Density (DU/acre)	Average Mo. Rent	Rent per Sq. Ft.
Multifamily Projects							
8012 N Millbrook Ave	Brookside Villas	2019	162	903	18.3	$1,887	$2.09
2817 E Spruce Ave	Vintage Park	2019	296	1,018	15.3	$1,908	$1.87
5490 N Salinas Ave	The Californian Apartments	2021	120	925	15.3	$1,669	$1.80
2350 E Alluvial Ave	The Residences at Rock Ranch	2021	176	1,064	15.3	$2,018	$1.90
9111 N Maple Ave	The Rousseau	2022	84	1,158	31.4	$2,034	$1.76
525 W San Jose Ave	525 San Jose	2022	42	1,062	29.6	$2,014	$1.90
5034 W Bullard Ave	The Orchards Apartments Phase II	2022	64	863	17.3	$1,605	$1.86
4259 W Bullard Ave	Avalon Apartments	2022	192	995	16.2	$1,846	$1.86
5555 N Dante Ave	Dante Apartments	2022	80	1,027	15.2	$1,893	$1.84
Total/Weighted Average (Rounded)		**2021**	**1,216**	**1,002**	**19.3**	**$1,880**	**$1.90**

Source: CoStar; EPS.

[1] CoStar data as of October 2023.

Table B-6
City of Fresno
Tower District Feasibility Analysis
Retail Comparable Properties

Item	Property Name		Retail Year Built/ Renovated	Retail Rentable Building Area	Retail Total Annual Rent per SF	Retail Total Monthly Rent per SF NNN
Retail < 10,000 Sq. Ft. [1]						
2801 W Clinton Ave		-	2012	5,627	$17.06	$1.42
3966 N Blackstone Ave	Les Schwab		2012	7,952	$13.46	$1.12
1928 W Olive Ave	Family Dollar		2014	8,320	$17.16	$1.43
1212 Fresno St	ARCO / Subway		2016	3,374	$20.59	$1.72
1987 W Clinton Ave	Pad F		2017	3,648	$17.90	$1.49
4007 E Ventura Ave	Family Dollar		2017	8,330	$18.08	$1.51
4044 E Belmont Ave	Dollar General		2019	7,545	$18.08	$1.51
722 N Blackstone Ave		-	2021	2,959	$13.48	$1.12
710 N Blackstone Ave	7-Eleven		2021	2,959	$17.16	$1.43
3015 W Clinton Ave	Carl's Jr.		2021	3,200	$17.72	$1.48
1937 W Clinton Ave	Shops E		2021	3,775	$18.29	$1.52
Total/Weighted Average (Rounded)			**2017**	**57,689**	**$17.10**	**$1.40**
Retail > 10,000 Sq. Ft. [1]						
1215-1227 Fresno St		-	2000	10,530	$17.63	$1.47
3053-3089 E Shields Ave		-	2004	69,201	$22.49	$1.87
1432 N Cedar Ave		-	2005	19,862	$17.12	$1.43
2625 E Divisadero St	Former County Bank		2006	19,053	$17.60	$1.47
1805-1809 Broadway St		-	2006	38,498	$12.24	$1.02
1325 W Shields Ave	CVS Pharmacy		2011	14,093	$13.44	$1.12
1760-1830 N 1st St		-	2016	10,200	$23.32	$1.94
1935 W Clinton Ave	Major C		2019	12,096	$17.86	$1.49
Total/Weighted Average (Rounded)			**2008**	**193,533**	**$18.20**	**$1.50**

Source: CoStar; EPS.

[1] CoStar data for a 3 mile radius from the center of the Tower District as of November 2023.

Table B-7
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis: Single Land Use

