

## **INTRODUCTION**

### **A. Purpose**

In March, 1994, the Upland City Council approved the Scope of Work and directed staff to prepare the Upland General Plan revision. This phase of the General Plan addresses single-family/multi-family residential, the Seventh Street commercial, and the Ninth Street industrial issues as they relate to broader questions of land use, circulation, and fiscal/economics.

The General Plan is a policy document designed to give long-range guidance to those making decisions affecting the character and the future land use in a city. Phase I of this program was completed in December, 1990, with City Council adoption of the Southeast Quadrant General Plan. The General Plan amendment created policies for the Southeast Quadrant relating to the Land Use and Circulation Elements. Phase II will address the need for citywide goals and policies to address land use and circulation issues. Specifically, this amendment focuses on the location, extent, and density/intensity for single-family and multi-family residential, commercial, and industrial uses in the City. To address these land use issues and related circulation questions, the issue-oriented approach was adapted and applied to this General Plan amendment. The amendment is organized by issues and proposes policies and implementing strategies that will support the Upland General Plan Land Use and Circulation Elements.

The following ten functions and State requirements will be met:

- To guide the City in responding to important physical development-related issues.
- To provide strategies for realizing the best community potential, particularly from an economic and fiscal standpoint.
- To guide future decisions regarding all aspects of physical development, including both privately originated projects and public improvement projects.
- To clarify what is meant by, and to describe how to achieve, the optimum living environment under conditions projected in the amendment.
- To provide policy direction for the City in working with other government agencies and to establish programs involving other agencies' cooperation.
- To enable the community to capitalize on and enhance those qualities and characteristics that give it identity and pride.
- To help the City efficiently administer its public resources.
- To use the amendment to educate and inform interested parties about the City.

## **LAND USE ELEMENT**

---

- To protect community development decisions from successful legal challenge on the basis of alleged General Plan inadequacy or incompleteness, including challenges of process deficiency
- To focus the plan amendment on issues it intends to resolve by balancing the public's expectations and demands into workable solutions.

This amendment and the previous Southeast Quadrant General Plan and Environmental Impact Report, which was adopted by the City Council in December, 1990, and which is hereby incorporated into this document by reference, will be valuable tools for guiding change while assuring stability throughout the City.

### **B. Process**

The process for identifying alternatives and formulating a recommended plan merits explanation because it lies at the heart of completing Phase I of the Upland General Plan Program. It consisted of the following steps, some of which were sequential and some of which were concurrent:

#### ***Current Conditions Analysis***

The process of evaluating current conditions included review of the existing General Plan, existing zoning, existing land use patterns, the condition of existing uses, historic resources data, and reinforcing or conflicting relationships between these factors and current policies.

#### ***Market Opportunities Analysis***

An evaluation was made of the market area in which land uses in Upland compete. This particularly emphasized non-residential uses because of the interest expressed by the area residents and the City Council in balancing revenue-generating uses with maximum single-family development, thus raising the question of whether land that had been committed to other uses might have single-family residential potential. The result of this analysis was to increase industrial and commercial uses through new land use designations, to create a balance between single-family residential uses and multi-family uses and to identify viable opportunities to maintain existing quality multi-family residential uses in the City.

#### ***Land Use Tools***

In addition to the pattern of land uses incorporated into each alternative, new land use tools were suggested in the form of new land use categories for the General Plan. These were applied in different applications in the various alternatives.

## *Public Workshops*

Two community workshops were held during the alternative formulation process one during the data analysis phase, and one after preliminary alternatives had been developed.

In addition, two Planning Commission workshops, a joint City Council/Planning Commission workshop, and a City Council workshop were held after community land use alternatives were identified. The purpose of these workshops was to work with the community developing the land use alternative to best serve the City

## *Traffic Analysis*

Estimates of probable traffic conditions were used in evaluating land use alternatives. Buildout traffic volumes were calculated by applying the Upland Travel Demand Forecast Model to the citywide street and highway system and by applying the SANBAG Comprehensive Transportation Plan Model output to designated CMP arterials.

These buildout traffic volume calculations demonstrated minor variations between land use alternatives. Overall, the recommended land use alternative generated lower traffic volumes than the existing 1982 General Plan Land Use Plan and the other alternatives considered.

Traffic model runs were also conducted to test the impact of reclassifying certain secondary arterials to collector streets in order to reduce traffic impacts in residential neighborhoods. These analyses demonstrated that the reclassification of certain segments of Campus Avenue and Eighth Street would not impact the transportation network.

