

**ISSUE TWO**

**WHAT PROGRAMS AND/OR REGULATIONS COULD BE IMPLEMENTED TO HELP THE CITY OF UPLAND ACHIEVE ADDITIONAL HOUSING IN THE CITY?**

**Goal 2A**

*Provide a healthy, affordable, and desirable living environment through the application of space and occupancy standards and acceptable planning and development principles.*

*Strategies*

Stabilize existing single-family neighborhoods and prevent increased densification of mixed-residential areas through land use classifications that promote overall community stability.

Conduct a windshield review of different neighborhoods to establish target areas for home improvement programs for which the City can provide information and guidance.

Permit a range of residential unit types and densities to establish low-density areas to be preserved, mixed-use areas to be protected, low- and medium-density housing opportunities, areas needing stabilization, and areas which could benefit from recycling. Such a range includes:

- *Single-family Residential 0-4 du/ac*
- *Single-family Residential 4-6 du/ac*
- *Single-family 7-10 du/ac*
- *Single-family Mobile Home Park 8-14 du/ac*
- *Multi-Family Condominium 7-12 du/ac*
- *Multi-Family Condominium 12/20 du/ac*
- *Multi-Family 7-12 du/ac*
- *Multi-Family 12-20 du/ac*

Accommodate land use changes in accordance with the Land Use Map for the City.

Rezone areas where there is an inconsistency between the Zoning Code and the Land Use Element Map. Require that all development in each General Plan land use classification adhere to the revised requirements and standards.

Enforce property maintenance through an aggressive code enforcement program.

Seek alternative funding sources for housing rehabilitation and neighborhood improvement programs.

Provide incentives and assistance for historic preservation of existing structures in target areas.

Consider a seismic retrofit ordinance as well as a seismic bond financing program for City homeowners.

**Goal 2B**

***Ensure continuing opportunities for broad citizen involvement in the land use decision-making process.***

*Strategy*

Establish self-help plans or programs that neighborhood organizations can develop and implement on a consistent and continual basis.

**ISSUE THREE**

***WHAT MEASURES CAN BE TAKEN TO ENSURE THAT UPLAND'S HISTORICALLY SIGNIFICANT RESOURCES ARE PROTECTED IN A MANNER THAT PRESERVES AND/OR ENHANCES THE RESOURCE'S INHERENT HISTORIC VALUE(S).***

**Goal 3A**

***Preserve, protect, and restore the site, structures, and districts which have architectural and historical significance for Upland while promoting community awareness and appreciation of the area's diverse cultural heritage.***

*Strategies*

Complete a comprehensive survey of historic, architectural, and cultural resources within Upland's Sphere of Influence, coordinated by a person, or persons, qualified in historic preservation.

Compile and maintain an inventory of the City's Sphere of Influence's significant historic, architectural, and cultural resources.

Determine boundaries to historic preservation districts within the City.

## **LAND USE ELEMENT**

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Consider amending the City's preservation regulations to address Upland's Sphere of Influence by authorizing the City to designate any site, structure, district, area, or vegetation deemed to be of local historical, architectural, or cultural significance. Such an ordinance shall conform to State and Federal criteria for establishing a preservation ordinance.

Develop specific zoning regulations for districts designated as historically significant that protect the integrity of contributing buildings through specialized standards for building height, building placement, setbacks and landscaping.

Expand the Historic Preservation Overlay Zone (HPOZ) to the City's Sphere of Influence to protect and enhance the use of historic structures; areas which contain a historic character, but do not meet the criteria of a historic district; natural features, sites, and areas, and to develop and maintain the appropriate setting and environment to preserve historic resources.

Minimize permitted densities in areas identified as having adverse impacts on historic resources due to a density allowance that may encourage demolition or alteration of historic resources.

Identify potential historic districts utilizing survey data, established State and Federal guidelines, and City criteria for determining a district, which is defined as any area which contains a number of structures or natural features having a special character or special historical, cultural, architectural, archaeological, community or aesthetic value. The areas shown in the Land Use Element Map are the proposed historic districts for the City.

### ***Goal 3B***

***Promote community appreciation for the history of the City and community involvement in its retention and preservation.***

#### ***Strategies***

Support the formation of neighborhood organizations which foster neighborhood conservation programs.

Cooperate with local historic preservation organizations doing preservation work and serve as liaison for such groups.

Promote community awareness of historic preservation through the City of Upland's elected officials as well as through local organizations.

**Goal 3C**

***Protect and enhance historic, architectural, or cultural resources in commercial and redevelopment areas in a manner that will encourage revitalization and investment in these areas.***

***Strategies***

Implement programs in the areas of tax relief and transfer of development rights as these apply to historic buildings and districts.

