

# 4



# Community and Neighborhoods





# Community and Neighborhoods

This Element focuses on attributes that contribute to the form, character and quality of life in the communities and neighborhoods where people live. This includes historic resources that link Fontana to its past, the city's neighborhood types, and discussion of potential housing options for both market-rate and affordable housing as Fontana grows. A separate, required Housing Element, prepared using the required methodology and approved by the State, covers the years 2014-2021. A summary of the Housing Element appears in Chapter 5, and the entire approved element is available in Appendix Three.

# A. Community and Neighborhoods in the Fontana Forward Vision And Principles

## VISION

- **Fontana welcomes everyone and offers a high quality of life.** Our housing stock meets the needs of families and individuals at every stage of life and all income levels: in traditional single-family neighborhoods, walkable mixed-use neighborhoods with housing and shops, senior-oriented developments, and a city core that combines revitalized historic neighborhoods with newer townhouses, condos and apartments. Residents have many in-town options for entertainment and shopping, including locally-owned independent businesses. Excellent school systems and recreational opportunities attract new residents.
- **Our revitalized downtown is a neighborhood, an arts and entertainment center, and a walkable district of shopping and services.** Downtown’s renaissance is anchored by new residents who want to live in a walkable center close to amenities, activities, and transportation options.

## PRINCIPLES



Ensure fairness and opportunity for all parts of the city. Make every neighborhood a “neighborhood of choice” with excellent infrastructure, services and amenities



Pursue goals through partnerships. Connect city government with businesses, institutions, regional agencies, nonprofits, and citizens to accomplish goals.

## B. Goals and Policies

GOALS	POLICIES
<b>Historic and Cultural Preservation</b>	
The integrity and character of historic structures, and cultural resources sites within the City of Fontana are preserved.	<ul style="list-style-type: none"> <li>• Coordinate city programs and policies to support preservation goals.</li> <li>• Support and promote community-based historic preservation initiatives.</li> <li>• Collaborate with the Native American Heritage Commission (NAHC) and local tribal organizations about land development that may affect Native American cultural resources and artifacts.</li> </ul>
Residents' and visitors' experience of Fontana is enhanced by a sense of the city's history.	<ul style="list-style-type: none"> <li>• Enhance public awareness of Fontana's unique historical and cultural legacy and the economic benefits of historic preservation in Fontana.</li> <li>• Support creation of the Fontana Historical Museum.</li> </ul>
Archaeological resources are protected and preserved.	<ul style="list-style-type: none"> <li>• Collaborate with state archaeological agencies to protect resources.</li> </ul>
<b>Neighborhoods</b>	
Traditional and master-planned neighborhoods of predominantly single-family houses continue to thrive and attract family households.	<ul style="list-style-type: none"> <li>• Continue to support existing traditional and master-planned neighborhoods with excellent city services.</li> <li>• Connect master-planned neighborhoods to each other and city destinations with safe, comfortable, and convenient pedestrian and bicycle routes.</li> </ul>
New housing developments promote walkable neighborhoods with mixed-use amenities and connections to city destinations.	<ul style="list-style-type: none"> <li>• Support regulations that promote creation of compact and walkable urban village-style design in new developments.</li> </ul>
The safe, attractive, and lively central area of the city has new infill development and public improvements.	<ul style="list-style-type: none"> <li>• Support revitalization of the central area of the city with an integrated approach, including mixed-use development, infill housing, infrastructure improvements, interconnections and placemaking programs that create great public amenities.</li> </ul>
<b>Housing and Homelessness</b>	
A diverse stock of quality housing serves Fontana residents across the range of incomes, household types, and age groups.	<ul style="list-style-type: none"> <li>• Support a diversified housing stock that includes new options ranging from larger-lot single family housing to "missing middle" housing types such as cottage developments, small-scale apartments and condos, and courtyard housing, as well as larger multifamily developments.</li> <li>• Continue to promote an incentive for infill development through fee reduction.</li> </ul>
All housing and businesses in Fontana are well-managed and code-compliant.	<ul style="list-style-type: none"> <li>• Continue to ensure excellent management of non-single-family housing.</li> <li>• Continue to enforce and publicize code-compliance programs for all housing and businesses.</li> </ul>
The City of Fontana works with regional partners to address homelessness in the city.	<ul style="list-style-type: none"> <li>• Support local and regional programs to provide housing and services to homeless individuals and families.</li> <li>• Assist homeless persons in accessing permanent housing.</li> </ul>

# C. Findings and Challenges

## FINDINGS

### *Historic and Cultural Preservation—Findings*

- **Historic assets:** Fontana’s historic assets include the downtown corridor and neighborhoods/blocks, as well as individual structures of special historic value. Some of these historic resources have been moved from their original sites or are surrounded by incompatible development or vacant land. Downtown Fontana is probably the city’s most recognized and publicly-valued historic asset, yet many of its historic structures are threatened by neglect, incompatible redevelopment, and deferred maintenance. (See Exhibit 4.1.)
  - > There are three individual National Register of Historical Places (NRHP) sites in the City of Fontana.
  - > There are nine California Points of Historical Interest in the City of Fontana.
  - > A Historical Resources Inventory list for the City of Fontana was created by the Fontana Historical Society in 1992, but has not been updated.
- **Historic Preservation Commission and Certificates of Appropriateness:** Article XIII, Preservation of Historic Resources, in the Fontana Municipal Code provides for the Fontana Planning Commission to act as a historic preservation commission. In that role, the commission can advise the City Council on designation of historic resources, establishment of historic districts, approval or denial of certificates of appropriateness and certificates of economic hardship, and relations among residents, property owners in historic districts, and the City Council
  - > There are 21 designated local historic resources listed in the article, including two of the three National Register sites and seven of nine California Points of Historical Interest (with one duplication).
  - > Any exterior alteration or proposed demolition of these resources must receive a Certificate of Appropriateness from the City Council before receiving a building or demolition permit. The process involves a determination and advice from the Planning Commission acting as the historic commission, public hearings, and a final decision by the City Council.

