

**Appendix H:
Land Use Text and Map Changes**

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COLTON
General Plan



City of Colton
General Plan

Land Use Element

Adopted by City Council on August 20, 2013
Resolution No. 61-13

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Framework for Land Use Planning

Dating to over 300 years ago, the area that today comprises the City of Colton has served as a crossroads and center of regional activity. In the late 1700s, explorers from Mexico first passed through on their way north to Monterey. The first permanent settlement occurred in the early 1800s as the Jurupa and San Bernardino ranchos, which were Mexican land grants to private owners. The ranchos supported agricultural activity that was important to the growing region. The ranchos were gradually subdivided, and smaller ranches and citrus orchards dotted the area. As the final transcontinental leg of the Southern Pacific Railway pushed through in 1875 on its way to Los Angeles, a formal town was laid out on a traditional grid street pattern, evidenced today in Colton's downtown and the south Colton neighborhood south of Interstate 10. Activity associated with the railroad and the citrus orchards made Colton a busy place, with many businesses and residents working to support railroad operations. In south Colton, where many railroad workers lived, residents built their own homes often using the disassembled wooden crates from railroad shipments as building materials.



Undated photo of downtown Colton, south Colton, and rail lines

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Railroad activity ultimately was expanded so that both east-west and north-south regional lines crossed in Colton. With the waning of the citrus industry, other businesses dependent upon rail for materials delivery and shipment were established along the rail lines, thus creating large tracts of land devoted to industrial operations, many of which continue today. The original residential settlements remained adjacent to the rail and industrial operations, allowing local residents to walk to their jobs.

Many buildings standing today in downtown and south Colton date back to these early years. Proudly, the Colton Museum on La Cadena Drive, built in 1891 as a Carnegie Library, displays and describes those influences that shaped the Colton we see today. Following the relatively quiet period of during the 1920s and Great Depression, Colton again experienced a development boom. Construction of Interstates 10 and 215 through the City — further defining the crossroads nature of the community — attracted transportation-based industries. The frenzied residential building period of post-World War II, followed 30 to 40 years later by explosive subdivision growth throughout the Inland Empire, created many new neighborhoods. A modest amount of commercial development followed to support demand for goods and services.



The Colton Carnegie Library was built in 1908 and now houses the Colton Area Museum

The urban pattern of Colton in the twenty-first century reflects these varied building periods and significantly, the way that the railroads and freeways influenced development activity. In many parts of Colton, residential uses still abut rail lines and industrial activities. Downtown supports a mix of civic, residential, and commercial uses. Major commercial businesses line the freeways to take advantage of regional traffic and customers. These historic influences create both opportunities to embrace and issues to resolve as Colton looks to reposition and reshape itself moving forward.

As of 2012, over 52,000 people called Colton home, and over 630 businesses were operating in the City. The only vacant land remaining for significant business and

neighborhood growth consists of properties challenged by topography, biological resource constraints, and limited access. Thus, the City now looks for creative ways to expand the local economy, house new residents, provide open spaces and community gathering places, and respond to broad-based concerns about relationships between land use, transportation, and environmental quality.

How do we envision Colton as we look toward 2030 and beyond? How do we plan for quality jobs? How does the City respond to the need for housing for all income levels? What policies and programs do we put in place to sustain our community's economic and environmental health? This Land Use Element establishes the framework that City leaders and staff, residents, and the business community will use in discussions and decisions about land use and development.

This Element sets a planning horizon year of 2030. However, the total development capacity established by the Land Use Plan might not be achieved by that year due to market and other factors affecting the rate at which development progresses. The City's objective for the Land Use Element is to establish the vision, indicate how that vision can be achieved through public and private development initiatives, and ensure balance between the Land Use Plan and the Circulation Plan, as well as the provision of infrastructure and services.

Community Vision

To understand the community's vision for Colton, City leaders conducted several public workshops during 2007-2011 to invite residents, property owners, and local business persons to share their concerns, hopes, and ideas for Colton. From these discussions, four overarching principles for land use planning and decision-making emerged which together, establish the Community Vision:

In Colton, the development, use, and maintenance of public and private lands will always:

- *respect our heritage and historic resources,*
- *protect our traditional suburban development pattern and residential neighborhoods while accommodating new, more urban approaches to development,*
- *provide opportunities for diverse businesses that generate revenue and employment, and*
- *promote high-quality design.*

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Land Use Element Scope and Context

This Land Use Element establishes policies for the use and development of properties in Colton, including the location, distribution, type, and intensity. In addition to addressing properties within the corporate City limits, this element also applies to lands within the City's sphere of influence, which encompasses unincorporated properties in portions of Reche Canyon, an aggregate mine and associated industries south of Interstate 10, and a residential neighborhood just north of Interstate 10, between Hermosa Boulevard and Valencia Drive. Together, properties within the City limits and unincorporated sphere areas define the "planning area," shown on Figure LU-1. The planning area encompasses 18 square miles.

While the Land Use Element addresses all lands within the planning area, the City has developed specific policies and action programs for these focus areas:

Colton's Historic Areas¹

- Downtown Colton
- South Colton

Major Commercial Corridors

- Valley Boulevard
- Mount Vernon Avenue

Emerging Urban and Mixed-Use Districts

- West Valley [\(including the Colton Hub City Centre Specific Plan Area\)](#) |

In addition to focusing on districts and corridors, the Land Use Element provides policy direction within a citywide context for all residential neighborhoods, commercial and industrial centers, parks, natural resource areas, and public facilities. Importantly, policies

¹ The City has designated several areas within these focus areas and other parts of the community as official Historic Districts, including 9th Street, Agua Mansa, Citrus Park, La Cadena, San Salvador, and Terrace. Refer to the *Cultural Resources Preservation Element* for discussion and policies.

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reflect the City's commitment to enhancing the community aesthetic by integrating land use and urban design, and to promoting sustainable building practices.



Figure LU-1:
Planning Area

Land Use Context

Local Geography and Transportation Infrastructure

Colton has complex physical conditions that affect land use planning and land use decisions. The Colton area was one of the earlier communities established in the Inland Empire due to its proximity to the Santa Ana River. Water was an important resource for the first Native American inhabitants and early European settlers as well, providing for their daily needs and supporting agricultural activities. One of the earlier settlements in San Bernardino, Agua Mansa, was situated along the banks of this river.

In addition to the Santa Ana River, hillsides help define the southern area of Colton. The slopes and canyons of the Jurupa Hills, La Loma Hills, and Reche Canyon provide picturesque locations for homes but present challenges with regard to access and grading. Another unique geological formation is the Colton Sand Dune system, considered at one point as one of the largest inland sand dune formations in Southern California. As the dunes provide habitat for a federally protected species, they have constrained development activity since 1993.

Railroads, which led to Colton's establishment and which were integral to the consequential decisions that defined the San Bernardino Valley in the past, continue to play an important role in Colton. The Union Pacific and BNSF (formerly the Burlington Northern and Southern Pacific) Railroads move goods from the ports of Los Angeles and Long Beach to the rest of the United States directly through Colton. The many at-grade crossings and frequent train trips create traffic, noise, and air quality conditions that significantly impact adjacent land uses. Similarly, the I-10 and I-215 freeways, while providing convenient access for residents and businesses, create noise and other impacts.

Our History

From a small settlement, to a small town, to the citrus processing industry and railroad enterprises, to what Colton is today, the City's patterns of development reflect the decisions that were made throughout its history. The following provides an overview of Colton's historic land use trends. Additional detail regarding the City's history may be found in the Cultural Resources Preservation Element.

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Originally, the area we now call Colton was inhabited by Native American cultures. The Gabrielenos were the earliest known inhabitants, followed by the Cahuilla and Serrano Native Americans. California was made a colony of Spain in the 1700s, and the area became part of the Rancho Jurupa and Ranch San Bernardino.

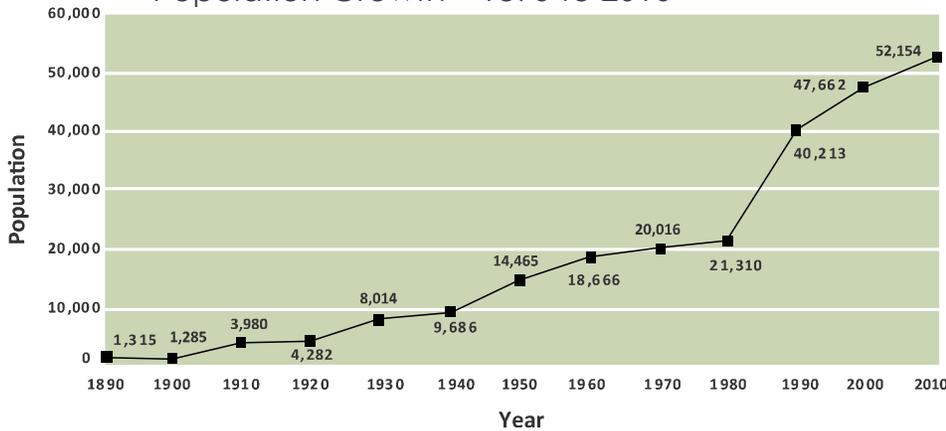


Downtown Colton in 2011, from La Cadena at H Street looking toward Interstate 10

The town of Colton was founded in 1875 by the Southern Pacific Railroad with the intent of making it the railroad center of Southern California. The railroad had the greatest role in the development of Colton, which was named after a Southern Pacific Railroad official, David R. Colton. Incorporated in 1887, Colton began to be known as “the Hub City” because it was the point where the Santa Fe, Union Pacific, Burlington, and the Southern Pacific railroads all converged. Because of its hub location, Colton became an important shipping and distribution point, connecting the City to all of Southern California. Colton was also a rich citrus and farm area that gave rise to the large citrus processing industry. Local farmers cultivated fruit trees; after processing, access to the rail network allowed the shipping of harvest north and east. The network further expanded in 1886 after the Santa Fe Railway established a transcontinental link, which led to population growth and urban development. Although the Southern Pacific railroad line connected Colton to other areas of Southern California and provided accessible transport services, the rail lines unofficially divided the City into north and south Colton.

The City experienced relatively steady population growth from 1920 to 1980. The most dramatic growth occurred between 1980 and 1990, in which the population practically doubled. Figure LU-2 shows population growth in Colton between 1890 and 2010.

Figure LU-2:
Population Growth – 1890 to 2010



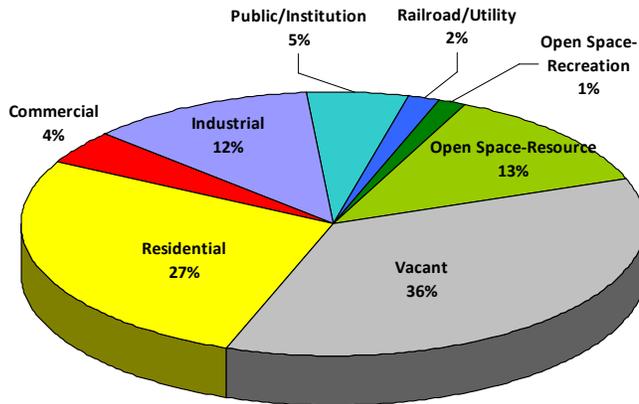
Colton in 2012

According to the U.S. Census, in 2010 Colton had a population of 52,154 residents. Colton is part of the vast Inland Empire, an area that encompasses Riverside and San Bernardino counties, and through the first decade of the twenty-first century, continued to be one of the fastest growing regions in the U.S. The significant residential growth in the Inland Empire fueled the building industry for many years, but the new millennium finally brought increased business growth, particularly in the logistics industry. As Colton moves toward 2030, its strategic location relative to major freeways and railroads, combined with relatively low land costs, will give the City the advantages it needs in a competitive region.

The land use pattern in Colton today reflects the City's industrial roots (see Figure LU-3).. In cities with major railways and highways, industrial land uses developed along these major corridors where there was a concentration of goods movement. Colton is a prime example, as most of its industrial uses are located along the BNSF railroad that runs north/south through the center of the City, and along the Union Pacific railroad parallel to I-10. As the population increased, nonindustrial development grew outward from these industrial clusters.

Residential uses are located throughout the planning area at varying development densities. The highest densities are in developments in the Cooley Ranch area and northwest of downtown. The lowest residential densities can be found in the hillside developments of Reche Canyon.

