



SOUTH COLTON LIVABLE CORRIDOR PLAN

Strategies for Community
Resilience and Upliftment

Prepared by Dudek for City of Colton and Southern
California Association of Governments (SCAG)

June 2019

DUDEK - PRO FORMA ADVISORS - PLACE IT!

South Colton is a place of perseverance and ingenuity, with a history that traces back to the Agua Mansa settlement circa the 1840s, and an identity that has persisted in the face of physical and social challenges.



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RESOLUTION NO. R- 61-19

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF COLTON TO ACCEPT AND ADOPT THE SOUTH COLTON LIVABLE CITIES CORRIDOR PLAN AS PART OF SCAG'S 2016-2040 REGIONAL TRANSPORTATION PLAN AND SUSTAINABLE COMMUNITIES STRATEGY SUPPORTING LOCAL PRIORITIES (FILE INDEX DAP-001-526)

WHEREAS, the South Colton Study Area is comprised of 19 blocks of South Colton that occupy about 110 acres. The study area extends from K Street on the north to Congress Street on the south, and 6th Street on the west to 9th Street on the east; and

WHEREAS, the Southern California Association of Governments (SCAG) has established the Sustainability Planning Grants Program in order to strengthen partnerships with local governments by providing consultant services as well as financial and technical resources for selected projects; and

WHEREAS, on November 17, 2016, the City of Colton submitted a proposal to prepare a "South Colton Revitalization Plan (Livable Corridor Plan)" under the Integrated Land Use/ Focused Purpose category of the Grant Program; and

WHEREAS, on February 2, 2017, the SCAG Regional Council approved the City Of Colton's proposal; and

WHEREAS, Dudek & Associates was commissioned by SCAG to prepare the Plan (or something similar) under supervision of SCAG and participation by the City of Colton; and

WHEREAS, the Plan was fully funded by SCAG in the amount of \$160,000; and

WHEREAS, the Plan, through recommended land use and zoning policy updates with improvements and design standards to addresses long-standing needs of the community of South Colton by proposing amenities and improvements, recommending new uses for vacant and underutilized parcels, and recommending updates to land use policies and development regulations. Additionally, the plan ensures that development strategies are grounded in rigorous market analysis; and

WHEREAS, the Plan is the first of multiple actions that are necessary to facilitate the improvements and investments envisioned in South Colton; and

WHEREAS, the Plan development employed a public outreach approach built on the understanding that community engagement engage people where they work, play, and naturally gather. Five outreach events were conducted over the 9-month period from October 25, 2018 to May 9, 2019; and

WHEREAS, the plan proposes four recommendations to revise existing land use and zoning policies.

1 *Consider revising the General Plan Land Use Map and Zoning Code along La Cadena Drive to*
2 *allow for mixed-use developments.*

3 *Consider revising the General Plan Land Use Map and Mobility Element and Zoning Code along*
4 *the suggested extension of Ninth Street to allow for residential townhomes.*

5 *Consider Amending the General Plan Mobility Element (Long-Term Roadway Improvements)*

6 *Consider revising the General Plan Land Uses and Zoning Code along Seventh Street to allow*
7 *for live/work residential developments.*

8 **WHEREAS**, on June 25, 2019, the Planning Commission unanimously recommended the City Council
9 accept and adopt the south Colton Livable Corridor Plan; and

10 **WHEREAS**, all other legal prerequisites to the adoption of this Resolution have occurred.

11 **BE IT NOW THEREFORE BE IT RESOLVED** that the City Council of the City of Colton does
12 hereby determines and declares as follows:

13 **SECTION 1.** Pursuant to the California Environmental Quality Act (“CEQA”), Statutory
14 Exemption 15262, Feasibility and Planning Studies, A project involving only feasibility or
15 planning studies for possible future actions which the agency, board, or commission has not
16 approved, adopted, or funded does not require the preparation of an EIR or Negative Declaration
17 but does require consideration of environmental factors. This section does not apply to the adoption
18 of a plan that will have a legally binding effect on later activities.

19 **SECTION 2.** The Planning Commission hereby recommends that the City Council accept and
20 adopt the South Colton Livable Cities Corridor Plan.

21 **SECTION 3.** The Secretary shall certify the adoption of this Resolution.

22 PASSED, APPROVED, AND ADOPTED this 16th day of July 2019.

23 
FRANK NAVARRO
Mayor

24 ATTEST:

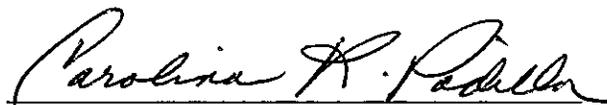
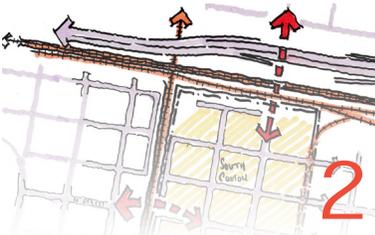
25 
26 CAROLINA R. PADILLA
27 City Clerk
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TABLE OF CONTENTS



Executive Summary 3



Existing Conditions Analysis 9



Community Engagement 29



Explorations 41



Recommendations 63

The following city entities and staff members were instrumental in the preparation of this plan.

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Art Morgan, Economic Development Manager
Jessica Sutorus, Environmental Conservation Supervisor
Victor Ortiz, City Engineer
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Sombrero Market



DUDEK



This is a project for the City of Colton with funding provided by the Southern California Association of Governments' (SCAG) Sustainability Program. SCAG's Sustainability Program assists Southern California cities and other organizations in evaluating planning options and stimulating development consistent with the region's goals. Sustainability Program tools support visioning efforts, infill analyses, economic and policy analyses, and marketing and communication programs.

The preparation of this report has been financed in part through grant(s) from the Senate Bill 1 - The Road Repair and Accountability Act of 2017 (SB1) Formula Funds and State Transportation Development Act (TDA) for the purpose of transportation planning, Cal. Util. Code Section 99233.2(b)(2). The contents of this report reflect the views of the author who is responsible for the facts and accuracy of the data presented herein. The contents do not necessarily reflect the official views or policies of SCAG or the State of California. This report does not constitute a standard, specification or regulation. SCAG shall not be responsible for the City's use or adaptation of the report.



This is now South Colton's Time

EXECUTIVE SUMMARY

South Colton exemplifies community perseverance and urban ingenuity. Located adjacent to Colton's downtown, separated by freeway and rail networks, it is a proud neighborhood with strong Latino roots, stretching all the way back to the Agua Mansa settlement along the Santa Ana River circa the 1840s. It remains a visible outpost of Latino urbanism, displaying vitality and vibrancy despite long-standing physical impediments. Its continued longevity speaks to the resourcefulness of its residents, the resilience of its businesses, and the strength of its social fabric. South Colton of today is a direct consequence of infrastructure, geography, and policy.

This plan authored by the City of Colton and funded by the Southern California Association of Governments (SCAG) aims to address long-standing needs of the community of South Colton. The plan identifies amenities and improvements, suggests new uses for vacant and underutilized parcels, and recommends updates to land use policies and development regulations cognizant of the unique relationship that the community has with the public realm and landscape of their neighborhood. Additionally, the plan ensures that development strategies are grounded in rigorous market analysis.

PROCESS

The plan was developed via a three-phase process completed over nine months – Analysis, Alternatives, and Preferred Plan. The three phases were punctuated by major outreach milestones that typically marked the conclusion of one phase and the launch of the next. Community outreach was woven into each of these phases and is the bedrock that shaped the overall recommendations.

The plan employed an outreach approach built on the understanding that community engagement can and should be more transparent and active by ‘taking it to the streets’ and engage people where they work, play, and naturally gather – as opposed to engaging passive ‘audiences’ at formulaic public workshops. Five outreach events were conducted over the 9-month period. Each was tailored to the community’s patterns of daily life and attempted to humanize engagement by capturing memories, oral histories, and historical narratives. These are less-tangible, but no-less-integral, elements of the urban condition. Techniques included story-telling, model-building, and neighborhood-walking. The goal was to understand the complex strands of local urbanism while reducing engagement barriers, expanding input, and increasing meaningful participation.

EXPLORATIONS

Multiple design studies were conducted as part of this planning effort. These reflected community aspirations, responded to the



findings of the market analysis, and were shaped by the urban design context of the neighborhood. The design studies aimed to identify amenities and improvements as well as uses for vacant and underutilized parcels.

Design concepts were presented to the community for feedback at an open house on May 9, 2019. None of the ideas presented here are actual proposals for implementation. They are, instead, hypothetical design studies to help us understand community preferences and illustrate the conceptual range of future improvements. Four focus areas were identified for testing new development opportunities. Together they represented the range of possible and appropriate development typologies that could be introduced in the neighborhood. Additional studies were also conducted on a neighborhood wide basis to address open space, connections, and public realm improvements.

DEVELOPMENT FEASIBILITY

Development concepts studied were tested for development feasibility (full memo





included in appendix B). The analysis focused on two key questions regarding the future development potential within the neighborhood:

- Are the proposed development scenarios financially feasible under current market conditions?
- What factors most impact financial feasibility regardless of the alternative?

Structured, Underground, and Podium Parking Creates Significant Additional Costs that Negatively Impact Development Feasibility. While structured, underground, and podium parking is appealing for many reasons the near-term reality is that the inclusion of these parking typologies will make the developments not possible without public subsidy. Changes in parking ratios and density could potentially be adjusted to accommodate a more compact development solution, which would achieve through cost reductions and revenue enhancement through additional development intensity.

With Limited Adjustments to Current Planning the South Colton Plaza Site is the Best Initial Development Opportunity. Given that that surface-parked retail and multi-family residential development typologies are feasible given current market conditions the

3.1-acre vacant site at LA Cadena Drive and O Street provides an immediate development opportunity. A successful project at this site could also act as a catalyst for future development in the Study Area.

RECOMMENDED LAND USE AND ZONING POLICY UPDATES

The plan proposes three recommendations to revise existing land use and zoning policies.

Revise the land use and zoning code along La Cadena Drive to allow for mixed-use developments. Currently, the land use designation along La Cadena Drive is General Commercial, a category that does not allow residential uses. It is recommended that the designation be revised to the General Plan category of Mixed Use – Downtown, which would allow residential uses up to 30 dwelling units per acre and non-residential uses up to 1.0 FAR.

Correspondingly, the existing zoning category of C-2 (General Commercial) is recommended to be revised to M-U/D (Mixed Use Downtown).

Revise the land use and zoning code along the suggested extension of Ninth Street to allow for residential townhomes. Currently, the land use designation on parcels between O Street and Congress Street, which previously accommodated the 9th Street rail corridor are Low Density Residential allowing a maximum density of 8 dwelling units per acre. To allow the suggested townhome residential typology, it is recommended that the underlying land use be revised to the General Plan category of High Density Residential, which would allow residential uses up to 22 dwelling units per acre.

Correspondingly, the existing zoning category of R-1 (Low Density Residential) is recommended to be revised to R-3/R-4 (Multi Family Residential).

Revise the land uses and zoning code along Seventh Street to allow for live/work residential developments. Currently, the land use designation on parcels along 7th Street (between M Street and K Street), are a patchwork of Mixed Use - Neighborhood, Low Density Residential, and General Commercial. To allow the suggested live/work mixed-use typology, it is recommended that the underlying land use be revised to the General Plan category of Mixed Use - Downtown, which would allow residential uses up to 22 dwelling units per acre and non-residential uses of up to 1.0 FAR.

Correspondingly, the existing zoning categories of M-U/N (Mixed Use - Neighborhood), R-1 (Low Density Residential), and C-2 (General Commercial) are recommended to be revised to M-U/D (Mixed Use Downtown).

RECOMMENDED IMPROVEMENTS

Beyond suggested revisions to land use policies and zoning, the plan also identifies actionable improvements that City can package to pursue grant funding. There are four key improvements recommended, each with broad community support.

Extend Ninth Street. Extending Ninth Street south of O Street to connect to Congress Street opens up a key linkage in the neighborhood, provides for a greater variety of housing options, and new open space amenities.

Improve the pedestrian experience at the La Cadena Drive undercrossing. An elevated sidewalk solution that eases the gradient for pedestrians and also keeps them separate from automobile traffic will ease access to and from downtown.

Provide new recreational and open space amenities. New amenities like the suggested park and trail along 6th Street and pocket parks on the 9th Street extension will complement existing parks and open space.



Introduce neighborhood-wide pedestrian and transit infrastructure. Safe and comfortable walking is a crucial ingredient for close-knit neighborhoods like South Colton. Improved crosswalks, handicap ramps, and school bus shelters will go a long way in improving the daily lives of residents.

RECOMMENDED DESIGN STANDARDS

This plan is sensitive to the intimate relationship that the community has with its physical landscape and built form. Residents have coopted the landscape and layered their own unique approach to urbanism. This do-it-yourself (DIY) approach to improvements in the public realm offer cultural, economic, and spatial solutions to the residents' needs as they customize and personalize their homes and community. Residents with few resources have used their imagination and resourcefulness to alter landscapes in ways that are intimate in scale and personal in nature.

This plan is accommodative to the community's approach and errs on the side of being less prescriptive, less deterministic in setting design standards. Instead, it facilitates the residents' DIY nature of claiming and improving their urban condition and respects

the community's instinctual efforts to shape the urban environment and public realm to their needs.

This approach is unusual but necessary to preserve and maintain the unique ethos of South Colton, one that has sustained and strengthened the neighborhood for multiple generations.

The plan's suggested design standards will apply to new developments pursuant to updates to land use and zoning code. These are categorized in four types based on the street that the future development will front on to:

- Typical Residential Street
- La Cadena Drive
- Seventh Street
- Ninth Street Extension

NEXT STEPS

This plan is the first of multiple actions that are necessary to facilitate the improvements and investments envisioned in South Colton. A suggested road map of follow-on items is listed below:

- Update the neighborhood's underlying land use policies and the zoning code to allow the community's preferred residential and mixed-use developments to take shape.
- Prioritize and pursue grant funds for improvements in the public realm particularly La Cadena Undercrossing pedestrian improvements, 6th Street Trail and Park, and neighborhood-wide pedestrian and transit infrastructure.
- Market and publicize the catalytic development potential of the suggested Mercado on La Cadena Drive.
- Engage the development community to highlight new land use regulations in South Colton.





IT IS NOW SOUTH COLTON'S TIME

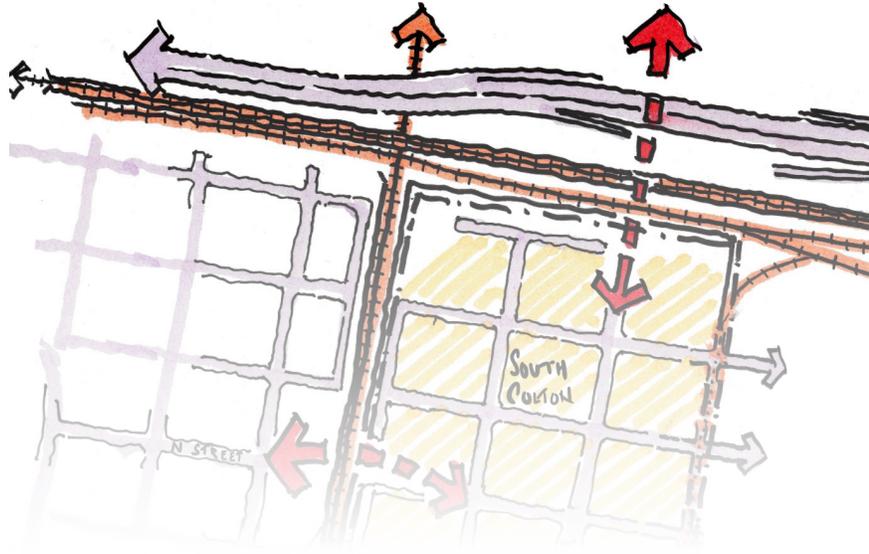
South Colton has been carved up by rails and freeways. It has seen its edges fray. Jobs that its residents relied on have disappeared. Its housing stock is aging. It witnesses long-term land vacancy. Yet it thrives, drawing its resilience from its residents, who are predominantly working class and Latino.

Every change they make to their neighborhood and homes has meaning and purpose, representing their struggles, triumphs,

everyday habits, and beliefs. Their efforts have sustained the longevity and vitality of South Colton.

This plan learns from the community's resilience and ingenuity, and broadcasts loudly that the time for improving and investing in South Colton is now.