## *Fiscal Analysis*

The fiscal analysis considered the recurring revenues and costs projected to accrue to the City of Upland from development of five representative alternative development scenarios. The fiscal impact analysis served as a guide to the land use designation mix for each alternative, and ultimately supported the formulation of the preferred alternative land use scenario.

Five alternatives were discussed and the preferred alternative was chosen from a compilation of the following:

- Existing General Plan at buildout
- Neighborhood Conservation
- Increased Economic Development
- Community Land Use Alternative I
- Community Land Use Alternative II

## C. Approach

### *Project Description and Environmental Setting*

#### *Location and Setting*

The City of Upland is located in the northwest corner of the West End Planning Area of San Bernardino County. 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 (I-10) marks the southern boundary, and Rancho Cucamonga city boundaries coincide with the eastern city limit line.

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 Angeles National Forest and to the Mt. Baldy Recreation Area. Upland's main north-south artery, Euclid Avenue, dissects the City in half, with Foothill Blvd. serving as the main east-west arterial. Figure 1 illustrates the regional location of the area.

#### *Project Objectives*

The areas of the City adjacent to Euclid Avenue and the Town Center were the first sections of the City of Upland to develop. Today these areas are characterized by mixed land uses including single- and multi-family residential, commercial, and industrial. The City recognizes the need to maintain the integrity of the single- and multi-family residential neighborhoods in the community and to establish long-range policies to guide development of commercial/industrial uses. Additionally, inconsistencies between the existing zoning and the proposed amendment are identified, and a strategy for bringing the zoning into consistency with the General Plan is included.

The baseline analysis for the General Plan Program documents existing land use, circulation, and fiscal/economic conditions. The land use analysis includes identification of residential uses and transitional residential neighborhoods adjacent to commercial/office and industrial uses. This information was utilized to identify neighborhoods to be preserved, areas with potential for revitalization, and areas which may be suitable for intensification of industrial and commercial uses. From this, a range of density configurations was explored.

#### *Project Amendment Characteristics*

The proposed project involves amendments to the Land Use and Circulation Elements of the City's General Plan. The General Plan amendment entails the following:

A total of 4253.81 acres of land are designated for residential uses, 3727.68 acres are committed to single-family uses, and 526.13 acres are committed for multi-family uses.

The General Plan Land Use Alternative projects 25,085 residential units at buildout; 16,321 (64 percent) single-family, and 7,525 (29 percent) multi-family (See Table 1.)

*Table 1*

<b>Proposed Land Use Alternative at Buildout</b>	
Total Dwelling units (detached)	25,085
Single Family units	16,321.5
% Single Family units	64%
Multi-Family units (attached)	7,525
% Multi-Family units	29%
Population	74,000

In the non-residential sector, the total land for commercial uses in the City is 544.74 acres and 268.3 acres of land are designated for industrial uses. The General Plan commits 2096.35 acres to Special Uses throughout the City. Included within the Special Use category are Residential/Commercial (SP), 619.42 acres; and Commercial/Industrial (SP), 255.08 acres. These areas are committed to regulation by a specific plan overlay zone. Future planning efforts will determine the commitment of land uses in these areas.