Below, an early view (left) of the Fontana Farms citrus packing plant/Fontana Citrus Association Building. The building today is in use today (center) as a warehouse for school-district storage. The Fontana Farm Company Ranch House on Pepper Street (right) is a registered National Historic Landmark.



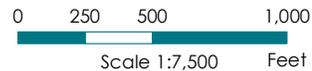
**EXHIBIT 4.1 HISTORIC RESOURCES**



**Historic Resources**

August 2016

Data sources: City of Fontana, National California Register of Historic Places 2015, California Office of Historic Preservation, Fontana Historical Society



- **Federal and state historic protections:** Federal- and state-funded projects must study alternatives to alteration or demolition of national- or state-listed historic resources under Section 106 of the National Historic Preservation Act (NHPA) for federally-funded projects and the California Environmental Quality Act (CEQA) for state-funded projects.



The Fontana Historical Society maintains the Downtown Memorial Rose Garden.

- **Fontana Historical Society:** The Fontana Historical Society is working to raise awareness of the city's historic assets and establish a Fontana Historical Museum and archive. The City has acquired a property for the museum at the northwest corner of Sierra Avenue and Spring Street.
- **Archaeological sites:** Over 80 previously recorded prehistoric and historic-era archaeological sites have been identified in the city. Information is held on file at the South Central Coastal Information Center (SCCIC) of the California Historical Resources Information System (CHRIS).

> All of the prehistoric sites previously identified are clustered along the foothills of the San Gabriel and the Jurupa Hills, including the remains of an important Native American village. The sites require mitigation, evaluation, and/or protection for all state and federal undertakings that have the potential to impact them. Access to these sites is protected and therefore not publicized widely because of the danger of theft and destruction of the resources.

### **Neighborhoods—Findings**

- **20th-century development patterns:** Fontana's overall community design reflects 20th-century suburban models characterized by separated land uses and limited connectivity. There is almost no true mixed-used development in Fontana.
- **Specific plans and master planned communities:** Master-planned development through specific plans has been the method used for implementing development for several decades.
- **Master planned community site character:** Planned development areas are typically inward-looking and often surrounded by walls, limiting connections to a few streets.
- **Retail area character:** Newer retail is organized into shopping centers with perimeter buildings located around parking and is not well connected to residential areas. Older retail areas tend to be characterized by low-value strip commercial and stand-alone buildings.

## Housing and Homelessness—Findings

- **Housing units and types:** As of January 1, 2016, there were an estimated 53,353 housing units in the City of Fontana, of which 51,517 were occupied (vacancy rate of 3.5%). Eighty percent (80%) of the units were detached single-family homes. Fifteen percent (15%) of housing units are in multifamily buildings. Fontana is characteristic of communities with a “missing middle” of housing types—such as condos, townhouses, cottage courts, and mixed-use apartment buildings—on the continuum between single-family houses and older apartment complexes.
- **High housing costs for most:** Slightly more than half (52%) of all households in Fontana are “cost-burdened,” meaning that they spend more than 30% of their income on housing costs. This includes 46% of owner-occupants and 64% of renters.
- **Assisted affordable housing:** Approximately 3.6% of Fontana’s total housing units are “assisted” affordable housing—where rents are subsidized to keep the housing affordable. All tenant households must meet income limits in order to live in the units. About 44% of Fontana’s total assisted units are reserved for seniors over 55 years of age.
  - > The majority of Fontana’s assisted affordable housing is rental housing and is concentrated in a few locations in the central part of the city. The City also has assisted 28 homeowner units.
  - > The City received a grant from the federal government to purchase, rehabilitate and sell foreclosed housing under the Neighborhood Stabilization Program. Participants must be income-eligible (at or below 120% of area median income), qualify for a mortgage, and reside for a designated period in order to benefit from purchase at a minimum of 15% below appraised value.
  - > Fontana’s “fair share” of the Regional Housing Need Allocation requires that the City provide the opportunity, through zoning, for up to 4,282 housing units affordable for Very Low Income and Low Income households (defined as below 80% of Area Median Income for San Bernardino County). In practice, this means that the City must provide enough land zoned for this many units, not that the City must produce this many units
  - > Fontana residents may apply to the San Bernardino County Housing Authority for Housing Choice Vouchers (HCV, formerly called “Section 8 vouchers). Persons with HCV can rent any type of rental housing. They pay up to 30% of their income to the landlord and the rest is subsidized up to an annually adjusted “Fair Market Rent” based on the housing characteristics. Vouchers are portable and tenants can use them anywhere in the United States after two (2) years in San Bernardino County. In 2016, the County Housing Authority was authorized for approximately 8,000 vouchers, and the waiting list contained approximately 15,000 names. The number of

EXHIBIT 4.2 HOUSING STOCK, BY TYPE		
UNIT TYPE	NUMBER	PERCENT
Single detached	42,689	80%
Single attached	1,231	2%
In buildings of 2 to 4 units	2,126	4%
In buildings of 5+ units	5,772	11%
Mobile homes	1,540	3%
<b>Total</b>	<b>53,358</b>	<b>100%</b>

Source: California Department of Finance, 5-5 City/County Population and Housing Estimates, (2016)

voucher holders renting in Fontana is not known.