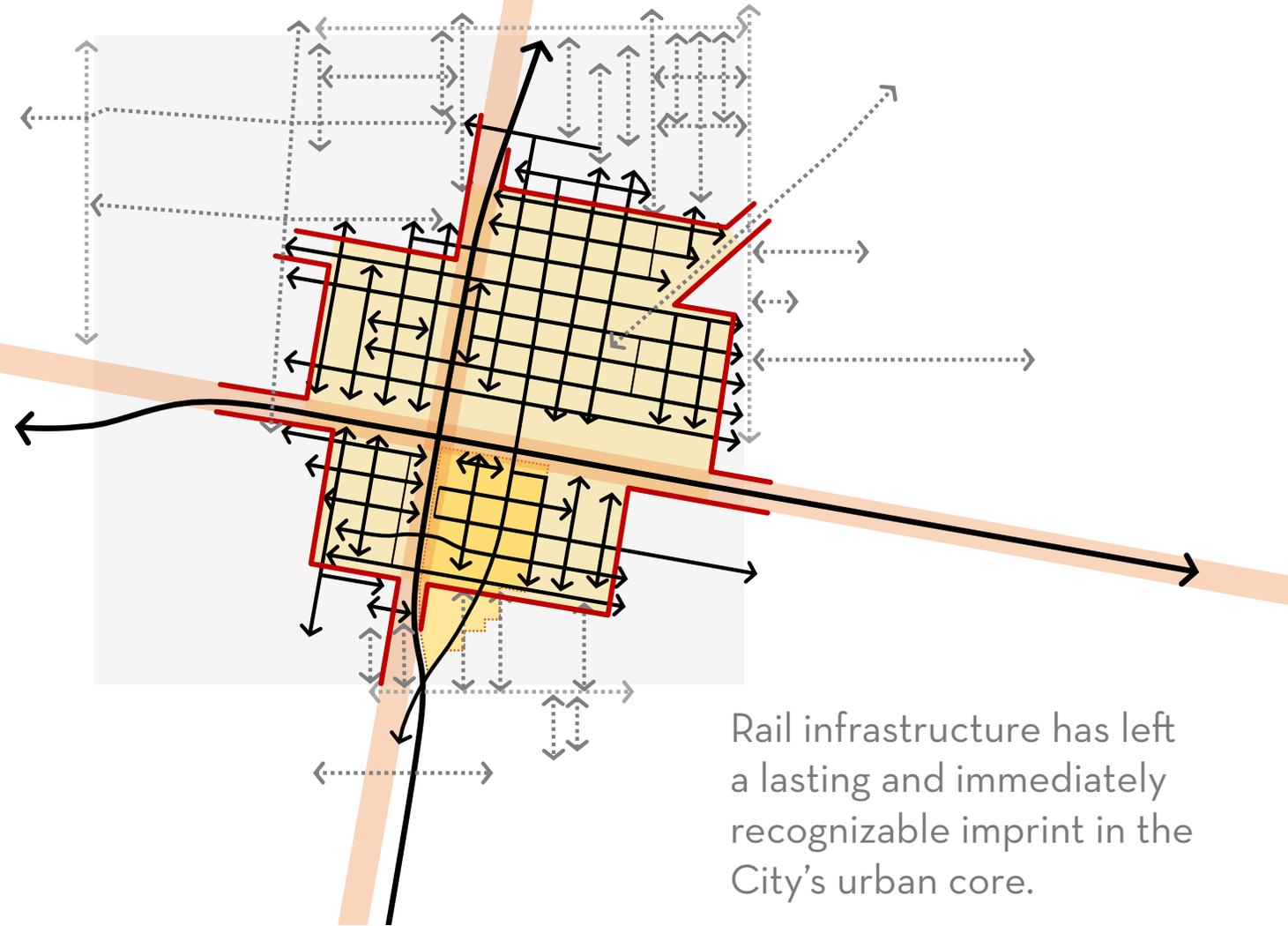


South Colton: The Preserverance of Place and Community

EXISTING CONDITIONS ANALYSIS

The City of Colton's origins are tied to the growth of railroad infrastructure in Southern California. Stations along the Southern Pacific rail corridor--built in 1875--have grown to become the cities and towns of the Inland Empire. Colton (founded in 1875 and incorporated in 1887) was one of the more significant of these stations and grew to become a major node in the region's transportation infrastructure.

The original Southern Pacific station at 9th Street (now demolished) marked the birthplace of the City, which grew around it. The young city's streets and blocks aligned themselves to the off-angle alignment of the rail corridor, leaving a lasting and immediately recognizable imprint in the city's urban core. To this day the City's relationship with rail is at the heart of its identity.



Rail infrastructure has left a lasting and immediately recognizable imprint in the City's urban core.

South Colton was the proverbial neighborhood on “the wrong side of the tracks.” Ringed originally by rail (and later by freeways) it was disconnected from downtown Colton and became an ethnically divided, working-class neighborhood composed primarily of Latino laborers (associated first with the construction of the railroads and then with the citrus industry).

The South Colton of today is a direct consequence of infrastructure, geography, and policy. It is a proud neighborhood with strong Latino roots, stretching all the way back to the Agua Mansa settlement along the Santa Ana River circa the 1840s. It remains a visible outpost of Latino urbanism, displaying glimpses of vibrancy despite long-standing physical and social impediments. The majority of South Colton's single-family housing was built early in the last century with values and spatial requirements that met the social and economic needs of working-class people employed by the packing houses and

agricultural fields of the Inland Empire. The historic urban infrastructure of South Colton amounts to wide streets, homes on big lots and a landscape devoid of intimacy! Over the years however, Latino residents have customized and personalized these public and private spaces to fit their social, economic, and mobility needs. The packing houses and fields are gone, but the neighborhood they created remains. Fields have become warehouses. Freeways and rail line grade separations have cut off South Colton physically, visually, and mentally from the rest of the City.

By any standard, South Colton is a special place and one that deserves attention and nurturing. It has played a seminal role in the birth and growth of Colton. It has retained its identity for over a hundred years in the face of challenging infrastructure and geography. It possesses community pride despite the impediments and barriers that have led to disinvestment. It is gateway into Colton and holder of its earliest histories.



THE STUDY AREA

The study looks at 19 blocks of South Colton that occupy about 110 acres. The study area extends from K Street on the north to Congress Street on the south, and 6th Street on the west to 9th Street on the east. To be clear, the generally accepted extents of South Colton go beyond these streets. However, the study is limited to these boundaries due to the size/scope of the grant that funds this effort. The study area includes both the historic core of the neighborhood (7th street) and the current commercial corridor (La Cadena Drive). Additionally, there is a commonality of issues across these 19 blocks and they operate as a single neighborhood.

There are estimated to be about 800 residents living within the study area (Colton has a population of about 54,000). There are about 220 households (compared to about 15,500 citywide) and about 200 primary jobs (about 20,000 citywide). The estimated annual median income of the study area is \$26,000, compared to \$47,000 for Colton and \$59,000 for San Bernardino County.

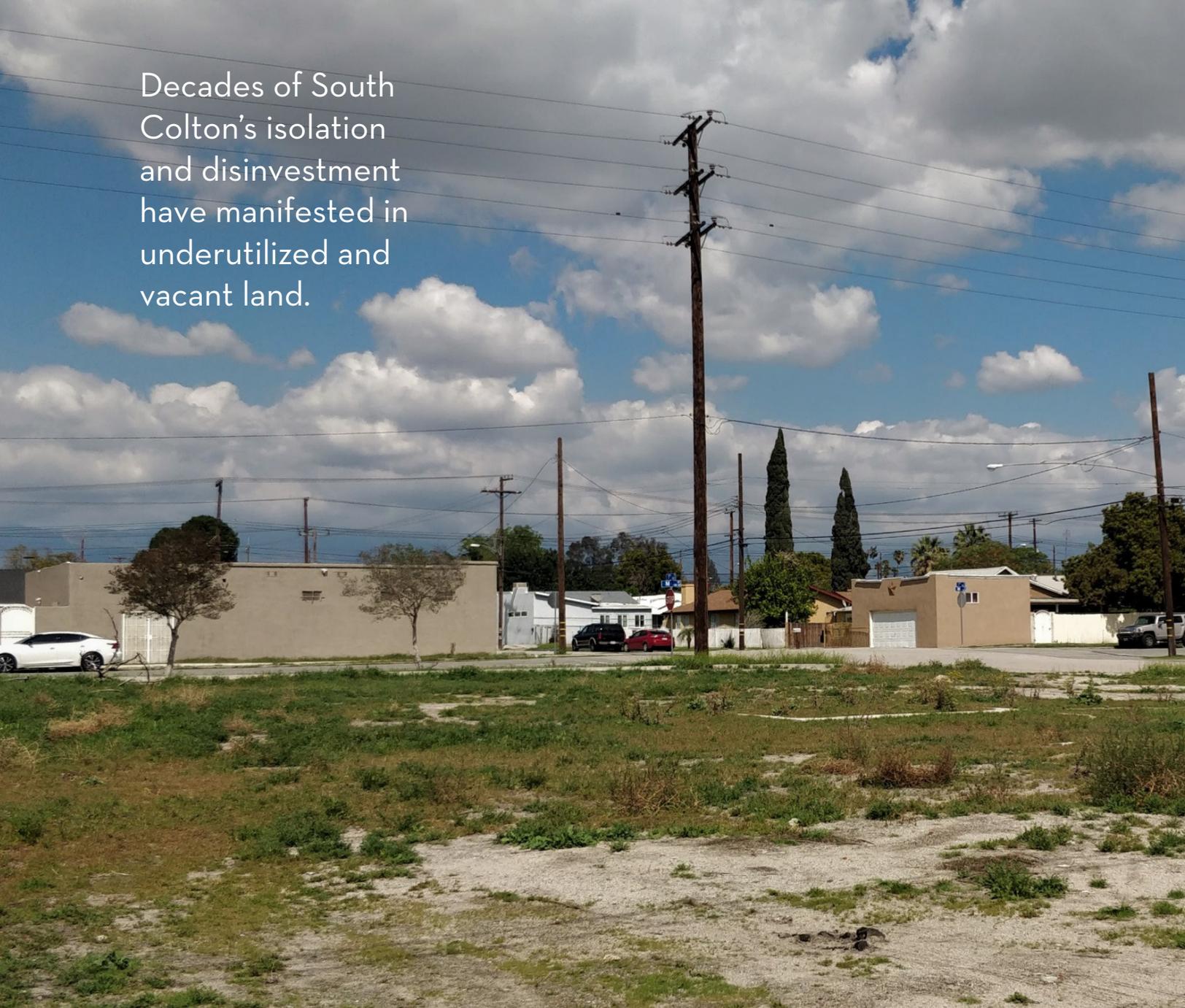


South Colton's land use patterns have been characterized by a (traditionally) eclectic juxtaposition of uses for decades.



Vacant parcels are opportunities to regain jobs and homes, building a critical mass of self-sustaining residential and economic activity.

Decades of South Colton's isolation and disinvestment have manifested in underutilized and vacant land.



PHYSICAL CONDITIONS

Since the time it accommodated citrus packing houses and laborers' houses, the neighborhood has always had an element of unusual adjacencies. This does allow for a more expansive interpretation of "mixed-use neighborhood" and might give residents the option to live close to potential jobs, a special benefit for a neighborhood that is disconnected from outside jobs and amenities.

The most visible manifestation of decades of South Colton's isolation and disinvestment

are in the preponderance underutilized and vacant parcels. Almost every block, especially on the west side of La Cadena Drive, has a vacant parcel. The neighborhood's housing stock is comprised primarily of aging single-family homes. Although some of these homes appear to house more than one household.

Commercial uses are found along La Cadena Drive, with only a few that serve the neighborhood. There are several auto-oriented service shops.



Beneath the surface, South Colton contains a robust community infrastructure that underpins the neighborhood.

CULTURAL LANDSCAPE

South Colton has built and is served by a vibrant network of schools, churches, parks, senior centers, and markets. In addition, the community has layered their own unique approach to urbanism that is the glue that holds the community together. This DIY altered landscape offers cultural, economic, and spatial solutions to the residents' needs as they customize and personalize their homes and community. Cactus planted in a parkway, a makeshift street basketball hoop, an elaborate front yard fence, a hand painted sandwich board, and other physical interventions represent the do-it-yourself (DIY) urban design of South Colton.

South Colton's Latino urban design interventions cannot be measured by any architectural standard but rather by life's experiences, adaptations, and aspirations.

These rasquache (DIY) interventions combine Latino behavior patterns with the American suburban form and create the hybrid approach of "Latino Urbanism." In South Colton these urban design interventions have been historically created in the shadows of municipal codes and have gone unnoticed. However, via this plan they are showcased and serve as the base line for plan recommendations.

Few signs or landmarks will indicate South Colton, however, one will know when they have arrived there because of vibrant landscape and people in public places. The ample residential parkways between the street and sidewalk are animated with life and the various ways residents have redesigned and repurposed them by planning shade trees, gardens, to installing small playgrounds.

San Salvador Church is an institutional anchor of South Colton, with a history going back to the 1850s.



Residents with few resources have used their imagination and resourcefulness to alter landscapes in ways that are intimate in scale and personal in nature.



The Front Yard Plaza. Nowhere else in South Colton is the Latino use of space so illuminated and celebrated than in the enclosed front yard. The front yards in South Colton are personal vignettes of the owners' lives. Many residents transform their front yards into mini plazas because they want to reinforce their social networks in their current neighborhood and express personal style.

Depending on the practical needs of the owners, the use and design of the front yard vary from elaborate courtyard gardens reminiscent of Mexico, to places for children to play, to spaces for working. Abuelas' yards are always the most verdant, green, and tranquil and illustrate the role of gender in shaping the environment.

South Colton residents bring the party, workspace, and conversation to the front yard creating activity in a quasi-public space. Unlike the conventional American front yard in which order, perfection, and a display of values are the ideal, the beauty of these rasquache yards is the cultural production of space and the participation by residents in civic activities.



Fences: A Social Catalyst. Waist-high fences enclose many front yards in South Colton which typically function as an intervention to keep things out or in. South Colton's front yard fences become a useful threshold to bring residents, neighbors, and pedestrians together. These fences break down the social and physical barriers between public and private space by creating a place for interaction. The fences are usually constructed out of chain link, wood or wrought iron grills with masonry post. Their cost and design vary depending on the home owner. Individual fences clearly delineate their property between neighbors, which allows residents to personalize their front yards.





Housescapes: South Colton Vernacular. The designs of South Colton homes evolved into a vernacular form as residents have made changes to suit their needs. Bringing the sofa out to the front porch, stuccoing over the clapboard siding, painting the house vivid colors, or placing a statue of the Virgin in the front yard, all reflect the struggles, triumphs, and everyday habits of working class community.

In many American homes today the use and importance of the front porch has declined. However in South Colton the front porch has gained a new importance, with residents enlarging and expanding them for many uses. Many porches are designed with arches similar to ones that outline the plazas in Latin America. Residents sit on the porch to escape summer heat or just be outside with family, friends and neighbors, the porch allowing the South Colton household to extend graciously to the street.



The new grade-separated Colton Rail Crossing is the “Great Wall” to many residents of South Colton.





Historically, access to South Colton from Downtown was just a walk over the Southern Pacific tracks. That (relatively) easy access was lost with the construction of the Interstate 10 (I-10) freeway in the 1950s.

CONNECTIONS

La Cadena Drive remained the only connection north, an umbilical cord to the rest of the city. More recently, the “Colton Crossing” rail grade separation project (or as some residents refer to it, the “Great Wall”), altered circulation in and out of the community (and blocked views to the mountains). Today, the I-10 and expanded rail infrastructure makes it nearly impossible to walk from downtown Colton to South Colton. Downtown and South Colton may be a 5-minute walk apart, but it is not quick nor convenient.

These big-ticket transportation infrastructure projects redirected the commercial landscape of the community. 7th Street was the original commercial heart of South Colton. However, when the I-10 closed off access from downtown along 7th Street, businesses died or migrated. This has left the historic commercial corridor with pedestrian friendly, zero-lot line buildings no longer economically viable. South La Cadena Drive has become the only entrance to the community from the north. It serves as an arterial to the City of Riverside with auto-oriented businesses, like tire shops, dominating.

EXISTING GENERAL PLAN LAND USE POLICIES

The underlying land uses within the study area are primarily Low Density Residential and General Commercial. Additional designations are also present on the margins and the table below summarizes all seven categories found in the study area.



