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LAND USE ELEMENT

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LAND USE ELEMENT

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INTRODUCTION

The Land Use Element is one of the seven State-mandated elements. The California Planning, Zoning and Development Law, Section 65302(a) requires: "A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The Land Use Element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The Land Use Element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas."

ASSESSMENT

Existing Land Use Conditions

Land use factors of a community are heavily relied upon to gain a current understanding of the community's growth, benchmark expectations for the future, and develop goals, policies and programs to attain such desired objectives. The reason for such emphasis on land use planning under the law and as part of the General Plan process, is that existing and proposed land uses represent the manifestation of all social, economic, physical and environmental factors affecting the City and its future. Existing land use conditions of the City of Colton are summarized below, as taken from field investigations and analysis contained in the Community Profile Report.

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The City of Colton encompasses 9,613 acres or 15.0 square miles. In contrast, the entire planning area, which includes the City and its sphere of influence, totals 11,775 acres or 18.4 square miles. Tables 2-1 and 2-2 show the Existing Land Use Profile of the City and its sphere of influence, respectively. In October 1985, all residential land uses accounted for about 15 percent of the City with single-family residences making up about 12 percent of the City. Commercial land uses accounted for roughly 3.3 percent of the City, with retail and personal services making up nearly 50 percent of the commercial acreage of the City. Industrial developments accounted for almost 6 percent of the entire City, however, the large quarry operations at Slover Mountain, as well as office developments in existing industrial parks were not included in this acreage count. Public service land uses such as fire stations, schools, hospitals, utilities and landfills made up about 2.5 percent of the entire City. School facilities made up over half of all existing public service land use acreage within Colton. Open space commanded over 54 percent of the entire City area. While various open space uses, such as parks, golf courses, cemeteries and agricultural fields, accounted for about 4 percent of the City, over 50 percent of

TABLE 2-1  
CITY OF COLTON  
EXISTING LAND USES - 1985

<u>LAND USE</u>	<u>AREA (acres)</u>	<u>PERCENT OF GROSS AREA</u>
TOTAL GROSS AREA	9,613.38	100.00%
RESIDENTIAL	1,463.19	15.22%
Single Family	1,176.61	12.21%
2 to 4 Family	15.68	.16%
Multiple Family	143.79	1.50%
Mobile Home Park	130.11	1.35%
COMMERCIAL	314.11	3.27%
Professional/Administrative	73.32	.76%
Retail/Personal Services	135.13	.76%
Dining/Recreational	45.28	.47%
Auto Sales/Service	60.38	.63%
INDUSTRIAL	549.03	5.71%
Light	173.31	1.80%
Heavy	375.72	3.91%
OPEN SPACE	5,247.16	54.58%
Vacant	4,847.43	50.42%
Agriculture	151.24	1.57%
Cemetery	165.04	1.72%
Golf Course	46.09	.48%
Parks	37.36	.39%
PUBLIC SERVICE	243.93	2.54%
Civic Center	2.94	.03%
Fire Stations	1.98	.02%
Schools	125.18	1.30%
Elementary	65.24	.68%
Junior High School	18.36	.19%
High School	41.58	.43%
Private Civic Facilities	32.39	.34%
Utilities	10.30	.11%
Landfill	69.85	.73%
Hospitals	1.29	.01%
TRANSPORTATION	1,795.96	18.68%
Railroad	196.73	2.05%
Road/Freeways	1,599.23	16.63%
TOTAL NET AREA*	7,783	80.10%

\* Net area determination was made by subtracting all transportation land uses plus 35 acres of improved flood control channel (Vacant Land Use) from the gross acreage.

TABLE 2-2

COLTON SPHERE OF INFLUENCE  
EXISTING LAND USES - 1985

<u>LAND USE</u>	<u>AREA (acres)</u>	<u>PERCENT OF GROSS AREA</u>
TOTAL GROSS AREA	2,162.00	100.00%
RESIDENTIAL	266.98	12.35%
Single Family	260.69	12.06%
2 to 4 Family	2.20	.10%
Multiple Family	1.97	.09%
Mobile Home Park	2.12	10%
COMMERCIAL	44.22	2.05%
Professional/Administrative	-	-
Retail/Personal Services	32.54	1.50%
Dining/Recreational	1.13	.05%
Auto Sales/Service	10.55	.49%
INDUSTRIAL	540.38	24.99%
Light	11.43	.53%
Heavy	528.95	24.47%
OPEN SPACE	1,268.45	58.67%
Vacant	1,119.64	51.79%
Cemetery	-	-
Golf Course	-	-
Parks	-	-
PUBLIC SERVICE	2.84	.13%
Civic Center	-	-
Fire Stations	-	-
Schools	-	-
Elementary	-	-
Junior High School	-	-
High School	-	-
Private Civic Facilities	2.07	.10%
Utilities	.77	.03%
Landfill	-	-
Hospitals	-	-
TRANSPORTATION	39.13	1.81%
Railroad	12.44	.57%
Road/Freeways	26.69	1.23%
TOTAL NET AREA*	1,959.52	90.63%

\* Net area determination was made by subtracting all transportation land uses plus 163 acres of improved flood control channel (Vacant Land Use) from the gross acreage.

Colton remains vacant. Finally, improved roadways, freeways, railroads and flood control channels accounted for 1,830 acres or 19 percent of the entire City area leaving a net area of 7,783 acres to accommodate existing land use activities.

With respect to vacant land within City boundaries, roughly 2,525 acres are in environmentally restrictive areas. Approximately 980 acres are within a 100-year flood inundation area, not including nearly 500 acres in the Cooley Ranch area, that will be exposed to 100-year flood danger if developed. The remaining 1,545 acres are located within steeply sloped terrain subject to significant landslides and extreme seasonal fire hazards. Such extreme conditions should enable only half of this area to be developed, with a maximum density of 1.5 units per acres. Within Colton, approximately 2,320 acres remain without significant environmental restriction to future growth. In light of existing conditions and future growth patterns, the ultimate build-out of Colton could support 65,000 to 70,000 people within existing City boundaries. Based on a moderate-high growth trend, City build-out would occur between the years 2010 and 2015.

