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INTRODUCTION &
BACKGROUND

INTRODUCTION AND BACKGROUND

This document is the General Plan of the City of Upland. It contains all nine elements mandated by State law. The General Plan depicts the desired future relationship between people and their needs for shelter, commerce, industry, education, recreation, safety and health. By way of introduction and background, the following topics are discussed in this section:

- Regional and Local Setting
- Planning Needs and Requirements
- Function and Purpose
- General Plan Elements
- Definition of Key Planning Terms

REGIONAL AND LOCAL SETTING

The City of Upland is located in the northwest corner of the West End Planning Area of San Bernardino County. This area includes the communities of Chino, Rancho Cucamonga, Montclair, Ontario and Upland. The western boundary of Upland generally coincides with the boundary line between San Bernardino and Los Angeles Counties. The northern boundary lies to the south of the San Antonio Heights residential community. The San Bernardino Freeway (Interstate 10) marks the southern boundary and the Rancho Cucamonga city boundaries coincides with the eastern limit line. Upland has common boundaries with the incorporated cities of Montclair to the southwest and Ontario to the south.

Upland is located approximately 35 miles east of Los Angeles and lies directly below the San Gabriel mountain range. The City provides a gateway to the Los Angeles National Forest and the Mt. Baldy Recreation Areas. Upland's main north-south artery, Euclid Avenue,

continues southward through the cities of Ontario and Chino and provides the main access to the City from the San Bernardino and Pomona Freeways. Exhibit 1-1 shows the geographic location of the City of Upland in relationship to surrounding communities and the region.

PLANNING NEEDS AND REQUIREMENTS

Government Code Section 65300 requires every city and county to draw up and adopt "a comprehensive, long-term general plan for the physical development" of the community. Government Code Section 65302 states that the general plan "shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals" and, specifies nine elements which are mandated to be included in the plan. These elements are: Land Use, Circulation, Scenic Highways, Housing, Conservation, Open Space, Safety, Seismic Safety, and Noise.

State law also requires that each General Plan:

- Must be comprehensive and long-term.
- Must cover all territory within the jurisdiction and any lands outside which relate to its planning in the opinion of the planning agency.
- Must address all relevant issues specified in Government Code Section 65302 and any issues specified by other applicable state laws.
- May address any additional issues the jurisdiction feels are appropriate.
- Should present data and analysis, policy, and implementation measures for each issue.
- Must be internally consistent.
- May be prepared in the format that best suits the needs of the jurisdiction.
- Should be written clearly and concisely and be readily available.