LIGHT INDUSTRIAL

RAILROAD/UTILITY CORRIDOR

MIXED USE - NEIGHBORHOOD

OPEN SPACE - RECREATION

HEAVY INDUSTRIAL

GENERAL COMMERCIAL

LOW DENSITY RESIDENTIAL

PUBLIC/INSTITUTION

WILSON
ELEMENTARY

VETERANS
PARK

GENERAL PLAN LAND USE

LAND USE DESIGNATION WITHIN STUDY AREA	SUMMARY OF ALLOWED USES	HEIGHT RESTRICTIONS, DENSITY LIMITS SETBACK, OTHER DEVELOPMENT STANDARDS
Heavy Industrial	Heavy Industrial uses may include heavy manufacturing, distribution, assembly, resource mining, storage, and similar activities not normally compatible near residential development due to environmental nuisances such as noise and air pollution. Within established areas, Heavy Industrial uses should be buffered from residential neighborhoods by Light Industrial or Business Park development wherever possible.	Max FAR: 0.5
Light Industrial	This designation supports a variety of fabrication, manufacturing, assembly, distribution, and warehouse uses and, to a lesser degree, supporting commercial and office uses. The Light Industrial designation is intended for uses that are compatible with those in nearby commercial and residential districts, and do not produce substantial environmental nuisances (noise, odor, dust/smoke, glare, etc.). Uses may include low-intensity packing, assembly, storage, and similar uses that do not adversely affect surrounding residential, office, educational or commercial land uses. Light Industrial developments should be visually attractive, reflect high-quality development standards, provide adequate buffering from less-intensive land uses, and have adequate access to major transportation routes.	Max FAR: 0.5
Low Density Residential	The Low Density Residential designation provides for detached, single-family residences within a density range of 2.1 to 8.0 dwelling units per acre. Development is characterized generally by single-family detached homes on individual lots that form a cohesive neighborhood. Residential subdivisions in this category are similar to those found in many of Colton’s established residential tracts. Within this designation, clustering of dwelling units may be allowed to provide additional opportunity for a diversity of housing types and architectural styles and common open space areas. New development must be compatible and similar in character to the surrounding residential neighborhoods within this designation. Other uses, such as accessory dwelling units, group homes, and child care services, may be permitted consistent with the zoning regulations for the R-1 and similar implementing zones.	Allowed Density: 2.1 to 8.0 dwelling units per acre Typical Population Density: 7 to 26 persons per acre

GENERAL PLAN LAND USE

LAND USE DESIGNATION WITHIN STUDY AREA	SUMMARY OF ALLOWED USES	HEIGHT RESTRICTIONS, DENSITY LIMITS SETBACK, OTHER DEVELOPMENT STANDARDS
Mixed-Use Neighborhood	<p>The Mixed-Use: Neighborhood designation allows office, commercial, and residential uses within the same structure or adjacent to each other, including as live/work units. This designation is intended to preserve the established housing stock and residential character of a neighborhood while allowing for office or commercial opportunities and adaptive reuse of residential structures, and encouraging connections between residential neighborhoods and commercial and civic land uses. In addition to residential uses, the Mixed Use-Neighborhood designation provides opportunities for office and commercial uses similar to those allowed within the Business Park designation, provided compatibility with the scale and character of the established neighborhood can be achieved. Businesses with environmental nuisances (noise, odor, dust/smoke, glare, etc.) will not be allowed.</p>	<p>Maximum Density: 2.0 to 8.0 dwelling units per acre</p> <p>Max FAR: 1.0 for nonresidential components</p> <p>Typical Population Densities: 7 to 19 persons per acre</p>
General Commercial	<p>The General Commercial designation permits a wide range of retail and commercial services, professional offices, and medical facilities. The General Commercial designation supports higher-intensity commercial uses such as fast-food and sit-down restaurants, offices, auto services, and community-wide and regional retail establishments. Since many of these uses tend to be large in scale, appropriate locations provide regional exposure, high traffic visibility, and contain sites capable of accommodating expansive floor area and customer parking. The General Commercial designation should not apply to areas along low-volume residential roadways or in the midst of a residential neighborhood.</p>	<p>Max FAR: 1.0</p>
Open Space - Recreation	<p>The Open Space-Recreational designation provides for diversified recreational interests on public lands, including parks, recreational activity fields, trails, and passive areas. This designation is intended to identify publicly owned parks and recreation facilities, as well as larger privately held facilities devoted to passive and active outdoor recreation.</p>	
Public Institutional	<p>The Public/Institutional designation generally includes all major public, quasi-public, and institutional land uses, including the Civic Center, fire stations, hospitals, libraries, community centers, water treatment facilities, waste disposal facilities, and public schools.</p>	<p>Max FAR: 0.5 to 2.0, depending upon the corresponding zoning</p>

EXISTING ZONING

The existing zoning in the study area is comprised primarily of R-1 (Low Density Residential) and C-2 (General Commercial). Additional zones are also present and the table below summarizes all seven categories found in the study area.



M-1 - LIGHT INDUSTRIAL

R-U - RAILROAD/UTILITY/ROW

M-U/N - MIXED USE NEIGHBORHOOD

OS-R - OPEN SPACE - RECREATION

M-2 - HEAVY INDUSTRIAL

C-2 - GENERAL COMMERCIAL

R-1 - LOW DENSITY RESIDENTIAL

P-I - PUBLIC/INSTITUTION

EXISTING ZONING IN STUDY AREA

ZONES WITHIN STUDY AREA	SUMMARY OF ALLOWED USES	HEIGHT RESTRICTIONS, DENSITY LIMITS SETBACK, OTHER DEVELOPMENT STANDARDS
M-2 - Heavy Industrial	<p>The M-2 Heavy Industrial Zone is intended to include heavy manufacturing, distribution, assembly, resource mining, storage, and similar activities not normally compatible near residential development due to environmental nuisances such as noise and air pollution. Within established areas, Heavy Industrial uses should be buffered from residential neighborhoods by Light Industrial or Industrial Park development wherever possible.</p>	<p>Minimum lot area: 15,000 sf (100ft x 100ft min) Max FAR: 0.5 Max building height: 3 stories or 50 ft Min setbacks: front: 35 ft Side: 15 ft. None for lots adjacent to residential -15 ft with masonry wall Rear: 10 ft. None for lots adjacent to residential -15 ft with masonry wall</p>
M-1 - Light Industrial	<p>The M-1 Light Industrial Zone is intended to provide a variety of fabrication, manufacturing, assembly, distribution, and warehouse uses and, to a lesser degree, supporting commercial and office uses. The Light Industrial designation is intended for uses that are compatible with those in nearby commercial and residential districts, and do not produce substantial environmental nuisances (noise, odor, dust/smoke, glare, etc.). Uses may include low-intensity packing, assembly, storage, and similar uses that do not adversely affect surrounding residential, office, educational or commercial land uses. Light Industrial developments should be visually attractive, reflect high-quality development standards, provide adequate buffering from less-intensive land uses, and have adequate access to major transportation routes.</p>	<p>Minimum lot area: 15,000 sf (100ft x 100ft min) Max FAR: 0.5 Max building height: 3 stories or 40 feet Min setbacks: front: 25 ft Side: 15 ft from street. None for lots adjacent to commercial or industrial. Lots adjacent to residential - 15 feet with masonry wall Rear: 10 ft from street. None for lots adjacent to commercial or industrial. Lots adjacent to residential - 15 feet with masonry wall</p>
R-1 - Low Density Residential	<p>Clustering of dwelling units may be allowed through discretionary permit process to allow a diversity of housing types and common open space areas. Must be compatible with surrounding neighborhoods.</p>	<p>Max building height: 2.5 stories or 35 feet 2.1 - 8 DU/AC Max lot coverage: 40% of lot area Minimum setbacks: front yard: 25 ft Side yard: 10% of lot width not exceeding 15 ft Rear yard: 20 ft</p>

EXISTING ZONING IN STUDY AREA

ZONING WITHIN STUDY AREA	SUMMARY OF ALLOWED USES	HEIGHT RESTRICTIONS, DENSITY LIMITS SETBACK, OTHER DEVELOPMENT STANDARDS
M-U/N - Mixed Use Neighborhood	<p>M-U Mixed-Use Neighborhood Zone is intended to allow office, commercial, and residential uses within the same structure or adjacent to each other, including as live/work units. This designation is intended to preserve the established housing stock and residential character of a neighborhood while allowing for office or commercial opportunities and adaptive reuse of residential structures, and encouraging connections between residential neighborhoods and commercial and civic land uses. In addition to residential uses, the Mixed Use-Neighborhood designation provides opportunities for office and commercial uses similar to those allowed within the Business Park designation, provided compatibility with the scale and character of the established neighborhood can be achieved. Businesses with environmental nuisances (noise, odor, dust/smoke, glare, etc.) will not be allowed.</p>	<p>Min Lot size: 5,000 sf Density: 2.0 - 8.0 DU/acre Max FAR: 1.0 for non-residential Max building height: 3 stories or 45 ft Min setbacks: front: 0 -10 ft from sidewalk Side: none required for commercial lots, 10 feet for residential For buildings with ground floor commercial uses, the minimum required floor to ceiling height at the ground floor level for buildings facing public frontage lines shall be twelve feet. 2. For projects developed exclusively for senior residents as income-subsidized housing, densities of up to sixty dwelling units per acre is allowed with approval of a Conditional Use Permit. Residential developments shall provide minimum of 1 sf of outdoor rec space for every 3 sf of gross floor area within each dwelling unit. Common recreation space under residential shall contain a minimum area of 500 sf and min dimension of 20ft.</p>
C-2 - General Commercial	<p>The C-2 General Commercial Zone is intended to permit a wide range of retail and commercial services, professional offices, and medical facilities. The General Commercial designation supports higher-intensity commercial uses such as fast-food and sit-down restaurants, offices, auto services, and community-wide and regional retail establishments. Since many of these uses tend to be large in scale, appropriate locations provide regional exposure, high traffic visibility, and contain sites capable of accommodating expansive floor area and customer parking. The General Commercial designation should not apply to areas along low-volume residential roadways or in the midst of a residential neighborhood.</p>	<p>Each lot shall have a min width of 80 ft and depth of 100 ft, and min area of 10,000 sf Max FAR: 1.0 Max building height: 3 stories or 40 ft Min setbacks: front: 20ft Side: 15 ft, rear: 10 ft</p>

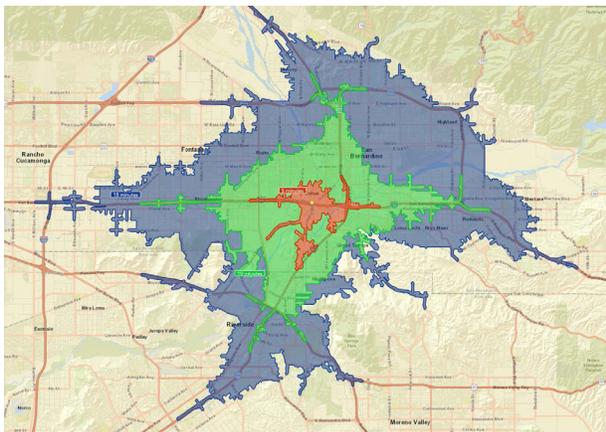
EXISTING ZONING IN STUDY AREA

ZONES WITHIN STUDY AREA	SUMMARY OF ALLOWED USES	HEIGHT RESTRICTIONS, DENSITY LIMITS SETBACK, OTHER DEVELOPMENT STANDARDS
OS-R - Open Space Recreation	<p>The Open Space- Recreation District is established (A) to reserve sites within the community for open spaces in accordance with the General Plan;</p> <p>(B) to protect and preserve unique areas in the City for purposes as groundwater recharge, flood control, wildlife habitat conservation which are of historic, cultural, social, and aesthetic value;</p> <p>(C.) To protect the public health, safety, and welfare and to minimize possible costs to the City and other public agencies that may result from the improper use of land subject to periodic flooding.</p>	<p>Max building height: 3 stories; not exceeding 45 ft</p> <p>Setbacks: At least equivalent to those required in the zone that adjoins the site at the front, side, or rear or is located across a public street from the site. Where the site adjoins or faces more than one zone, the zone regulations prescribing the greater setback shall govern. Note that where the side or rear property lines of a site adjoins a residential zone, a six-foot solid wall or fence may be required along the side or rear property lines.</p>
P-I - Public/ Institutional Zone	<p>The Public/Institutional Zone is established to reserve sites throughout the community consistent with the General Plan for public facilities and public service installations and to provide a procedure for their establishment and for the expansion of their operations. It generally includes all major public, quasi-public, and institutional land uses, including the Civic Center, fire stations, hospitals, libraries, community centers, water treatment facilities, waste disposal facilities, and public schools.</p>	<p>Max building height: 3 and 1/2 stories or 50 ft; except:</p> <ul style="list-style-type: none"> - When bounded on all sides by a district with greater height, max height shall be no great than 10 ft above that permitted by surrounding district - Where site is bounded by more than one district, and all bounding districts permit greater height, max height shall be equivalent to the abutting district permitting next greatest height. - Where site is bounded by nonresidential districts, a height of up to 6 stories with max of 84 feet may be permitted by design review committee - Where the site is surrounded by residential district, max height shall be no greater than adjacent/ abutting district for in the first 40 ft setback and increased by 10 ft every 20 ft setback from the 40 ft setback requirement not exceeding 50 ft. <p>FAR: 0.5 - 2.0</p>

MARKET ANALYSIS SUMMARY

The detailed market study conducted as part of this effort is included in full in Appendix A.

Socioeconomic Context. Between the 2000 Census and the 2018 Department of Finance population projection, the City gained approximately 6,800 residents. This represents an increase of approximately 375 people per year, which is an annual growth rate of less than one percent a year. The Study Area has a population of less than 1,000 residents and has grown at a rate largely consistent with the City. In both cases, the Study Area and City have shown minimal population growth over the last two decades. Population growth, which will in turn create demand for new housing and commercial opportunities, is expected to be moderate and in line with the larger County's population growth. The population of the existing Study Area can

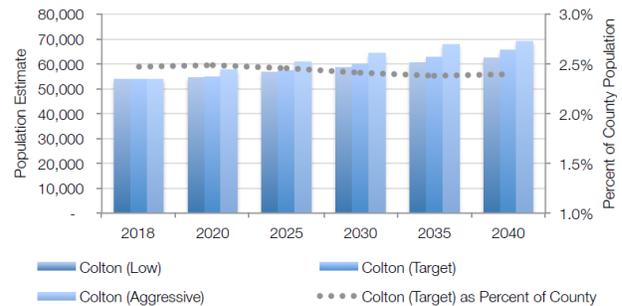


Drive-Time Market Map

be characterized by a considerably younger population, which given the large share of residents under 20 suggest a high number of family households. There is also a significant percentage of residents whom are 85 years or older. The residents are primarily Hispanic or Latino. While ethnicity does not necessarily affect development, different cultures tend to have different preferences and priorities that may change the market orientation of some residential and retail commercial land uses.

There were approximately 20,200 primary jobs in the City in 2015. It is estimated that there are approximate 200 primary jobs in the Study area. The current household incomes in

the Study Area are significantly lower than the City and County, which will limit the spending power for new retail uses in the Study Area. Similar to population growth, in-place employment growth is largely in line with the larger County projected trend.



Real Estate Context. Historic market trends help determine the potential for future land uses and associated development desired in the Study Area. Demand for residential housing will be a byproduct of employment and population growth throughout the County. Future demand for commercial retail uses will come from projected population growth in South Colton and the City as well as the larger region to the extent that retail is oriented towards a broader market area.

The City has exhibited general strength in both the for-sale and for-rent housing market. However, the County's availability of new housing (both planned and under construction) will impact new development in South Colton. Retail development in the County is nearing historic development averages. Overall, commercial retail development is experiencing generally lower vacancy rates and higher average asking rent rates.

For planning proposes a target growth scenario between the low and mid-range projection is warranted. Assuming South Colton development could capture 15 percent of the City's demand, the Study Area could add up to 350 new housing units over the next 20 plus years. Of the projected 54,000 square feet of new retail demand in the City,

future residents in the Study Area would provide support for approximately 8,400 square feet.

KEY MARKET FINDINGS

There are key challenges and opportunities for future development in the Planning Area.

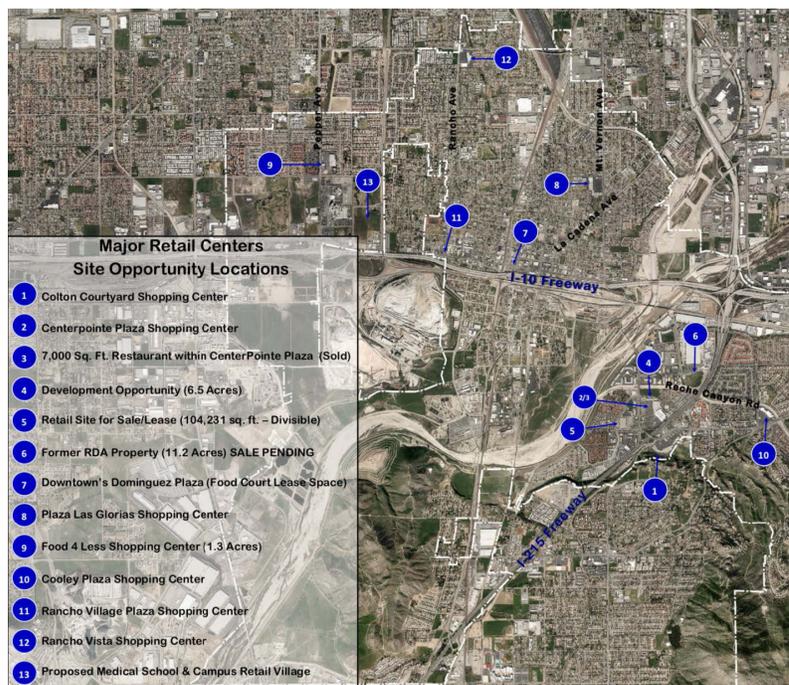
The planning area is challenged with limited points of access and thoroughfares that provide connectivity to the surrounding area. In order for commercial retail development to be successful, connectivity and access are critical. On the other hand, there are a number of underutilized parcels of land that could be developed in concert with desired planning goals. These parcels are located at key locations within South Colton. These identified parcels should be developed first to set the quality and expectations for future development in the Planning Area.