Beyond the City limits an additional 2,162 acres or 3.4 square miles exist within the designated sphere of influence. These adjoining unincorporated lands, including the Slover Mountain quarry, represent areas which will be directly influenced by land use policies of the City and possibly could be annexed as part of the community sometime in the future.

For the Planning Area, ultimate build-out is estimated to support a population of roughly 78,000 inhabitants. This holding capacity is based upon the existing pool of vacant land, environmental restrictions, development and land use patterns, future residential densities and household sizes. Based upon a moderate-high growth trend, ultimate build-out of the Planning Area should also occur between the years 2010 and 2015.

With respect to the General Plan, the most significant problem Colton faces is its General Plan and Zoning inconsistencies. The land use relationship between actual existing uses and Plan designated activities in the City, will have a significant affect on future planning for the entire area. Due to the implementary role Zoning has with respect to the General Plan, when there is a lack of conformance between the policy direction set by the community (General Plan) and the legal implementing mechanism (Zoning), problems will result. In Colton this situation exists in the form of disparities between acreage allocations of the General Plan and the Zoning Code; such disparities also occur within the physical arrangement of land use activity. Thus, the problem created by inconsistency between the General Plan and Zoning is not only quantitative with respect to allocated acreage, but also qualitative with respect to physical arrangement. A primary and effective way to bring Zoning into conformance with the General Plan is to make needed revisions within the existing pool of vacant land resources. Currently there is a large proportion of vacant properties within the various Zoning designations. First, however, it is vital that a proper allocation and arrangement of land use designations be achieved, as reflected by the following Policy Plan and by the General Plan Map (see Exhibit A located in the map pocket which accompanies this document).

## General Plan Land Use Revisions

Changes to the 1981 General Plan land use designations are discussed below. This five year update is consistent with State guidelines which recommend periodic revisions and updates of long-term land use policy. More than anything this land use update is in recognition of significant economic, social, environmental changes affecting the outlook of Colton's future. In addition, significant conflicts and inconsistencies that exist between planning and zoning policies and private enterprise market forces were a primary reason for undertaking this 1986 update. Following is a summary of significant land use revisions and the basis for such changes over the previous 1981 General Plan (also, see Table 2-3 at the end of this discussion).

### A. Residential Land Uses

#### Density

Target densities remain consist with those established in the 1981 General Plan.

#### Total Acreage

The overall land use acreage designated has been reduced due to natural hazards, incompatible land uses, and policy direction not previously accounted for under the 1981 General Plan.

#### Housing Potential

Despite an overall reduction in residential land use acreage designated, the potential housing unit yield will remain essentially the same because there is a large amount of vacant property designated for higher residential densities that will enable the housing unit potential established under the 1981 General Plan to be realized under the 1986 update. Previously, significant portions of higher density acreage was designated over areas previously developed at single family densities with little or no recycling potential.

#### Residential Estates

Total land area designated for residential estates has been decreased due to the 1986 General Plan's recognition of redevelopment restrictions posed by the cemetery and landfill, previously designated for Residential Estate

activity. Not considering these acreage exclusions, the actual land area that conceivably could be developed at Residential Estate densities has been increased. This increase is reflected by an estate density designation in the La Loma Hills as dictated by natural hazards and slope conditions that exist.

#### Low-Density

The total land area for this density has been reduced because significant portions of La Loma Hills have been redesignated to residential estate densities and the vacant flat lands within the southwest sphere of influence have been designated entirely for light industrial and specific plan uses. Total acreage reduction has been minimized by redesignating significant portions of the northwestern portion of Colton from medium and high density residential to Low Density. (This area is north of San Bernardino Avenue and west of Meridian Avenue). The redesignation within the central portion of town was done to more accurately reflect existing single-family uses. Overall future land area available for development at a low density has been reduced by approximately 515 acres.

#### Medium-Density

This land area allocation essentially has been cut in half. This 1986 update accurately reflects the existing inventory of single-family uses and the housing element establishes a general intention to retain and enhance this type of housing mix in the central City area. In addition, large vacant areas north of Valley Boulevard and bisected by Meridian Avenue have been eliminated as Medium Density Residential uses in order to take advantage of potential industrial opportunities. A significant area north of Valley Boulevard and west of Mount Vernon has been redesignated from high density residential and multi-use to Medium Density Residential. However, a large area located southeast of Colton Avenue and east of Mount Vernon has been redesignated from Medium Density to low and high density residential and multi-use. A substantial area east of Cooley Drive has also been redesignated from Medium Density to low density residential.

#### High Density

High Density Residential land area has been increased by approximately 10 percent. Areas north of Valley Boulevard and bisected by La Cadena Drive that had been previously designated multi-use and medium density residential have been redesignated to High Density Residential to better meet pressing community housing needs in the central city area. The most significant redesignation of High Density Residential occurs in the area north of San Bernardino Avenue and west of Meridian Avenue at the northwestern corner of the City, which has been redesignated low density, and in a large area north of I-215 directly fronting the Santa Ana River which was redesignated

to planned community development. A substantial redesignation to high density residential occurred east of Mount Vernon near its intersection with Fairway Drive. That area had previously been designated Medium Density Residential and business park. The largest concentration of High Density Residential land is located between Rancho Avenue on the west, Olive Street to the north, Valley Boulevard at the south and Mount Vernon Avenue to the east.