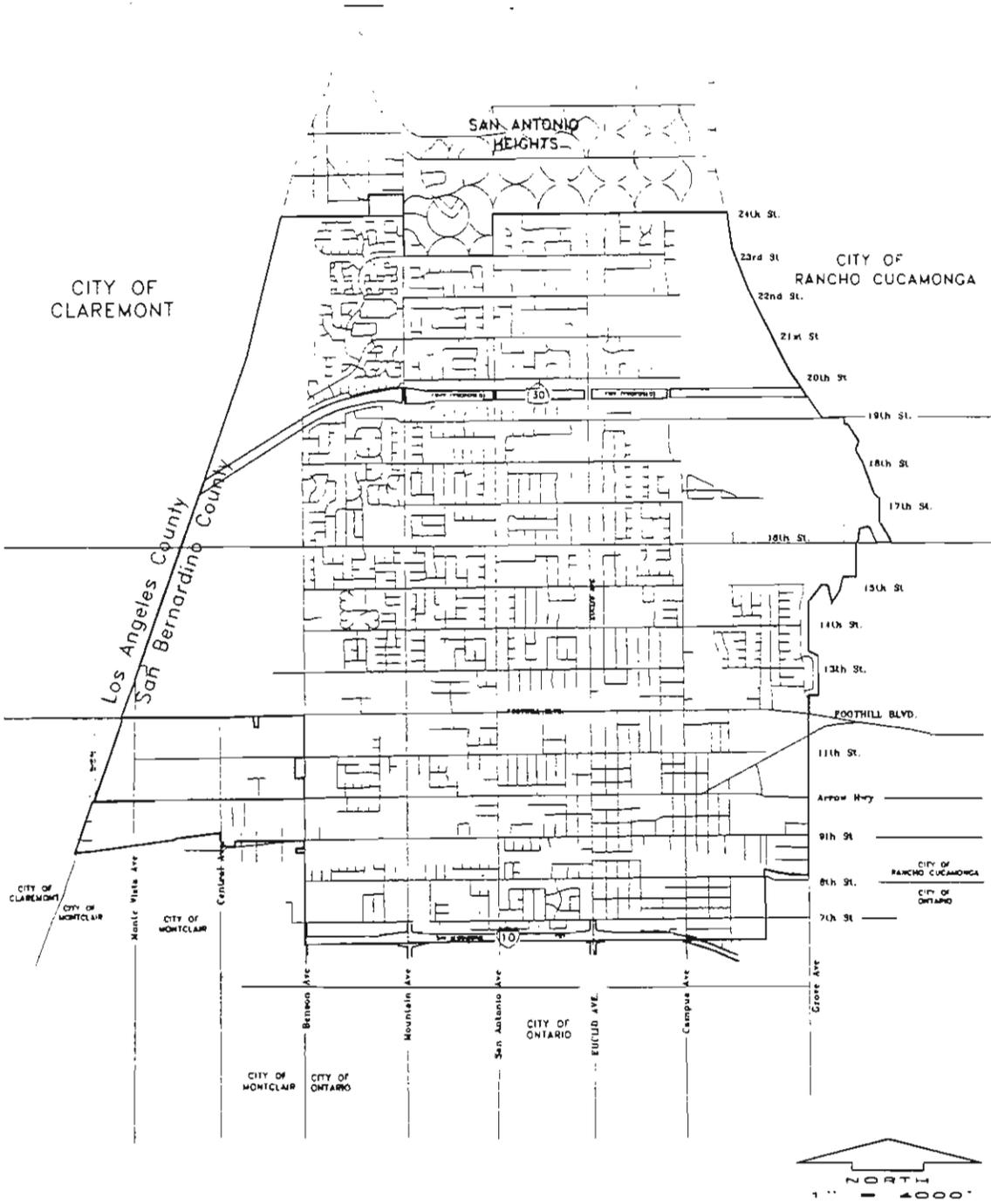
No significant change in land uses is expected for quasi-public uses.

In order to maintain constancy with the Land Use Element to correlate the allowable densities with the carrying capacity of the circulation system, amendments to the Circulation Element are proposed. These improvements are as follows:

- Designate Campus Avenue between 20<sup>th</sup> Street and 23<sup>rd</sup> Street from a four-lane secondary highway to a two-lane collector street.
- Maintain the connection of 24<sup>th</sup> Street to Mountain Avenue as a "T" intersection.

# LAND USE ELEMENT

Figure 1  
Vicinity Map



- Redesignate Eighth Street from San Antonio Avenue to the east City Limit from a four-lane arterial to a two-lane collector street
- Incorporate into the Circulation Element the 1995 Upland Bicycle and Pedestrian Facilities Master Plan as the Non-Motorized Circulation Element of the City.

### *California Environmental Quality Act Compliance.*

A Negative Declaration was prepared in accordance with the California Environmental Quality Act (CEQA). The Initial Study prepared for the General Plan Amendment determined that this project would not have significant environmental impacts, and, therefore, a Negative Declaration was warranted. Large-scale projects, or projects implemented as a result of this General Plan Amendment, that the City decides may have significant environmental impacts will need further analysis on a project-by-project basis.

## D. Citizen Participation

Citizen participation was a vital element in forming the preferred plan. The community was involved in the process through community workshops conducted by the City. Comments ranged from general concerns regarding the City of Upland to specific concerns within the City.

Three community workshops have been held to allow Upland residents to provide input into the General Plan Update. The first meeting held on June 8, 1994, was attended by approximately 150 residents. They identified specific concerns and issues relating to their immediate neighborhoods which they wished to have addressed by the General Plan. The work product from the workshop was a list of the five most pressing issues of each of the participating working/decision groups.