New housing would significantly increase the Study Area's housing density. Housing is needed to support commercial retail uses and enhance place-making. Adding 200 new units by 2030 would effectively double the number of housing units in the planning area, but not the population due to assumed lower household size. Demand for regional housing is growing, but could be challenged by other City planning goals including Hub City Centre

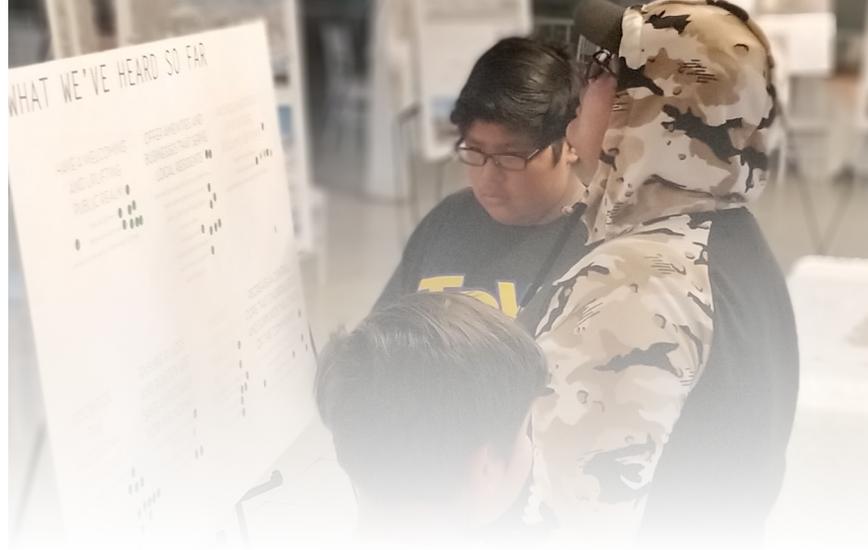
and Downtown Colton depending on the timing of the development and the delivered housing product.

Future residential development could include various forms of multi-family housing that are in limited supply in the region. New housing delivered in various forms would speed absorption and differentiate the Study Area from other areas in the City and Region, while still being consistent with South Colton's cultural attributes. A focus on 3-4 story stacked flats, row houses, and perhaps micro units could attract younger first-time buyers or renters. These housing development prototypes are in line with current trends and tend to attract individuals that desire more local services within a close walking distance (i.e. urban versus suburban environment).

New commercial retail development would help activate the Planning Area. A focus on mix of desired uses to move towards a pedestrian oriented environment consistent with the City's historic context. A mini food hall could be a key activator of planning area, given the lack of traditional groceries and the popularity of the retail product type. Food halls can also be seen as a mini incubator to promote small business.



Major Retail Centers and Site Opportunity Locations (2018)



Public input: the bedrock of successful planning

COMMUNITY ENGAGEMENT

South Colton is a special place. It has a complex and multi-layered physical landscape that draws from its Latino roots, its association with the railroad that led to its establishment, and its disconnections from the rest of the City. The community outreach efforts of this plan were necessarily sensitive to the neighborhood's origins, respectful of the unique Latino history that underlies its present identity, and shared the community's optimism for its future.

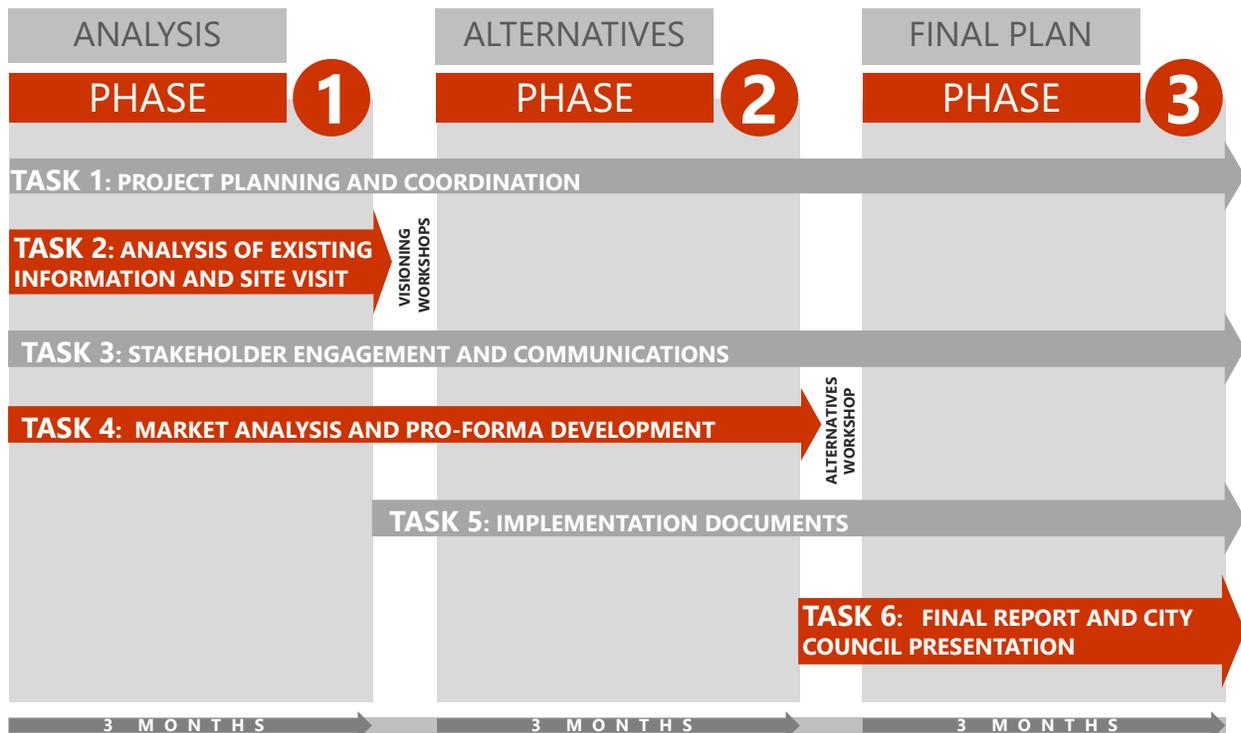
This plan was developed via a three-phase process completed over nine months - Analysis, Alternatives, and Preferred Plan. The three phases were punctuated by major outreach milestones that typically marked the conclusion of one phase and the launch of the next. Community outreach was woven into each of these phases and is the bedrock that shaped the overall recommendations.

Phase 1 Analysis. Plans succeed only when their analytical underpinnings are sound. Tasks in Phase 1 helped formulate a thorough understanding of what exists in the physical environment and in the expectations of the community of South Colton. Findings were synthesized into a clear set of design and planning principles that the City and stakeholders agreed and acted upon in developing and evaluating planning scenarios created in the later phases of the project.

Phase 2 Alternatives. During the Alternatives phase, multiple design concepts and hypothetical future scenarios were developed.

These studies tested development programs on opportunity parcels and public realm improvements across the study area for consistency with community expectations and market realities.

Phase 3 Final Plan. In the third phase of work, a preferred plan was selected based on community input, stakeholder preferences, consistency with guiding principles, market feasibility, and client direction. The individual elements of the plan were refined and developed into a set of recommendations that addressed zoning amendments, development standards, and future grant funding.



The three phases of the planning process, each integrating community engagement within the process.

OUTREACH APPROACH

The public process is, ultimately, what makes plans successful. A plan the public does not support has little chance of effecting change. The community engagement effort that serves as the bedrock of this plan had clear objectives:

- Empower residents, business, and community members to participate;
- Reinforce that the community and stakeholders are included in the decision-making process in a meaningful way;
- Create a forum for community generation of ideas and alternatives;
- Build trust and consensus around the vision by facilitating confidence, credibility, and transparency in decision making; and
- Use innovative, interactive tools to maximize involvement and protect the planning process from outreach fatigue.

The plan employed an outreach approach built on the understanding that community engagement can and should be more transparent and active by ‘taking it to the streets’ and engage people where they work, play, and naturally gather – as opposed to engaging passive ‘audiences’ at formulaic public workshops.

Multiple outreach events were conducted over the 9-month period. Each was tailored to the community’s patterns of daily life and attempted to humanize engagement by capturing memories, oral histories, and historical narratives. These are less-tangible, but no-less-integral, elements of the urban

condition. Techniques included story-telling, model-building, and neighborhood-walking. The goal was to understand the complex strands of local urbanism while reducing engagement barriers, expanding input, and increasing meaningful participation.

Four noticed outreach events were held (details below). These were supplemented by informal street interviews and discussions at neighborhood gathering spaces. It was important that every resident in the study area was aware and kept abreast of plan progress. Therefore, invitations to meeting were hand-distributed via flyers to all individual homes and businesses within the study area. Typically these distributions (of about 300 flyers) occurred the weekend before meetings. Invitations and information were also posted on city social media accounts (Facebook and Nextdoor).



Flyers were distributed door-to-door for all community events.

KICKOFF WORKSHOP

OCTOBER 25, 2018

El Sombrero Banquet Hall

The kick-off workshop was held on October 25, 2018 at the El Sombrero Banquet Hall on 7th Street, in the historic heart of South Colton. It was structured as a listen-and-learn session incorporating a variety of hands-on activities. About 50 attendees attended the inaugural workshop.

Three goals shaped the agenda of the workshop. First, it aimed to introduce community members to the planning study and provide them an overview of how their involvement will shape the plan. Second, it sought to hear their personal stories, oral histories, and neighborhood memories. Third, it invited them to think about the future of their neighborhood and build its key components.

Two exercises were conducted. First, participants were asked to build their earliest childhood memory in 5 - 10 minutes, choosing from hundreds of small items and found objects. This exercise was intended to help them reflect on the memories, places, and activities that have had an impact on their lives and shaped their relationship with the built environment. Several, but not all, participants were long time, multi-generational residents of the neighborhood and shared their memories of growing up in South Colton.

In the second exercise, participants worked together in teams and built their ideal community of South Colton using the same physical objects from the previous exercise. They had 15-20 minutes to complete the task and thereafter each team reported back to the larger group.



POP-UP EVENT

DECEMBER 15, 2018
Sombrero Market

A pop-up event was held at Sombrero Market, the neighborhood's local grocery store on La Cadena Drive, on a Saturday morning. An interactive physical model of South Colton was set up at the front entrance of the store along with a couple of easels with note pads. About 45 people stopped and spoke and dozens more saw the model. The conversation were both in English and Spanish.

Participants were asked the following questions as way to get the conversation going: How would they improve South Colton, what they liked about South Colton, and what problems would they like fixed.



WALKING TOUR

JANUARY 19, 2019

A walking tour of the neighborhood was conducted on a Saturday morning in January 2019. It commenced at Rayos De Luz Church on La Cadena Drive and lasted for over an hour, touching on the key places of the neighborhood. South Colton is one of oldest barrios in Southern California that is socially and physically intact and the tour allowed participants to explore, understand, and appreciate the uniqueness of the neighborhood.

The experience of walking the neighborhood's streets provided a first-hand experience of the pulse and pace of the community. The front yards, animated and multi-layered, hinted at and displayed family heritage and identity. Many of these front yards are enclosed by fences of variety of types - from simple chain link to elaborate custom design masonry and wrought iron. These fences transformed the front yard into a usable private space or extension of the home. Almost every home in South Colton has an open-air front porch of varying sizes and designs. The front porches allow residents to live in both the indoor and outdoor spaces that reflect their understanding of the sunny climate and provide shade from the sun. The front porch is a critical buffer between spaces: outdoor-indoor and public-private.



OPEN HOUSE

MAY 9, 2019

El Sombrero Banquet Hall

A half-day open house was hosted on a Thursday afternoon in May 2019 at the El Sombrero Banquet Hall on 7th Street. This event served as the culmination of the plan's outreach activities. On display were ideas and concepts for hypothetical new developments, amenities, and improvements. About 20 residents attended. They reviewed exhibits at their own pace and stayed for as much time as they were able to spare. Each attendee was given a stack of red and green stickers to mark their preferences directly on the exhibits. The input, as seen in the event photos, was overwhelmingly supportive of the ideas on display.



COMMUNITY MEMORIES AND HISTORIES

Nuanced and informed input from community members characterized the tone of discussion at all outreach events. The recurring themes that emerged from this engagement included:

WALKING THE NEIGHBORHOOD

Community members fondly remembered the physical acts of walking and navigating the built environment. A sampling of their memories:

- Walking to the library and getting a snack at a store
- Walking to school through the mud and cleaning off her shoes once she got there
- Closing off the roads for dances with loud music in the street

THE COMFORT OF DAILY RITUALS

Everyday activities, mundane, but remembered (and now missed) because they were habitual and provided comfort. A sampling:

- Walking home from school, stopping at a shop along the way, feeling safe
- Walking to her dad's shop and then to the market
- Walking daily to the store to buy candy
- Aunt worked at the market; she'd bring her aunt the mail and then buy candy

SPENDING TIME WITH FAMILY

Given the multi-generational nature of many families, several participants built memories that highlighted strong and long-lasting local family ties. A sampling of their memories:

- Spending time at grandparent's house with animals and fruit trees
- Learning how to ride bicycles with family members and riding on the handlebars of older brother's bike down the La Cadena underpass
- Hanging out in front of grandma's store

FEELING FREE AND SAFE

Participants recounted aspects of their childhood and that made them feel safe and also provided them the freedom to grow and learn.

- Moving out of her family home and feeling independent, that it was a positive change
- Finding Mexico here and English-speaking Mexicans

BELONGING, PARTICIPATING, OBSERVING

A common shared memory was the sense of belonging one experienced as a child, and the familiarity and comfort that came from participating in and observing the events and activities of the neighborhood. A sampling of their stories:

- Going to the Colton Auction, where there were animals and cowboys
- Going to fiestas, walking along the riverbed, being a part of Cub Scouts
- Watching folks going to church for celebrations
- First job at 16, at a florist's; saw murals nearby
- Remembering when she suddenly realized she spoke English
- Memories of holidays, school, and cruising around

BEING OUTSIDE, PLAYING WITH FRIENDS

A common shared memory was the sense of belonging one experienced as a child, and the familiarity and comfort that came from participating in and observing the events and activities of the neighborhood. A sampling of their stories:

- Going to the Colton Auction, where there were animals and cowboys
- Going to fiestas, walking along the riverbed, being a part of Cub Scouts
- Watching folks going to church for celebrations
- First job at 16, at a florist's; saw murals nearby
- Remembering when she suddenly realized she spoke English
- Memories of holidays, school, and cruising around

COMMUNITY ASPIRATIONS

Participants at outreach events articulated ideas and visions for what would constitute their ideal South Colton.

HAVE A WELCOMING AND UPLIFTING PUBLIC REALM

- Trees and greenery
- Safety & cleanliness
- Revive fountain on La Cadena and O Street

ENSURE PLACES AND ROUTES ARE SAFE, ESPECIALLY FOR THE YOUNG

- Safe routes to school and safer crossings
- Buffers along train tracks
- Lower speed limits

OFFER AMENITIES AND BUSINESSES THAT SERVE LOCAL RESIDENTS

- New small businesses that are not just tire shops
- More cafes and fewer liquor stores
- Library in the lot by Wilson School
- Daycare center
- More restaurants
- More kid-friendly businesses
- Bakery, market, gas station
- Map of attractions

PRIORITIZE THE PEDESTRIAN EXPERIENCE

- Better sidewalks, walkways, and walkability
- Better lighting
- Better and safer crossing options over/across La Cadena
- Improve 9th Street
- A better way to walk to Downtown Colton that is safe and tree-lined

PROVIDE IMPROVED AND DIVERSE HOUSING OPTIONS

- Rehab historical houses
- Reduce land vacancy
- Build something on the empty field by Wilson

PROVIDE PARKS AND PLACES TO BE ACTIVE

- Trail for biking and walking along the Santa Ana River
- Skatepark
- Sports complex

RECREATE A CENTRAL CORE THAT ENCAPSULATES AND SUPPORTS THE ETHOS OF THE COMMUNITY

- Community center with more outdoor amenities
- Plaza or paseo around the church
- Landmark designations
- A special place in the heart of the neighborhood



Amenities, Improvements, and Opportunities

EXPLORATIONS

Multiple design studies were conducted as part of this planning effort. These reflected community aspirations, responded to the findings of the market analysis, and were shaped by the urban design context of the neighborhood. The design studies aimed to identify amenities and improvements as well as uses for vacant and underutilized parcels.

Design concepts were presented to the community for feedback at an open house on May 9, 2019. None of the ideas presented here are actual proposals for implementation. They are, instead, hypothetical design studies to help us understand community preferences and illustrate the conceptual range of future improvements.

Four focus areas were identified for testing new development opportunities. Together they represented the range of possible and appropriate development typologies that could be introduced in the neighborhood. Additional studies were also conducted on a neighborhood wide basis to address open space, connections, and public realm improvements.



Conceptual live/work residences and apartments along 7th street

SEVENTH STREET REVITALIZATION



7th Street today

New live/work residences and apartments

Seventh Street was once the historic heart of South Colton. It was the hub of the neighborhood's commercial, civic, and entertainment activities. Some anchors, like San Salvador Church, still have a significant presence but most other non-residential uses have disappeared.

This conceptual study looks at including new live/work residential development along Seventh Street 7th Street today as well as a two-level apartment building.



Conceptual 7th street plan



Conceptual live/work residences and apartments along 7th street



OUTDOOR EVENTS ON 7TH STREET

With a nod to Seventh Street's past role as the heart of the neighborhood, this idea illustrates a temporary closure of the street to host an outdoor event. This could coincide with San Salvador Church's annual Fiesta or other neighborhood events.