## B. Commercial Land Uses

### Total Acreage

Total acreage has been reduced considerably for a number of reasons. Of primary importance is a re-evaluation of the City's land use policy with regard to encouraging commercial growth. In vacant portions of the City the original acreage designations of 1981 were left as before. In the developed downtown area, along Valley Boulevard and on South La Cadena Drive, Commercial designations have been reduced or eliminated to prevent the continued development of inefficient land use patterns and induce a viable concentration of Commercial activities. With respect to the future outlook of aggregate commercial growth, Colton perceives an ability to generate a significantly greater volume of retail sales supported by the region than could be generated by the local population alone. In effect, Colton's strategic location will remain competitive and vacant land area designations of the 1986 update correspond with this outlook for future Commercial growth.

### Limited Commercial

The restricted area designation is intended to reduce probable impacts resulting from more intense general commercial activities located near sensitive residential locations. Acreage allocations in this land use category have been reduced so that sites which have a long range development potential to satisfy community-wide, or regional consumer markets can be better recognized.

Heightened awareness of the City's potential regional market influence has caused acreage allocations in this land use category to be eliminated in all but one location at the corner of Rancho Avenue and "C" Street.

### General Commercial

Acreage designations have been reduced in developed sections of town to prevent leap-frogging and a scattered distribution of retail uses within predominantly single-family residential neighborhoods. Commercial land use designations in central Colton are explicitly stated to reflect existing land uses. Designated vacant lands with regional exposure and use potential will serve as the City's committed investment for maintaining its current retail drawing power.

The most significant increase in this commercial designation occurs in the area currently designated as multi-use which straddles Valley Boulevard and extends northward along La Cadena into central Colton. The greatest reductions in the General Commercial designation occurs northwest of I-215, an area which is being redesignated to planned community development, and north of Valley Boulevard and west of Pepper Avenue where the designation is changing from business park to industrial. Total reduction of General Commercial acreage is approximately 20 percent.

#### Office/Business Park

Acreage designation has been reduced significantly and is now limited to existing downtown and scattered residential locations currently in transition from residential to administrative land use activities. Along Colton Avenue the designation serves to limit further expansion of older industrial uses adjacent to single-family neighborhoods. It also provides for an orderly transition between more intense commercial activities along Valley Boulevard and adjacent downtown neighborhoods. This significant reduction in commercial office and Business Park designations is offset by the increase in areas identified for industrial park activities which also provide for many office uses desired in the community.

### C. Industrial Land Uses

#### Total Acreage

The overall land area has been reduced significantly as a result of the increased use of specific plan and planned community development (PCD) overlay zones in both incorporated and unincorporated areas. This change is most significant in the Slover Mountain area in the western portion of the City, and areas south of the I-215 and I-10 intersection which consists of land located in the Santa Ana River Redevelopment Specific Plan Project Area. Industrial land use designations basically remain unchanged at the far southern portion of the City near the La Cadena I-215 intersection. However, under the revised land use plan a significant portion of unincorporated area at the southwestern edge of the city has been redesignated from low density residential to Industrial uses.

#### Industrial Park

Total Industrial Park land area has been reduced, due largely to the designation of the PCD area. The Industrial Park designation was explicitly identified in the Cooley Ranch area which is now designated as a PCD under the update. A significant change in designation occurs in the west side of the city, south of San Bernardino and west of Pepper Avenue, as that area has been redesignated from business park and open space to Industrial Park uses.

### Light Industrial

This represents a land use designation not previously included in the 1981 General Plan. The designation has been applied primarily in developed industrial locations adjoining residential neighborhoods. The range of activities is limited by the current zoning code. Within the flat land section south of La Loma Hills a significant amount of vacant and equestrian grazing area has also been designated for Light Industrial activities.

### Heavy Industrial

This land use designation shows a very significant decrease resulting from the use of specific plan designations in the Slover Mountain and Santa Ana River Redevelopment Specific Plan project areas. Additional change from Heavy Industrial to the specific plan designation has occurred in the City's Southwest sphere of influence. The most significant area now designated Heavy Industrial is located south of 1-10 west of Mt. Vernon Avenue.

## D. Open Space Land Uses

### Total Acreage

The amount of Open Space designated under the revised land use plan remains basically unchanged with respect to total acreage. However, significant changes to this classification have been made to reflect areas of natural hazards. These areas are comprised primarily of the 100-years flood potential areas, landfill and large cemeteries. The addition of these areas did not noticeably increase the total acreage due to the elimination of the large agricultural area which was located at the City's southwestern edge which now falls under the specific plan-overlay zone. Future agricultural acreage allocations in this area will be designated under approved specific plans.

Open Space designation does not exclude land from potential development opportunities but, rather, recognizes inherent constraints that would prevent urbanization in these locations regardless of General Plan designation.

## E. Special Designations

### Purpose

Special land use designations have been created to respond to unique community conditions requiring more than the traditional planning approach. These special land use designations include a Multi-Use Area, Planned Community Development and a Specific Plan designation.

#### Mount Vernon Multi-Use Area

Encompasses 118.8 acres and provides for a combination of general commercial and residential uses of varying densities depending on lot size. The area has been established to address the transitional and deteriorating character along the Mount Vernon Corridor by enabling existing uses to continue but encouraging more significant projects in the future. A long-term policy program providing for aesthetic upgrades of existing uses and density and development incentives for significantly scaled projects is being proposed.

#### Cooley Ranch Planned Community Development

Encompasses approximately 398 acres and provides for a multitude of uses including mobile home, apartment, hotel, retail commercial, entertainment, office and industrial activities. The Cooley Ranch PCD designation enables development to occur in direct response to private market forces. In effect, rigid land use location and arrangement designations have not been prescribed, instead a conceptual land use pattern is designated. Specific development standards have been established to regulate the quality of projects constructed. This is accomplished through an administrative development review process designed to prevent untimely delays in light of dynamic market conditions and uncontroversial projects. In contrast, the 1981 General Plan did not explicitly provide for a special land use designation in order to keep market barriers and public constraints to development at a minimum.

#### Specific Plan

This designation encompasses approximately 1977 acres and has been used primarily in the redesignation of areas formally designated for heavy industrial and agricultural uses. The heaviest concentration of this designation occurs at the western portion of the City originating in the Slover Mountain area and continuing southward between the Santa Ana River and the City's western limits.