REGIONAL LOCATION

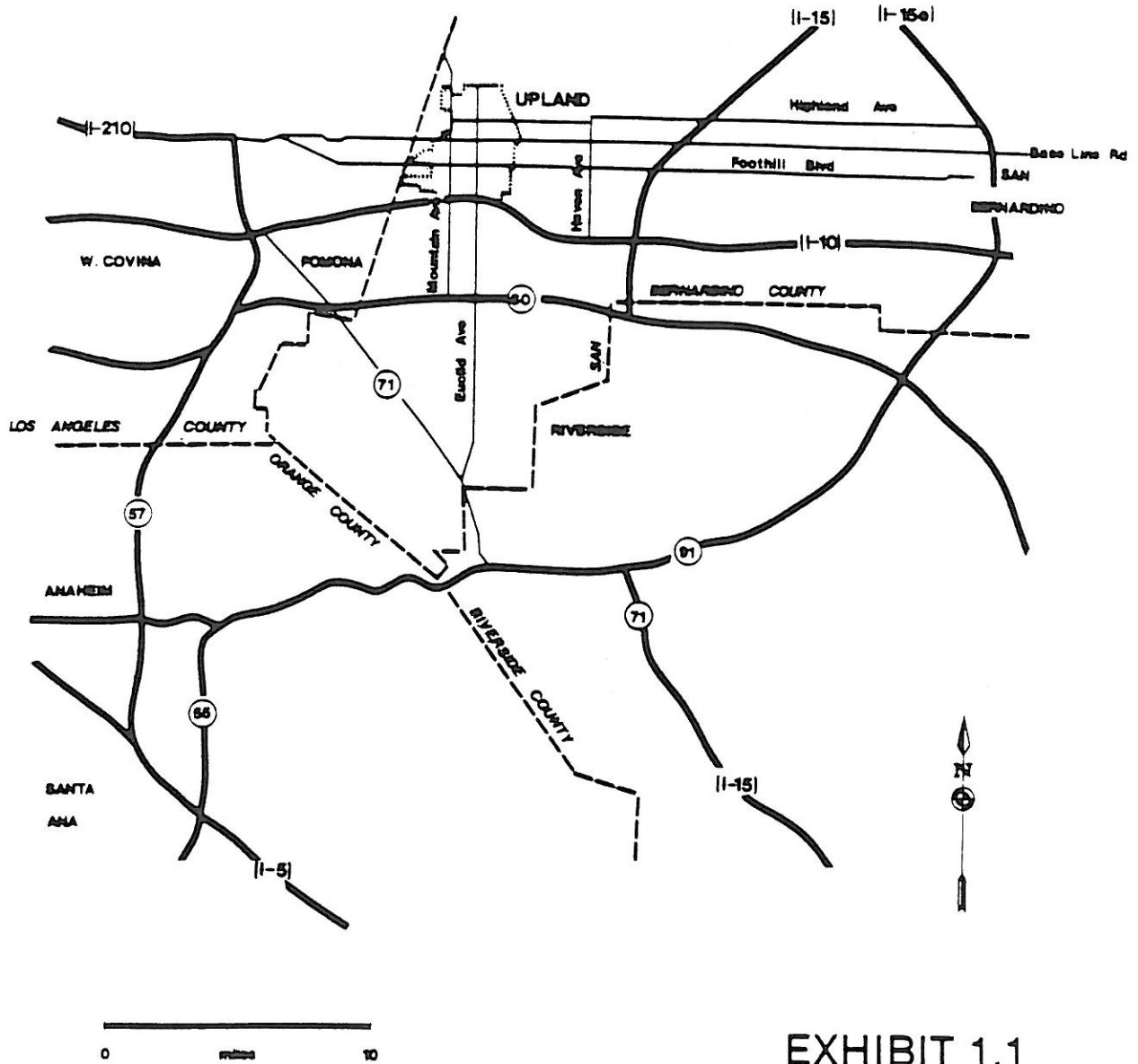


EXHIBIT 1.1

Beyond these basic planning law requirements, there are a number of other special issues to be addressed in the general plan, both those required to be included by the State, for such special issues as mineral resource protection policies, and others the City may ultimately elect to adopt as "optional" Elements, in order to serve as a basis for broader regulation of issues of sensitivity to the community.

FUNCTION AND PURPOSE

The preparation, adoption and maintenance of the General Plan is intended to meet the following objectives:

- To identify the community's environmental, social, and economic goals.
- To state the City's policies regarding the maintenance and improvement of existing development and the location and characteristics of future development needed to achieve community goals.
- To provide citizens with information on their community and with opportunities to understand and participate in the planning and decision-making process of local government.
- To identify the need for and methods of improving the coordination of community development activities among all units of government.
- To establish within the City the capability to analyze local conditions and to respond to problems and opportunities concerning community development in a way consistent with local, regional, and state goals and policies.
- To promote a pattern of development consistent with goals and policies of the State and with regional needs.

While General Plan requirements emphasize environmental and physical planning aspects of community development, considerations of economic and social conditions, both present and future, are an inherent part of the general planning process. Economic conditions, employment, business, and the costs and revenues to the City are, therefore, taken into account for each element of the Plan.

The Plan also attempts to maintain and enhance consistency between local, regional, and state planning and environmental goals and

policies, i.e., establishing parameters for future development which are consistent with, and compatible to, planned regional housing, circulation, transportation, waste-water treatment, air and water quality, etc., plans and/or programs. Total consistency with such plans and programs may not always be achieved or maintained. For, while the State is the strongest proponent of comprehensive and long-range planning, it is also the promulgator of much "special interest" planning legislation; legislation which is oriented toward the resolution of single-issue planning problems. Such legislation, when taken without full consideration of its long-term consequences and of the adverse effects it may have on other local, regional, and state plans and/or programs, has the potential to imbalance the inter-relationships between elements of the plan and, consequently, on the achievement of long-range planning and environmental goals and objectives.

The Plan, therefore, while attempting to forecast the future and to guide development accordingly, should be considered as a dynamic planning tool, subject to periodic review and capable of, and responsive to, changes necessitated by the dynamics of progressive technological change and, to the challenges of continued state, regional, and local urbanization.

GENERAL PLAN ELEMENTS

Nine General Plan Elements are included in this document, as follows:

- Land Use Element
- Housing Element
- Circulation Element
- Scenic Highways Element
- Seismic Safety/Safety Element (combined element)
- Open Space/Conservation Element (combined element)
- Noise Element

Each of these individual and combined elements is defined within the body of this report.

DEFINITION OF KEY PLANNING TERMS

State law refers to, but does not define or rank, "objectives," "policies," "principles," "standards," "plan proposals," and "programs" in the general plan. The following set of definitions, arranged from the general to the specific, has been used in preparing this General Plan Element. The source of these definitions is the General Plan Guidelines prepared by the Office of Planning and Research.

Goal -- The ultimate purpose of an effort stated in a way that is general in nature and immeasurable. Example: "To enhance the open space amenities of the community."

Objective -- A measurable goal. Example: "To reduce peak-hour traffic congestion to service level 'C' by 1984."

Policy (1) -- A collective term describing those parts of a general plan that guide action, including goals, objectives, policies, principles, plan proposals, and standards in both the text and diagrams.

Policy (2) -- A specific statement guiding action and implying clear commitment. Example: "Recreational uses in wildlife refuges and nature preserves shall be limited to those activities which are compatible with maintaining the environment with a minimum of disruption, such as hiking or horseback riding."

Principle -- An assumption guiding plan proposals, standards, and implementation. Example: "A neighborhood is bounded by arterial streets which carry through-traffic and which are located so as to avoid unnecessary traffic within the neighborhood."

Plan Proposal -- An explanation of how policies specifically apply to an area. Example: "Establish a green-belt along River X running from point Y to point Z." Note: a plan proposal can also take the form of a diagram.

Standard -- A specific, often quantified guidelines defining the relationship between two or more variables. Standards can often directly translate into regulatory controls. Example: Three to six dwelling units per net acre (low-density residential).

Implementation Program (Action Program) -- A coordinated set of measures to carry out the policies of the general plan. Example: Open space action program for implementing open space policies.

Implementation Measure -- An action, procedure, program or technique that carries out general plan policy. Example: "Develop a geologic hazard overlay zoning classification and apply it to all geologic hazard areas identified in the general plan."