Figure LU-3:
Land Use Distribution - 2012



Commercial uses have located primarily along the major roadway corridors of Mount Vernon Avenue and Valley Boulevard, and along I-215. Distinctions can be made between commercial uses that serve the local community and uses with a broader service area. Local commercial areas have been established primarily near residential neighborhoods and consist of low-scale, stand-alone commercial business and commercial centers, such as those on La Cadena Drive south of I-10. Shopping areas such as those in Cooley Ranch, just off I-215, support larger retail stores and restaurants that serve a regional market.

An important employment base has emerged on Colton’s west side as a result of the San Bernardino County Arrowhead Regional Medical Center. With City leaders’ focused campaign to work with federal agencies to release local protected habitat lands for development, the west side of Colton represents a key location to create a vibrant mixed-use business center.

Sphere of Influence and Planning Area

Many issues addressed by the General Plan transcend City boundaries. The City’s land use decisions will also affect properties within its sphere of influence. California law requires that a General Plan “cover the territory within the boundaries of an adopting City...as well as any land outside its boundaries which in the planning agency’s judgment bears relation to its planning.”² Local Agency Formation Commissions (LAFCOs) are responsible for

² California General Plan Guidelines. Governor’s Office of Planning and Research. 2003.

delineating sphere of influence boundaries, which are updated every five years. Delineating a sphere of influence discourages competition among agencies for developable land, and promotes efficient and effective service delivery for cities and special districts.

As noted above, this Land Use Element establishes the planning area that includes areas outside the City limits. Properties within the sphere of influence may be candidates for future annexation. Annexation is desired by LAFCO to ensure ongoing maintenance of infrastructure and services.

Physical Conditions Affecting Development

Although Colton lies within one of the fastest growing regions in the country, certain physical conditions have placed limits on development activity. These development constraints include sensitive habitat, railroad infrastructure and operations, and earthquake and flood risk, as illustrated in Figure LU-4.

Delhi Sands Flower-Loving Fly Habitat

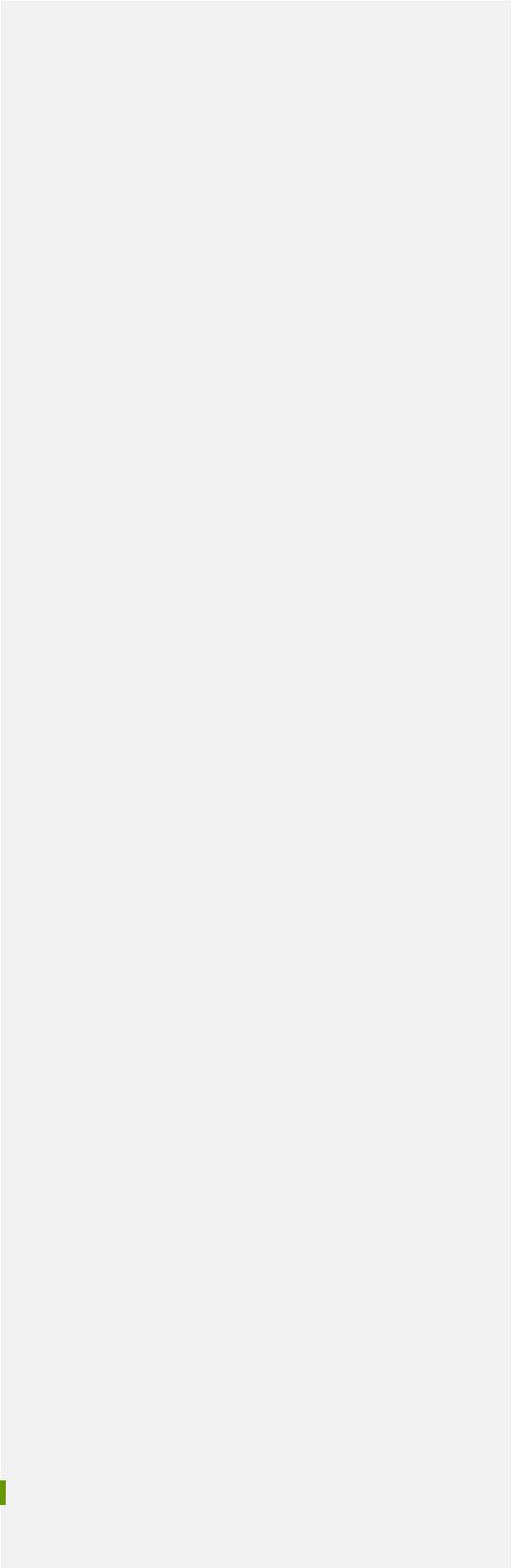
The Colton Sand Dune system referenced above is one of the largest inland sand dune formations in Southern California and is a critical natural habitat for several animal species. One such species is the Delhi sands flower-loving fly (DSF), an endemic insect restricted to the semi-arid sand dunes in Southern California's San Bernardino and Riverside counties. The historical distribution of the DSF included the City of Colton. The DSF was placed on the federal Endangered Species list in 1993 by the U.S. Fish and Wildlife Service.



Delhi sands flower-loving fly
(*Rhaphiomidas terminatus abdominalis*)

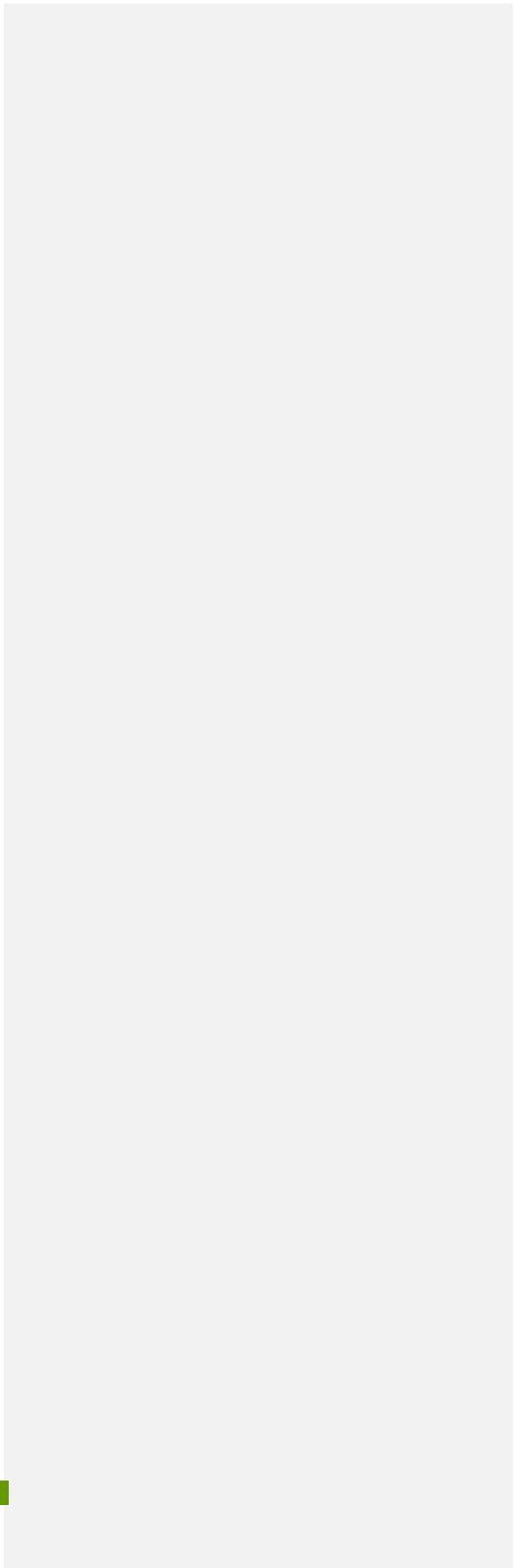
As shown in Figure LU-4, the DSF habitat area, as defined in 2010, affects the western portion of Colton in the area generally west of Cypress Street and north of the Santa Ana River. Land use development on these lands has been constrained by the presence of the DSF and the federal laws that govern the environment of the species, and unfortunately, most of the developable land in Colton is within proximity of potential species habitat. However, City leaders continue to diligently work with the U.S. Fish and Wildlife Service to negotiate an agreement that is both beneficial to the species and facilitates development of this land that is vital to Colton's local economy.

Figure LU-4 Factors Affecting Development (11x17)



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Back Page: Figure LU-4
Factors Affecting Development (11x17)



Rail

Colton has retained its status as “the Hub City.” The Union Pacific Railroad main switching yard is located in the City, and a large intermodal hub for the BNSF Railroad is located just a few miles north of Colton, in the city of San Bernardino. With its prime location for transportation, trucking, and logistics operations, and the advantages available to industries that ship via rail, Colton can promote this infrastructure for business development. However, consideration must be given as well to long-established non-industrial uses near rail operations, with development decisions balanced to minimize land use incompatibilities.

Beginning in 2009, the City and railroads began to address three long-standing issues related to the intense rail operations through Colton: at-grade train conflicts, train conflicts with roadway traffic, and train horn noise. The north-south and east-west rail lines, owned by two separate operators, have long conflicted with regard to routes and scheduling. East-west train traffic would have to stop to allow north-south trains to move through, and vice versa, resulting in trains stopped across Colton’s roadways. In 2008, over 110 freight and passenger trains moved daily through Colton Crossing, making it one of the busiest at grade train/train crossings in the United States. In addition, rail spurs serving the industrial areas in south Colton would block streets in the nearby residential neighborhoods. Consistent with safety requirements, trains traveling through Colton would have to sound their horns to alert drivers, given the many at-grade rail/roadway crossings.

Two major projects resolve these conflicts and the associated inconveniences put upon Colton residents. The Colton Crossing project involves elevating the east-west Union Pacific tracks over the north-south BNSF line along its extent through Colton. A second related project to establish a “quiet zone” through the City means that the closure of several at-grade road crossings of rail lines north of Interstate 10 will alleviate the need for train conductors to sound their horns along the north-south rail routes.



The Colton Crossing, prior to construction of improvements to construct the UPRR fly-over of the UPRR line.

Photo courtesy of the San Bernardino Association of Governments, 2012

Santa Ana River Floodplain

The City of Colton participates in the National Flood Insurance Program (NFIP). The NFIP provides federal flood insurance subsidies and federally financed loans to qualifying property owners in flood-prone areas. Flood Insurance Rate Maps (known as FIRMs) are an important part of the NFIP and are prepared by the Federal Emergency Management Agency, or FEMA. FIRMs show potential flood zones for the 100-year and 500-year floods. These are floods that, respectively, have a one percent and 0.2 percent chance of occurring every year. Flood risk information presented on FIRMs is based on historic, meteorological, hydrologic, and hydraulic data, as well as open space conditions, flood control works, and development.



Santa Ana River and trail near the La Loma Hills

Colton's geographic location within the Santa Ana River floodplain contributes to the presence of flood risk for some portions of the City. Major flood control improvements to along the Santa Ana River have significantly reduced flood risks throughout most portions of Colton along the river. However, as shown in Figure LU-3, flood hazards continue to exist along portions of Fairway Drive and south of Fogg Street in south Colton, as well as along the Reche Canyon Channel, which drains into the Santa Ana River and its tributaries. Development within the floodplain may be susceptible to flood and mudslide hazards unless specific flood protection measures are taken.

San Jacinto Fault Zone

California is a highly seismic region, given its location on the edge of the Pacific and North American tectonic plates. A major geologic feature in the City is the San Jacinto Fault, which extends roughly 130 miles through Southern California. As the fault zone trends northwest-southeast through Southern California, it touches Colton along the northeast City

boundary, as shown on Figure LU-4. The San Jacinto Fault, which was responsible for the 1918 San Jacinto earthquake, has not produced a catastrophic earthquake in Southern California during recorded history. Research suggests that this portion of the fault is capable of producing a probable magnitude 6.5 to 7.5 earthquake.

The San Jacinto Fault zone has been designated by the State as an Alquist-Priolo Earthquake Fault Zone,³ which indicates the active nature of the fault. This designation means that special geologic studies are required for any application to build a structure for human occupancy within the fault zone. If a fault trace is discovered during such studies, the structure cannot be placed over the trace and usually, must be set back by approximately 50 feet. These regulations will apply to any development in Colton proposed within the designated Alquist-Priolo Earthquake Fault Zone.

Other Regulations and Agencies Affecting Land Use Decisions

Several other agencies either have jurisdiction over lands in Colton or have regulatory authority for specific types of permits related to land development. Also, broad-based state laws—and the California Environmental Quality Act, or CEQA, in particular—require that Colton consult with outside agencies when making land use decisions or reviewing development projects. The descriptions here are not inclusive, but indicate key regulations that the City and developers must consider in land use decisions.