## THE POLICY PLAN

The General Plan for the City of Colton, California is designed to both accommodate and logically channel development pressures throughout the Colton Planning Area from the present to the year 2005.

Among the most important portions of a General Plan are the recommended land uses and their proposed distribution. This section describes the land uses shown on the General Plan Map (Exhibit A), their intent and purpose.

### General Objectives

1. To create a land use pattern which provides a safe, harmonious and attractive residential living environment; a balanced hierarchy of commercial land uses which will service the consumer and economic needs of the City and region; a strong industrial base highly competitive within the area's labor force pool and industrial growth market; and adequate open space and recreational areas.
2. To provide a compatible mix and arrangement of land uses and to promote future development in a manner consistent with the availability of infrastructure.

#### A. Residential Land Uses

Four categories of residential land use are shown in the General Plan. Each of these categories proposes a range in the number of dwelling units permitted per acre. The aim is to achieve a balanced diversity of living environments within Colton, while encouraging a range of densities within each land use category.

Each density range, or category, is expressed in terms of the number of dwelling units permitted per gross acre and a target density, or the average number of units per gross acre expected to occur in most developments.

The residential land use categories are not proposed to reflect any maximum or minimum lot size. In general, it is proposed that a variety of development types and lot sizes should be allowed in each category, so long as the overall number of units per acre is not exceeded.

The purpose is to encourage 1) a diversity of residential development types by allowing adequate design flexibility; 2) economy in delivering public services in cases where this is an issue; and 3) the taking into consideration of environmentally sensitive or hazardous areas where they are encountered.

TABLE 2-3

1986 GENERAL PLAN UPDATE COMPARISON  
CITY OF COLTON

GENERAL PLAN DESIGNATIONS	1981 General Plan	% Dist.	1986 General Plan	% Dist.	Change In Land Use Designation
<u>RESIDENTIAL</u> -					
Density					
1981 (Target)					
1986 (Target)					
	<u>5,730</u>	48.7	<u>4,526.60</u>	38.50	-1,203.40 AC.
Residential Estate	N/A		2,332.44		
Low Density	5/AC.		1,475.33		
Medium Density	10/AC.		280.86		
High Density	15/AC.		438.09		
Multi-Use/P.C.D. Adjustment			N/A		
	150				
<u>COMMERCIAL</u> -	<u>810</u>	6.9	<u>371.60</u>	3.2	-429.48 AC.
Limited Commercial	60		2.60		
General Commercial	340		271.00		
Office/Business Park	310		98.00		
Multi-Use/P.C.D./Specific Plan Adjustment			N/A		
	100				
<u>INDUSTRIAL</u> -	<u>2,090</u>	17.8	<u>1,277.86</u>	10.80	-812.14 AC.
Industrial - Park	690		436.57		
Light Industrial	---		605.38		
Heavy Industrial	1,400		235.91		
P.C. Adjustment	---		N/A		
<u>PUBLIC/OPEN SPACE</u> -	<u>1,140</u>	9.7	<u>1,216.09</u>	10.23	76.09 AC.
Public Facilities	140		123.54		
Permanent Open Space	N/A		986.00		
Agriculture Open Space	490		-0-		
Parks/Recreational Open Space			106.55		
	510				
<u>SPECIAL DESIGNATIONS</u> -	<u>250</u>		<u>2,493.57</u>	21.20	2,243.57 AC.
Multi-Use Area	170		118.80		
Planned Community Development	-0-		397.70		
Specific Plan Designation	80		1,977.07		
<u>CIRCULATION &amp; INFRASTRUCTURE</u> -					
Roads/Highways/Rail Lines/Other	<u>2,005</u>	<u>17.0</u>	<u>1,889.28</u>	<u>16.10</u>	-115.72 AC.
<b>TOTAL PLANNING AREA</b>	<u>11,775</u>	<u>100.0</u>	<u>11,775.00</u>	<u>100.00</u>	

**NOTE:** Land use activities within special designation areas have been assigned adjustments to the respective land use category for comparative purposes.

**SOURCE:** City of Colton 1981 General Plan  
Community Systems Associates, Inc.

Note, for instance, an area in the La Loma Hills which could allow 100 homes. Since the land is very steep, it would make good planning sense to cluster most of the homes in a canyon on smaller lots, while reserving the hilly terrain for very large lots and open space. In this case, many of the environmental hazards of building on steep slopes would be avoided. Also, the cost of providing public services would be less because most of the homes would be clustered, and some of the land would be reserved as permanent open space viewable from most of the City.

The four categories of residential land use are:

1. Residential Estates

- a. Density Range: Up to two (2) dwelling units per acre.
- b. Target Density: Two (2) dwelling units per acre.
- c. Purpose and Intent: The purpose of this land use designation is to provide for low density residential development in a primarily non-urbanized environment. It is expected that areas designated for this residential land use will be dominated by half-acre or greater lots, although smaller lots in clustered developments could also be permitted. Many, if not most, of the developments in each area would be devoted to equestrian-oriented activities.

It is intended that this designation be used to either create or maintain areas currently typified by large lot semi-rural land uses, or areas which, due to their terrain or other environmental features, do not permit development at higher overall densities.

- d. Potential Uses: Potential uses would be limited primarily to single family dwellings on large lots, although clustered developments on smaller lots could be permitted. Accessory and agricultural uses would also be permitted.
- e. Areas Designated: It is proposed that this designation be used primarily in the Reche Canyon area and in the La Loma Hills area of Colton, in order to preserve existing development patterns in the case of Reche Canyon, and to recognize the environmental sensitivity of the La Loma Hills. In terms of acreage, Residential Estate is the largest category of residential land usage proposed in the General Plan.