7th Street today



7th Street today

LIVE/WORK HOMES ON 7TH STREET

Seventh Street once served as the commercial heart of South Colton but it has since transitioned to purely residential uses as business activity moved to the more busy and visible La Cadena Drive. This sketch illustrates 2-level live/work homes. These are homes occupied by a family that can run a business or an office on the ground floor and live above. This type of development allows Seventh Street to revive its mixed-use character without directly competing with La Cadena Drive.



Conceptual townhomes and pocket parks along new 9th St extension

NINTH STREET EXTENSION

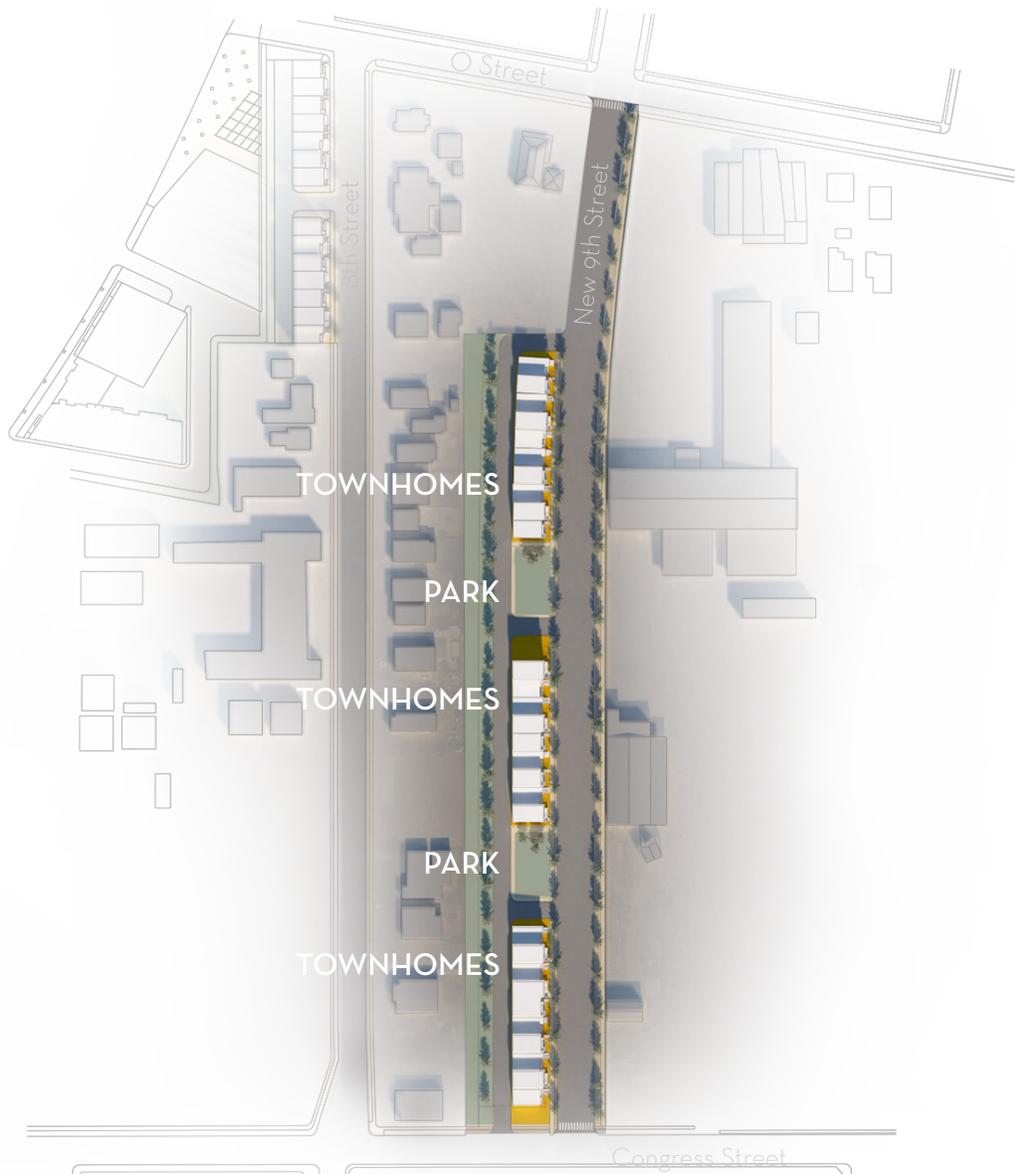


Existing vacant lot south of 9th Street

New neighborhood street, townhomes, and parks

Until recently railroad tracks ran up 9th Street. Since their removal in 2017, the segment of 9th Street north of O Street has reverted to looking like a traditional neighborhood street. However, the rail right of way south of O Street remains a dirt lot.

Extending 9th Street south of O Street to connect to Congress Street introduces a new neighborhood street in South Colton and addresses a longstanding underutilization of land.



Conceptual 9th St extension plan

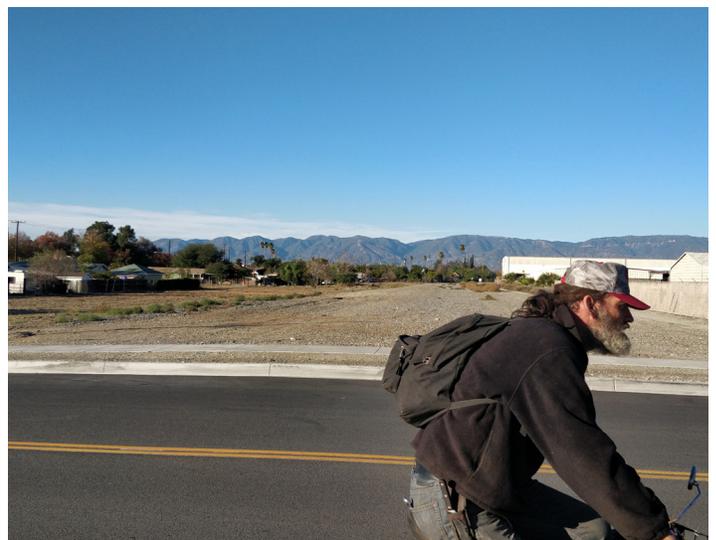


Conceptual townhomes and pocket parks along new 9th St extension



A NEW STREET FOR THE NEIGHBORHOOD

Extending Ninth Street south of O Street to connect to Congress Street opens up a key linkage in the neighborhood, provides for a greater variety of housing options, and new open space amenities. It will transform the existing dirt lot, which the neighborhood currently turns its back to, and make it a part of the neighborhood.



Today



Conceptual apartments and local retail along La Cadena Drive

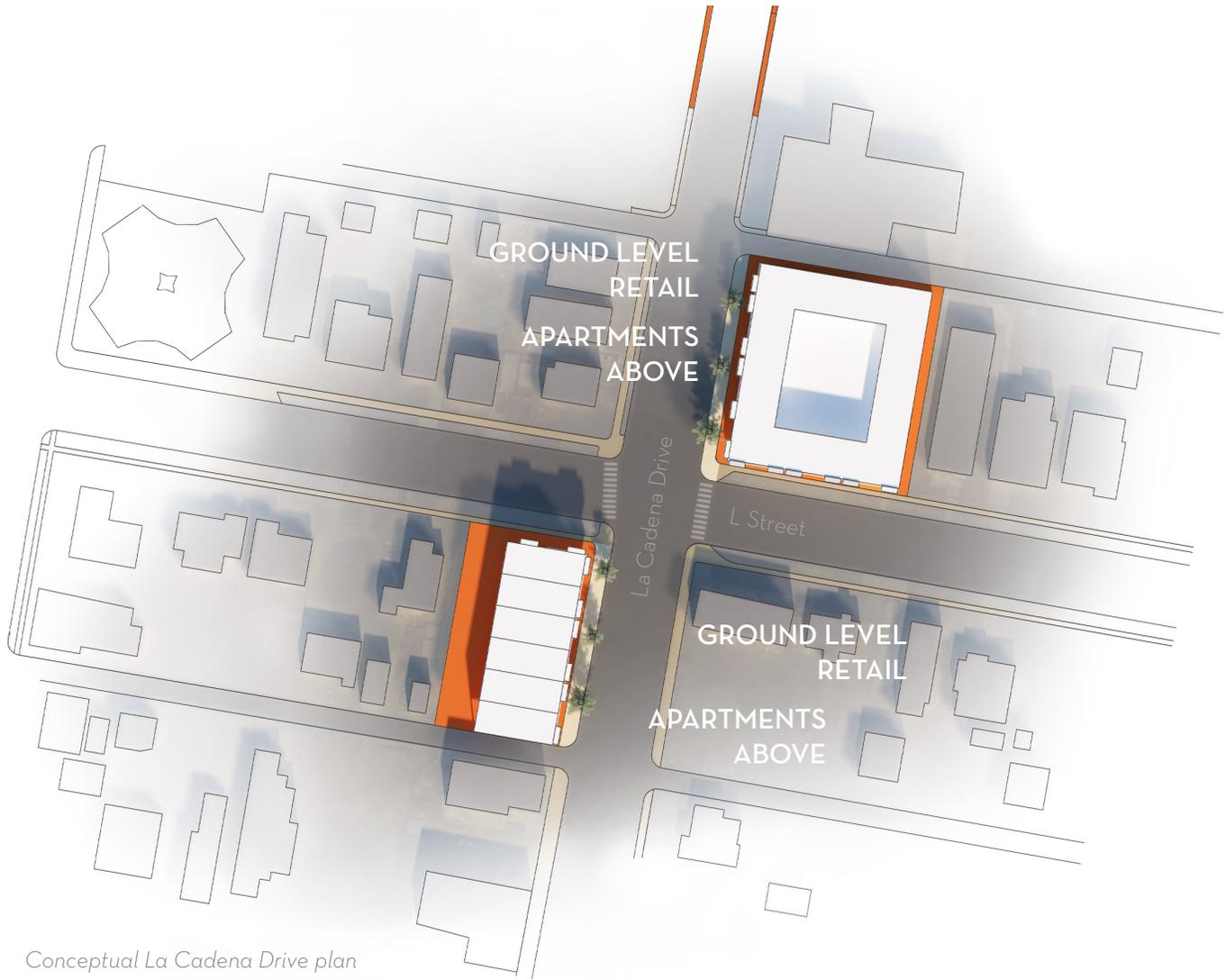
LA CADENA DRIVE MIXED-USE



La Cadena Drive today

New apartments and local retail

La Cadena Drive is a major arterial that connects Colton to Riverside. The segment within South Colton has a cluster of commercial uses, with only a few that serve the neighborhood. This study looks at two vacant lots on either side of La Cadena Drive at L Street. It considers a mixed-use approach in providing retail uses at the ground level and apartments above. Residential uses are currently not allowed on La Cadena Drive.



Conceptual La Cadena Drive plan



Conceptual apartments and local retail along La Cadena Drive



La Cadena Drive today

MIXED-USE ON LA CADENA DRIVE

La Cadena serves as the commercial hub of South Colton. However, given the absence of residential uses on the street it seems to traverse and not to imbibe the spirit of the neighborhood. This sketch illustrates the potential qualities of the street if new mixed-use developments occurred on existing vacant lots. Improvements would include ground level retail directly accessed from the sidewalk, new street lighting, new street trees, and apartments on the upper floors.



Conceptual South Colton plaza

SOUTH COLTON PLAZA

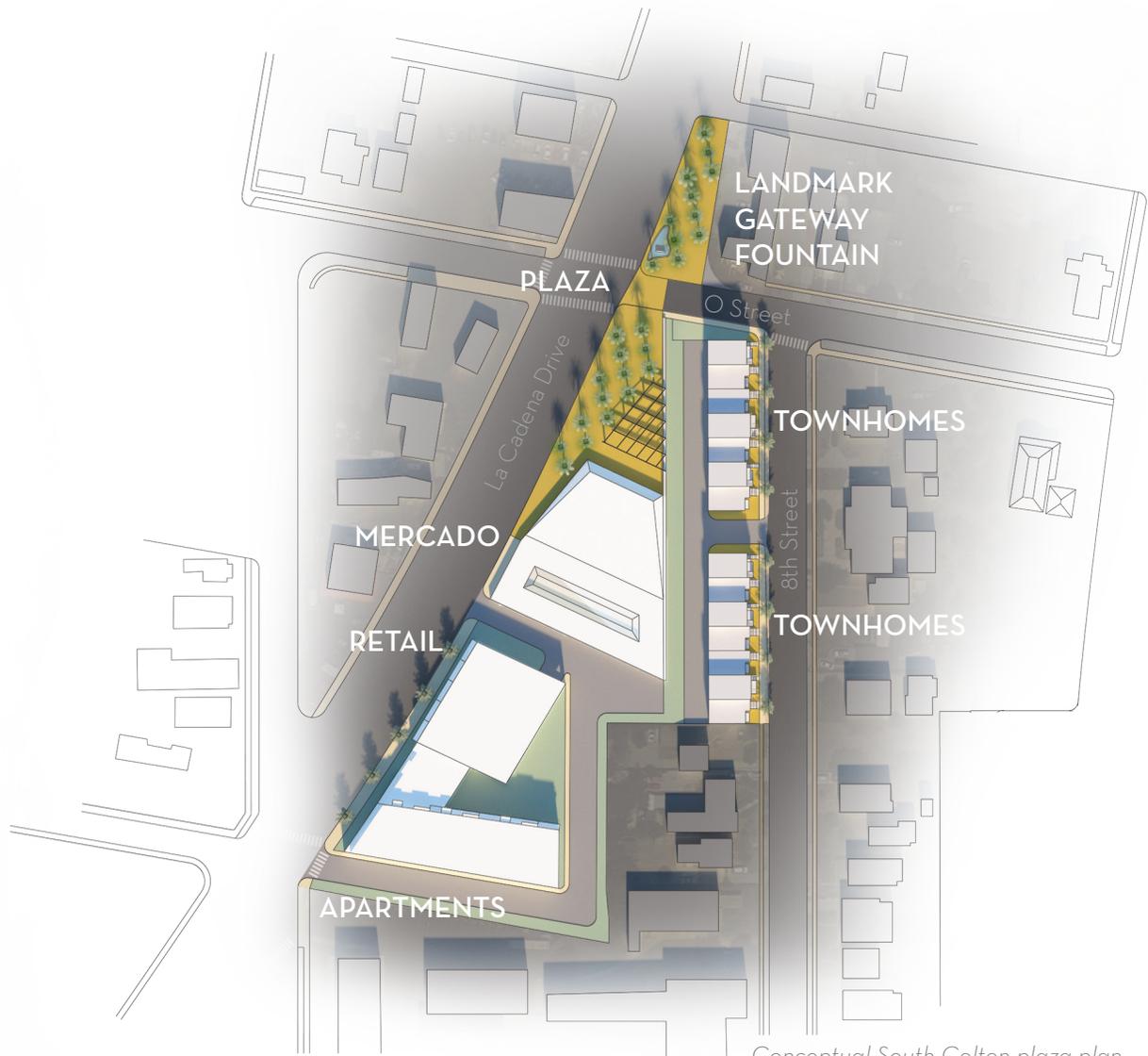


3.1 acre vacant parcel at La Cadena and O Street

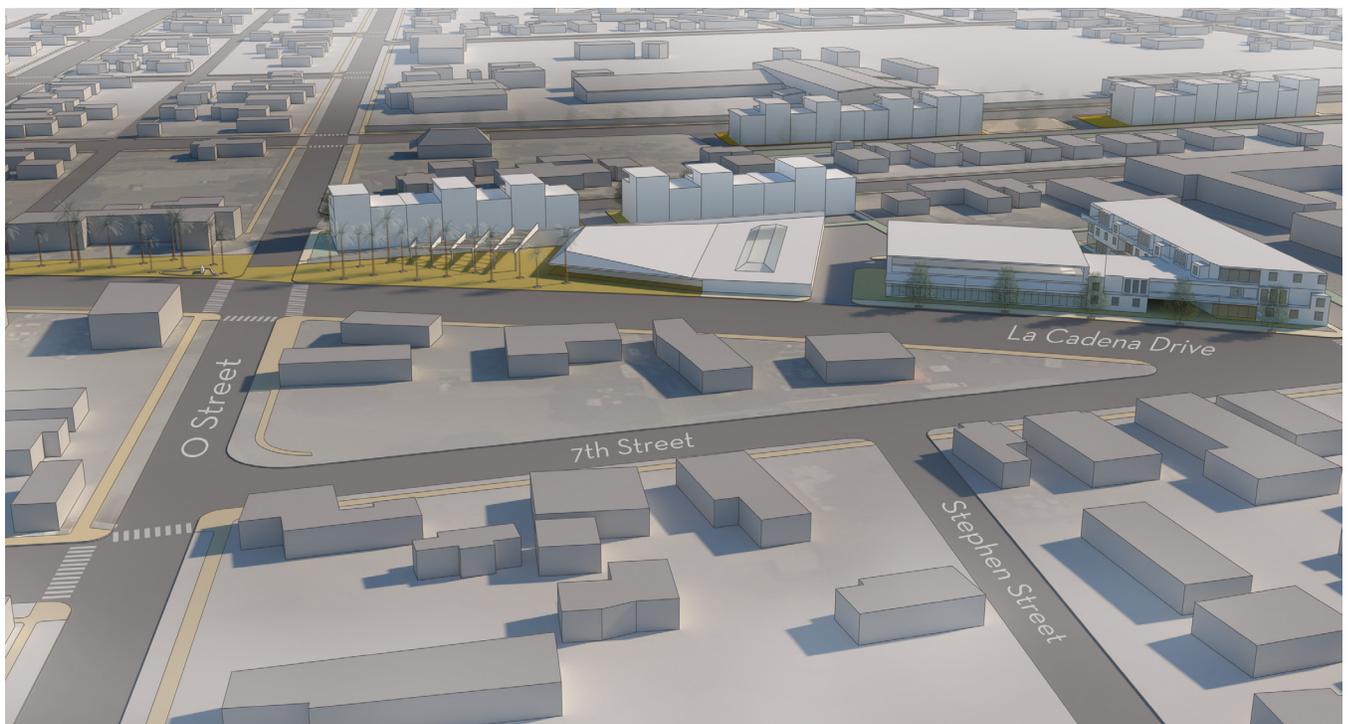
New mercado, apartments, townhomes, and neighborhood retail

The vacant 3.1 acre parcel at the intersection of La Cadena Drive and O Street presents the most visible opportunity in South Colton. It also sits just south of the South Colton's most visible landmark, the gateway fountain that welcomes visitors into Colton from the south.