Consider the establishment of a program to relocate reusable older buildings from or into redevelopment projects as a means of historic preservation.

Utilize the Redevelopment Agency as a vehicle for preservation activity. The Agency is currently empowered to acquire, hold, restore, and resell buildings.

Require that an environmental review be conducted on demolition permit applications for buildings designated or potentially eligible for designation as historic structures, that the guidelines of the California Environmental Quality Act (CEQA) be followed in reviewing demolition requests for structures in the above two categories and prohibit demolition without a structural analysis of the structure's ability to be rehabilitated and/or relocated.

Allow public comment on demolition permit applications, to structures designated or potentially eligible for designation.

**Goal 3D**

***Provide incentives to owners of historic resources to maintain and/or enhance their properties in a manner that will conserve the integrity of such resources in the best possible condition.***

***Strategies***

Support the purchase of facade easements from private property owners; allow private nonprofit preservation groups to purchase facade easements. A historic easement would include any easement, restriction, covenant or condition running with the land designed to preserve or maintain the significant features of such landmarks or structures.

Provide technical advice to private property owners seeking to restore historically significant structures.

Seek the participation of the Redevelopment Agency and/or work with local lending institutions to provide appropriate financing for the rehabilitation and restoration of historically significant structures.

## **ISSUE FOUR**

**WHAT ARE THE AMOUNTS AND TYPES OF RETAIL, COMMERCIAL/INDUSTRIAL MIXED-USE (SP) OFFICE AND INDUSTRIAL BUSINESS PARK USES WHICH ARE FEASIBLE FOR DEVELOPMENT IN THE CITY?**

### **Goal 4A**

***Provide for the continuation and development of sufficient land uses to serve the commercial, educational, recreational, industrial and social needs of existing residents and projected population growth.***

#### ***Strategies***

Formulate nonresidential development policies for target land use types within retail, office and light industrial uses.

Designate a minimum of 544.74 acres of land to accommodate regional commercial, office commercial, and other commercial uses which provide for the needs of residents and projected growth, designating these areas as:

- Highway Commercial
- Regional Commercial
- Commercial/Professional
- Office Only
- Transit Commercial
- Neighborhood Commercial
- Central Trading

Redesign industrial/commercial sites, or allow for adaptive reuse of industrial areas through redesignation of land use to regional commercial or industrial/commercial mixed use designation.

Provide for the development of Foothill Boulevard frontages for commercial as well as residential uses subject to development standards intended to control vehicular access and improve visual quality of the thoroughfare.

Consider the implementation of a variety of Redevelopment Agency incentives within the Foothill Corridor project area.

### **Goal 4B**

***Provide locations for development of integrated and attractive regional commercial centers with good access, adequate parking, and landscaping, which will efficiently and conveniently complement the business and service needs of the residents of the City.***

#### ***Strategies***

Redesignate 268.33 acres to industrial uses and 255.08 to mixed use Commercial/industrial uses throughout the City and the unincorporated sphere of influence area.

Ensure that proposed buildings, structures, landscaping, lighting, and signage are developed consistent with City guidelines that contribute to the image of the City as a place of high quality and positive value.

### **Goal 4C**

***Ensure that nonresidential types of land use developed in the City complement and do not adversely affect the quality of life and health of Upland's residents and businesses.***

#### ***Strategies***

Control the development of industrial/commercial uses and related activities through land use designations.

Apply special standards for infrastructure provision and location, site planning and land use compatibility where tracts of land are subdivided specifically for industrial/commercial uses.

Segregate and/or buffer land uses having the potential for creation of substantial adverse environmental effects from land uses sensitive to such impacts.

Maintain suitable and adequate standards for landscaping, sign control, site and building design, parking, reciprocal access, and provision of appropriate utilities and public infrastructure.

Require that appropriate landscaped buffer space be provided when a project abuts a freeway. This requirement is applicable to both residential and non-residential land uses.

## ***ISSUE FIVE***

### ***WHAT PROGRAMS AND POLICIES COULD BE INITIATED IN THE CITY WHICH WOULD AID IN THE REVITALIZATION OF COMMERCIAL AREAS IN UPLAND?***

#### ***Goal 5A***

***Preserve and strengthen areas in the City committed to commercial uses.***

#### ***Strategies***

Prepare development plans and recommended programs, which are realistic, that will allow the existing commercial centers to meet competition from existing and future commercial centers.

- Encourage merchant sponsored promotional and special event programs for the commercial centers.
- Support the creation of merchants association's to promote publicity and special events.