2. Low Density Residential

- a. Density Range: Up to  <sup>eight (8)</sup> dwelling units per acre.
- b. Target Density:  <sup>Four (4)</sup> dwelling units per acre.
- c. Purpose and Intent: The purpose of this designation is to encourage single family suburban developments similar to those found in many of Colton's existing residential tracts. It is expected that the residential environment in areas designated Low Density Residential will be predominantly that of single family detached dwellings.

No minimum lot size is intended by this designation, but it is expected that the overall land use pattern will be that typified by the 7,200 square foot lots common throughout the newer portions of Colton. At the higher end of this designation, small lots, zero lot line, or attached single family units may be found. Clustering of dwellings could also be encouraged in order to provide a diversity of unit types and architectural styles, and to provide open space areas.

- d. Potential Uses: Potential uses would be limited primarily to single family dwellings on individual lots, although small lot and clustered development could be permitted to the higher end of the density range. Common accessory uses, such as churches and similar uses, would be permitted.
- e. Areas Designated: Both currently developed and vacant portions of the Planning Area have been proposed for Low Density Residential use. Much of existing single family development in Colton has been retained in this designation. Nearby developing areas in the southwestern and southeastern portions of the Planning Area on relatively flat terrain also have been designated for this kind of development. Low Density Residential is the second largest category of residential land usage proposed in the General Plan.

### 3. Medium Density Residential

- a. Density Range: Up to sixteen (16) dwelling units per acre.
- b. Target Density:  <sup>Ten (10)</sup> dwelling units per acre.
- c. Purpose and Intent: The purpose of this designation is to encourage a residential environment having a wide range of residential land uses. At the lower end of this density range, attached townhouse design units are expected - while

the upper end of the range would be typified by townhouse construction with separated parking areas. Developments usually found in this density range are normally in a condominium form of ownership with extensive community-owned open space and small private patios or yards. No minimum lot sizes are intended by this designation.

- d. Potential Uses: Single and multiple family uses would be permitted in this designation. By way of comparison, the range of uses would closely correspond with uses permitted under the City's present R-2 zoning district. Accessory uses, and other uses traditionally found in residential neighborhoods would be permitted.
- e. Areas Designated: The Medium Density Residential designation has been shown throughout the Planning Area to help provide as wide a diversity of local land uses as possible. Areas designated Medium Density Residential include the predominantly vacant areas located south of "O" Street, between Rancho Avenue and Fogg Street and south of "C" Street, and north of Valley Boulevard between Hermosa Avenue and Rancho Avenue. The area east of Mt. Vernon Avenue and south of Grant Street, currently designated as a single family area, has been designated for eventual recycling to Medium Density Residential land uses.

4. High Density Residential

- a. Density Range: Up to  <sup>twenty-two (22)</sup> units per acre.
- b. Target Density:  <sup>Fifteen (15)</sup> units per acre.
- c. Purpose and Intent: The purpose of the High Density Residential designation is to provide for a relatively high intensity residential environment. Such areas are typified by fourplex developments at the lower end and by garden apartment or similar three (3) story unit types at the upper end of the density range. It is intended that densities approaching 25 units per acre only will be used for specialized housing such as small units for senior citizens, or to meet other pressing community needs.
- d. Potential Uses: Potential uses permitted in this designation include the entire range of residential development allowed in Colton under present planning policies. In addition, accessory uses and land uses such as churches and schools which are commonly found in residential neighborhoods would be permitted.

- e. Areas Designated: The General Plan indicates three main concentrations of High Density Residential land uses. These areas include the areas east and west of La Cadena Drive which pivot around the intersection of La Cadena Drive and "C" Street; the areas north and south of Washington Street which pivot around the Washington Street and Barton Road Intersection; north and south of Fairway Drive east of Mount Vernon Avenue. Additional areas of High Density Residential are situated at various locations throughout the City but at greatly reduced densities.

**B. Commercial Land Uses**

Three Commercial Land Use designations are shown in the General Plan. The types of commercial development possible varies nearly as widely as the types of residential development commonly found within communities such as Colton. These designations should reflect this diversity as much as possible while allowing the locational flexibility necessary to establish a healthy and well-balanced commercial community within the City. The three categories are:

**1. Limited Commercial**

This designation provides for a limited range of commercial uses typical of a convenience or neighborhood center anchored by a food store and catering to the day-to-day shopping needs of surrounding residents. Limited Commercial activities should generally encompass a supermarket as the highest intensity land use with convenience oriented satellite establishments of a lesser intensity on the same site or freestanding location. Sit-down dining establishments, not including fast-food drive-thru restaurants, may also be allowed subject to discretionary review of the proposed land use activity. Limited Commercial land use sites should range from one (1) to ten (10) acres in size. Site locations should be along roadways traveled by localized or residential commuter traffic and at intersections bisecting residential neighborhoods.

**2. General Commercial**

This designation is provided for the full range of commercial activities possible within Colton. Typically the General Commercial designation is provided for higher intensity commercial

uses such as fast-food and sit-down restaurants, offices, auto services and community-wide and regional retail establishments. General Commercial uses should be designated in areas providing regional exposure, high traffic visibility and larger sites capable of accommodating expansive sales floor area and customer parking. General Commercial uses should not be located along low-volume residential roadways or in the midst of a residential neighborhood.

### 3. Office/Business Park

The purpose of this land use designation is to encourage the development of areas which are intended primarily to meet the business needs of industrial or manufacturing employers and employees. As such, it is intended that the predominant uses will be businesses that primarily provide support services to industrial development, such as:

- a. Offices for engineers, sales representatives or other manufacturing service types of businesses;
- b. Sit-down and Deli-type Restaurants; and/or
- c. Space for distributors and other retail outlets. Small manufacturing firms, (e.g., subcontractors to larger manufacturing firms) also may be allowed, if operations can be accomplished entirely indoors and are related to the service needs of manufacturers. An administrative development review process similar to the process used in the planned community Development zone could be employed to regulate specific land uses.