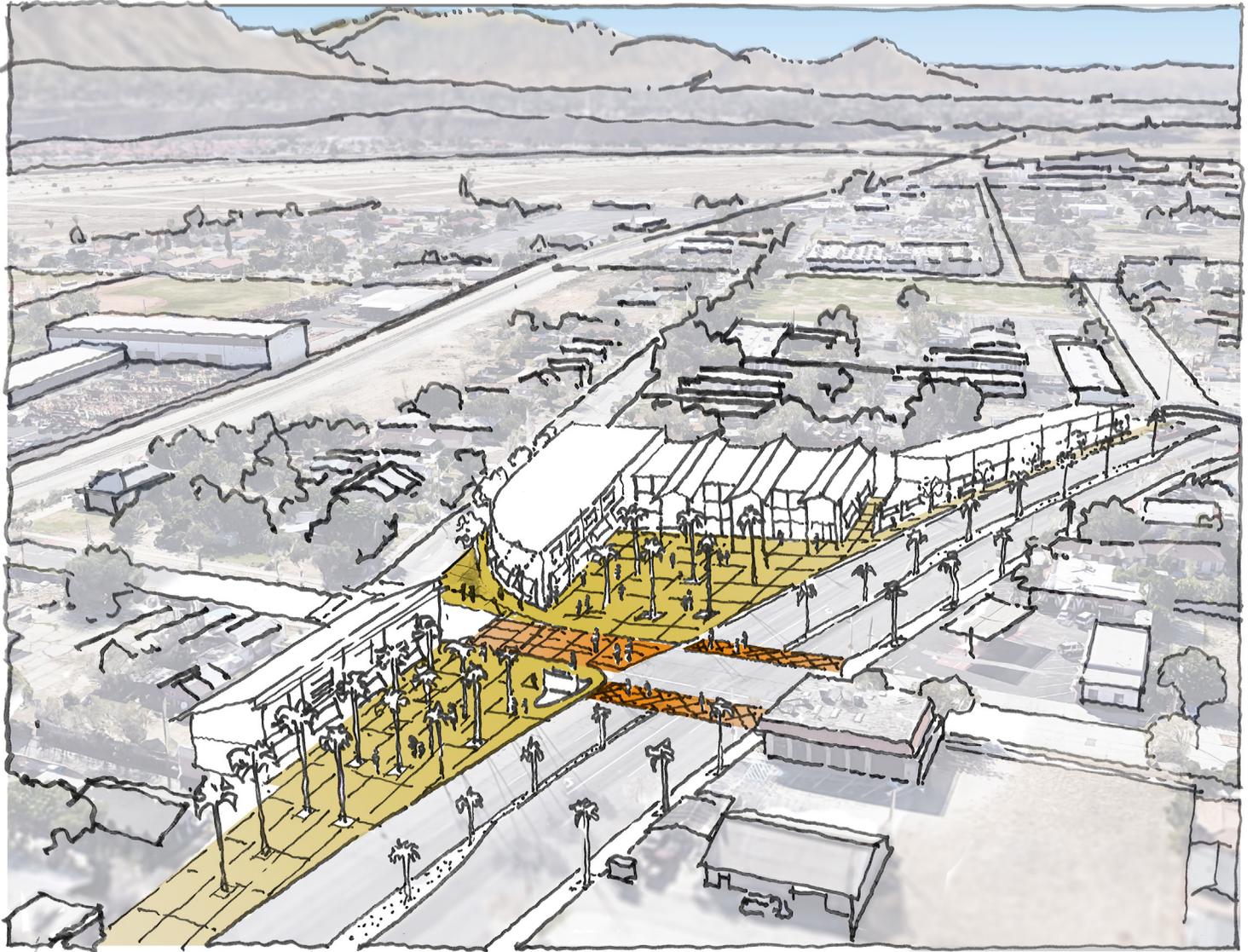
This parcel has the potential to serve as a transformative anchor for the neighborhood. The design study looks at introducing a 24,000 square feet, high-ceiling mercado or food hall that will serve both locals and visitors. A new plaza at La Cadena Drive and O Street serves as a new gathering place for the neighborhood. Townhomes are introduced on 8th Street. This development will likely have to be implemented in a phased manner with the Mercado coming first (served by surface parking) and residential developed later.



Conceptual South Colton plaza plan



Conceptual South Colton plaza



SOUTH COLTON PLAZA AND MERCADO

The parcel at La Cadena Drive and O Street, although long vacant, is perfectly located in the geographic center of the neighborhood and with excellent visibility along La Cadena Drive. The idea of a Mercado emerges from the cultural ethos of the neighborhood as well as the recent (and successful) trend to create food hall experiences in Southern California's old packing houses and sheds.



Today

DEVELOPMENT FEASIBILITY

Development concepts studied were tested for development feasibility (full memo included in appendix B). The analysis focused on two key questions regarding the future development potential within the neighborhood:

Are the proposed development scenarios financially feasible under current market conditions?

What factors most impact financial feasibility regardless of the alternative?

Structured, Underground, and Podium Parking Creates Significant Additional Costs that Negatively Impact Development Feasibility. While structured, underground, and podium parking is appealing for many

reasons the near-term reality is that the inclusion of these parking typologies will make the developments not possible without public subsidy. Changes in parking ratios and density could potentially be adjusted to accommodate a more compact development solution, which would achieve through cost reductions and revenue enhancement through additional development intensity.

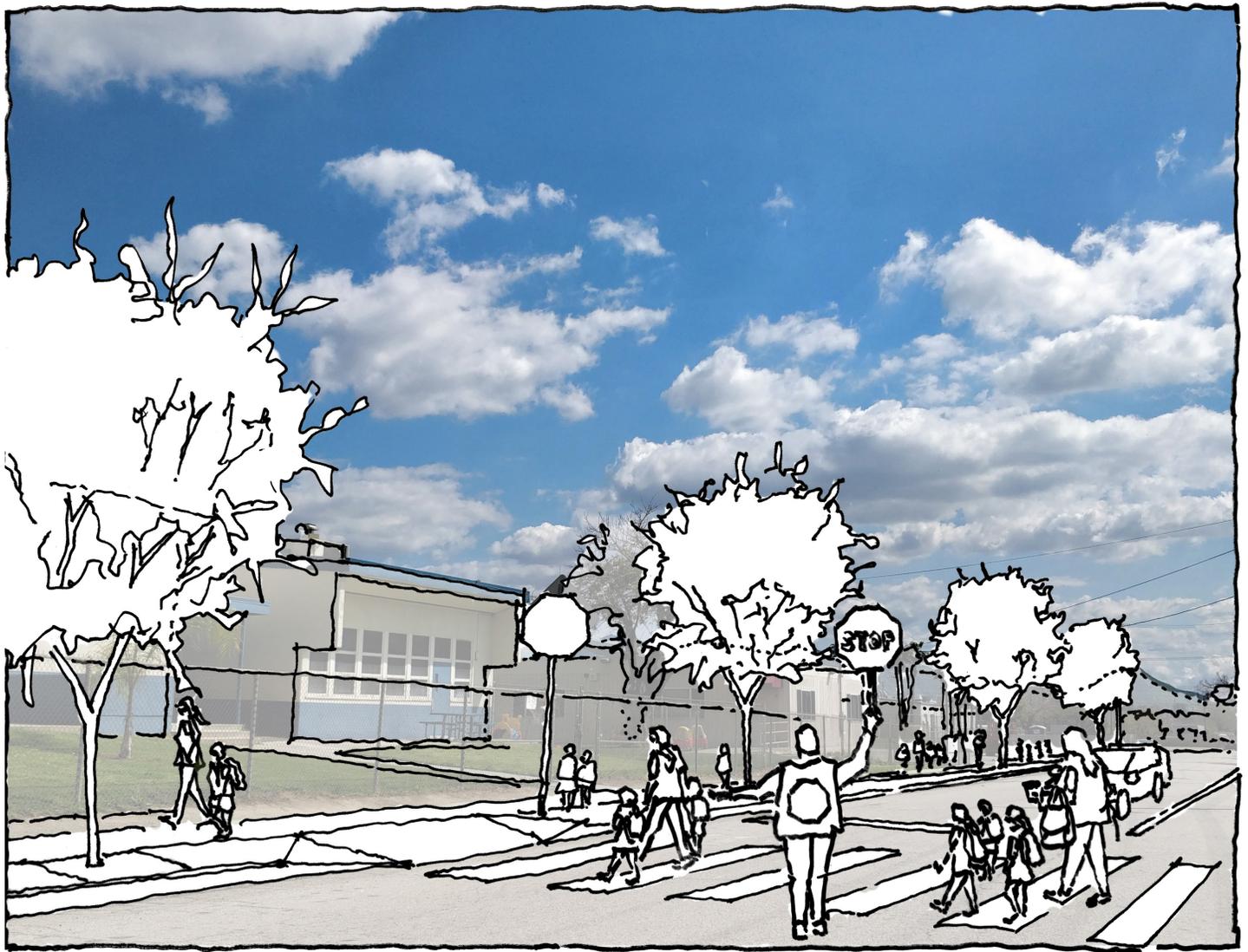
With Limited Adjustments to Current Planning the South Colton Plaza Site is the Best Initial Development Opportunity. Given that that surface-parked retail and multi-family residential development typologies are feasible given current market conditions the 3.1-acre vacant site at LA Cadena Drive and O Street provides an immediate development opportunity. A successful project at this site could also act as a catalyst for future development in the Study Area.



Vacant parcels on La Cadena Drive present the best catalytic opportunities for new development in South Colton.



PEDESTRIAN IMPROVEMENTS IN THE PUBLIC REALM



SAFE ROUTES TO SCHOOL

Wilson Elementary School is a neighborhood asset and one that should be accessible via a safe and pleasant walk. Additional mid-block crossings should be provided in its vicinity to allow school-going children (and their guardians) to safely walk to and from school. Additional safety measures, such as Leading Pedestrian Interval (LPI) should apply to the signalized intersections at La Cadena Drive. An LPI gives pedestrians an advance walk signal before automobiles get a green light. This gives pedestrians a head start, makes them more visible, and reduces the incidence of pedestrian collisions when making a turn.



7th Street today



IMPROVED
LA CADENA
UNDERPASS

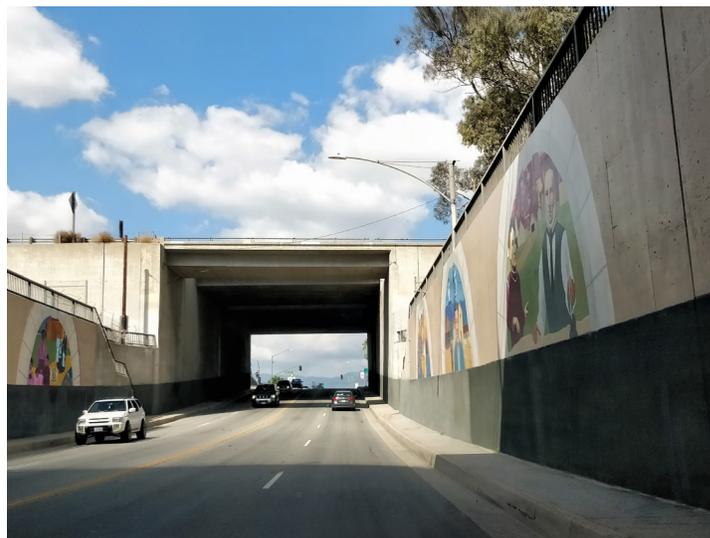
NINTH STREET
EXTENSION

NEW AND IMPROVED CONNECTIONS



LA CADENA UNDERPASS

Historically, access to South Colton from Downtown was just a walk over the Southern Pacific tracks. That (relatively) easy access was lost with the construction of the Interstate 10 (I-10) freeway in the 1950s and replaced with the La Cadena underpass that is neither pleasant nor safe for pedestrians. This sketch illustrates an elevated sidewalk solution that reduces the slope for pedestrians and also keeps them separate from automobile traffic. South Colton already has a similar undercrossing where N Street passes below the BNSF rail corridor on the west side of the neighborhood.



La Cadena Drive today



GREEN
RAILWAY
BUFFER

SOUTH
COLTON
PLAZA

PEDESTRIAN
IMPROVEMENTS
ALONG O STREET

PARKS ALONG THE
NINTH STREET
EXTENSION

NEW RECREATION AND OPEN SPACE AMENITIES



NEW LINEAR PARK ON 6TH STREET

The western boundary of the neighborhood is defined by the north-south BNSF rail corridor that runs parallel to 6th Street. This a 50-foot wide street, excessive for the low traffic and few number of homes its serves. The sketch illustrates a reduction in the street’s width to accommodate a linear park, trails, and outdoor exercise equipment. The trail would extend south of the neighborhood and connect to the Santa Ana River Trail with 6th Street serving as a trailhead to the regional system.



6th Street today

○ Street would be improved with new street trees, crosswalks, and lighting to serve as the key linkage connecting the new trail to the new plaza and beyond to existing Veterans Park.

New pocket parks are also proposed along the extension of 9th Street. These smaller footprint parks would cater to the youngest residents of the neighborhood and supplement the recreational opportunities at Veterans Park.





Accommodate and maintain the unique ethos of South Colton

RECOMMENDATIONS

South Colton is a proud, highly close-knit community, with many families that have lived there for generations. However, a large part of the history of Colton is unfortunately one of separation. Freeways and rail lines have cut off South Colton physically, visually, and even mentally, from the rest of the city. Both the 10 Freeway and the recently built Colton Crossing, a grade-separated freight-rail line, dubbed “The Great Wall” by residents, separate the neighborhood from downtown. Additional railroad tracks along the western edge of the neighborhood further divide it from the rest of Colton.

This plan’s recommendations (implemented via future follow-on regulatory actions) are therefore meant to address longstanding structural impediments while also providing amenities and opportunities to support and uplift the community. The recommendations outlined in this chapter are organized in three categories. First, the plan suggests changes to land use and zoning. Second, it identifies actionable improvements in the public realm and right of way. And third, the plan drafts a set of design standards that respect and accommodate the community’s own efforts in improving the public realm.