The second community workshop held October 18, 1994, sought to elicit comments from the community on underlying assumptions that would serve as the foundation for long-range policy and to identify a community land use alternative to evaluate for the Upland General Plan. Three land use alternatives were presented to community members who, on the basis of their interest in a specific study area, divided into working groups to develop a community land use alternative. In addition, the group reached consensus on the following assumptions to provide direction for the policy and land use policy decisions considered during preparation of the General Plan:

- Upland will continue to be a low-density residential community.
- Community and neighborhood values will not be compromised by new development.
- Upland is not likely to become a major regional retailing or employment center.

# LAND USE ELEMENT

## EXHIBIT 1 GENERAL PLAN LAND USE SUMMARY

### Land Use Summary Within City Limits

Alternative II		
Land Use Categories	Acres	Percent
<u>Single-Family Residential</u>		
0-2, 0-3, 0-4 du/ac	2,410.29	30.7
4-6 du/ac	1,061.40	13.5
7-10 du/ac	143.29	1.8
Mobile Home Park	112.70	1.4
<b>Total</b>	<b>3,727.68</b>	<b>47.4</b>
<u>Multi Family Residential</u>		
7-12 du/ac Condominium	152.47	1.9
12-20 du/ac Condominium	35.44	0.5
7-12 du/ac	12.60	0.2
12-20 du/ac	325.62	4.1
7-30 du/ac	0.00	0.00
<b>Total</b>	<b>526.13</b>	<b>6.7</b>
<u>Commercial</u>		
Highway Commercial	285.16	3.6
Regional Commercial	68.27	0.9
Office Only	44.16	0.6
Commercial Professional	31.69	0.4
Transit Commercial	8.04	0.1
Neighborhood Commercial	35.28	0.4
Central Trading	72.15	0.9
Airport-Related Commercial	0.00	0.00
<b>Total</b>	<b>544.75</b>	<b>6.9</b>
<u>Industrial</u>		
Light Industrial	255.90	3.3
Industrial/artist Loft	12.43	0.2
<b>Total</b>	<b>268.33</b>	<b>3.4</b>
<u>Special Uses</u>		
Institutional/Institutional(SP)	21.52	.3
Residential/Commercial (SP)	619.42	7.9
Commercial/Industrial (SP)	255.08	3.2
Airport	119.07	1.5
Hospital	21.13	0.3
Open Space	1,060.13	13.5
<b>Total</b>	<b>2,096.35</b>	<b>26.7</b>
<u>Public Facilities</u>		
<b>Total</b>	<b>696.88</b>	<b>8.9</b>
<b>Grand Total</b>	<b>7860.12</b>	<b>100.00</b>

### Land Use Summary San Antonio Heights

Alternative II		
Land Use Categories	Acres	Percent
SFR 0-3 du/ac	990.22	86.74
Neighborhood Commercial	3.99	0.35
Open Space	147.36	12.91
<b>Total</b>	<b>1141.57</b>	<b>100.00</b>

### Land Use Summary County Island

Alternative II		
Land Use Categories	Acres	Percent
Commercial Industrial (SP)	319.15	86.30
Institutional (SP)	50.80	13.7
Light Industrial	0.00	0.00
<b>Total</b>	<b>369.95</b>	<b>100.00</b>

- Additional economic development can take place in selected parts of the City.
- California is changing, and these changes will affect Upland and its neighborhoods.
- Transportation and air quality concerns will increasingly affect land use planning and lifestyles of Upland residents.

On December 8, 1994, the underlying assumptions and land use alternatives from the community workshops, along with a report on the fiscal/economic model, were presented for review and comment at a joint City Council/Planning Commission workshop.

The General Plan was reviewed by the community at a subsequent General Plan workshop held by the Planning Commission on August 23, 1995. Additional comments were received from the public, resulting in further refinements to the Land Use Alternative. The General Plan will receive further public review at scheduled Planning Commission and City Council public hearings.

### **E. Relationship to General Plan**

The intent of this amendment is to complete Phase One of the General Plan Program for the entire City. At this point, the issue format and approach is used for investigation and determination of the preferred land use plan and transportation plan for Upland. The organization of the amendment, however, is traditional and parallels the structure of the currently adopted Upland General Plan. This is done to aid the reader with understanding the first phase of the program.