California Environmental Quality Act

The California Environmental Quality Act (CEQA) was adopted by the California legislature in 1970 in response to a public mandate for thorough environmental review of projects. The provisions of the law and environmental review procedures are described in the CEQA Law and Guidelines. CEQA is the instrument for ensuring that environmental impacts of local development projects are appropriately assessed and mitigated, and if not fully mitigated, ensuring that project benefits to the community are substantial.

U.S. Fish and Wildlife Service and California Department of Fish and Game

Both the U.S. Fish and Wildlife Service and the California Department of Fish and Game have regulations that protect wildlife and plant species. Special permits are required for alteration, dredging, or any activity in a lake or stream, as well as other activities that may affect fish and game habitat. Future development in natural habitat areas, such as that

³ This nomenclature is derived from a 1972 act passed by the California legislature and the lawmakers who drafted the legislation. The 1972 act, which requires mitigation of hazards to structures for human occupancy associated with surface faulting, was a reaction to the significant damage resulting from the 1971 San Fernando earthquake.

occupied by the Delhi sands flower-loving fly, that has the potential to affect those habitats will be subject to the regulations of both of these federal and state agencies.

Regional Water Quality Control Board, Santa Ana Region

As part of a multi-pronged effort to improve the quality of water resources nationwide, the federal government authorized the State Regional Water Quality Control Board and its regional offices such as the Regional Water Quality Control Board, Santa Ana Region to set up programs to implement National Pollutant Discharge Elimination System (NPDES) goals. Under the NPDES Stormwater Permit issued to the County of San Bernardino and Colton as co-permittees, most new development projects in the City are required to incorporate measures to minimize pollutant levels in stormwater runoff. Compliance is required at the time that construction permits are issued, as well as over the long term through periodic inspections.

The Regional Water Quality Control Board is also responsible for issuing permits for dredging and filling near water bodies, monitoring the quality of groundwater basins, managing the Santa Ana River watershed, and directing clean-up activities of leaking underground storage tanks (among other duties).

Local Agency Formation Commission for San Bernardino County

The Local Agency Formation Commission for San Bernardino County, or LAFCO, was formed in response to state legislation in 1963 that established a mechanism to resolve jurisdictional conflicts of overlapping agencies in counties statewide. LAFCO's broad charge is to study and make recommendations regarding agencies' service areas and responsibilities. The San Bernardino LAFCO also is responsible for defining the spheres of influence for cities and reviewing annexation requests.

San Bernardino County Association of Governments

The San Bernardino Association of Governments (SANBAG) is responsible for coordinating regional planning efforts of cities in San Bernardino County and the County itself, and most significantly, coordinating a multi-modal transportation system that serves all County residents. The SANBAG board, comprised of city council and board of supervisor representatives from all participating jurisdictions, meets monthly to discuss and address planning issues of regional interest and concern.

City of Colton Capital Improvement Plan

The City's Public Works Department maintains a five-year Capital Improvement Plan, or CIP, that identifies public works projects planned and funded on a rolling five-year basis. The CIP includes anything from resurfacing of streets to major projects like remodeling public facilities and buildings, retrofitting/replacing bridges to meet seismic and safety standards, bike paths and trails, traffic signals, road widening and realignment. CIP projects respond to goals and policies in the Circulation Element, but also are used to support long-range land use plans by providing the infrastructure improvements needed.

Land Use Plan

The foundation for this Land Use Element is the Land Use Plan, presented in Figure LU-6. The Land Use Map identifies the planned geographic distribution of all land use types, identified as “land use designations,” that can be grouped into five general categories:

- Residential
- Commercial
- Mixed Use
- Industrial
- Public, Institutional, Utilities, and Open Space

All proposed new land uses and modifications to established uses must be consistent with the Land Use Plan, both in terms of how a property is used and developed.

Density and Intensity

When describing areas of Colton, we differentiate one area from another by the principal use, whether that use is homes (residential), shops, restaurants and offices (commercial), research and development or light industrial (business park), a park (open space), or a school (public/institutional). To describe the intensity of use—how much development exists on a property or could be built—land use planners have developed quantitative measures of density and intensity. The term *density* typically applies to residential uses and refers to the allowed development capacity of a property. Density is defined in terms of dwelling units per acre of land (du/ac) and population per acre of land (pop/ac).

For commercial, industrial, and other nonresidential uses, *intensity* describes the degree to which a property is or can be developed. The measure of intensity Colton has adopted is the floor-area ratio. The floor-area ratio, or FAR, describes the relationship between the total square footage of development on a lot and the area of that lot. The FAR is determined by dividing the gross floor area of all buildings on a lot by the land area of that lot. FAR and factors such as building square footage, building height, and the percent of lot coverage are all interrelated. For example, a 20,000 square foot building on a 40,000 square-foot lot yields a 0.5 FAR. This 0.5 FAR can accommodate a single-story building that covers half the lot or a two-story building with reduced lot coverage. Figure LU-5 illustrates different FAR calculations.

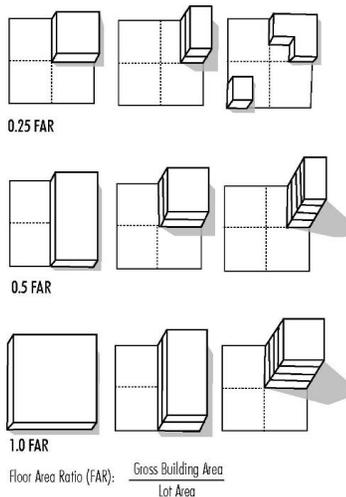


Figure LU-5:
Example of Floor-Area
Ratio (FAR)

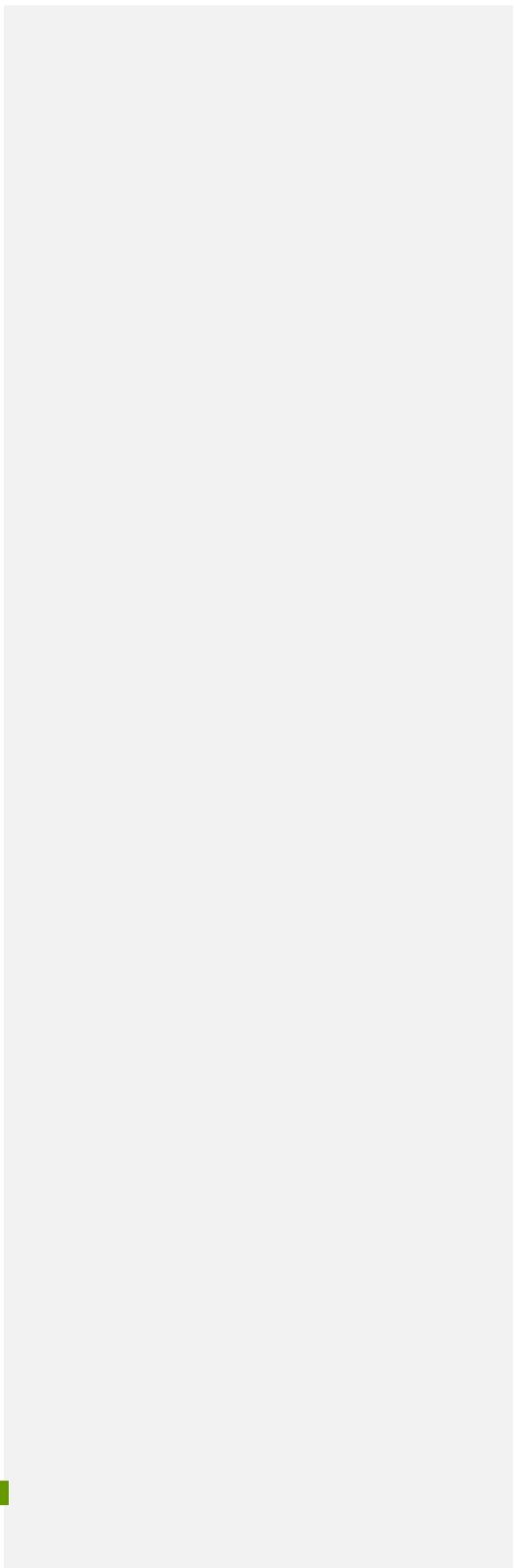
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Figure LU-6 Land Use Plan (11x17)

Commented [SL1]: This figure will need to be updated to change the label on the map and in the legend from “West Valley Specific Plan” to “Colton Hub City Centre Specific Plan”

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Back Page: Figure LU-6 Land Use Plan (11x17)



Land Use Designations

Residential

Four residential land use designations are established to reflect the residential character of Colton homes. In addition to residential uses, limited nonresidential uses such as religious and charitable organizations may be permitted, as implemented through the City's Zoning Ordinance. Each residential designation defines the representative development types, the maximum permitted development density, and an estimate of the population density based on an average household size of 3.209 persons (as reported in 2011 by the California Department of Finance).

Very Low Density Residential

The *Very Low Density Residential* designation provides for detached, single-family residences within a density range of 0.1 to 2.0 dwelling units per acre. Development is characterized generally by single-family detached homes on large, individual lots in areas where terrain, access, and the presence of natural resources may limit the extent to which development can occur. This designation applies generally to hillside areas, such as the La Loma Hills, the Pellissier Ranch area, and Reche Canyon. Within this designation, clustering of dwelling units may be allowed through a discretionary permit process to limit grading and provide opportunities to preserve natural open space. Other uses, such as accessory dwelling units and group homes and, may be permitted consistent with the zoning regulations for the implementing zone.

- *Allowed Density: 0.1 to 2.0 dwelling units per acre*
- *Typical Population Density: 1 to 7 persons per acre*

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*

Medium Density Residential

~~The *Medium Density Residential* designation allows detached and attached units, townhouses, and condominiums. Development densities may range from 8.1 to 16.0 units per acre. Development is characterized generally by detached and attached single family homes on small lots, alley-loaded homes, duplexes, triplexes, condominiums, and townhouses with common open space and small private patios or yards. Other uses such as mobile home parks and schools are permitted consistent with the City's R-2 zone regulations.~~

The Medium Density Residential designation allows detached units and attached townhouses, condominiums, and apartments. Development densities range from 8.1 to 16.0 units per acre. Development is characterized generally by detached or attached houses on small lots, alley-loaded homes, duplexes, triplexes, condominiums, townhouses, and live/work lofts with common open space and small private patios or yards. Other uses such as mobile home parks and schools are permitted subject to a Conditional Use Permit consistent with the City's R-2 zone regulations. Design objectives include elements that enhance the visual characteristics of the neighborhood through site planning, architecture, open space, and landscaping.

- *Allowed Density: 8.1 to 16.0 dwelling units per acre*
- *Typical Population Density: 26 to 51 persons per acre*

High Density Residential

~~The *High Density Residential* designation accommodates multi-family housing and specifically housing development of a more intensive form, including condominiums, apartments, stacked flats, and senior housing. Higher densities are intended for specialized housing, such as senior housing at locations where adequate support infrastructure exists. Other uses such as mobile home parks and child care services are permitted consistent with the City's R-3 zone regulations.~~

~~Residential projects may be constructed at densities between 16.1 and 22.0 units per acre. For projects developed exclusively for senior residents as income-subsidized housing, the City may allow densities of up to 60 dwelling units per acre through a discretionary permit process. Design elements such as architecture, site planning, and landscaping are critically important to create quality development. Maximum densities can only be achieved where exemplary design qualities are provided.~~

The High-Density Residential designation accommodates multi-family housing, and specifically housing development of a more intensive form, including condominiums, apartments, stacked flats, and senior housing. Density range includes 16.1 to ~~22~~ 30.0 dwelling units per acre. The higher densities are intended for specialized housing, such as senior housing, at locations where adequate support infrastructure exists. Other uses such as mobile home parks and large family day care homes may be permitted subject to a conditional use permit consistent with the City R-3/R-4 zone regulations. Design objectives include well-designed and visually pleasing buildings that contribute to creating a sense of community and take into consideration the scale proportion and character of the surrounding areas.

- *Allowed Density: 16.1 to ~~22~~ 30.0 dwelling units per acre*

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- *Typical Population Density: 52 to 71 persons per acre*

Commercial

Colton's commercial areas provide places where residents, businesses, and visitors to the community can purchase goods and services. Two commercial land use designations represent the variety of commercial uses desired in Colton: *Neighborhood Commercial* and *General Commercial*. The City will prioritize commercial development that benefits the City and residents through employment and revenue generation.