Promote coordinated assemblage of several uses within a commercial complex to ensure dynamic Town Centers.

Consider creation of a bond financed seismic retrofit program designed to aid property owners in upgrading their buildings.

Identify opportunities for new infill structures.

- Encourage recycling in areas of extreme deterioration.
- Promote specific sites best suited for theme development.
- Encourage reciprocal access between individually developed commercial sites.

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***ISSUE SIX***

***WHAT PROGRAMS AND/OR REGULATIONS COULD BE  
IMPLEMENTED TO REVITALIZE THE DECLINING INDUSTRIAL AREA  
IN THE CITY***

***Goal 6***

**Develop and maintain a development strategy for underutilized and declining industrial lands.**

***Strategies***

Develop alternative development scenarios for industrial revitalization.

Rezone industrial areas better suited to artist loft, regional/commercial, or commercial/industrial mix use based on current development trends in the western portion of the City.

Develop urban design standards and recommendations to upgrade streetscape and facade treatments of industrial sites in existing industrial areas.

Consider establishment of a redevelopment project area to implement design recommendations, provide infrastructure improvements and provide for lot assemblage and property marketing.

Seek Community Development Block Grant funding for rehabilitation and property.

## **ISSUE SEVEN**

### **WHAT ECONOMIC DEVELOPMENT PROGRAMS COULD BE IMPLEMENTED TO INCREASE THE CITY'S REVENUE BASE?**

#### *Goal 7*

*Promote an economic development strategy that includes approaches for broadening the City's economic base, creating residential employment opportunities and enhancing the City's tax base.*

#### *Strategies*

Revitalize, recycle, and maintain existing uses and buildings and encourage new development which maintains the scale of the City's commercial corridors and industrial districts.

Deliver unique messages which define the character of the community as a quality experience; focus on the City as a desirable business location and select consistent, quality new development and re-use projects.

Increase the urban design quality in new developments and revitalization projects which achieve a higher visibility for the City and induce new economic activity.

Produce an annual "Economic Development State of the City Report", highlighting all aspects of City activity including economic and business trends.

Continue public and private partnerships to market the City such as the relationship between the City, the Upland Chamber of Commerce and Main Street Upland.

## **H. Implementation Programs**

The following indicates the programs which shall be carried out by the City of Upland to implement the goals and strategies of the Land Use Element.

### ***Revise the Zoning Ordinance***

The principal method by which a city implements General Plan land use policy is the zoning ordinance. Policies and standards which prescribe the types of use permitted, their density/intensity, and development characteristics (design, property setbacks, etc.) are codified as precise requirements in the ordinance. The authority to zone is inherent in the police power delegated to cities by the

California Constitution. The zoning ordinance consists of two basic elements (a) a map which delineates the boundaries of districts in which like uses developed at like standards are to be permitted and (b) text which explains the purpose of the zoning district, lists the permitted uses and those permitted under special conditions, and defines the standards for development (e.g., minimum lot size, density, height, setbacks, lot coverage, parking requirements, and so on).

On adoption of the Amended General Plan Land Use Element, it is recommended that the Upland Zoning Code be modified to be consistent with the Plan's land use designations and strategies.

- The zoning map will require revision to reflect the land use policy map.
- Existing zoning classifications will require revisions to reflect the General Plan's land use categories.
- Development for each land use district will require revision to reflect the policies and standards contained in the Plan. Generally, these include:
  1. Establishment of maximum floor area ratios (FAR's) to control development intensity of commercial and industrial sites.
  2. Review and reconciliation of permitted residential densities and lot areas.
  3. Establishment of maximum and minimum limits for the size of residential units.
  4. Review and revision of building height limitations.
  5. Review and revision of yard setbacks and height setbacks for land use compatibility.
  6. Review and establishment of requirements for buffers between differing sites.
  7. Revision of landscape standards.
  8. Establishment of standards to enhance the pedestrian character of streets in the commercial/industrial districts including the types of use, architectural design, and siting of structures at the ground floor elevation.
  9. Establishment of architectural design standards for all uses (e.g., bulk, mass, and facade articulation and planes).
  10. Establishment of design standards for the introduction of new residential structures in existing neighborhoods which preserves their scale and character.
  11. Upgrade of design and development standards for multi-family residential uses.