- **Affordable housing resources:** Redevelopment funds to produce affordable housing are no longer available. However, Fontana could take advantage of other available financing tools, including an Affordable Housing Trust funded by developer fees, a density bonus ordinance, an inclusionary zoning ordinance with in-lieu fees, and state and federal funds.
- **Homelessness:** The most recent available homeless count was conducted in the early morning of January 28, 2016 (San Bernardino Homeless Partnership). At that time 84 unsheltered and three (3) sheltered homeless persons were counted in Fontana. This homeless population (which may or may not have had previous housing in Fontana) was primarily male and white, but it also exhibited a diverse range of characteristics that lead people into homelessness, such as mental or physical illness or substance abuse, domestic abuse, and release from prison without resources. A minority was chronically homeless, which is defined as living in shelters or the streets for the preceding year or more, or living in these conditions four times or more during the last three years.
  - > 70% male
  - > 41% Hispanic/Latino
  - > 68% White (including some Hispanic/Latino)
  - > 27% chronically homeless individuals
  - > 12% veterans
  - > Two families with four total children (one family with three children was chronically homeless)
  - > 19% with mental health problems; 19% with a physical disability
  - > 14% with a substance abuse problem
  - > 11% victims of domestic or partner abuse
  - > 12% youth ages 18-24
  - > 8% aged 62 or older
  - > 20% released from a correctional institution in the last year
- **Homeless resources and policies:** There are no emergency shelters, transitional housing, or supportive housing located in Fontana. The Police Department and the Fontana Community Assistance Program refers homeless persons to shelters, housing and other services in other San Bernardino County communities. As required by the State, the City of Fontana has zoned an area to allow emergency shelters and transitional housing by right.
- **Homeless programs:** The San Bernardino County Office of Homeless Services coordinates planning and implementation of services and programs for homeless persons throughout the county through the Interagency Council on Homelessness and the San Bernardino County Homeless Partnership, which includes a network of service providers. It serves as the regional Continuum of Care consortium for applications for federal funding and, like other agencies

around the country, created a 10-year plan to end homelessness in 2008.

- **Housing First for homeless persons:** The San Bernardino Homeless Partnership, of which the City of Fontana is a member, includes the Housing First approach in its strategic plan to end homelessness. The Housing First model draws on research showing the value of finding permanent housing for homeless persons and then providing them with the social services that they may need. This model is the most effective way to help homeless persons and has proved much more cost-efficient—much less expensive than medical treatment, incarceration, police intervention, and the expense of emergency shelters over time. Many communities have chosen to focus first on housing homeless veterans, and some have completely eliminated homelessness for veterans, including large cities such as Las Vegas, Houston, San Antonio, and Philadelphia

## **CHALLENGES**

### ***Historic and Cultural Preservation—Challenges***

- Adaptive reuse approaches for remaining historic structures that have been moved or lost their historic context.
- Providing incentives to make investment in historic buildings financially feasible.
- Protecting and enhancing the historic character of Fontana’s downtown neighborhood areas.
- Creating a “Route 66” identity for Foothill Boulevard despite the very limited number of historic structures.

### ***Neighborhoods—Challenges***

- Enhancing connections between existing neighborhoods and community destinations.
- Designing new subdivision patterns to allow for more connectivity, multimodal transportation choice, and mixed use development.
- Creating mixed-use, neighborhood-serving centers with convenient connections to residential areas.
- Creating neighborhoods with a mixture of housing types and land uses that, rather than walls, employ design transitions for compatibility of uses and connections to the surrounding area.

### ***Housing and Homelessness—Challenges***

- Attracting well-designed market-rate diverse housing types.
- Attracting market rate senior housing.
- Increasing community acceptance of non-single-family housing development.
- Developing innovative affordability options, such as a community land trust.
- Addressing homelessness in Fontana.

## D. What the Community Said

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### **Public opinion survey**

- The majority of respondents in the public opinion survey rated Fontana overall as a good or excellent place to live (73%), raise a family (67.8), and retire (53.5). Overall quality of life was rated good or excellent by 69.3%. However, excellent ratings only reached 19.3% for the city as a place to live and as a place to retire. Overall quality of life was rated excellent by 13.4%.
- When asked whether quality of life has improved, stayed the same, or gotten worse in the last five years, 56.2% said it had improved and another 32.8% said it had stayed the same. Over 50% of all age and demographic groups, owners or renters, income segments, and locations responded that quality of life had improved.
- When asked what one thing the respondent would change to make Fontana a better place to live, 28.8% said no changes are needed or could not think of anything. Top changes included improvement to schools and education, public safety, and attracting businesses and jobs.
- When asked for opinions on future priorities for housing, respondents gave these combined ratings for high- and medium-priority items:
  - > Provide more housing options for people with average incomes—83.4%
  - > Provide more housing for seniors—81.9%
  - > Provide more housing options for people with below-average incomes—75%
  - > Provide more upscale, high-end housing—55.1%

### **Community workshop and meeting input**

General comments from participants in workshops and other input on community and neighborhoods:

- > More entertainment, shopping, restaurants
- > Needs include street improvements/better streetscape/street furniture
- > Better lighting needed in numerous locations
- > Need for welcome/gateway signs and overpasses
- > Need for beautification
- > Prioritize safety and comfort for seniors
- > In visual preference polling, participants generally like images of walkable retail districts; traditional-style townhouses on tree-lined streets; traditional single-family houses; modern-style, 3-story townhouses; and single- or multi-family mansion-style houses. They were more negative

about images of buildings with many stories and very modern architecture.