Neighborhood Commercial

The *Neighborhood Commercial* designation provides for a variety of retail, office, and service-oriented business activities that serve a local neighborhood area and population. The approach to development incorporates a smaller scale, and commercial uses are lower intensity for compatibility with the character of surrounding residential neighborhoods. Corner locations for *Neighborhood Commercial* uses are preferable to minimize disruption within residential neighborhoods. *Neighborhood Commercial* uses will be located along roadways traveled by localized or residential commuter traffic, and at intersections bisecting residential neighborhoods. Drive-through and auto service/repair businesses may be restricted through zoning regulations to minimize traffic and noise impacts on adjacent residential uses.

- *Maximum Intensity: 0.5 FAR*

General Commercial

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.

- *Maximum Intensity: 1.0 FAR*

Mixed-Use

~~The Mixed Use designations provide for mixed use urban environments that offer opportunities for people to live, work, and shop within a compact area. Development approaches integrate residential, commercial, and/or office uses into one building or district. Mixed use in one building is typically referred to as vertical mixed use. For example, a mixed use building of several floors could have lower floors dedicated to retail space and the upper floors for offices, apartments, and/or condominiums. Horizontal mixed use refers to a project where retail and residential uses are located in different buildings connected by pedestrian passageways.~~

~~Because mixed-use developments provide both residential and commercial components, the maximum permitted intensity of use is expressed in terms of density and FAR. For any individual development, these density and FAR can be combined to yield the maximum permitted development envelope. The Mixed-Use designations provide for mixed-use urban environments that offer opportunities for people to live, work, and shop within a compact area. Development approaches integrate residential, commercial, and/or office uses into one building or district. Mixed use in one building is typically referred to as vertical mixed use. For example, a mixed-use building of several floors could have lower floors dedicated to retail space and the upper floors for offices, apartments, and/or condominiums. Horizontal mixed use refers to a project where retail and residential uses are located in different buildings connected by pedestrian passageways.~~

~~Because mixed-use developments provide both residential and commercial components, the maximum permitted intensity of use is expressed in terms of density and FAR. For any individual development, this density and FAR can be combined to yield the maximum permitted development envelope. Furthermore, sites that are designated as mixed-use can have 100% residential uses by right.~~

Mixed-Use: Downtown Colton

~~The *Mixed Use: Downtown Colton* designation provides for a downtown district that integrates civic, public, commercial, office, and residential uses. Supporting convenience retail and personal service commercial uses are permitted to serve the needs of local residents, employees, and visitors. Higher density residential uses are encouraged to add vibrancy and presence. Long-established, low-density residential areas containing homes dating to Colton's early years are encouraged to retain their density and character. Live/work development approaches are permitted as well where they contribute to the function and character of Downtown. All development within the district should reflect attractive, pedestrian-oriented design that complements the area's historic character. Public and shared parking facilities are encouraged.~~

~~The Mixed Use - Downtown Colton designation provides for the creation of a downtown district that integrates civic, public, commercial, office, and residential uses. The district is intended to accommodate a physical pattern of development often found along village main streets and in neighborhood commercial areas of older cities. Supporting convenience retail and personal service uses are permitted to serve the needs of residents, employees, and visitors. Higher-density residential uses are encouraged at select locations to add vibrancy and create a 24-hour presence. Long-established, low-density residential areas containing homes dating to Colton's early years will be encouraged to retain their density and character. Public and shared parking facilities are encouraged. Drive-through and motor vehicle service/repair businesses are specifically prohibited.~~

~~All development within the district will consist of attractive, pedestrian-oriented design that complements the area's historic character and establishes a "village-like" environment. The density range is 2.0 to 40 units per acre.~~

~~For projects developed exclusively for senior residents as income-subsidized housing, the City may allow densities of up to 60 dwelling units per acre through a discretionary permit~~

process.

- Residential densities at 2.0 to ~~4.3~~ 3.0 units per acre
- Maximum Intensity: 2.0 FAR for nonresidential components
- Typical Population Densities: 7 to 96 persons per acre

Mixed-Use: Neighborhood

~~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. The Mixed Use - Neighborhood designation is intended to preserve the low-scale nature of older districts where residences and small local business have co-existed well for many years. Mixed Use Neighborhood areas allows for office, commercial, and residential uses within the same structure or adjacent to each other. This designation facilitates preservation of historic homes for either residential or office/commercial use (adaptive reuse of residential structures) and encourages connections between residential neighborhoods 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 Neighborhood Commercial designation. Development standards require compatibility with the scale and character of the established neighborhood. Design objectives for the Mixed Use - Neighborhood are to protect and preserve the scale and architectural elements of established historical buildings. Consistent with the established character of these areas, the density range is 2.0 to 8.0 dwelling units per acre.~~

- Maximum Density: 2.0 to 8.0 dwelling units per acre
- Maximum Intensity: 1.0 FAR for nonresidential components
- Typical Population Densities: 7 to 19 persons per acre

Industrial

Attracting employment- and revenue-generating land uses to Colton is a priority. Industrial land uses can help the City achieve both fiscal and employment objectives. The City's location adjacent to major rail and transportation corridors is a significant advantage for retaining existing businesses and attracting new businesses. The following industrial land use designations take advantage of the highly diverse nature of manufacturing, mining, transportation, and warehousing industries in Colton and within its sphere of influence.

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Industrial Park

This designation provides for single-tenant and multi-tenant office and industrial buildings that house professional offices, research and development, light industrial, and similar uses. Supporting retail and personal service commercial uses that are subordinate to and compatible with the *Industrial Park* environment may be permitted to serve the needs of the local business community. Commercial recreation and entertainment uses may be allowed, consistent with zoning regulations. Businesses that generate employment and sales or use tax revenues are preferred. Areas designated as *Industrial Park* should be visually attractive and reflect high-quality development and design standards within a park-like setting. They should also provide adequate buffering from less-intensive land uses and have adequate access to major transportation routes.

- *Maximum Intensity: 0.5 FAR*

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.

- *Maximum Intensity: 0.5 FAR*

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.

- *Maximum Intensity: 0.5 FAR*

Public, Institutional, Utility, and Open Space

This broad set of land use designations provides for the regulation and protection of publicly owned properties, properties of private institutions, and properties restricted to park and recreation uses.

Public/Institutional

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.

- *Maximum Intensity: 0.5 to 2.0 FAR, depending upon the corresponding zoning*

Railroad/Utility Corridor

The *Railroad/Utility Corridor* designation applies to all railroad corridors and associated railroad uses, as well as properties used for energy resource transmission and other utility lines. No FAR is established since no buildings are associated with this use type.

Open Space-Recreational

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.

Open Space-Resource

The *Open Space-Resource* designation applies to open space areas necessary for the protection and preservation of unique areas for such purposes as groundwater recharge, flood control, wildlife habitat conservation, and hillside protection. Designated areas include the Santa Ana River and its floodplain, storm drain channels, conservation areas designated for the protection of the Delhi Sands Flower-Loving Fly, and steep hillsides and rock outcroppings within the La Loma Hills and Reche Canyon areas. Complementary uses within the *Open Space-Resource* designation include cemeteries and recreation and equestrian uses.

Overlay District

An overlay district is an additional land use regulation that is placed on a property but does not change the underlying land use designation. Overlay districts are used to impose additional development restrictions or allow for expanded uses or development intensities in specific locations, in addition to the base land use designation. The *Residential Overlay* will allow additional opportunity for new residential development in the City, but only in selected areas. This overlay district applies to the areas shown in Figure LU-7.

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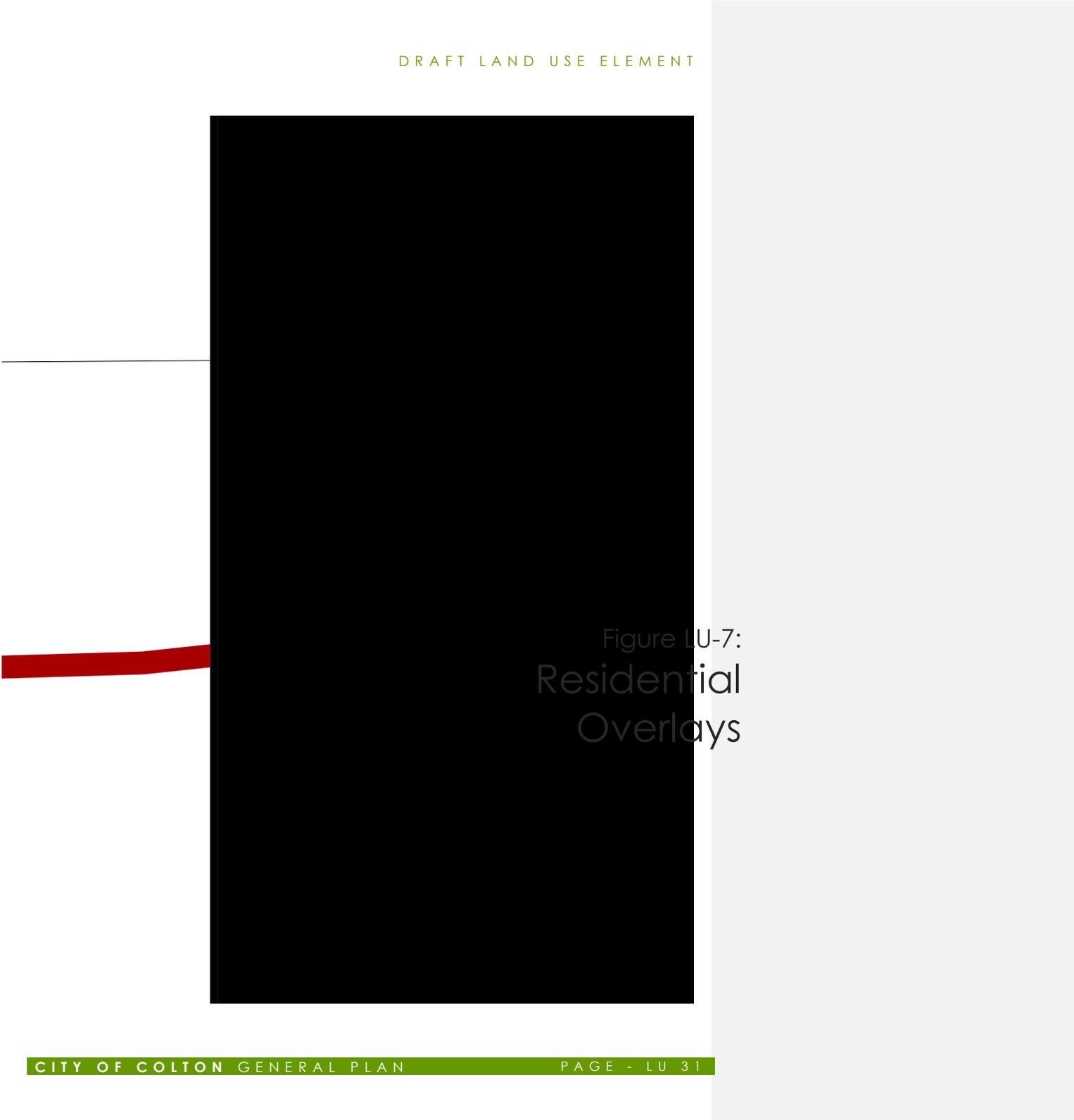


Figure LU-7:
Residential
Overlays

Residential Overlay

~~The Residential Overlay designation provides, in addition to the base land use, the opportunity to develop residential uses in areas where convenient access to transit and neighborhood-serving uses is available. Together, the base land use designation and the overlay allow for a combination of commercial or office uses with higher density residential development. The overlay is intended to promote high quality market rate and affordable housing construction, as well as assisted living facilities, in areas where residents can easily walk to shops, services, schools, and transit stops. Residential development can either occur as part of a mixed use development or as stand alone, attractive multi-family housing. Design must include pedestrian-friendly spaces such as plazas, courtyards, and other amenities. The Residential Overlay may apply to four base land use designations: General Commercial, Mixed Use Neighborhood, Industrial Park, and Light Industrial.~~