### C. Industrial Land Uses

Due to the highly diverse nature of manufacturing, extractive, transportation and warehousing industries in Colton, three Industrial Land Use designations are being proposed in the General Plan, as follows:

#### 1. Industrial Park

The purpose of this designation is to encourage the provision of master planned industrial parks within Colton which have a high level of visual amenities and high quality design standards. The minimum parcel size should be five acres for any individual Industrial Park. A review and permit process similar to the process currently used in the Planned Community Development Zone or for Conditional Use Permits could be employed, with strict guidelines as to use, landscaping and building design adopted for each parcel. Prevalent industrial uses should be light in nature. Multiple tenant uses may be permitted in this designation.

## 2. Light Industrial

The purpose of this designation is to define the limits of future industrial activity within the established sections of Colton. Land uses in the Light Industrial area should include low-intensity packing, assembly, storage, and similar uses which do not adversely affect surrounding residential, office, educational or commercial land uses. The M-1 Zone shall represent the location and extent of light Industrial activities in Colton.

## 3. Heavy Industrial

The purpose of this designation is to provide for intensive industrial activities foreseen in the region and promoted by long-range growth strategies, such as the Agua Mansa Industrial Corridor and Enterprise Zone. The nature of industrial activities under this designation will include heavy manufacturing, distribution, assembly, resource extraction, storage and similar activities not normally compatible in close proximity residential activities. Within established areas, Heavy Industrial uses should be buffered from residential activities by light Industrial or industrial park development whenever possible. The M-2 zone shall designate the location and extent of Heavy Industrial activities in Colton.

## D. Public Uses/Open Space

Public uses have been designated under a single category and includes both quasi-public and public uses. Open Space has been divided into three categories: Permanent open space, agriculture, and parks/recreational uses.

### 1. Public Uses

This designation generally includes all major public and quasi-public uses within the Planning Area including the Civic Center, fire stations, future hospitals, cemeteries, libraries, and schools.

Land for major public and quasi-public use is shown in the General Plan for community facilities, with current and potential locations identified. Not all publicly-owned facilities, however, have been specified. For instance, small facilities such as water pumps have been included in their surrounding land uses. Others, such as streets, have been shown as distinct uses. Flood control channels do not have a separate designation, but are identified on the General Plan Map.

## 2. Open Space

### a. Permanent Open Space

This category includes areas, which due to environmental hazards, are unsafe for human habitation. Such an area includes the Santa Ana River and its flood plain. This area can be used for recreational, equestrian and agricultural uses.

Cemeteries are also designated as Permanent Open Space.

### b. Agriculture

This designation is intended to protect existing areas devoted to agriculture or agriculturally related pursuits, with room for expansion if needed. Non-urbanized in nature, the Agriculture designation could allow such land uses as crop production, dairies, livestock raising, animal boarding, horse ranches and similar pursuits. While the designation remains on the map legend, the Agricultural designation has not been applied as a land use on the revised land use map; all land previously designated Agricultural has been reassigned to the specific plan overlay zone.

### c. Parks/Recreation

This land use designation is intended to identify present and future publicly owned Parks and Recreation facilities as well as larger privately held facilities devoted to passive and active outdoor recreational pursuits.

## E. Special Designations

Special land use designations include a Multi-Use Area, Planned Community Development and Specific Plan designation. Such designations serve to provide for tailored planning of areas requiring more than the traditional approach of standardized zoning regulations in order to realize overall General Plan objectives.

### 1. Multi-Use Area

This area has been established along the Mount Vernon Corridor for the purpose of creating a long-term vehicle for upgrading the economic and aesthetic environment. The Multi-Use Area designation permits a two-pronged approach by allowing existing parcels to be used for residential or commercial activities subject to aesthetic upgrades and by encouraging more significant residential and commercial projects in the future using density bonuses and design modifications based on the size of the development site. The

Multi-Use Area designation is not intended to create an immediate or near term transformation of the Mount Vernon Corridor, but rather to establish significant investment and community improvement opportunities which may be eventually realized as surrounding land costs continue to increase.

2. Planned Community Development

The purpose of this designation is to encourage sustained growth and investment by minimizing governmental constraints, providing for design flexibility, higher quality of improvements, and/or minimizing constraints to land use location. The Planned Community Development (PCD) designation has been explicitly identified for the Cooley Ranch area. The Planned Community concept is desired in other portions of the community and is encouraged in coordination with primary land use designations. In the Cooley Ranch area, no specific land use designation is identified in order to minimize constraints to land use allocations that would be dictated by private market forces. However, development standards which ensure a high level of improvement quality and also permit flexibility are applied to various land use developments. In addition, administrative review by a development review committee shall be used to minimize the time frame for approval and building permits.

3. Specific Plan

The preparation and adoption of Specific Plans are permitted by California State Planning Law for any part of an area covered by a General Plan such as Colton's. The overall purpose of Specific Plans is to provide a link between the General Plan, with its city-wide policies, and the precise details of development inherent in zoning and subdivision ordinances.

Specific Plans bridge the gap between the broad focus of the General Plan and the narrow lot-by-lot focus of the Zoning Ordinance. In the case of South Colton, the land area South of I-10, Specific Plans are most useful in addressing the major land use problems and potentials faced by this critical and unique part of the City.

Specific Plans may contain the location and regulation of buildings and land uses; location and standards for transportation facilities; density, water supply and waste disposal; conservation and development of natural resources; the protection of open space; and other measures needed to insure the execution of the General Plan.

Principles and Standards

A. Residential

LAND USE ELEMENT

Principles:

1. Concentrated residential development resulting in attractive neighborhoods should be promoted through the use of effective neighborhood design guidelines.
2. Urban recycling and infill to establish cohesive and complete neighborhoods is a fundamental community need.
3. A diversity of residential development types should be the determining factor by allowing adequate design flexibility.
4. Scales of economy and design efficiency in delivering public services should be the determining factor in cases where this is an issue.
5. Medium- and high-density residential developments next to large open spaces, open space systems and near major activities, such as shopping and employment centers, is critical to an efficient neighborhood design and long-term integrity of the residential environment.
6. Residential development in environmentally sensitive or hazardous areas should be generally avoided and only allowed when mitigating measures are taken to reduce the risk of occurrence or exposure.
7. Educational home improvement programs to involve citizens in residential neighborhood revitalization efforts should be an integral City function.