## E. Policies and Actions to Achieve the Goals

**Goal 1: The integrity and character of historic structures, cultural resources sites and overall historic character of the city of Fontana is maintained and enhanced.**

### POLICIES

- Coordinate City programs and policies to support preservation goals.
- Support and promote community-based historic preservation initiatives.
- Designate local historic landmarks.
- Provide appropriate tools to review changes that may detract from historic integrity and character.

### ACTIONS

- A. Designate a staff person in the Planning Division with responsibility for historic and cultural resource issues and as a liaison to the Fontana Historical Society.
- B. Establish and maintain a thorough inventory of historic sites to be kept in the Planning Division and at the Fontana Historical Society.
- C. Review the Historic Resources Inventory prepared in the 1990s and other resources to develop an authoritative listing.
- D. Create a ranking system and priority list to identify the most important historic sites in Fontana to ensure that these sites are protected by Article XIII of the Fontana Code.
  - ▶ A ranking system will ensure that there is an appropriate focus on the most important sites. The ranking system created by Arlington County, Virginia, provides an example of how to approach sites from the first half of the 20th century (see box above). Submit the historic sites that are eligible for listing

#### Priority Ranking of Historic Resources

The Historic Resources Inventory prepared by Arlington County (VA), a suburb of Washington, DC with a population of 225,000, provides an example of a useful ranking system. Out of some 400 commercial buildings, shopping centers, and apartment complexes from the first half of the 20th century that were ranked, only 23 sites were judged “Essential,” the highest ranking, denoting the most significant and best-preserved sites. Other categories, based on levels of significance, preservation, physical integrity and alteration, were Important, Notable, Minor, Altered/Not Historic, and Demolished.

<https://projects.arlingtonva.us/plans-studies/historic-preservation/resources-inventory/>

on the national or state registers, if suitable.

- E. Seek assistance in reviewing and completing the Historic Resources Inventory, creating a priority list, and researching and preparing any sites to submit for listing.
  - ▶ The City and the Historical Society could apply for a grant to hire a historic resources specialist. Also, the graduate program in Heritage Conservation at the University of Southern California architecture school might have faculty or students interested in Fontana as a studio or thesis subject. (<http://arch.usc.edu/programs/master-heritage-conservation>).

## **Goal 2: Residents' and visitors' experiences of Fontana are enhanced by a sense of the city's history.**

### **POLICIES**

- Enhance public awareness of Fontana's unique historical and cultural legacy and the economic benefits of historic preservation in Fontana.
- Support creation of the Fontana Historical Museum.

### **ACTIONS**

- A. Inform owners about the historic value of their properties.
  - ▶ Owners who understand why their properties have historic value, and who are encouraged to be proud of that historic value, are more likely to take
- B. Create a program of historic plaques and markers in collaboration with the Historical Society. Provide a history of the property and a building plaque in return for a contribution to the Historical Society.
- C. Provide information and assistance for owners of historic properties who do not require a Certificate of Appropriateness to encourage them to retain the historic value of their properties when making alterations.
  - ▶ A pamphlet could be prepared that identifies historic building types and characteristics and options for retaining character. A listing of properties of potential historic value could be kept in the Planning Division, so that the pamphlet could be made available as owners seek permits.
- D. Establish the Fontana Historical Museum.
- E. Establish programs to inform residents and visitors about Fontana's history.
- F. Develop a brochure and/or a podcast for self-guided historical tours of Fontana, including all aspects of the city's history.
- G. Create roadside and building markers for important locations in Fontana history, regardless of whether a historic structure remains



Sierra Avenue in the 1920s.

on the site.

- H. Provide a yearly presentation to schools in Fontana about the city's history.
- I. Incorporate Route 66 history into revitalization design for Foothill Boulevard.
  - ▶ Many Route 66 communities across the U.S. are using Route 66 history in revitalization initiatives. The National Park Service Route 66 Corridor Preservation Program includes grants for Route 66 preservation projects. ([www.nps.gov/rt66/](http://www.nps.gov/rt66/)) Also see Chapter 14—Downtown Area Plan and Chapter 15—Land Use, Zoning, and Urban Design.

### **Goal 3: Cultural and archaeological resources are protected and preserved.**

#### **POLICY**

- Collaborate with state agencies to protect cultural and archaeological resources.

#### **ACTIONS**

- A. Continue to ensure that proper protocols are observed in development proposals for sites with potential archaeological significance.
- B. Include cultural and archaeological sites and Native American history and archaeology in programs about Fontana history.



Bono's Historic Orange is an icon on the Fontana segment of fabled Route 66.