## **LAND USE ELEMENT**

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- New overlay zone and standards for historic preservation shall be established to restore and maintain areas which have unique physical character. The overlay zone normally will be in addition to the underlying standards established for the land use zone.
- Requirements shall be reviewed and upgraded, as necessary, to provide public infrastructure; including sidewalks, "parkway" and street frontage landscape, street improvements, electricity, natural gas, telecommunications, storm drainage, sewer, and water.
- Standards and conditions shall be established for the refinement and reconciliation of industrial, commercial and residential boundaries.
- Procedures, standards, and requirements shall be established for the consideration of development projects which are judged to significantly benefit the City and differ from the provisions of the zoning ordinance for density/intensity, and/or design.

### ***Subdivision Regulations***

Subdivision regulation is an exercise of the police power of a city authorized by the State to control the manner in which land is divided. Like the zoning ordinance, it must be consistent with the General Plan. It will be necessary to review the City's subdivision ordinance and amend it as necessary to reflect the land use goals, objectives, policies and standards. Specific concerns include the range of lot sizes permitted for each residential classification, site development standards, responsibility for linkage to and provision of public infrastructure (streets, utilities, storm drainage, etc.).

### ***Building Code***

The City shall continue use of the Building Code as a set of rules and regulations by which new construction, adaptive reuse, and renovation shall occur. The Code shall be updated, as necessary, to reflect pertinent changes in the Uniform Building Code and State legislation. At least once each three years, the City shall review and update it as necessary to reflect conditions which are unique to the City.

### ***Architectural Design Review***

The goals, strategies, and standards contained in the Land Use Element call for a high level of architectural and site design performance in the City of Upland. To this end, it is recommended that one or more professionals who are trained in architectural, landscape and/or urban design be retained on City staff at all times. This person or persons would be responsible for meeting with development applicants and to explain to them the design goals, objectives, policies, and standards of this plan and how they are interpreted by the City. Specific visual examples of projects which meet these requirements will be presented. This will enable the City to be pro-active in implementing the design review program for the

City. Annually, the City should review the effectiveness of this process in achieving the intended level and quality of design performance. If ineffective, additional design education and review procedures should be considered, which may include the establishment of an Architectural Review Commission.

### ***General Plan Monitoring and Update***

Revise and update all General Plan Elements at least once each five years. This should include (a) an update of baseline data, analyses, and issues to account for current conditions; (b) evaluation of the strategies and programs contained in this Plan amendment according to their effectiveness in achieving the Plan's goals and objectives; and (c) revision of the strategies and programs to increase their effectiveness in mitigating defined issues and achieving its goals and objectives. The Planning Commission shall report these findings to the Mayor and the City Council.

### ***Economic Development***

Effectuation of land use policies will necessitate a coordinated program of economic development. This may include the funding of a nonprofit corporation created by the City to attract new businesses and develop low and moderate income housing. It should also include "pro-active" steps by representatives of the Planning Commission, City Council, and City staff (planning, redevelopment, community development, etc.) to:

- Maintain and enhance existing key commercial uses, residential uses and light industrial uses.
- Attract new job and revenue generating uses.

### ***Redevelopment***

California, through the Community Redevelopment Law (Health and Safety Code Sections 33000 et. seq.), authorizes a city to undertake redevelopment projects to revitalize blighted areas. An adopted plan provides additional tools to a city to effectuate productive change. These include the use of tax increment (i.e., amount of additional tax revenue above a "frozen" base generated by increased property valuations resulting from new development in the project area), property acquisition, consolidation of small parcels, joint public/private partnerships, clearance of land and resale to developers, and relocation of tenants. Twenty percent of the tax increment, in most cases, is to be used to increase and improve the Community's supply of low and moderate income housing.

Redevelopment plans may be adopted with respect to areas in which the conditions of physical, economic, an/or social blight predominate. Redevelopment plans should be considered where conditions of physical and economic blight warrant, as in the Town Center.

## ***Lot Consolidation Program***

The City, in cooperation with the Redevelopment Agency and local property owners may develop a program for the consolidation of small lots into larger parcels of greater economic viability in the Town Center, in the 7th and 9th Streets study areas, and Foothill Boulevard. This should occur with specific short term development programs for these areas and developer participation.

## ***Rehabilitation/Renovation Incentives***

The City shall continue to expand programs of low interest loans and grants for the renovation, rehabilitation, and/or adaptive reuse of existing residential, commercial, and industrial structures. Additionally, the City shall establish educational programs to train property owners and tenants in renovation and rehabilitation construction techniques and provide technical assistance to low income individuals. The latter should include building surveys and improvement specifications by structural and mechanical engineers and architects and construction assistance by contractors. The City should solicit programs of voluntary participation by local architects, engineers, contractors, and construction workers.