SUMMARY OF LAND USE AND ZONING RECOMMENDATIONS

LAND USE
 EXISTING: MIXED USE - NEIGHBORHOOD
 PROPOSED: MIXED USE - DOWNTOWN

ZONING
 EXISTING: M-U/N - MIXED-USE NEIGHBORHOOD
 PROPOSED: M-U/D MIXED-USE DOWNTOWN

LAND USE
 EXISTING: LOW DENSITY RESIDENTIAL
 PROPOSED: MIXED USE - DOWNTOWN

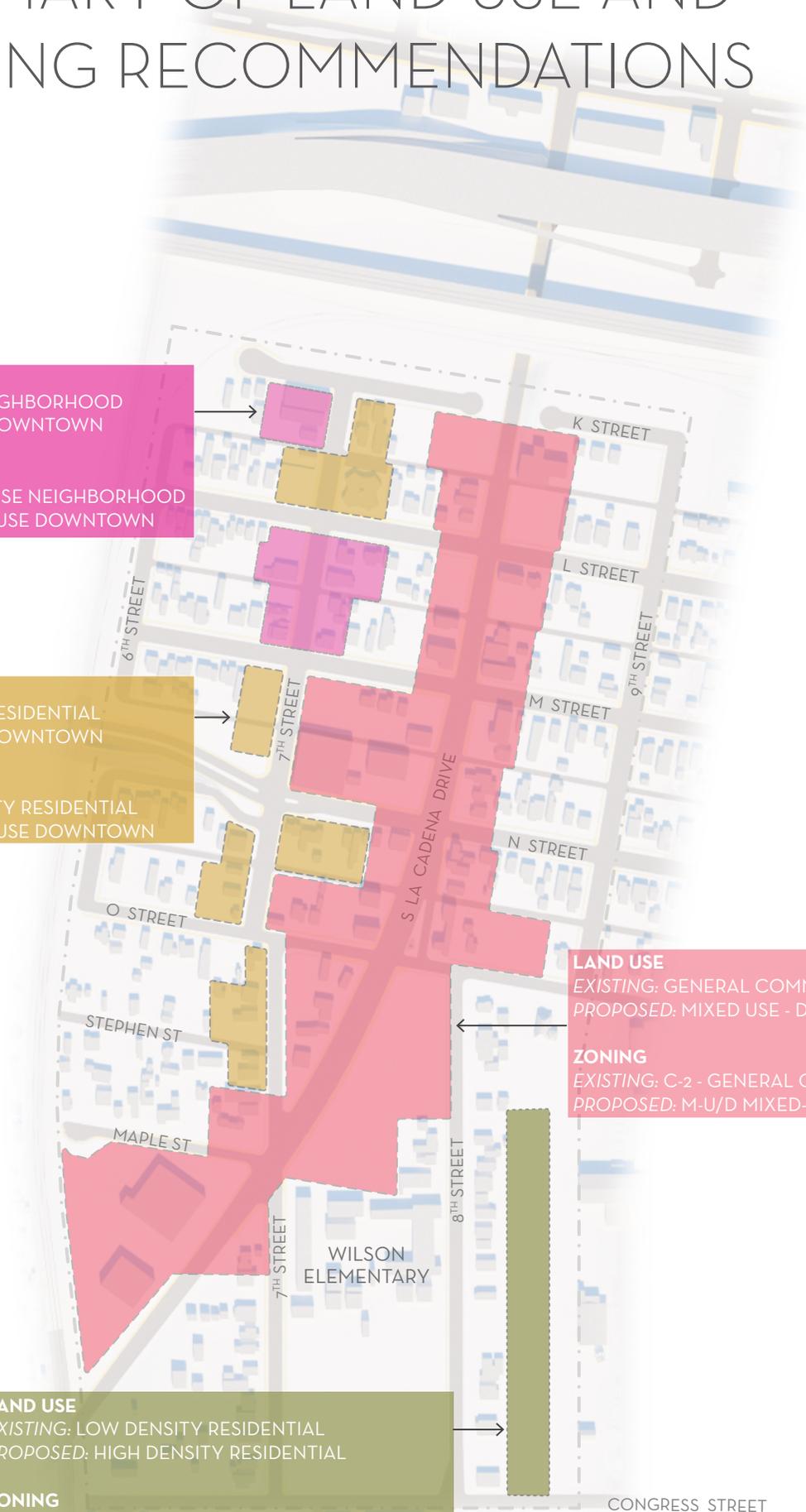
ZONING
 EXISTING: R-1 - LOW DENSITY RESIDENTIAL
 PROPOSED: M-U/D MIXED-USE DOWNTOWN

LAND USE
 EXISTING: GENERAL COMMERCIAL
 PROPOSED: MIXED USE - DOWNTOWN

ZONING
 EXISTING: C-2 - GENERAL COMMERCIAL
 PROPOSED: M-U/D MIXED-USE DOWNTOWN

LAND USE
 EXISTING: LOW DENSITY RESIDENTIAL
 PROPOSED: HIGH DENSITY RESIDENTIAL

ZONING
 EXISTING: R-1 - LOW DENSITY RESIDENTIAL
 PROPOSED: R-3/R-4 - MULTIPLE FAMILY RESIDENTIAL



RECOMMENDED CHANGES TO LAND USE AND ZONING

The plan proposes three recommendations to revise existing land use and zoning policies.

Revise the land use and zoning code along La Cadena Drive to allow for mixed-use developments. Currently, the land use designation along La Cadena Drive is General Commercial, a category that does not allow residential uses. It is recommended that the designation be revised to the General Plan category of Mixed Use - Downtown, which would allow residential uses up to 30 dwelling units per acre and non-residential uses up to 1.0 FAR.

Correspondingly, the existing zoning category of C-2 (General Commercial) is recommended to be revised to M-U/D (Mixed Use Downtown).

Revise the land use and zoning code along the suggested extension of Ninth Street to allow for residential townhomes. Currently, the land use designation on parcels between O Street and Congress Street, which previously accommodated the 9th Street rail corridor are Low Density Residential allowing a maximum density of 8 dwelling units per acre. To allow the suggested townhome residential

typology, it is recommended that the underlying land use be revised to the General Plan category of High Density Residential, which would allow residential uses up to 22 dwelling units per acre.

Correspondingly, the existing zoning category of R-1 (Low Density Residential) is recommended to be revised to R-3/R-4 (Multi Family Residential).

Revise the land uses and zoning code along Seventh Street to allow for live/work residential developments. Currently, the land use designation on parcels along 7th Street (between M Street and K Street), are a patchwork of Mixed Use - Neighborhood, Low Density Residential, and General Commercial. To allow the suggested live/work mixed-use typology, it is recommended that the underlying land use be revised to the General Plan category of Mixed Use - Downtown, which would allow residential uses up to 22 dwelling units per acre and non-residential uses of up to 1.0 FAR.

Correspondingly, the existing zoning categories of M-U/N (Mixed Use - Neighborhood), R-1 (Low Density Residential), and C-2 (General Commercial) are recommended to be revised to M-U/D (Mixed Use Downtown).

SUGGESTED LAND USE



SUGGESTED ZONING



M-1 - LIGHT INDUSTRIAL

R-U - RAILROAD/UTILITY/ROW

M-U/D - MIXED USE DOWNTOWN

OS-R - OPEN SPACE - RECREATION

K STREET

M-2 - HEAVY INDUSTRIAL

L STREET

M STREET

M-U/D - MIXED USE DOWNTOWN

N STREET

R-1 - LOW DENSITY RESIDENTIAL

O STREET

STEPHEN ST

MAPLE ST

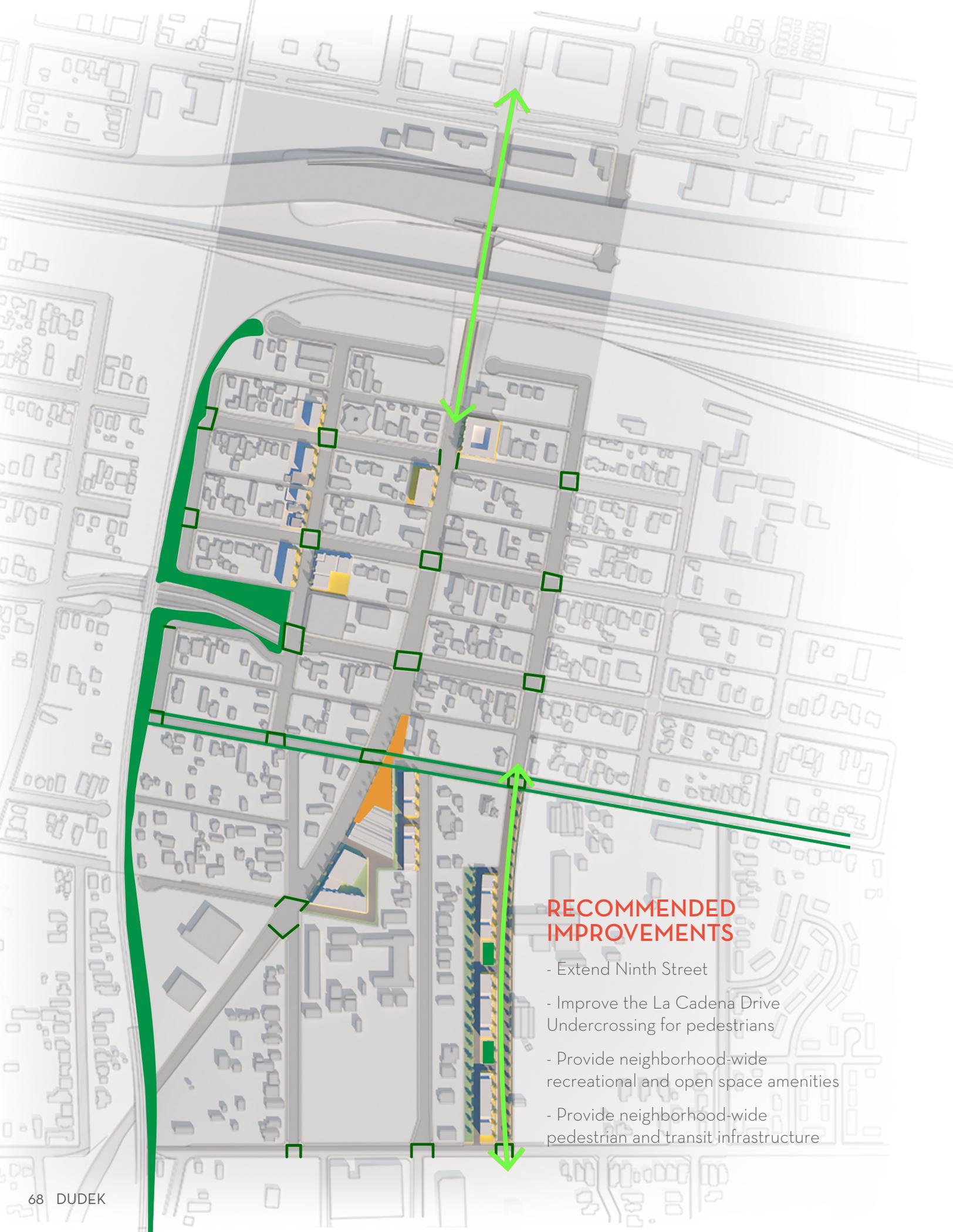
WILSON
ELEMENTARY

R-3/R-4 - MULTIPLE FAMILY RESIDENTIAL

VETERANS
PARK

P-1 - PUBLIC/INSTITUTION

CONGRESS STREET



RECOMMENDED IMPROVEMENTS

- Extend Ninth Street
- Improve the La Cadena Drive Undercrossing for pedestrians
- Provide neighborhood-wide recreational and open space amenities
- Provide neighborhood-wide pedestrian and transit infrastructure

RECOMMENDED DESIGN STANDARDS

This plan is sensitive to the intimate relationship that the community has with its physical landscape and built form. Many of the residents have begun the process of improving the public realm through their cultural behavior patterns. With few resources, these residents have used their imaginations, objects, and physical strength to construct a landscape of economic, social, and cultural production. Because they have done so with their own hands, the results are intimate in scale and personal in nature. However, the large scale of the neighborhood, and the numerous large infrastructure projects that have cut through it, mean that the residents on their own cannot fix what ails the neighborhood. Thus, a comprehensive but culturally informed design overlay and strategy are needed to help stitch the neighborhood back into its surroundings, lift the neighborhood up, create public spaces for gathering, and enhance overall livability for all.



This plan is accommodative of the community's approach to personal placemaking and errs on the side of being less prescriptive, less deterministic in setting design standards. Instead, it facilitates the residents' DIY nature of claiming and improving their urban condition and respects the community's instinctual efforts to shape the urban environment and public realm to their needs.

This approach is unusual but, in South Colton, absolutely necessary to preserve and maintain the unique ethos of the community, one that has sustained and strengthened the neighborhood for multiple generations.

The plan's suggested design standards will apply to new developments pursuant to updates to land use and zoning code. These are categorized in four types based on the street that the future development will front on to:





Parkways. South Colton residents enrich their community via their creative retrofits of the urban design of the streets. Very few signs or landmarks will indicate South Colton; however one will know one's arrival there by the landscape of its residential streets. Public life is celebrated in its ample parkways, the space between the street and sidewalk. These parkways illustrate the various ways in which residents have redesigned and repurposed public space - from planting shade trees and edible gardens, to putting in small playgrounds.

The informal patterns of coopting the parkway for amenities and landscape should be allowed and encouraged.



Porches. As residents make changes to their homes to suit their needs, the design of South Colton homes has evolved into a vernacular form. Bringing the sofa out onto the front porch, stuccoing over the clapboard, painting the house vivid colors, or placing a statue of the Virgin in the front yard—all reflect the struggles, triumphs, and everyday habits of the community.

The front porch in South Colton has become one of the main focal points of the house. Residents sit on the porches to escape summer heat or just be outside with family, friends, and neighbors. The driveway and front yard can serve as a party or work space, easily seen and reached by the porch. In short, unlike the typical middle class suburban house, which, pulls itself away from the street, the South Colton household extends graciously to the street.

Front-yard porches that blur the thresholds between the public and private realms should be encouraged and provided maximum design flexibility.

Trees should create a full, leafy canopy, provide ample shade, and be inherently drought-tolerant.





Fences. Waist-high fences are ubiquitous throughout the residential landscape of South Colton. They are designed in various styles and made of diverse materials. While at first glance they might seem a means of keeping people out, they function as a useful threshold between the household and public domain and bring residents together. Because these fences are visually permeable and also define what would otherwise be an open front lawn, they can effectively break down social and physical barriers by creating a place where people can both congregate and comfortably interact with passers-by.

The design expectations for enclosures and fences should allow maximum flexibility, both in terms of whether people put them in or not, and how they look.



Front Yards in South Colton serve as personal vignettes of the owners' lives. Depending on the practical needs of the owners, the use and design of these front yards vary from elaborate courtyard gardens reminiscent of Mexico, to places for children, to spaces for working and building. Through their everyday designs and modifications to the traditional American front yard, South Colton residents bring the party, workspace, and conversation to the space, thereby creating activity that spills over into adjacent public space. In South Colton the front yard is not measured by the cosmetics of the lawn but rather by one's participation in streets activities.

The cultural significance of the front yard in South Colton necessitates a hands-off approach in setting standards and guidelines.

RESIDENTIAL STREET SECTION



Front-yard fences that are at or below shoulder height and that are visually permeable are allowed and encouraged. Greenery planted along and around fences helps to soften and cool the space.

LA CADENA DRIVE

La Cadena Drive is the commercial heart of South Colton. It is also a major arterial that connects Colton to Riverside. Under current policies it does not allow residential use. However, the preferred vision for the corridor is an active mixed-use street. To allow for its transformation the following standards will apply to new developments and improvements.



Active Ground Floors. Ground floor uses will be street-facing and visitor-serving with direct entry off the sidewalk.



Strong Street Wall developments will be built to the parcel line to create a street wall (i.e., an uninterrupted series of street-facing facades that directly edge the sidewalk). This provides a sense of containment and enclosure to the public realm of the street.





Shade Trees create a tree palette that consists of trees that are already growing well within the neighborhood, and trees that have historically grown in the neighborhood (using <http://www.calscape.org> site as a reference). Utilize species that create a full, leafy canopy, provide ample shade, and that are inherently drought-tolerant.

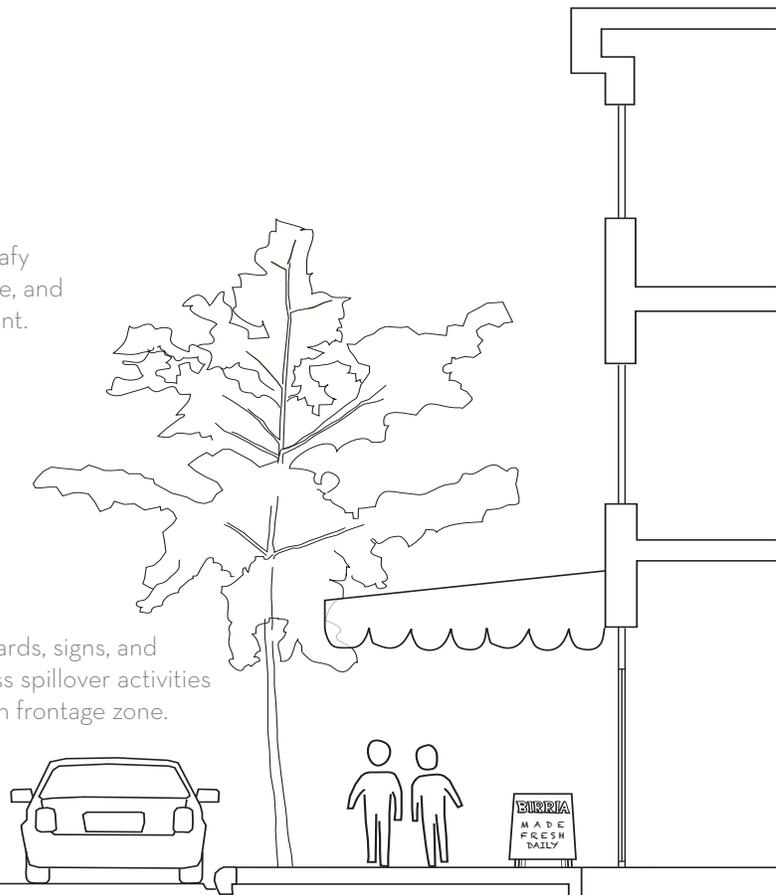


Pedestrians First. Prioritizing the needs and experience of pedestrians is a pre-requisite to successful mixed-use streets. Sidewalk design should adopt the “four-zone” system: a curb zone, a furniture zone, a pedestrian-through zone, and a frontage zone. This framework helps the City (and private developers) determine where sidewalk features should be placed. Trees, street furniture, utility boxes, signs, parking meters, bicycle parking, and more should be placed in the furniture zone. This keeps the pedestrian-through zone clear for pedestrians to walk unobstructed. The furniture zone also shields pedestrians from fast-moving traffic (a concern, especially on La Cadena Drive, as on-street parking is disallowed), and it ensures that curb ramps are in the furniture zone to keep the pedestrian through zone flat. The frontage zone, closest to the street wall, should be flexible in accommodating the spillover activities of businesses (signs, sandwich boards, and the like).