### **Goal 4: Traditional and master-planned neighborhoods of single-family homes continue to thrive and attract family households.**

#### **POLICY**

- Continue to support existing traditional and master-planned neighborhoods with excellent City services.

#### **ACTIONS**

- A. Provide safe walking and biking conditions within traditional neighborhoods and in connections to citywide pedestrian and bicycle routes.
- B. Use the Active Transportation Plan to identify "walk-sheds" of 1/2-mile radius and "bike-sheds" of 3-mile radius for safe and comfortable pedestrian and bicycle routes to schools, parks, and shopping areas.

## **Goal 5: New housing developments provide walkable neighborhoods with mixed-use amenities and connections to citywide destinations.**

### **POLICY**

- Support regulations that promote creation of compact and walkable urban village-style design in new developments.

### **ACTIONS**

- A. Develop regulations for new developments, including area plans and in PUDs, that promote efficient, walkable neighborhoods with access to amenities and city destinations.
  - ▶ Developments that use design transitions rather than walls between housing types and land uses will enhance connectivity. (See Chapter 15—Land Use, Zoning, and Urban Design)
- B. Create walkability and connectivity performance standards for new housing developments.
  - ▶ The City can create required performance standards for housing development that describe the desired outcomes but leave the specific site design solutions to developers. During the permitting process, developers will have to show how they meet the performance standards. While the Zoning Code already has a general requirement for connectivity in subdivisions, a statement that includes indicators of compliance with this requirement would ensure that the connectivity elements are truly usable and integrated with overall planning. The March 2016 Federal Highway Administration’s Guidebook for Developing Pedestrian & Bicycle Performance Measures<sup>1</sup> provides connectivity measures such as

<sup>1</sup> [www.fhwa.dot.gov/environment/bicycle\\_pedestrian/publications/performance\\_measures\\_guidebook/pm\\_guidebook.pdf](http://www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/performance_measures_guidebook/pm_guidebook.pdf)

#### Design compact subdivisions for walkability, diversity, and connectivity

Smaller block sizes, averaging of lot sizes to allow for different housing types, narrower streets, limits on cul-de-sacs and dead-end streets, provisions for future connectivity and dedication of open space will create subdivisions that, when connected together, create neighborhoods.

- Smaller block sizes [under 600 feet] improve connectivity.
- Narrower streets slow traffic and reduce the amount of impervious surface and stormwater runoff. Public safety officials, who sometimes worry about access if streets are narrow, should be included in discussions of alternative design standards that can meet these concerns.
- Cul-de-sacs and dead-end streets reduce connectivity and should be discouraged and limited.
- Subdivisions should be designed and built to provide open space and appropriate locations for future connections.

intersection density, network density, minimizing block length and the number of culs-de-sac, and network completeness. Performance measures having to do with comfort could also be included, such as provision of adequate lighting and shade.

- C. Encourage mixed-use amenities as anchors to walkable neighborhoods and corridors, particularly within a ½-mile radius of planned Public Transit stops.
- D. Locate neighborhood-serving businesses within walking and biking distance of a significant percentage of units in new subdivisions and housing developments.
  - ▶ A mixture of uses—whether vertical (within the same building) or horizontal (side by side)—that includes retail, service, or civic uses that serve the neighborhood creates a focal point for the new development or community and should be accessible by multiple modes of transportation.

## **Goal 6: The safe, attractive, and lively central area of the city has new infill development and infrastructure and public improvements.**

### **POLICY**

- Support revitalization of the central area of the city with an integrated approach including mixed-use development, infill housing, infrastructure improvements, interconnections, and placemaking programs.

### **ACTIONS**

- A. Create a Central City Committee to meet regularly about strategy to implement the Downtown Area Plan (see Chapter 14) and other developments and improvements in the central part of the city.
  - ▶ The purpose is to break down silos, ensure that both public and private projects and improvements are proposed and implemented within a broader planning and priority context, and ensure that implementation creates a result in which the sum is greater than the parts. Include public- and private-sector representatives on the committee, including representatives of City departments (Planning, Engineering, Public Works, Housing Authority, Police, and others as necessary), City commissions (Planning, Parks and Community Services), businesses, residents, and other stakeholders, such as nonprofit groups. The committee should meet at least quarterly to review strategy and progress.
- B. Implement the Downtown Area Plan. (See Chapter 14.)
- C. Establish a Downtown Management District and hire a Downtown Manager to promote public and private investment, as well as programming, and to implement the Downtown Area Plan.

### The Main Street Model

Downtown Fontana could adapt the Main Street approach to local needs. The approach is a coordinated set of strategies in four key areas that have been successful in revitalizing main streets all over the country for over 35 years: Economic Vitality, Promotion, Design, and Organization.

[www.mainstreet.org/main-street/about-main-street/main-street-america/the-main-street-approach.html](http://www.mainstreet.org/main-street/about-main-street/main-street-america/the-main-street-approach.html)

- D. Establish a Downtown District Committee of property owners, business owners, and residents to work with the Downtown Manager.
- E. Explore the organizational structure of the Main Street America Program as a model for Fontana’s Downtown District Committee ([www.mainstreet.org](http://www.mainstreet.org))
- F. Promote education, arts and culture as part of the Downtown Area Plan.
- G. Include recommendations to enhance existing arts and culture opportunities (the Art Depot, the theater and the new amphitheater for example) with new entertainment options and supporting housing and businesses, such as restaurants.
- H. Establish a program of public realm and infrastructure improvements for neighborhoods in the center of the city.
  - ▶ The Central City neighborhoods are designated on the Fontana Forward Strategic Policy Map as “i3” neighborhoods—Infill + Infrastructure + Interconnection Neighborhoods. A number of streets and blocks in central Fontana lack sidewalks, drainage, and shade, and in a few instances, public sewers.