The Residential Overlay is established to promote higher-density residential uses along major corridors in the City, specifically along Mount Vernon Avenue. This overlay works in concert with underlying designations to create an active mixed-use, pedestrian-friendly environment with supporting convenience retail and service uses that serve the needs of residents. Design objectives are to provide high-quality development that provides pedestrian-friendly spaces such as plazas, courtyards, and other amenities. Densities of up to 40.0 units per acre will be permitted for developments meeting affordability performance criteria contained in the zoning regulations. The increased density offered by the Residential Overlay is not a discretionary incentive in return for concessions from a developer but will be available to all projects that meet design and other pertinent criteria established in the Residential Overlay development standards under the Zoning Code. Where designated, the Residential Overlay may apply to four base land use designations: General Commercial, Mixed-Use Neighborhood, Industrial Park, and Light Industrial. **The Residential Overlay may also be extended to Colton adopted Specific Plans.**

- *Maximum Density: up to 40 dwelling units per acre*
- *Typical Population Densities: 96 persons per acre*

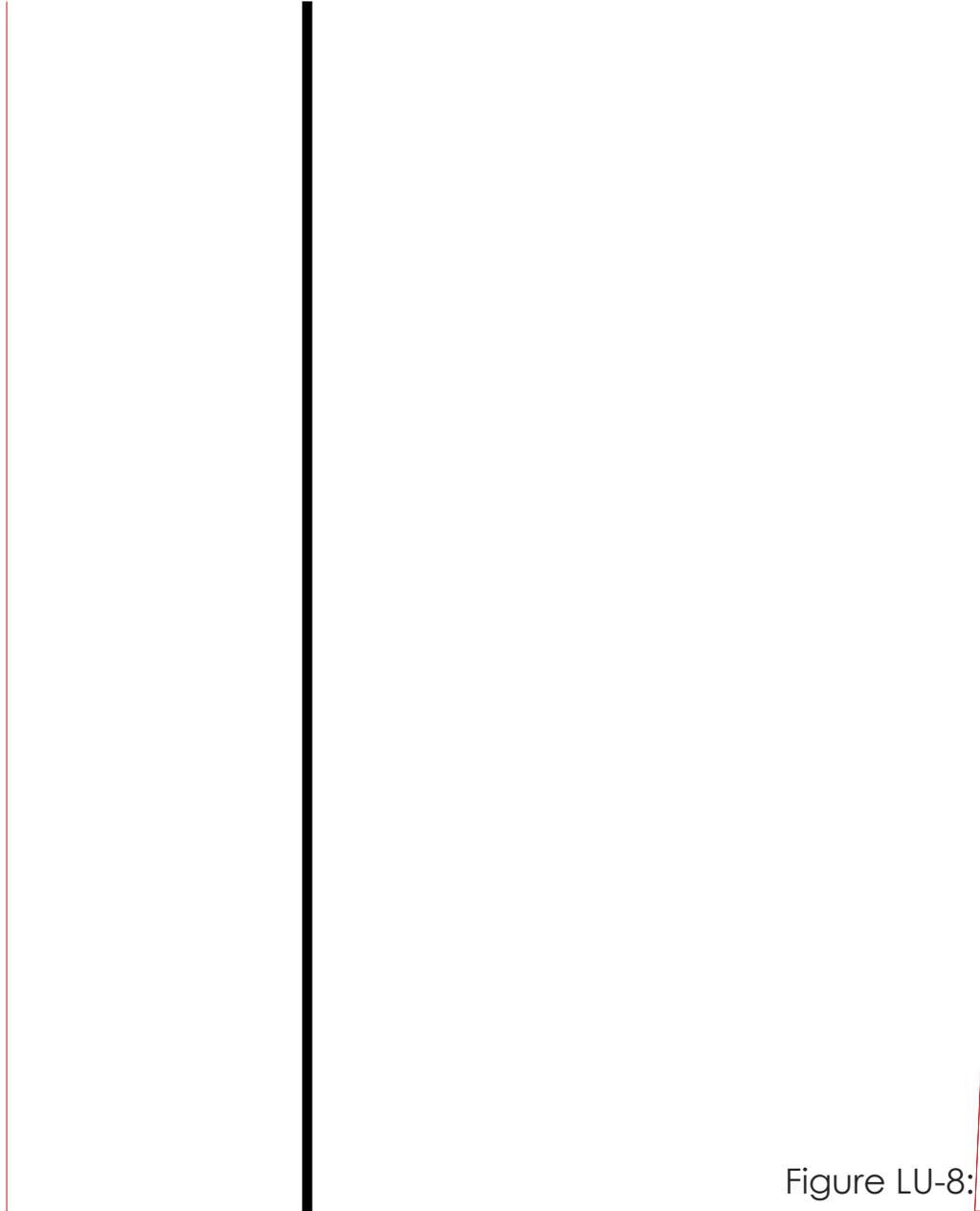
Specific Plans and Planned Communities

The preparation and adoption of specific plans and community plans are permitted by California planning law for any area that requires special consideration or treatment. Specific plans are appropriate for areas requiring special attention due to location, unique challenges facing development (i.e. sensitive habitat), or where opportunities exist for development of an integrated mix of uses around key activity generators. In Colton, the City historically adopted several specific plans to craft unique regulations for permitted uses, development standards (setbacks, heights, landscape, architecture, etc.), and circulation and infrastructure improvements. Figure LU-8 shows the location of adopted and planned specific plans.⁴ On the Land Use Policy Map (Figure LU-6), specific plans are shown as unique areas, with readers directed to consult the individual specific plans for

⁴ Prior specific plans and community plans that have been rescinded or planned for elimination include the Cooley Ranch Community Plan, Santa Ana River Specific Plan, and Agua Mansa Specific Plan (a multijurisdictional plan adopted in the 1980s).

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land use regulations, as well as development standards and required infrastructure improvements.



Commented [SL2]: This map outline is correct - West Valley name needs to change to HCCSP.

Figure LU-8:
Specific Plans

Implications of Land Use Policy

Over time, as properties transition from one use to another or property owners rebuild, land uses and intensities will gradually shift to align with the intent of this Land Use Element. Table LU-1 summarizes the land use distribution by acreage. Based on an assumed average level of development, Table LU-1 also indicates the amount of residential and nonresidential development that can be expected with implementation of land use policies established by this Land Use Element. Most new development is intended to occur within the Pellissier Ranch area and the [Colton Hub City Centre West Valley Specific Plan area](#).

Table LU-1:
Development and Population Projections

Land Use Designations	Net Acres		Projected Dwelling Units ¹		Projected Population ¹		Projected Non-Residential Square Feet	
	City ²	SOI ²	City	SOI	City	SOI	City	SOI
Very Low Density Residential	600	-	961	-	3,043	-	-	-
Low Density Residential	1,430	166	7,863	915	24,913	2,900	-	-
Medium Density Residential	339	-	4,344	-	13,763	-	-	-
High Density Residential	184	3	3	61	10,123	193	-	-
Neighborhood Commercial	47		195	-	-	-	405,500	-
General Commercial	314	9	-	-	-	-	4,107,800	111,700
<i>Residential Overlay</i>	56	15	391	103	1,239	326	547,500	144,100
Mixed-Use Neighborhood	29	-	149		473		38,300	-
<i>Residential Overlay</i>	7	-	158		501		8,700	-
Mixed-Use Downtown	46	-	476		1,508		1,375,200	-
Industrial Park	205	-	-				1,784,700	-
Light Industrial	1,059	-	-				9,226,400	-
Heavy Industrial	785	582	-				3,418,500	2,533,400
Public/Institution	541	-	-	-	-	-	-	-
Railroad/Utility/ROW	159	12	-	-	-	-	-	-
Open Space-Recreation	46	-	-	-	-	-	-	-
Open Space-Resource	1,173	-	-	-	-	-	-	-
Reche Canyon Specific Plan	1,480	321	2,405	611	7,621	1,934	56,100	20,100
West Valley Colton Hub City Centre Specific Plan	324	-	3,000 62	-	9,300 998	-	1,797,503 ,222,900	-
Total	8,824	1,109	21,204	1,690	67,182	5,354	23,291,600	2,809,300

Notes:

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- 1) *Population projections are based on an average household size of 3.460 persons per household and a vacancy rate of 8.4%, based on 2010 data from the U.S. Census Bureau. [Colton Hub City Centre Specific Plan uses a household size of 3.1 persons per household based on 2023 data from the U.S. Census Bureau.](#)*
- 2) *City refers to incorporated City of Colton. SOI refers to Colton Sphere of Influence (see Figure LU-1).*

This Land Use Element has a planning horizon year of 2030. However, the total development capacity established by the Land Use Plan might not be achieved by 2030. Market and other factors will continue to affect the rate at which development progresses. The City's objective for the Land Use Element is to establish its vision for land use patterns, types, and intensities, and to provide the capacity for that vision to be achieved through public and private development initiatives. The City will monitor growth against this plan, with the intention also of ensuring that the transportation network, infrastructure, and public services continue to support and are in balance with the Land Use Plan.

Goals and Policies

Goals are broad statements of community desires. Policies are statements that support the achievement of a specific goal. These goal and policy statements will guide the City Council, Planning Commission, other appointed City commissions, committees and boards, and City staff in their review of land use proposals and their decisions relative to growth and development. They are structured to address:

- Citywide objectives
- Strategies for particular land uses
- Focus areas

Citywide Goals and Policies

Citywide goals and policies reflect the policy direction based on particular issues that apply to the entire City of Colton, rather than a specific area.

Land Use Diversity and Compatibility

To remain a balanced and economically healthy city, Colton will continue to plan for and accommodate a broad range of land uses. High-quality development will be the standard for all new projects, with the objective of creating a distinctive character for Colton. Conditions on development will be applied uniformly with this objective in mind. Also, focused attention will be paid to addressing the long-existing interfaces between residential and industrial uses to improve conditions in neighborhoods while respecting the important contributions that industrial businesses make to local employment and revenues.

Goal LU-1:	Achieve a balance of land use types that create diverse opportunities for housing, employment, commerce, recreation, and civic engagement.
Policy LU-1.1:	Ensure that all new development conforms to all applicable provisions of the General Plan and Zoning Code.
Policy LU-1.2:	Evaluate existing Specific Plans to ensure continued appropriateness in relation to the goals and policies of the General Plan and the City's long-term vision, and to

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	reflect planned land use. After evaluation, maintain, amend, or repeal Specific Plans, as appropriate.
Policy LU-1.3:	Ensure that the zoning map, Zoning Code, Specific Plans, and other applicable development-related ordinances are brought into conformance with the Land Use Element as soon as practical following adopted or amendment.
Policy LU-1.4:	Pursue the annexation of unincorporated islands within the City’s boundaries wherever possible and financially advantageous to the City.
Policy LU-1.5:	Encourage the assemblage of small lots to create more cohesive development sites.
Policy LU-1.6:	Ensure that new development projects are compatible with permitted, well-maintained uses and buildings in the surrounding neighborhood or district.
Policy LU-1.7:	Require that new development assume the full fair-share cost of public improvements which are necessitated by that development.
Policy LU-1.8:	Interpret the Land Use Plan in a manner that provides for compatibility between adjacent land uses, and that allows the City to achieve land use, design, and economic development objectives.
Policy LU-1.9:	Apply a Special Development Area overlay zone on industrially zoned properties that abut properties zoned for residential uses, and apply appropriate conditions through the discretionary review process to minimize impacts.
Policy LU-1.10	Require that Crime Prevention through Environmental Design (CPTED) approaches be used in the design and development of all new projects and substantial remodeling projects.

Goal LU-2: Create great places in Colton through use of high-quality streetscapes and design requirements.

Policy LU-2.1:	Pay critical attention to the appearance of properties at the City’s major gateways, as identified in Figure LU-5.
Policy LU-2.2:	Require that private development at the gateways locations create a stronger sense of City identity. Improve the public realm to reinforce this image.
Policy LU-2.3:	Apply rigorous and transparent design review practices to all development applications.
Policy LU-2.4:	Protect structures of historical and architectural significance.

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Economic Development

While the Land Use Plan accommodates a broad range of commercial and industrial uses, the many opportunities available to businesses looking to locate in the Inland Empire mean that the City must ensure a favorable business environment. A diversity of businesses will provide for more local jobs at all income ranges and create greater surety of tax revenues to fund City services.

Goal LU-3:	Ensure a strong and diversified economic base to provide for fiscal stability and sustainability.
Policy LU-3.1:	Provide for land uses that allow a variety of retail, service, manufacturing, institutional, office, and recreational businesses to locate in Colton.
Policy LU-3.2:	Retain industrial land for businesses that provide jobs for manufacturing and processing of goods, and that create local revenue sources.
Policy LU-3.3:	Continue to use creative financing tools for City-initiated revitalization and to spark private investment.
Policy LU-3.4:	Pursue a variety of funding approaches, including grants, impact fees, assessments, and transportation funds, to support public services, municipal programs, and capital investments that support City businesses.
Policy LU-3.5:	Establish a list of commercial and industrial uses that are needed in the City, and work towards bringing those businesses to Colton.
Policy LU-3.6:	Identify and revitalize areas within the City which, through deterioration of structures, high vacancy rates, vandalism, or health and safety concerns, merit special attention.