## ***Code Enforcement***

Codes and ordinances of the City of Upland which implement the Land Use Element shall be enforced. Historically, this has been achieved by City staff responses to specific complaints. If a problem has been found on investigation, a demand for compliance has been issued. It is suggested that additional resources and personnel be allocated to periodic surveys of land use and building conditions and, where problems are found, code compliance be required.

## ***Urban Design Improvements***

The City shall provide for formulation of Urban Design Guidelines, define a funding program, and implement public space improvements for key activity areas and entry points to the City, as defined by the land use strategy. This will include street trees and landscape, street furniture, lighting, signage, sidewalk and special paving, other pedestrian amenities, and physical integration of individual developments for pedestrian and vehicular customer convenience. Locations for which plans should be prepared and improvements implemented include:

- City entries.
- Town Center.
- Major commercial/industrial corridors.
- Foothill Boulevard.
- Euclid Avenue.

## *Specific Plans*

State Law (Government Code Section 63450) authorizes cities to adopt specific plans for implementing their general plans in designated areas. They are intended to provide more finite specification of the types of uses to be permitted, development standards (setbacks, heights, landscape, architecture, etc.), and circulation and infrastructure improvements. They are most often used to ensure that multiple property owners and developers adhere to a common development plan. They, usually, are not intended for single-owner and developer sites.

Specific Plans are initiated by the City or developers of large scale projects. Costs for City-initiated Specific Plans are, usually, reimbursed by pro-rata assignment of fees to developers applying for development permits in the Specific Plan area. To implement the land use policy, it is suggested that specific plans be considered for the following applications:

- Provide a mechanism for large scale multiple-parcel development projects within the densities and heights prescribed by land use policy, whose objective is to achieve a special purpose or character. Such may include plans for the Town Center, Ninth Street Historical District, and use of the industrial properties located along Ninth Street and in unincorporated areas.
- Provide a mechanism for the consideration of variation from the baseline permitted uses, densities/intensities, and development standards for "significant" regional or community uses.
- Provide a mechanism for the consolidation of adjoining commercially- and residentially- designated parcels into a single site wherein commercial and residential buildings are located in a unified development project, without regard for the designated commercial-residential boundary (similar to a "planned development") in locations specified by land use policy.
- Provide a mechanism for determining the appropriate type, character, density/intensity, and standards of development for the reuse of sites currently used for public or private institutions.

## *Establish a Historical Preservation Overlay Zone and Associated Activities*

The City shall consider the revision of the Zoning Ordinance to include a Historic Preservation Overlay Zone that is designed to protect and enhance the setting and environment of significant sites, structures and districts in the City through specific requirements for setbacks, building placement, height, massing and architectural concept. The development and implementation of a Historic Preservation Overlay Zone may involve the following supplemental actions:

- Review of the effect changes in zoning and amendments to the General Plan will have on historic preservation objectives, and, if warranted, revise the changes to

## LAND USE ELEMENT

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reflect the goals and strategies of the Historical Issue Analysis which may include down zoning in certain areas, particularly residential, to protect historical resources.

Revise the Zoning Ordinance to encourage adaptive reuse through a reinterpretation or changes to the Zoning Ordinance where it applies to new uses in older structures, provisions for addition or retention of additions to older structures, setback and parking requirements so as to foster the continued use of such older structures.

Adoption of specific criteria for determining significance of historic resources and development of a certification program for historic points of interest, site, structures and districts.

Develop and/or enhance design standards for new construction and landscaping to insure special measure are taken for site preservation of historically significant resources and compatibility of new with old. These standards are intended to encourage the following:

- Compatibility in building design, placement and scale with adjacent building of historical significance.
- Capability of existing character of building mass and setbacks so as to retain the streetscape.

Enact a program to provide incentives for preservation, restoration and rehabilitation of historic resources through the purchase of facade easements, waiver of fees, flexible building requirements, rehabilitation loans and grants, and technical advice by person(s) qualified in historic preservation, restoration techniques, and loans and grant programs.

Develop a historic handbook which describes historic structures, sites, and districts, and provides information on building research and appreciation, and sets forth guidelines for rehabilitation.

Establishment of historic districts that meet City criteria as determined by the resources inventory and described by the implementation of an overlay zone.

It is recommended that the Planning Department and other appropriate departments and agencies coordinate their activities regarding historic preservation, and establish policies and programs that are designed to preserve, protect and restore historic sites, structures and districts. City agencies shall review their current policies and programs for their impact on preservation and revise such programs so as to not cause any adverse impacts on historic resources.

It is recommended that the City:

- Work with the local lending institutions in developing a financing program or other programs to provide financial assistance benefiting owners of

historic resources who can prove a need for financial assistance in connection with historic preservation.