Enhance existing cultural resources like Center Stage Theater, the Art Depot and the new amphitheater with new programs and new housing and businesses in downtown.





New multifamily housing near downtown Claremont.

- I. Engage residents, students, members of faith-based communities, and other volunteers to perform rapid “neighborhood audits” of the public realm in the center of the city to aid in targeting and prioritizing resources for public improvements.
  - ▶ The Public Works Department can work with local organizations to develop a consistent format for neighborhood-based inventories of the condition of sidewalks, streets, lighting, street trees, drains, blighted properties, and so on. The Access Fontana system could be used to enter information or other apps could be used on hand-held devices, making it easy to enter information into a spreadsheet and obviating the need to enter data later. Neighbors could then prioritize the issues that need attention, taking into account any criteria that City agencies make available to them. Regularly scheduled annual Neighborhood Audit Walks, in which neighbors walk a particular route (using different routes each year) and note issues of concern, would be one way to make this a consistent process. The neighborhood audits could be combined with a neighborhood party as a way of building community.
- J. Review and prioritize audit results for inclusion in the improvements program for the i3 neighborhoods and publish the results of the audit and review.
  - ▶ The City must acknowledge the work of neighborhood associations or similar groups, provide the criteria used to evaluate competing improvement projects, and provide information on progress being made on neighborhood priorities, including explanations of funding difficulties and any other barriers to implementation.
- K. Amend commercial zoning along the Sierra Avenue, Foothill Boulevard, and Valley Boulevard corridors to be consistent with updated land use categories to promote more compact, mixed-use and walkable commercial districts.
- L. Use the zoning tools prepared for the Downtown Code associated with the Downtown Area Plan to designate intersections and segments of corridors currently zoned for commercial development to change to mixed-use development, including housing, especially at planned transit stops.

**Goal 7: A diverse stock of quality housing serves Fontana residents across the range of incomes, household types, and age groups.**

**POLICY**

- Support a diversified housing stock that includes new options ranging from larger-lot single-family housing to “missing middle” housing types such as cottage developments, small-scale apartments and condos, and courtyard housing, as well as larger multifamily developments.
- Continue to provide an incentive for infill development through fee reduction.

**ACTIONS**

A. Explore creation of a Housing Advisory Group that would meet at least twice a year and pursue these activities:

**Housing Development Dashboard Tool**

The Turner Center for Housing Innovation at the University of California-Berkeley launched an online “Housing Development Dashboard” that has a Development Calculator (<http://turnercenter2.berkeley.edu/proforma/>) that provides information on the various factors that affect whether a particular development will get built, and a Policy Gauge (<http://turnercenter2.berkeley.edu/examplecities/>) that uses example cities to show the impact of policy factors on how much housing gets built. In beta testing as of June 2016, these tools may be useful in expanding understanding of housing issues in Fontana.

- ▶ • Review and analysis of housing data, needs and opportunities.
- Development of recommendations to promote diverse housing opportunities, both market-rate and affordable, that include “missing middle” options such as townhouse, courtyard, and cottage developments, apartments in mansion-style buildings, and new affordable housing options, such as a community land trust.
- Production of an annual report on housing production, priorities and policies.
- A public hearing on housing needs, priorities and policies at the Planning Commission once a year.
- Development of a public awareness campaign about who lives in diverse housing types, what makes housing diversity successful, and how it can benefit all members of the community, with attention to the needs of young adult singles and couples, over-55 households of all incomes, and lower-income working families.