Sustainable Development and Building Practices

Sustainable development means designing, constructing, and operating buildings and cities to meet the present day needs of the community without compromising the ability of future generations to meet their needs. For Colton, this means protecting groundwater resources, conserving energy, encourage reuse of materials, preserving open space for habitat and other beneficial uses, and creating alternative mobility options for vehicles. By employing sustainable development practices, the community can reduce the adverse impacts on the natural environment, while improving the quality of life and economic well-being for all in the City.

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As the City of Colton is the primary purveyor of water and electricity for the community, it has the ability to promote and enact water and energy conservation programs that ensure managed use of these resources for long-term viability. Ensuring Colton has access to clean and plentiful water resources from the Upper Santa Ana Valley groundwater basin will provide the community long-term reassurance regarding the availability of water. Creating walkable neighborhoods and a pedestrian-friendly downtown district will encourage residents to walk and use transit, thus minimizing vehicle use and reducing greenhouse gas emissions. Encouraging developers of new and retrofitted buildings to implement green principles will allow for greater energy efficiency, utilize sustainable materials, reduce waste stream, lower maintenance costs, decrease water use, and improve indoor air quality.

Altogether, these initiatives will move the City forward in its efforts to improve environmental quality and provide for sustainable development practices to become standard. As a good environmental steward and advocate of creating places that promote healthy people and businesses, the City will lead by example.

Goal LU-4:	Incorporate green building and other sustainable building practices into development projects.
Policy LU-4.1:	Require that new development projects reflect the principles of Traditional Neighborhood Development: walkable street patterns, pedestrian amenities, access to transit, a mix of complementary uses, comfortable and accessible open spaces, a range of housing types and densities, and quality design.
Policy LU-4.2:	Facilitate the use of green building standards and Leadership in Energy and Environmental Design (LEED) or similar programs in both private and public projects.
Policy LU-4.3:	Promote sustainable building practices that go beyond the requirements of Title 24 of the California Administrative Code, and encourage energy-efficient design elements.
Policy LU-4.4:	Support sustainable building practices that integrate building materials and methods that promote environmental quality, economic vitality, and social benefit through the design, construction, and operation of the built environment.
Policy LU-4.5:	Promote adaptive reuse of existing buildings as an alternative to new construction.
Policy LU-4.6:	Require that land divisions and development projects incorporate designs and practices that respect natural site features and provide for groundwater recharge.

Goal LU-5:	Reduce use of energy resources citywide, with a key goal of reducing the City's carbon footprint.
Policy LU-5.1:	Require the incorporation of energy conservation features into the design of all new construction and site development, as required by State law and local regulations.
Policy LU-5.2:	Provide incentives, as funding opportunities become available, for the installation of energy conservation features in existing multi-family residential and commercial developments, including technical assistance and possible low interest loans.
Policy LU-5.3:	Educate the public using a variety of outreach channels regarding the need for energy conservation, techniques which can be employed, and systems which are available.
Policy LU-5.4	Support the ongoing efforts of the California Air Resources Board to implement AB32 and SB375, and fully follow any new AB32 and SB375-related regulations.
Policy LU-5.5:	Develop and implement greenhouse gas emissions reduction measures, including discrete, early-action greenhouse gas reducing measures that are technologically feasible and cost effective.
Policy LU-5.6:	Require detailed air quality and climate change analyses for all applications that have the potential to adversely affect air quality, and incorporate the analyses into applicable CEQA documents. Projects with the potential to generate significant levels of air pollutants and greenhouse gases, such as manufacturing facilities and site development operations, shall be required to incorporate mitigation into their design and operation, and to utilize the most advanced technological methods feasible.
Policy LU-5.7:	Work with the South Coast Air Quality Management District and the Southern California Association of Governments to implement the <i>Air Quality Management Plan</i> (AQMP) and <i>Regional Transportation Plan/Sustainable Communities Strategy</i> , with the objective of meeting federal and state air quality standards for all pollutants. To ensure that new measures can be practically enforced in the region, participate in future amendments and updates of the AQMP.

Residential Neighborhood Preservation and Protection

The Colton neighborhoods that grew up around the railroads in the early 1900s provided housing for rail workers. Simultaneously, the presence of rail attracted rail-dependent industrial businesses that built their manufacturing and processing plants right next door to the neighborhoods. The adverse effects of these rail/homes and industrial/residential adjacencies — noise, odors, dust — have always existed, but the impacts have become increasingly pronounced with increased truck traffic and the gradual infilling of vacant residential properties. The values and conditions of homes in some neighborhoods have declined as a result, and deferred maintenance compounds deteriorating neighborhood conditions.

These neighborhoods provide homes for many long-time Colton residents who have deep community roots. Also, the development patterns are at a scale reflective of traditional neighborhood design. These neighborhoods have the potential to be rehabilitated as healthy, stable places if particular land use conflicts can gradually be resolved and owners have incentives to better maintain their properties. A key initiative of the City is to preserve and protect long-standing Colton neighborhoods.

Goal LU-6:	Minimize or eliminate land use conflicts where residences are in close proximity to rail lines, freeways, and industrial businesses.
Policy LU-6.1:	Protect residential neighborhoods adjacent to industrial areas pursuant to the policy direction provided in Policy LU-1.9.
Policy LU-6.2:	Discourage the establishment of incompatible uses in proximity to each other.
Policy LU-6.3:	Use land use designations and zones to buffer incompatible uses.
Policy LU-6.4:	Promote the use of buildings, setbacks, walls, landscaping, and other design features to buffer and reduce conflicts between adjacent properties.
Policy LU-6.5:	As properties recycle from one use to another, ensure that the new use is consistent with the Land Use Plan and policy directives that support this Goal LU-6.
Policy LU-6.6:	Require that industrial businesses adjacent to residential neighborhoods adopt and implement truck routing plans that avoid use of local streets to the greatest extent practical.
Policy LU-6.7:	Require that specific types of industrial uses—as defined in the Zoning Code and at the time a development or building permit application is filed—that are proposed to locate within 1,000 feet of existing or planned residential development include preparation of an air quality analysis that, at a minimum, analyzes the potential

impacts of toxic air contaminants and cancer risks on existing or potential residents or sensitive receptors.

Policy LU-6.8: Require that any residential use or sensitive receptor use—at the time a development or building permit application is filed—that is proposed to locate within 1,000 feet of an existing industrial use or within 500 feet of a freeway include preparation of an air quality analysis that, at a minimum, analyzes the potential impacts of toxic air contaminants and cancer risks on the future residents or sensitive receptors.

Goal LU-7: Provide opportunities for all neighborhoods in Colton to be in a healthy and attractive physical condition.

Policy LU-7.1: Stress the importance of property maintenance and rehabilitation activities to improve neighborhood conditions.

Policy LU-7.2: Enforce City codes to minimize the construction of illegal additions and structures in residential neighborhoods.

Policy LU-7.3: Allow nonconforming residential units in residential neighborhoods and mixed-use districts (including units nonconforming due to lot size), in the event of damage or total destruction, to be rebuilt at the density and with the same setbacks that existed prior to such an event.

Policy LU-7.4: Work with property owners of illegally constructed second dwelling units to achieve building code compliance for those units, where such units are permitted by zoning regulations.

Policy LU-7.5: Facilitate recycling of underutilized properties for infill developments in residential areas.

New Residential Neighborhoods

Opportunities exist in the [Colton Hub City Centre West Valley](#) Specific Plan and Pellissier Ranch/La Loma Hills areas for new neighborhoods to be built. New subdivisions can be expected in Reche Canyon as well, and on other large vacant tracts of land with residential and mixed use designations. The City will insist upon quality development that complements existing neighborhoods and at compatible densities. The goal is to improve the overall housing stock in the community.

Goal LU-8: Create new attractive residential neighborhoods throughout Colton that provide a range of quality housing.

Policy LU-8.1:	Consider the maximum densities set forth for each of the residential land use designations as maximums that can only be achieved by those developments that exhibit the highest design quality and provide definable community benefit.
Policy LU-8.2:	Require that the architectural design and scale of new residential developments respect and enhance the character of established neighborhoods.
Policy LU-8.3:	Encourage the provision of a range of housing types and sizes to accommodate the varied needs of all socioeconomic segments of the community.
Policy LU-8.4:	Pursue opportunities to locate higher-density residential development near activity centers such as parks and recreation facilities, commercial areas, employment centers, and transit.
Policy LU-8.5:	Avoid residential development in environmentally sensitive or hazardous areas unless mitigating measures are adequately implemented.
Policy LU-8.6:	Require that multi-family residential development and major subdivisions include amenities such as common open space or community facilities.
Policy LU- 8.7:	Establish a density bonus program to incentivize well-designed, affordable housing developments with appropriate amenities in multiple-family zoned areas.

Commercial Districts

Colton has outstanding freeway visibility from I-10 and I-15 that commercial users find very attractive. These properties can support businesses with regional draws. Commercial properties in Downtown and south Colton, and along Mount Vernon Avenue and portions of Valley Boulevard, cater more generally to local needs. This mix of regional- and local-serving commercial districts benefits the City, and the City’s goal is to take better advantage and create opportunities for more productive and attractive commercial tenants. Strategic initiatives will include: 1) improving access (as described in the Mobility Element), 2) establishing and implementing standards for quality site planning and design, 3) updating the zoning regulations to make sure desired uses are accommodated and undesirable uses not allowed, and 4) pursuing economic development programs to attract new businesses.

Goal LU-9:	Maintain a diverse mix of commercial uses that benefit the community in terms of needed commercial services, tax revenue, and employment opportunities.
Policy LU-9.1:	Encourage and facilitate an appropriate mix of goods and service offered in community and neighborhood commercial centers.
Policy LU-9.2:	Discourage proliferation of strip commercial development approaches.

Policy LU-9.3:	Encourage a unified architectural character in commercial areas, and vigorously enforce commercial land use standards, including but not limited to landscaping, signage, and property maintenance to enhance the visual appearance of the City’s commercial areas.
Policy LU-9.4:	Maintain the integrity and appearance of commercial properties by streamlining and simplifying the application process for new businesses occupancies and by encouraging updating of the visual appearance of a property whenever possible.
Policy LU-9.5:	Establish Zoning Code amortization requirements for nonconforming uses in commercial areas.
Policy LU-9.6:	Pursue removal of nonconforming signs.
Policy LU-9.7:	Explore opportunities to increase commercial amenities in underserved neighborhoods.
Policy LU-9.8:	Diversify the types of commercial uses available in Colton to ensure the City’s fiscal well-being. Create a balanced mix of restaurants and retail stores that offer a varied selection of dining and shopping opportunities.

Mixed-Use Districts

Consistent with the goal of pursuing more sustainable development approaches and reinvigorating Downtown Colton, the Land Use Plan provides for mixed use districts in the [West Valley Colton Hub City Centre](#) Specific Plan area, in Downtown, and along portions of La Cadena Drive and Colton Avenue. While the planned scale and intensities vary among the districts, the overall objective is to create pedestrian-oriented, exciting places with a mix of residences, retail and office businesses, restaurants, schools, civic functions, and public spaces. Streetscape enhancements will add to district character.

Goal LU-10:	Create new mixed-use, walkable districts that are great places to live and exciting destinations.
Policy LU-10.1:	Implement the land use policies for Downtown Colton set forth in this Land Use Element via a Specific Plan or similar document, and actively seek out developers to build in the Downtown consistent with City objectives.
Policy LU-10.2:	Adopt a new Neighborhood Mixed-Use zone.
Policy LU-10.3:	Implement the West Valley Colton Hub City Centre Specific Plan.
Policy LU-10.4:	Establish land use patterns and provide pedestrian amenities within the mixed-use districts that minimize the need for vehicle travel among the uses within a district.

Industrial Districts

Railroads and industry served by rail were the foundation of Colton. Industry provides jobs for people of many skill levels. Given Colton's strategic location businesses dependent on rail and ready freeway access — and recognizing the employment base industry can provide — the Land Use Plan provides for a continued and robust presence of industrial businesses. From large-scale manufacturing and processing applications to research spaces for emerging technologies, ample space will be available to accommodate industry at appropriate locations.