Standards:

1. A target density shall be established which represents the highest allowable density unless a density bonus has been granted, in which case the density is not to exceed designated maximum densities.
2. The density for each residential category shall be as follows:

	<u>Target Density*</u>	Density Bonus Maximum <u>Allowable Density*</u>
Residential Estate	N/A	2 DU/AC
Low-Density	5 DU/AC	8 DU/AC
Medium-Density	10 DU/AC	15 DU/AC
High-Density	15 DU/AC	21 DU/AC

\*NOTE: All densities for residential land uses are expressed in terms of "gross" acres. As used in the General Plan, gross acres means the number of acres in the parcel(s) of land proposed for development including all streets and public facilities to be constructed at the developer's expense.

3. A variety of residential development types and lot sizes shall be allowed in each category, provided the overall number of units per acre is not exceeded.
4. In areas designated Residential Estate, slope, soil stability, and other environmental factors shall be examined before allowing development and determining allowable density, not to exceed 2 dwelling units per acre.
5. Low-Density Residential shall be limited primarily to single-family dwellings on individual lots, although small lot and clustered development is permitted near density maximum. Common accessory uses, such as churches and similar uses are permitted.
6. Medium-Density Residential shall include multiple-family uses. The range of uses shall correspond with uses permitted under the City's present R-2 zoning district. Accessory uses, and other uses traditionally found in residential neighborhoods, would be permitted.
7. High-Density Residential shall include the entire range of residential development allowed in Colton under present planning policies. In addition, accessory uses and land uses such as churches and schools which are commonly found in residential neighborhoods would be permitted.

## B. Commercial

### Principles:

1. Future commercial development should reflect population growth needs of the community or be directed to regional market demands to prevent over saturation of the City's economic retail base.
2. Strip development commercial corridors stretched out over long roadway distances create inefficient uses of land which need to be improved and upgraded into cohesive land use entities.
3. Non-conforming land uses cause disruption to the cohesive land use environment and need to be improved or abated within a designated amortization period.
4. Well-designed, human-scaled commercial developments featuring an attractive and efficient pedestrian environment should be encouraged as they add to the responsiveness of commercial growth to localized needs.
5. The use of a "theme" in commercial areas, reflective of local characteristics and values should also be promoted.
6. Public transportation linkages between residential areas and major commercial corridors are necessary to make purchase opportunities available to all segments of the community.

Standards:

1. Commercial General Plan designations shall include the following categories:
  - a. Limited
  - b. General
  - c. Business Park
2. Commercial designations shall allow local flexibility in determining development types deemed necessary to establish a healthy and well-balanced commercial community.
3. Commercial areas shall include:
  - a. General commercial designations providing for a wide variety of commercial, office, and restaurant uses oriented toward retail trade in areas of intense commercial use, along major streets.
  - b. Limited commercial designations which serve the daily shopping needs of residents, usually within a one mile radius and are located throughout the community, generally on sites no larger than one to ten acres. Commercial uses which are primarily designed to serve the City as a whole, such as department stores, or variety stores, are not encouraged to locate in the neighborhood commercial centers.
4. Business park designations shall predominantly contain businesses that provide support services to industrial development. Although office, finance and administrative uses are also encouraged.

C. Industrial

Principles:

1. Industrial uses need to be located in areas compatible with surrounding uses such as adjacent to railroads and freeways.
2. The majority of future light-industrial developments should be in the form of attractive industrial parks, consistent with conventional design applications, and rehabilitation of older existing industrial sites needs to be encouraged with design incentives for landscaping and attractive building design finishes.
3. Light-industrial activities within established sections of Colton need to be limited in their effects on surrounding residential environments and should provide a buffer from heavy industrial activities.
4. The City should use specific plans for creating design flexibility and encouraging the development of attractive industrial parks.

5. The City should encourage labor intensive industrial uses to be linked with major public transportation routes serving the region in order to increase employment access to Colton facilities.

Standards:

1. Industrial General Plan designations shall include the following:
  - a. Industrial Park
  - b. Light Industrial
  - c. Heavy Industrial
2. Specific zoning standards for Light and Heavy Industrial activities shall be dictated by the City's M-1 and M-2 zones, respectively.
3. The minimum lot size for future light and heavy industrial development should be one-half acre with single tenant use incorporated into the lay-out and building design.
4. Multi-tenant industrial development should be concentrated in areas designated as Industrial Parks and developed on larger parcels.
5. Any individual industrial park shall have a minimum parcel size of five acres.
6. For industrial parks, a review and permit process similar to that used for Planned Community Design Review or Conditional Use Permit should be employed, with strict guidelines as to use, landscaping, and building design adopted for each parcel.
7. Areas designated for Industrial Park activities shall be specifically dictated by an Industrial-Park Zone in accordance with the General Plan. Such a zone:
  - a. Shall limit permitted uses to manufacturing activities which are considered light in nature, or uses for which it can be demonstrated that noise, fumes, vibration, or appearance approximates that commonly found in light industrial areas.
  - b. Could be administered by the granting of a Conditional Use Permit. Precise uses, landscaping, design, and circulation features for each project would be included as part of the permit.

D. Public Use

Principles:

1. Public improvements need to be implemented in a timely, efficient manner consistent with growth requirements and should be provided in part by future development, whenever possible.

Standards:

1. The Public Use designation shall include all major public and quasi-public uses within the Planning Area, including the Civic Center, fire stations, future hospitals, schools, cemeteries, large churches, and libraries.

E. Open Space

Principles:

1. A functional and adequate open space system should be provided which will protect recreational, agricultural, and other permanent open space uses.