**EXHIBIT 4.2 “MISSING MIDDLE” HOUSING TYPES**

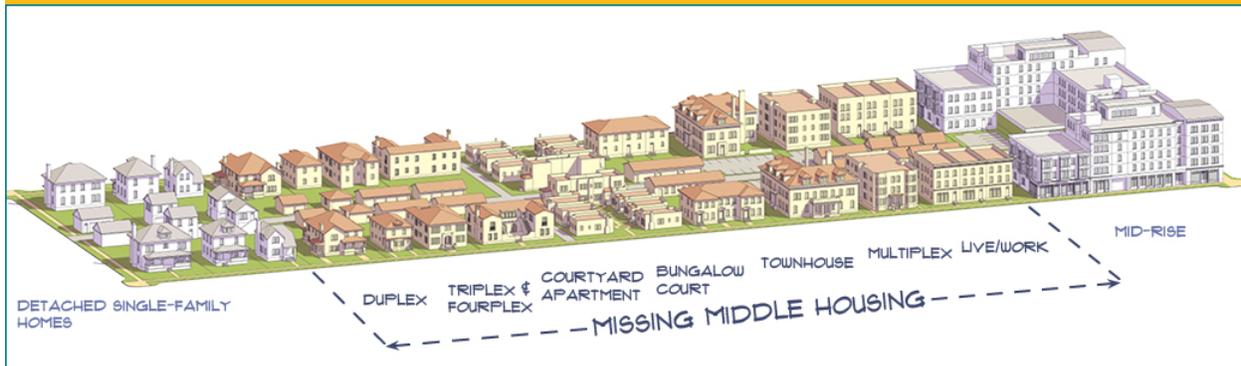


DIAGRAM COURTESY OF OPTICOS DESIGN

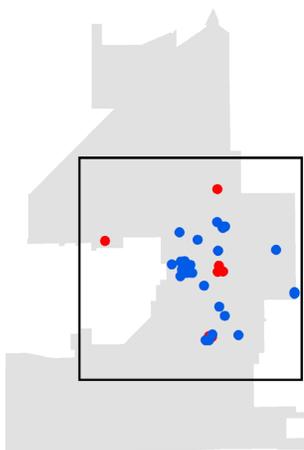
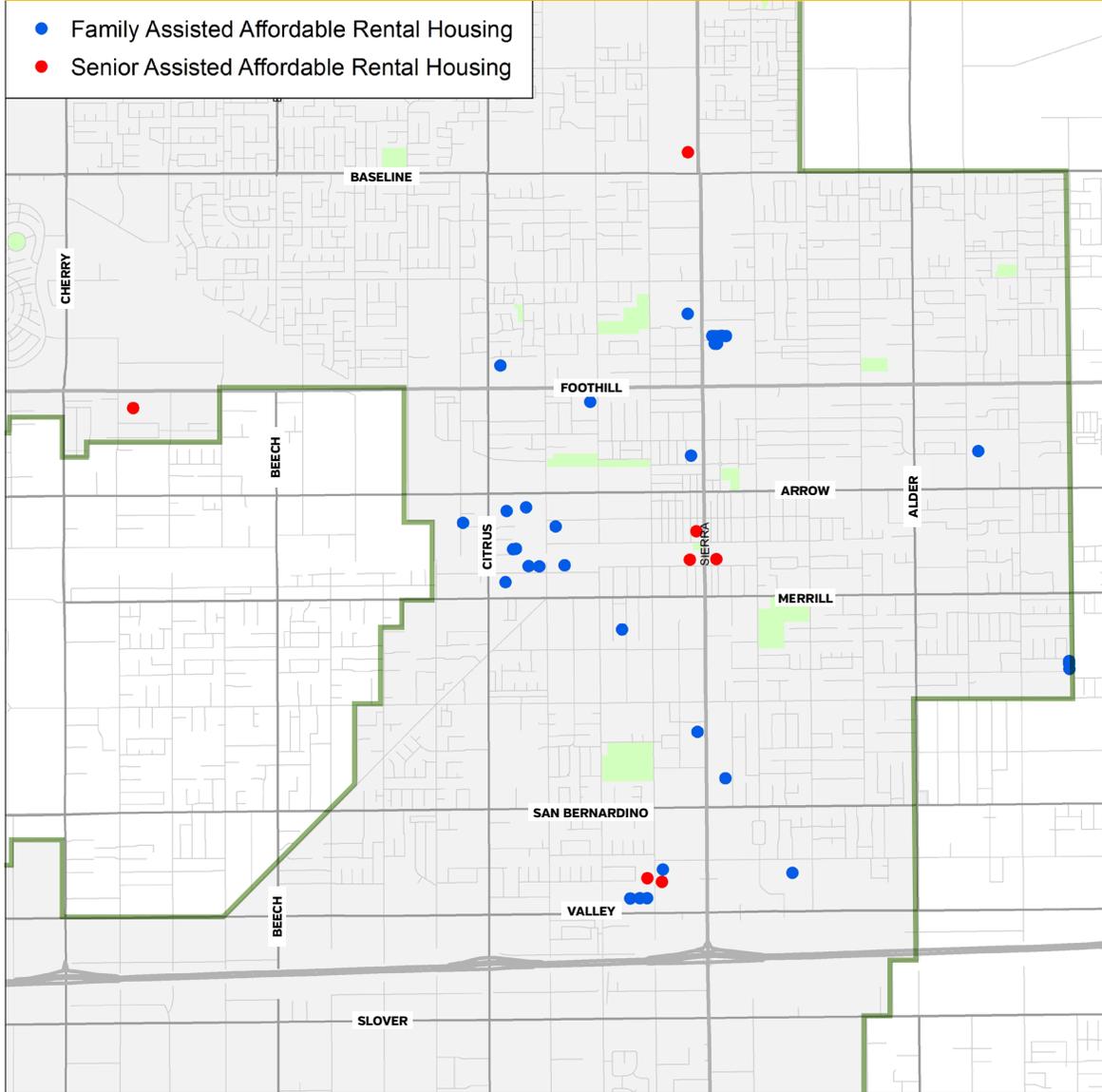
- B. Actively engage developers of housing focused on the senior market to consider Fontana for market-rate senior housing and identify possible locations for this housing in the center of the city that provide pedestrian and/or transit connections to amenities and shopping.
  - ▶ Identify options for congregate housing, assisted living, and continuing-care retirement communities.
  - ▶ Work with senior citizens' groups to identify models for the kind of housing they desire and estimate the Fontana market for this group.
  - ▶ Identify potential developers and invite them to consider a Fontana project.
- C. Explore establishing a flexible first-time homebuyer-assistance program for central Fontana and Livable Corridors areas as funding opportunities arise.
- D. Expand credit-repair programs as funding opportunities arise.
  - ▶ The biggest barrier to homeownership for many people is not their ability to pay a mortgage but a poor credit history. Programs to help people repair their credit and qualify for a mortgage can expand the number of Fontana residents who can become homeowners.
- E. Explore innovative affordable housing options such as community land trusts, limited-equity cooperatives, and employer-assisted housing.
  - ▶ Currently, affordable housing in Fontana, especially for families, is concentrated in a few areas, and almost all of it is rental housing. The City has generally done a good job in terms of design and management. Large and 100% assisted projects are more cost-efficient in producing affordable housing, but scattered-site housing (multiple individual homes or small multi-unit projects in scattered locations) and housing that provides some kind of ownership stake to the occupants tends to be more acceptable to neighbors than large rental projects.