LA CADENA DRIVE SECTION

Trees should create a full, leafy canopy, provide ample shade, and be inherently drought-tolerant.

Sandwich boards, signs, and other business spillover activities encouraged in frontage zone.



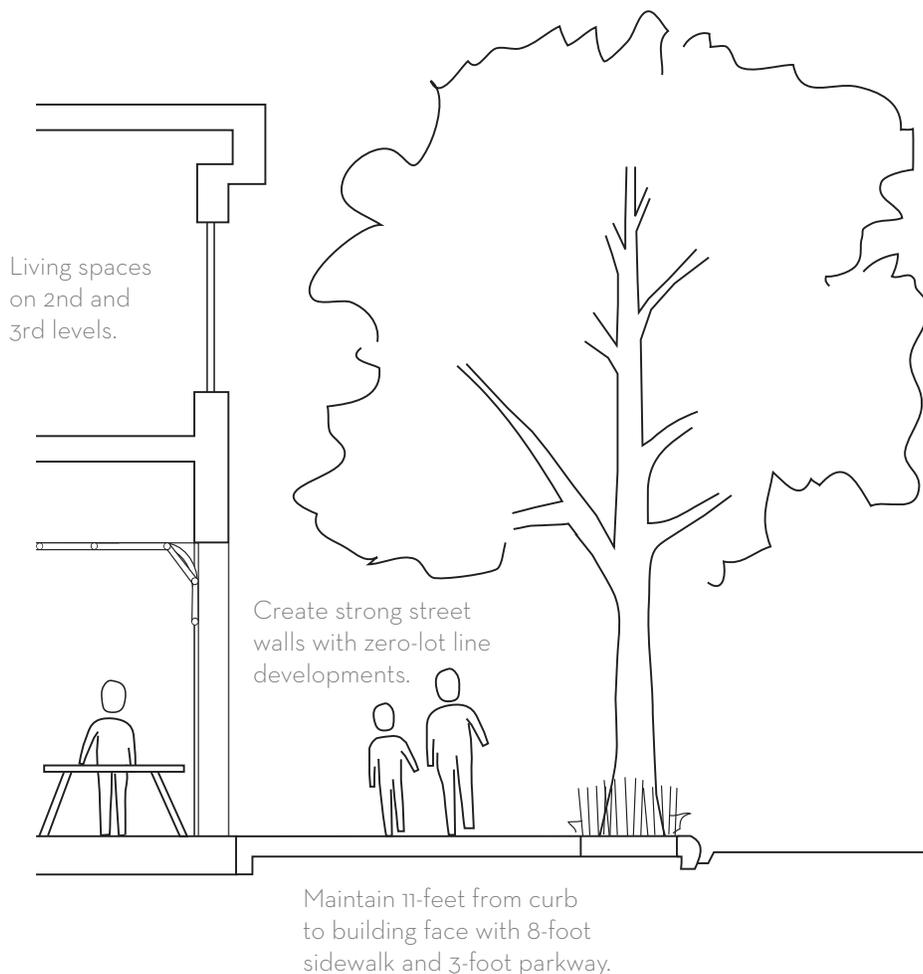
Maintain 12-foot sidewalks.

SEVENTH STREET

Seventh Street is the historic heart of South Colton. Much of the existing building stock along the street previously housed commercial uses. While these uses may have disappeared, the buildings – street-facing and built to the zero-lot line – continue to provide the street with the appropriate scale and orientation for new live/work residential uses. New developments should build on and strengthen the unique quality of Seventh Street and attempt to bring back the historic mixed-use nature of the street.



Live/Work. The suggested development type are 2- to 3-story live/work units. These will have street-facing, visitor-serving use on the ground floor and living spaces on the upper floors. Buildings should be developed to the zero-lot line and maintain transparency and access off the sidewalk. Parking for building resident will be provided at and accessed from the rear of the parcel.





Street Closures. To accommodate events and festivals (including the annual San Salvador Fiesta), future developments should ensure that any improvements in and access off the public right of way does not disallow future street closures.



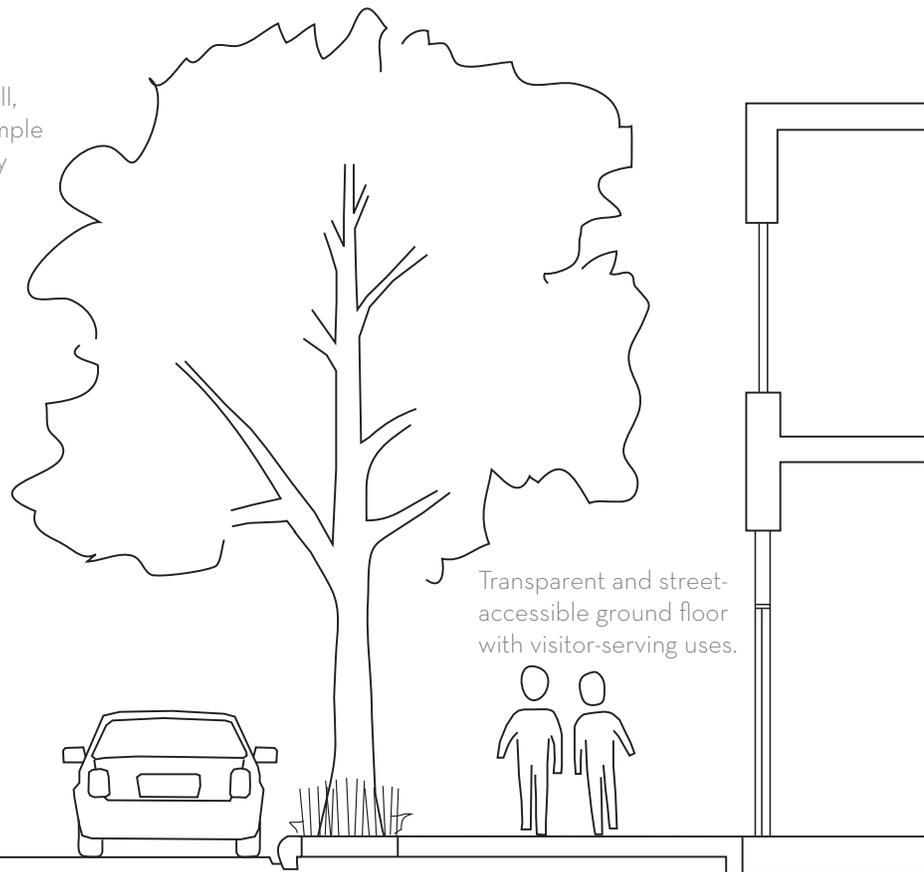
Pedestrian Infrastructure. Sidewalks on Seventh Street should be 8-foot minimum width and parkways an additional 3 feet. All crosswalks at street intersections from K Street to La Cadena Drive should employ bump-outs to reduce the crossing width for pedestrians.



Transit Infrastructure. One of the busiest school bus stops in the neighborhood is located at the intersection of N Street and Seventh Street. A bus shelter should be built on the northwest corner to provide school children with shade in the summer months.

SEVENTH STREET SECTION

Trees should create a full, leafy canopy, provide ample shade, and be inherently drought-tolerant.



NINTH STREET EXTENSION

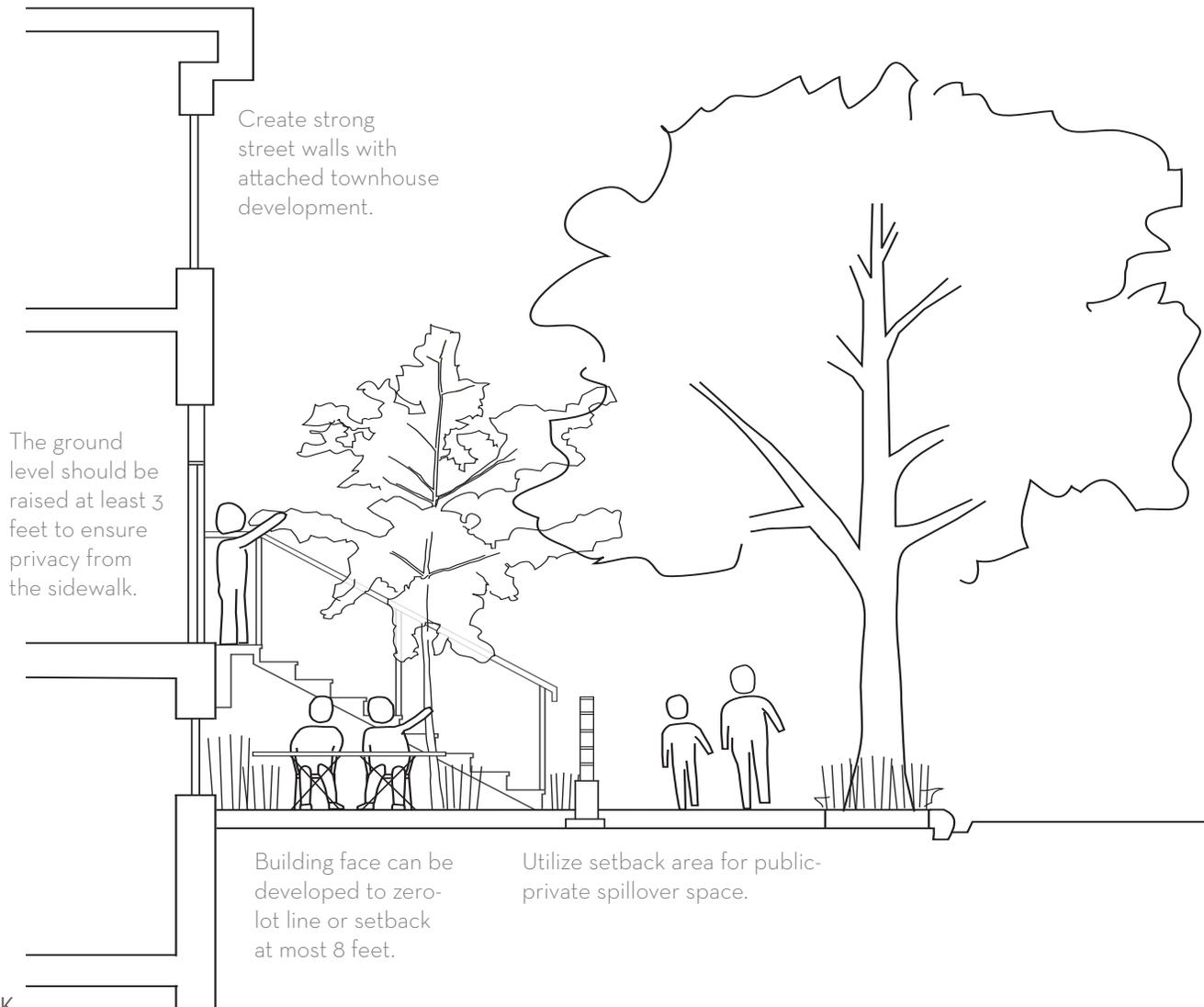
The proposed extension of Ninth Street allows the neighborhood to envision and design a street from the ground up that can serve as a model for all neighborhood streets. It should set standards for quality and experience while also respecting the unique relationship that the community has with streets. The city should consider instituting a Green Streets Program and have Ninth Street Extension serve as a pilot project.



Parkways. Consistent with the deliberately accommodative approach to parkways elsewhere in the neighborhood, Ninth Street too should allow and encourage the community's informal patterns of coopting the parkway for amenities and landscape.



Green Infrastructure. Given that the street extension will need entirely new infrastructure, its design should incorporate the latest advancements in green and sustainable applications. This should include storm water infrastructure (such as runoff capturing tree wells and swales), solar LED street lights, permeable paving, and infiltration wells, among others.





Street Trees utilize the same tree palette as for the typical residential street to maintain consistency and ensure that selected trees create a full, leafy canopy, provide ample shade, and that are inherently drought-tolerant.



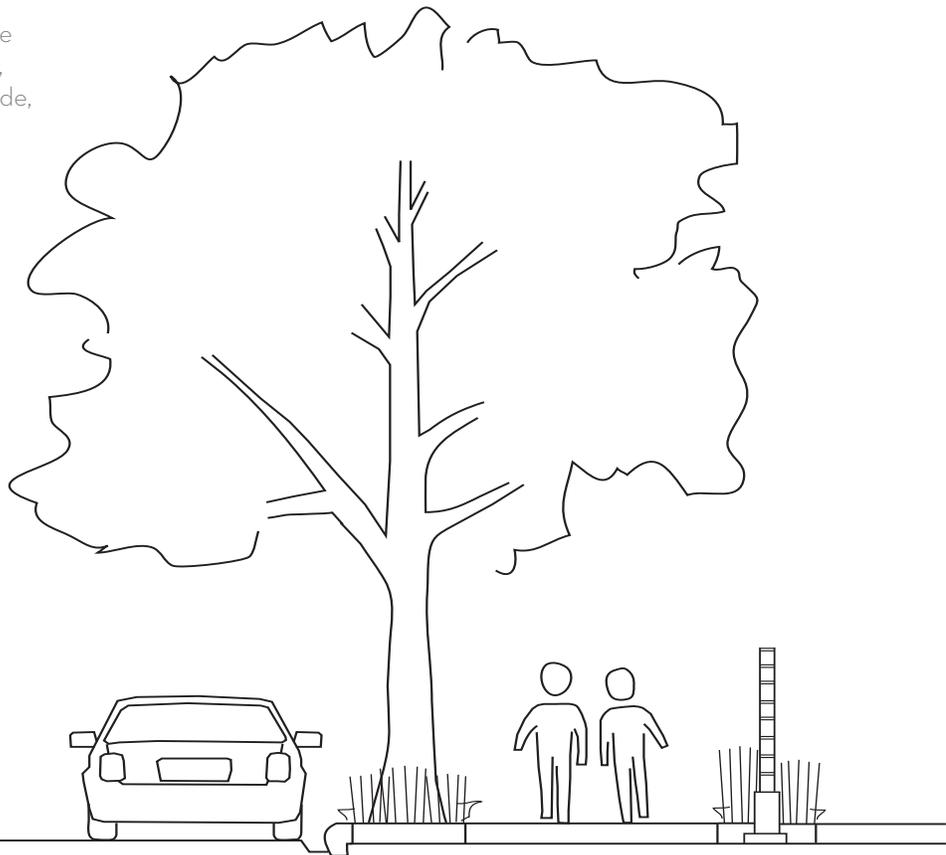
Pedestrian Infrastructure. Walkability is the essential ingredient to successful streets and prioritizing investments in pedestrian-first solutions ensures long-term success. Sidewalks should be 8-foot minimum width and parkways an additional 3 feet. Crosswalks at O Street and Congress Street should employ bump-outs to reduce the crossing width for pedestrians.



Town Home. The suggested residential buildings for Ninth Street extension are 2-story attached townhomes. The ground level should be raised at least 3 feet to ensure privacy from the sidewalk. Townhomes can be built to the zero-lot line or set back up to 8 feet to provide a public-private space to each unit and allow residents to populate it with personal vignettes of their lives (as is done so successfully elsewhere in the neighborhood).

NINTH STREET SECTION

Trees should create a full, leafy canopy, provide ample shade, and be inherently drought-tolerant.



Maintain 8-foot sidewalk and 3-foot parkway.

CLIMATE RESISTANT, SHADE PROVIDING TREE PALETTE FOR THE SOUTH COLTON NEIGHBORHOOD

A suggested tree palette for new street trees is illustrated below. The selected trees are based on trees already growing well within the

neighborhood as well as others that are native to the area and are likely to thrive given the climate and existing built environment. The palette stays away from high-water species like magnolias, as these trees are already starting to be adversely affected by climate change in places relatively cooler, and they are not as successful at producing a light shade-providing canopy.



Ceratonia Siliqua / Carob



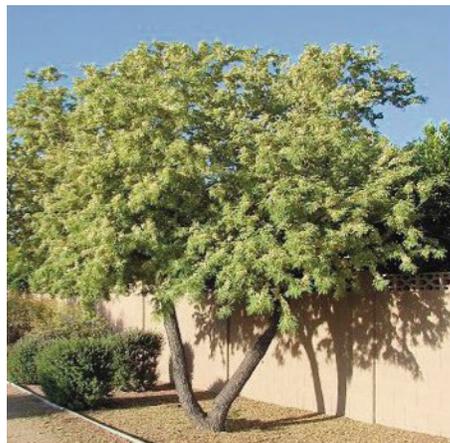
Cercidium X 'Desert Museum' / Desert Museum Palp Verde



Prosopis Glandulosa / Honey Mesquite



Leucaena Retusa / Goldenball Leatree



Lysiloma Watsonii / Fern Tree



Jacaranda Mimosifolia / Jacaranda

This plan celebrates and facilitates the resilience and resourcefulness of South Colton's residents. Every personal intervention they make to their neighborhood and homes has meaning and purpose, representing their struggles, triumphs, everyday habits, and beliefs. Their efforts to improve their neighborhood have sustained the longevity and vitality of South Colton. This plan, learning from the community's ingenuity and insights, recommends actions that ultimately accommodate and extend the community's approaches, and simultaneously broadcasts that the time for improving and investing in South Colton is now.