Goal LU-11:	Achieve and maintain a strong and highly competitive industrial base that provides attractive, high-quality developments and varied employment opportunities.
Policy LU-11.1:	Require that the construction and rehabilitation of industrial sites incorporate innovative site planning and attractive water- and energy-efficient landscaping and building design.
Policy LU-11.2:	Pursue opportunities to locate labor-intensive industrial uses near regional public transportation routes in order to facilitate employment access to Colton facilities.
Policy LU-11.3:	Increase and diversify local employment opportunities, and retain and accommodate industrial development that is compatible with City objectives for safety, environmental and visual quality, and employment and revenue generation.
Policy LU-11.4:	Explore economic opportunities based on access to freeways and railroads, such as the creation of an intermodal facility or inland port.
Policy LU-11.5:	Work with developers to encourage heavy industrial uses and uses incompatible with residential or commercial development to locate along the Agua Mansa Road corridor (defined as that area along the Santa Ana River south to South Riverside Avenue, with West Agua Mansa Road on the west).

Open Space

Colton has an abundance of natural resource areas that are dedicated open spaces for flood control and habitat preservation purposes. These provide a welcome visual complement to the urban scene but generally cannot be used for recreation (except for the multi-use trail along the Santa Ana River). The parks scattered throughout the community provided places for active recreation. With growing participation by persons of all ages in recreation programs sponsored by the City and other organizations, the limited park areas have become strained. Thus, the key aim for open space is to increase open space resources for recreation.

Goal LU-12:	Provide for open space and recreation areas that meet the needs of Colton residents.
Policy LU-12.1:	Preserve and protect the City’s established recreational and open space uses.
Policy LU-12.2:	Pursue opportunities for providing additional open space and recreation areas for residents, working toward the goal of having a City park within one-half mile of every residential neighborhood in Colton.
Policy LU-12.3:	Prioritize the development of a regional park and/or sports park within City limits.
Policy LU-12.4:	Provide five acres of park space for every 1,000 residents.

Goal LU-13:	Protect open space lands necessary for flood control and habitat preservation purposes, and to provide buffers from identified earthquake faults and other public safety hazards.
Policy LU-13.1:	Continue to monitor any changes to the flood zone boundaries of the Santa Ana River made by federal agencies, and modify Figure LU-4 as appropriate to reflect the most current Federal Emergency Management Agency (FEMA) flood maps.
Policy LU-13.2:	Prohibit development within designated flood plain areas, as shown on Figure LU-4 and more specifically as shown on adopted Flood Insurance Rate Maps published by FEMA. Figure LU-4 is incorporated into the Safety Element with this reference and policies LU-13.1 and LU-13.2.
Policy LU-13.3:	Work with the U.S. Fish and Wildlife Service and California Department of Fish and Game to establish and maintain the minimal area needed for Delhi sands flower-loving fly habitat.
Policy LU-13.4:	Require formal fault investigations for development of properties along the San Jacinto Fault zone consistent with State law. For areas where development is prohibited due to fault restrictions, require that such space be set aside a open space to the maximum extent feasible by law.

Public Facilities

Public facilities in Colton include public schools, fire stations, City Hall and the Police Station, City maintenance facilities, the power plant, the wastewater treatment plant, and Hermosa Gardens cemetery. These facilities are critical to daily civic life, and residents and businesses expect services to be continuous and reliable.

Goal LU-14:	Ensure adequate land area is available to support desired levels of City-provided public facility services.
Policy LU-14.1:	Review City public facilities physical plants and sites on a regular basis to determine whether adjustments are needed consistent with the Land Use Plan adopted City policies and ordinances.

Planning Focus Areas

Land use focus areas cover specific areas or neighborhoods in Colton. Particular areas have been identified because of their distinguishing characteristics, common issue(s), architectural styles or form, and/or development patterns. Land Use Element policies aim to preserve the qualities that make areas unique and special, and to also address the issues and concerns that have prevented certain neighborhoods and districts from achieving their full potential. Figure LU-8 identifies the focus areas.

Downtown Colton

Since Colton’s incorporation in 1887, many changes have occurred on properties beyond the original downtown. However, Colton’s downtown has remained the community center. Today, the City’s historic core — bounded roughly by Valley Boulevard to the south, 6th

Street to the west, 9th Street to the east, and C Street on the north — serves as the City’s civic core. City Hall, the library, the Colton Museum, Fleming Park, and the Police and Fire departments are all located downtown.



Colton Civic

Center

The City aims to encourage a mix of civic, office, commercial, and residential uses in the geographic center of the City. This area will function as a Central Business District for Colton, re-establishing downtown as a community focal point. Delineating a business district can help focus efforts to revitalize and bring new energy into the area. Attracting professional uses to downtown will not create competition for other activity centers (~~West~~

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| Valley Colton Hub City Centre Specific Plan, Cooley Ranch), as those areas focus largely on retail uses.

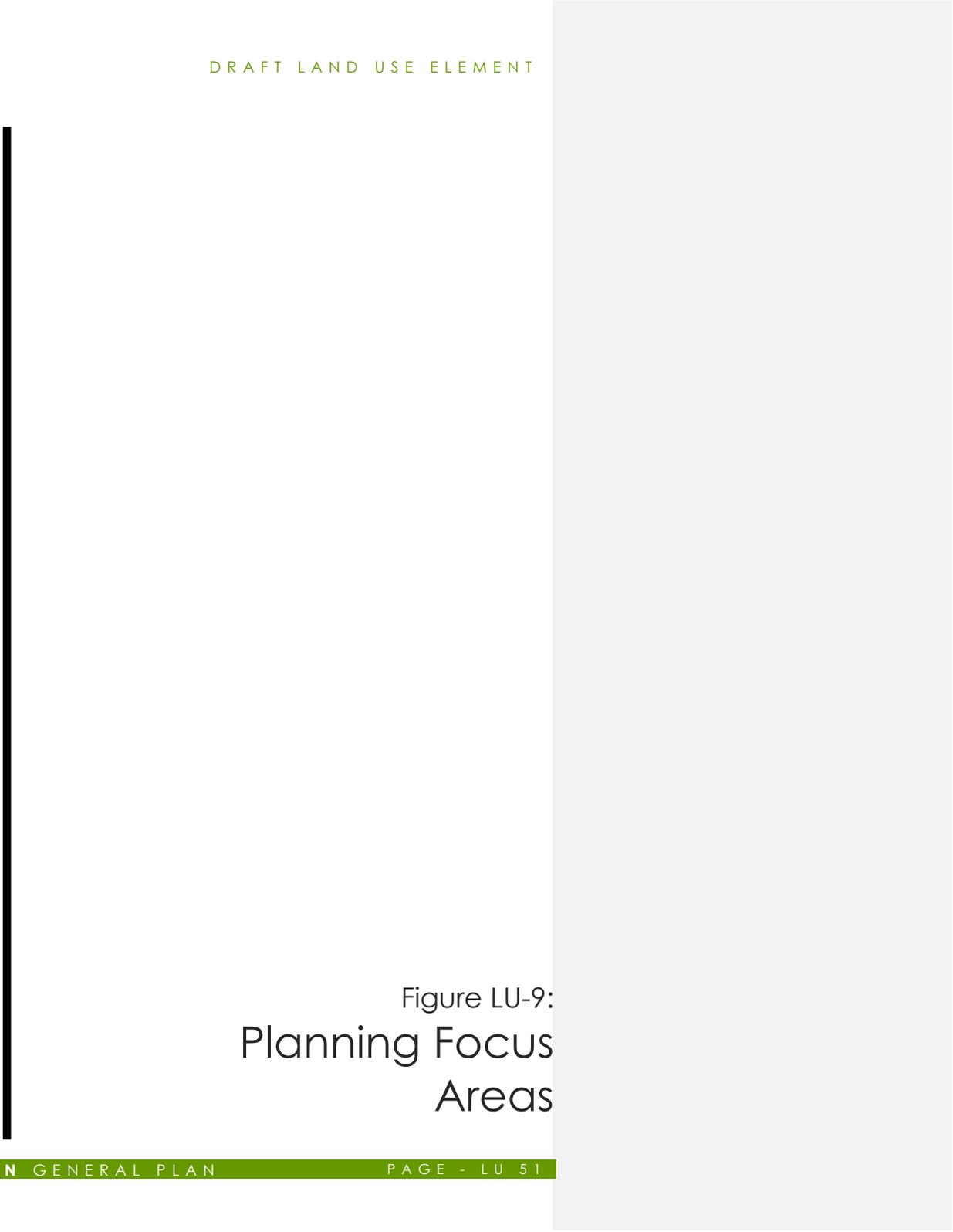


Figure LU-9:
Planning Focus
Areas

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The intent of the business district will be to create opportunities for small-scale office and professional uses in a vibrant, walkable downtown setting. Residential uses will create the opportunity for activity in the area after business hours and will support the commercial uses along Valley Boulevard Gateway. Signage at downtown entry locations, particularly along Valley Boulevard, will help to create and enhance the downtown identity as an historic and attractive destination.

In addition to civic uses, some of the most distinctive features of this area are the historic homes surrounding the Civic Center, many of which are located within the historic districts identified in the Cultural Resources Preservation Element. Development in Downtown Colton will respect and build upon the historic structures and character, and new development will complement this character.

Goal LU-15:	Recreate downtown Colton as a vibrant, pedestrian-friendly, and attractive district that integrates civic, public, residential, office, and commercial uses.
Policy LU-15.1:	Pursue attractive new developments and redevelopment within downtown to revitalize the commercial and residential areas. Encourage new development on vacant sites to achieve quality infill development consistent with surrounding uses.
Policy LU-15.2:	Keep government, public, and cultural uses in downtown. Locate future cultural uses, including a performing arts center, community center, theaters, art galleries, and civic uses, such as government facilities, in the downtown district.
Policy LU-15.3:	Promote adaptive reuse of historic residential structures for office or commercial uses to maintain the district's character.
Policy LU-15.4:	Encourage a balance of land uses to encourage activity each day of the week and after business hours.
Policy LU-15.6:	Prohibit inappropriate commercial uses such as warehouses, liquor stores, and drive-through restaurants, and promote uses that encourage significant pedestrian activity, such coffee houses and restaurants with outdoor dining.
Policy LU-15.7:	Encourage the development of gateway features that include landscaping, entry features, signage, street furniture, and public art and other design features.
Policy LU-15.8:	Expand new development upward by selectively increasing building heights, where appropriate.
Policy LU-15.9:	Encourage high-quality, attractive, higher-density housing that complements office and commercial uses in the area.
Policy LU-15.10:	Enhance City Hall as an expanded civic area, with public gathering places and easily accessible City services.

Policy LU-15.11: Require preservation of significant historic buildings and resources in downtown, and discourage the use of generic architecture styles used by corporate and franchise businesses that may undermine downtown’s character.

Policy LU-15.12: Prepare a Specific Plan or similar document that provides a comprehensive vision and implementation plan for Downtown Colton.

La Cadena Drive

La Cadena Drive runs through the historic core of Colton between the downtown and Laurel Street. Historic homes and small office buildings along La Cadena Drive contribute to its unique character, as many of the homes have been converted to professional office uses. This transformation has created opportunities for small professional businesses to locate near the Civic Center in an attractive residential atmosphere. To encourage this trend, La Cadena Drive between Laurel Street and C Street has a General Plan designation of *Mixed Use Neighborhood*. The process of adaptive reuse of homes in this neighborhood will extend the life of these structures while retaining their historic and aesthetic features.



The *Mixed Use Neighborhood* designation will encourage and accommodate small professional offices and commercial uses within existing residential structures. The La Cadena Drive corridor is envisioned as a pedestrian-friendly district, with office and civic uses and enhancements inviting to pedestrians, such as landscaping, street furniture, well-

marked crosswalks, and wide sidewalks. Civic uses bring people to downtown, and a mixed use environment along La Cadena Drive will link to downtown activity and provide expanded opportunities for residents to shop, do business, and visit restaurants. The homes along La Cadena Drive contribute significantly to the attractive character of the area, and preserving the historic character of the structures is a priority.



Ideal uses include financial institutions, real estate offices, and professional office uses such as legal and medical. In addition to office and residential uses, supporting retail and personal service commercial uses are appropriate to serve the needs of local

residents, employees, and visitors. Commercial establishments are required to maintain the low-scale historic character of the district. Preferred commercial uses include small-scale cafes and restaurants that cater to the local business community, and other supporting office uses. Businesses with environmental nuisances (noise, odor, dust/smoke, glare, etc.) will not be allowed.