Innovative affordable housing models include:

- Community Land Trusts (CLT): A community land trust is a nonprofit organization formed to hold title to land to preserve its long-term availability for affordable housing and other community uses. A land trust typically receives public or private donations of land or uses government subsidies to purchase land on which housing can be built. The homes are sold to lower-income families, but the CLT retains ownership of the land and provides long-term ground leases to homebuyers. The CLT also retains a long-term option to repurchase the homes at a formula-driven price when homeowners later decide to move. Community land trusts can be used for homeowner single-family housing, multifamily rental developments, for cooperatives, etc., and can be scattered-site housing. (See [www.lincolnst.edu/pubs/dl/1395\\_712\\_City-CLT-Policy-Report.pdf](http://www.lincolnst.edu/pubs/dl/1395_712_City-CLT-Policy-Report.pdf))

Community Land Trusts in California  
 CLTs exist in multiple California communities, including Irvine (a nonprofit corporation created by the city in 2006: <http://www.irvineclt.com/>), San Francisco, Oakland, Northern California, San Mateo, San Diego, and South LA (<http://trustsouthla.org/land-stewardship/>). The South LA group has a project called Community Mosaic that acquires single-family houses and builds infill single-family houses for rental and ownership.

**EXHIBIT 4.3 EXISTING ASSISTED HOUSING UNITS IN FONTANA**



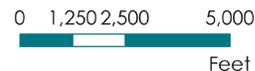
What is assisted affordable rental housing?

- Assisted affordable housing has received a local, state, or federal subsidy to keep housing costs at or below 30% of household income for low-income households.
- All tenant households must meet income limits to qualify for this housing.
- Affordable housing developments are owned by the Fontana Housing Authority, the San Bernardino County Housing Authority, nonprofit housing developers, and for-profit developers that meet program requirements.
- A small number of assisted affordable homebuyer units do not appear on this map.
- Approximately 3.6% of all housing units in Fontana are assisted affordable units.

**Assisted Affordable Rental Housing**

August 2016

Data sources: City of Fontana, 2016; San Bernardino County, 2105; Esri, 2016



- Limited-equity housing is an arrangement designed to encourage low-and moderate-income families to purchase housing at an extremely favorable price, and with a low down payment. It is a co-operative housing complex designed for low-income families who become owners and share in management decisions. Upon sale of the housing unit, any profit returns to the organization that built the housing unit. The limits on resale profits help maintain a low price for subsequent owners. The cooperative is generally run by a nonprofit housing developer with the co-op members.
  - Employer-assisted housing (EAH) is a program in which employers help employees buy or rent homes close to work. Typical programs provide down payment assistance structured as a five-year forgivable loan (“soft second loan”) secured by a lien on the home. In Fontana, the three biggest employers are Kaiser Hospital, City government, and FUSD. Many of their employees do not live in Fontana. An EAH program, particularly if it is tied to new residential options in the downtown revitalization area and the central city, would improve the housing-jobs balance, with positive effects on traffic congestion, air pollution, and revitalization.
- F. Evaluate the potential opportunities and challenges in creating a community land trust or limited-equity cooperatives for meeting the need for affordable housing in Fontana.
- ▶ Work with nonprofit housing developers and research the experience of other California cities.
- G. Explore the potential for employer-assisted housing programs for major Fontana employers.
- ▶ Programs could limit participation to certain areas of the city, locations near the workplace, set income eligibility limits, and so on.

**Goal 8: All housing and businesses in Fontana are well-managed and code-compliant.**

**POLICIES**

- Continue to ensure excellent management of non-single-family housing.
- Continue and publicize code-compliance programs for all housing and businesses.

**ACTION**

- A. Continue to promote the Crime-Free Multi-Family Housing Program through the Fontana Police Department.

**Goal 9: The City of Fontana works with regional partners to**

## address homelessness in the city.

### **POLICY**

- Support local and regional programs to provide housing and services to homeless individuals and families.

### **ACTION**

- A. Coordinate the referral programs of the Police Department and the Community Assistance Programs (CAP).
- B. Participate actively in the San Bernardino County regional homeless programs and partnerships.
- C. Work with CAP, San Bernardino County, and others to meet the needs of homeless youth.

## F. Getting Started

ACTION	RESPONSIBLE PARTY
Designate one Planning Division staff person to be responsible for historical and cultural resources and as a liaison to the Historical Society.	Planning Division
Apply for a grant to complete the Historic Resources Inventory.	Planning Division in cooperation with the Fontana Historical Society
Develop a neighborhood audit program for the central area of the city and perform one audit a year for public improvements.	Public Works Department
Continue to promote the Crime-Free Multi-Housing Program.	Police Department