Standards:

1. Public park space dedication or impact fees shall be required at the time of development unless similar public improvements are included as part of the project.
2. Common space amenities normally included as part of multi-family housing developments shall not be considered similar to public park improvements.

F. Special Uses

Principles:

1. Special use districts are needed to respond to highly specialized needs in the community and to create special localized investment opportunities that will stimulate further development City-wide.
2. Attractive, efficient and quality developments should be attracted through the use of a Multi-Use District and Planned Community Development District.
3. Special use districts should provide unique incentives to encourage larger projects of a self-sustaining scale, achieve aesthetically pleasing designs, and improve the character of the existing environments.

Standards:

1. A special zoning designation should be established within the Multi-Use District to regulate land uses and development. The special zone will address the following:

- a. Establish a permitted land use listing allowing new commercial and residential growth and excluding industrial activities.
  - b. Require special discretionary review of all future land use activities, except single-family residential occupancy, by the Planning Commission in an effort to promote improvement of existing conditions and ensure a desired level of land use and design integrity with future activities.
  - c. Establish minimum improvements and standards, such as off-street parking, to be required on all properties based on the scale of operations and proposed development.
  - d. Permit existing uses to continue in their current state until the business expires or changes over.
  - e. Establish a floating residential density for future development which increases according to a prescribed minimum lot size, but does not exceed the maximum unit yield of the high density residential designation.
  - f. Identify development standards corresponding to similar land use and zoning designations in other sections of the community.
2. Until a special zoning designation is established, existing residential and commercial zones along the Mount Vernon Corridor area shall be consistent with the Multi-Use designation subject to discretionary review under the Planned Community (P-C) Zone. Future single-family residential Land Use shall be exempt from this requirement.
  3. In the Multi-Use District the desired or target site development size for future growth should be at least one-half acre for residential and commercial projects.
  4. Future land use activities in the Planned Community Development (PCD) District should be specifically dictated by development standards established in the Planned Community zone.
  5. Discretionary review of PCD activity should be required of all future development and include consideration of alternative design concepts for traditional land uses.
  6. Discretionary review of Specific Plan activity should be required of all future development and include consideration of alternative design concepts for traditional land uses.

PLAN PROPOSALS

1. A density bonus program shall be established. Density bonuses in excess of the target density may be granted in order to 1) provide an inducement for the achievement of design excellence; 2) the provision of a high level of community amenities over and above minimums required in the Zoning Ordinance or elsewhere; 3) the provision of community facilities which are not otherwise required; or 4) the resolution of unique environmental problems. Target densities, where established, may be exceeded, given any or all of the following conditions:
  - a. A density bonus may be awarded to encourage the provision of amenities which are of a community-wide value. Such amenities may include the provision of, and full development of, public parks over and above those normally required pursuant to the General Plan; recreational facilities currently in short supply in the community; or additional open space.
  - b. A density bonus may also be awarded to encourage design and architectural excellence in any development proposed, or to overcome unique site design problems which cannot otherwise be solved.
  - c. In no case shall the awarding of density bonuses result in the maximum number of dwelling units allowed in the applicable density range being exceeded. These density bonus provisions shall not be construed as applying to any area not a part of a formal development application.
  - d. The density bonus provision may only apply to development applications filed subject to a Conditional Use Permit or a Planned Community Zone Requirement.
2. A Specific Plan Overlay Zone could be used to require conformance of any project within its boundaries to the provisions of a Specific or Precise Plan of Development which has been previously adopted or will be adopted in the future.
3. Specific Plan areas are identified in the updated General Plan for future preparation. When these plans are complete and adopted they will become a part of and a supplement to the General Plan. In the future, additional areas may require the focused attention afforded under a Specific Plan and could be identified and treated as the General Plan is further refined and continually updated.
4. A Planned Community Zone mechanism with a discretionary review and approval process should be created to regulate major developments in areas which are not currently built-up to their full capacity as designated in the General Plan. This process could be applied in areas which are currently vacant but developable, and in areas which are very sensitive and need the controls unique to this kind of program.

5. A set of priorities should be developed as part of the General Plan for future construction of public facilities and utilities. This set of priorities should be used by the City in establishing each year's Capital Improvements Plan and Budget by giving long-term guidance as to how the City's limited financial resources can be spent for improvements. The program could also identify which capital improvements are to be funded through developer contributions (e.g., parks), directly out of the City's General Fund or from other combinations of public and private funding sources.
6. In order to address current land use problems and capitalize on future opportunities for needed public improvements and desired growth, the community redevelopment agency should be utilized in creating a catalyst for overcoming existing barriers to the achievement of General Plan objectives. Inherent development, public-private participation and financing flexibility afforded under a redevelopment program should be used as an incentive for future growth and rehabilitation in undeveloped and established sections of the community. Currently the Colton Redevelopment Agency has three (3) areas under a redevelopment project designation or identified for future redevelopment assistance. These are 1) the Santa Ana River Industrial Area west of Hunts Lane; 2) the West End Industrial Project West of Hermosa Avenue and south of San Bernardino Avenue; and 3) the Mount Vernon Corridor extending eastward along Fairway Drive to the I-215 Freeway.

Within these areas the Redevelopment Agency has considerable ability to influence future growth, recycling of land use and rehabilitation through a variety of financing vehicles, development participation, design latitude and tax increment funding. Wherever appropriate and feasible, redevelopment should be utilized to achieve the objectives of the Land Use Element and other elements of the General Plan.

7. The City shall seek and utilize any available Federal funds and programs in implementing qualifying portions of the Land Use Element and other elements of the General Plan. This includes taking advantage of the "Enterprise Zone" designation to be granted along the Agua Mansa and Mount Vernon corridors in the near future.
8. A school development program shall be established helping to ensure proper planning for educational sites and facilities. Tools used in such a program may include the adoption of a City ordinance which would require developers to dedicate school facilities or fees for future development of classrooms.