Feasibility Summary

Item	Site 1: 732 N Van Ness Ave				Site 2: 1145 N Van Ness Ave				Site 3: 1349 N Blackstone Ave			
	Option A		Option B		Option A		Option B		Option A		Option B	
	Townhomes	% of Total	Bungalow Court	% of Total	3-story MU	% of Total	3-story MU	% of Total	5-story MU/Grocery	% of Total	Horizontal MU	% of Total
Site Acres	0.2		0.4		0.2		0.2		2.2		2.2	
Residential Units	5		10		12.0		18.0		164.0		50.0	
Commercial Square Feet	-		-		2,294.0		2,114.0		14,358.0		47,600.0	
SINGLE LAND USE												
Land Use Type 1												
Revenue	$1,911,970	-	$2,824,844	-	$1,623,109	-	$2,358,082	-	$36,001,552	-	$10,125,818	-
Costs	$1,757,339	-	$2,400,520	-	$2,910,927	-	$5,234,163	-	$63,782,179	-	$17,115,088	-
Residual Land Value	**$154,631**	**-**	**$424,324**	**-**	**($1,287,818)**	**-**	**($2,876,081)**	**-**	**($27,780,627)**	**-**	**($6,989,270)**	**-**
Per Acre	$808,124	-	$1,035,086	-	($5,609,736)	-	($12,528,207)	-	($12,910,882)	-	($3,248,222)	-
Per Unit	$0.71	-	$0.97	-	($2.46)	-	($3.67)	-	($3.89)	-	($3.21)	-
As a % of Revenue	8.1%	-	15.0%	-	(79.3%)	-	(122.0%)	-	(77.2%)	-	(69.0%)	-
Feasibility Finding [1]	⚠	-	✓	-	✗	-	✗	-	✗	-	✗	-
Land Use Type 2												
Revenue	-	-		-	$495,504	-	$456,624	-	$3,514,838	-	$1,119,528	-
Costs	-	-	-	-	$972,959	-	$979,809	-	$7,031,036	-	$2,639,184	-
Residual Land Value	**-**	**-**	**-**	**-**	**($477,455)**	**-**	**($523,185)**	**-**	**($3,516,198)**	**-**	**($1,519,656)**	**-**
Per Acre	-	-	-	-	($2,079,792)	-	($2,278,995)	-	($1,634,132)	-	($706,251)	-
Per Building Sq. Ft	-	-	-	-	($208.13)	-	($247.49)	-	($244.89)	-	($31.93)	-
As a % of Revenue	-	-	-	-	(96.4%)	-	(114.6%)	-	(100.0%)	-	(135.7%)	-
Feasibility Finding [1]	**-**	**-**	**-**	**-**	✗	-	✗	-	✗	-	✗	-

Source: WRT; Citythinkers; EPS.

[1] Static residual land value feasibility analysis benchmarks generally reflect the indicators shown below.
- Likely to be Feasible: ✓
- May be Feasible: ⚠
- Likely to be Infeasible: ✗

Table B-7
City of Fresno
Tower District Feasibility Analysis
Feasibility Analysis: Single Land Use

Feasibility Summary

Item	Site 4: 706, 720, & 740				Site 5: 740 & 820 E Shields Ave;			
	Option A		Option B		Option A		Option B	
	5-story MU	% of Total	Horizontal MU/TH	% of Total	Whole Site Redev / 5-story	% of Total	Partial Phased / 5-story	% of Total
Site Acres	1.1		1.1		2.9		2.9	
Residential Units	110.7		15.0		268.0		112.5	
Commercial Square Feet	8,500.0		8,600.0		3,900.0		100,000.0	
SINGLE LAND USE								
Land Use Type 1								
Revenue	$28,292,727	-	$5,840,600	-	$65,477,455	-	$26,945,455	-
Costs	$45,804,510	-	$5,192,322	-	$105,107,848	-	$42,421,525	-
Residual Land Value	**($17,511,783)**	**-**	**$648,278**	**-**	**($39,630,393)**	**-**	**($15,476,071)**	**-**
Per Acre	($15,823,375)	-	$585,774	-	($13,856,847)	-	($5,411,240)	-
Per Unit	($3.63)	-	$0.99	-	($3.39)	-	($3.16)	-
As a % of Revenue	(61.9%)	-	11.1%	-	(60.5%)	-	(57.4%)	-
Feasibility Finding [1]	✗	-	✓	-	✗	-	✗	-
Land Use Type 2								
Revenue	$2,080,800	-	$2,105,280	-	$842,400	-	$7,221,600	-
Costs	$3,472,439	-	$3,879,606	-	$2,514,255	-	$11,320,821	-
Residual Land Value	**($1,391,639)**	**-**	**($1,774,326)**	**-**	**($1,671,855)**	**-**	**($4,099,221)**	**-**
Per Acre	($1,257,464)	-	($1,603,253)	-	($584,568)	-	($1,433,301)	-
Per Sq. Ft. of Land	($163.72)	-	($206.32)	-	($428.68)	-	($40.99)	-
As a % of Revenue	(66.9%)	-	(84.3%)	-	(198.5%)	-	(56.8%)	-
Feasibility Finding [1]	✗	-	✗	-	✗	-	✗	-

Source: WRT; Citythinkers; EPS.

[1] Static residual land value feasibility analysis benchmarks generally reflect the indicators shown below.
Likely to be Feasible: ✓
May be Feasible: !
Likely to be Infeasible: ✗