Goal LU-16:	Create an attractive, diverse mixed-use district along La Cadena Drive.
Policy LU-16.1:	Promote a mix of offices and local businesses that encourage street activity, and provide for connections to established lower-density residential neighborhoods to create a dynamic mixed-use setting.
Policy LU-16.2:	Discourage uses that may be disruptive to the area’s general residential character, such as businesses with noise or traffic issues.
Policy LU-16.3:	Encourage quality building façades appropriate for pedestrian scale and visual interest.
Policy LU-16.4:	Work with business owners to facilitate shared parking.
Policy LU-16.5:	Provide incentives for preservation of historic homes, and encourage revitalization of deteriorating structures, as well as adaptive reuse of historic buildings.
Policy LU-16.6:	Develop and implement a cohesive urban design and streetscape plan for the district.
Policy LU-16.7:	Encourage gathering spaces and plaza areas for general use.
Policy LU-16.8:	Link projects and downtown with public transit and/or trails (bus rapid transit, bike lanes, etc.).

Valley Boulevard Corridor

Valley Boulevard is Colton’s main east-west corridor, with excellent frontage along I-10 and freeway access at Rancho Avenue, 9th Street, and Mount Vernon Avenue. Valley Boulevard often serves as an alternate travel route between cities in west San Bernardino County when the I-10 experiences congestion. Many commercial and industrial buildings exhibit deferred maintenance, and design quality has not been a priority. Older residential structures are intermixed with the commercial and industrial uses. The City has implemented extensive street improvements east of 9th Street and has assisted with façade improvements and new development at the gateway to downtown.

This busy commercial corridor presents opportunities for enhanced and new commercial development. The corridor has the potential to support regional-serving commercial uses

given its freeway visibility and orientation. Underutilized and aging industrial properties should be encouraged to transition to uses that can increase tax revenues and attract regional customers.

The goal is to attract and facilitate more intense commercial development that is currently lacking in the City and that would provide mid-level, sit-down restaurants and commercial uses with a regional appeal. Uses such as self-storage or warehouses that do not contribute to the economic development of the area by providing increased revenue or creating employment opportunities will be discouraged. To facilitate larger, deeper sites that are appropriate for commercial development, lot consolidation, street vacation, and the use of similar actions or incentives to consolidate property will be encouraged.

The visual appeal of a major corridor like Valley Boulevard is important, and the City will extend the enhancements that have occurred at the east end to cover the length of the boulevard (consistent with CIP scheduling), visually tying the east end to new development within the [West Valley Colton Hub City Centre](#) Specific Plan Amendment area. By coupling property redevelopment initiatives with more vigorous code enforcement activity, the City will help transform the use and appearance of private properties along this critical corridor.

Mount Vernon Avenue Corridor

The Mount Vernon Avenue Corridor has direct access to I-10 via an off-ramp, and connects Colton and the City of San Bernardino to the north. A key use anchoring the corridor's north end, but located in San Bernardino, is San Bernardino Valley College. Prior City planning efforts have sought to encourage lower-scale mixed use along Mount Vernon Avenue, in part to reflect a pattern of small auto-related business and restaurants intermixed with older single-family homes and duplexes. However, very little private investment has occurred, due in part to the narrow, shallow lots under multiple ownership. City leaders have identified two key goals for the corridor: 1) eliminate blighting conditions associated with marginal uses and ill-maintained properties, and 2) create focused opportunities for higher-density housing.

To achieve these goals, public and private reinvestment will be required. In addition, Zoning Code changes are necessary to provide for a gradual transition to uses and development approaches that better serve surrounding neighborhoods and create a more aesthetically pleasing travel corridor.

In the Mount Vernon Avenue Corridor, the *General Commercial* designation applies only to locations where larger parcel sizes can support well-planned, cohesive shopping centers. The *Neighborhood Commercial* designation applies to all other commercial properties to maintain development at a smaller scale compatible with parcel size and adjacent residential neighborhoods. In addition, the *Residential Overlay*, which allows densities up to 340 units per acre, is applied near the San Bernardino Valley College and on properties just north of Laurel Street.

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Residential Overlay



Neighborhood Commercial

To overcome the challenges to new development posed by the shallow lot widths and depths along Mount Vernon, lot consolidation incentives such as adjustments to setback requirements, provisions for reduced on-site parking, and other modified development standards will be used as a tool to encourage private investment. Commercial buildings will be encouraged to be built to the sidewalk line to create a pedestrian-friendly streetscape that also incorporates landscaping with street trees and planted areas in the street right-of-way. Where lot consolidation or lot size is limiting, the City will consider remote parking areas, so long as they are within walking distance to the new development served. Zoning regulations may be revised to address sign clutter.

The City has previously invested in attractive, vintage-style street lamps along Mount Vernon Avenue, including extensive median treatments. Further public realm improvements could be pursued over time to include coordinated street furniture and enhanced pedestrian crossings.

Goal LU-17:	Revitalize Valley Boulevard and Mount Vernon Avenue as attractive and economically healthy commercial corridors.
Policy LU-17.1:	Attract and retain a wide range of commercial businesses that offer goods and services to both the local and regional markets, increase tax revenue, and create employment opportunities.
Policy LU-17.2:	Attract full-service, mid-scale restaurants to complement the variety of fast-food restaurants already available in the City.
Policy LU-17.3:	Support development proposals that will revitalize aging, underutilized, and poorly maintained properties along Valley Boulevard and Mount Vernon Avenue.
Policy LU-17.4:	Encourage the gradual transition of long-established residential uses along Valley Boulevard and Mount Vernon Avenue to desired commercial uses.

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- Policy LU-17.5:** Facilitate development of regional-serving commercial uses along Valley Boulevard to take advantage of freeway visibility and accessibility.
- Policy LU-17.6:** Reduce the visual and environmental impacts of expansive parking lots along major corridors by encouraging a street-oriented development pattern that encourages pedestrian activity, with buildings sited at or near the sidewalk edge.
- Policy LU-17.7:** Discourage used auto sales businesses from locating on Mount Vernon Avenue.
- Policy LU-17.8:** Require the use of landscaping, lighting, site design, and similar design elements to improve the appearance of commercial sites.
- Policy LU-17.9:** Provide creative and innovative parking solutions for commercial development on Mount Vernon Avenue, including shared parking facilities and remote parking strategies.
- Policy LU-17.10:** Encourage and facilitate revitalization of properties along Mount Vernon Avenue and Valley Boulevard through lot mergers, street vacations, and City-sponsored programs.
- Policy LU-17.11:** Vigorously enforce City codes, including building and safety, zoning and land use regulations, and property maintenance codes, to improve the visual appearance of properties along Valley Boulevard and Mount Vernon Avenue.
- Policy LU-17.12:** Develop and implement a coordinated marketing strategy to define the image, identity, and market position to enhance opportunities for businesses, to attract chain stores, and to increase commercial activity.
- Policy LU-17.13:** Monitor traffic conditions along major commercial corridors in the City, and complete intersection and roadway improvements to support economic activity.
- Policy LU-17.14:** Accommodate high-quality, multi-family housing development at selected locations on Mount Vernon Avenue, [Valley Boulevard and adopted Specific Plans](#), as indicated by the *Residential Overlay* on the Land Use Policy Map.
- Policy LU-17.15:** Encourage food service, retail, and similar uses at the north end of Mount Vernon Avenue to take advantage of the proximity of San Bernardino Valley College.

South Colton

South Colton embodies the culture and history of the City. Residents show obvious pride in their homes and neighborhoods. Built concurrently with development of the local railroad industry, south Colton is a compact, historic residential neighborhood that shares streets and property lines with industrial businesses, railroad lines, and retail commercial uses along La Cadena Drive. The boundaries for south Colton, shown on Figure LU-8, extend roughly south of I-10, west of the Santa Ana River, and east of Rancho Avenue.



Homes in south Colton

The area's many industrial businesses create employment opportunities, but their proximity to residences also creates conflicts such as truck traffic, noise issues, and dust and vibration impacts. The railroads that connect the region to the rest of the country are a significant regional and local economic asset, but they too create impacts to the residential area, including train traffic, compromised air quality, pedestrian safety, train noise, and vibrations and overall decreased quality of life. Due to the proximity to industrial uses and major railroads, many residential uses share a property line or street with an industrial use. This proximity poses quality of life issues for residents. Many industrial uses, including heavy trucking and warehousing uses, create truck traffic impacts through residential areas, particularly along streets that immediately serve both industrial and residential uses. The challenge is striking a balance in creating a residential neighborhood that is safe with limited impacts and promoting a positive business-friendly attitude toward industrial businesses.

In residential neighborhoods, specifically north of Congress Street, neighborhood protection, revitalization, and economic development will be a priority. The *Low Density Residential* designation has been applied to most of the area in recognition of the limitations posed by small lots, and also as a measure to preserve the intimate character

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of this historic neighborhood. This Plan encourages rehabilitation and beautification programs, and the addition of much needed local-serving commercial uses. Land use policy maintains established industrial businesses south of Congress Street, provided existing conflicts are appropriately addressed and no new incompatible uses are introduced.

Circulation policies address street improvements and street maintenance, strict enforcement of truck routes, safety for pedestrians, and increased safety measures at railroad crossings. Figure M-2 in the Mobility Element identifies the planned realignment of Congress Street and elimination of the 9th Street rail spur to mitigate circulation conflicts with residential land uses.

Goal LU-18:	Revitalize south Colton as a healthy, vibrant community with quality housing and commercial and community services that meet residents' needs.
Policy LU-18.1:	Preserve and maintain established single-family homes in south Colton.
Policy LU-18.2:	Encourage and facilitate property maintenance and rehabilitation to improve neighborhood conditions.
Policy LU-18.3:	Use City economic development programs to attract neighborhood-serving uses to south Colton that meet residents' needs.
Policy LU-18.4:	Continue to provide and expand the recreational and community services at Veteran's Park and the Luque Community Center.
Policy LU-18.5:	Provide recreational and community amenities, including fields and facilities for active recreation, consistent with the needs and desires of south Colton residents.
Policy LU-18.6:	Establish creative methods for funding the maintenance of and improvements to aging infrastructure.

Goal LU-19:	Minimize conflicts between industrial activity and residential neighborhoods in south Colton.
Policy LU-19.1:	Require that new and expanded industrial and commercial uses adjacent to residential neighborhoods use physical design features such as buffering, landscaping, setbacks, screening, operational standards, and other methods to minimize light, glare, noise, dust, odor, vibration, traffic, and other impacts. Apply the buffering approach identified in Policy LU-8.2.
Policy LU-19.2:	Provide logical transitions between industrial development and adjacent single-family neighborhoods through careful treatment of scale, massing, and the location of services that respond sensitively to adjacent residential uses.

Policy LU-19.3:	Prohibit through truck traffic on residential streets in south Colton, and develop programs, such as traffic calming, to discourage use of neighborhood streets for commercial vehicle traffic.
Policy LU-19.4:	Work with the railroad to eliminate the 9th Street railroad spur.
Policy LU-19.5:	Improve safety measures at railroad crossings through the use of railroad crossing signs or grade separations.
Policy LU-19.6:	Implement the roadway safety improvements identified in the Circulation Element.
Policy LU-19.7:	Prepare a specific plan or similar regulatory document that identifies comprehensive circulation and land use strategies to address and avoid long-standing land use conflicts in the south Colton area.

Colton Hub City Centre Specific Plan West Valley Specific Plan

The ~~West Valley~~Colton Hub City Centre Specific Plan area represents a major opportunity area for comprehensive reuse and redevelopment. The City's goal is to create a distinct activity center with the look and feel of an "urban village." This concept is intended to provide an environment where people can both live and work; enjoy complementary residential, commercial, and recreational uses; access alternative modes of transportation; and feel pride in their distinctive community identity. Through the ~~West Valley~~Colton Hub City Centre Specific Plan, land use policies will integrate urban village and mixed-use concepts to create an environment for living, working, shopping, and playing in Colton, living and shopping environments that are missing in Colton. Housing opportunities will be created ~~for residents looking for either a single-family suburban character or housing within a more urban context~~by allowing a wide variety of housing types and densities, including mixed-use housing projects. Development goals include creating economic development opportunities by attracting retail and office uses. Successful completion of high-quality mixed-use and residential projects will assist the City in accomplishing multiple housing, circulation, land use, and recreation objectives.

The West Valley Boulevard area is bounded by the City's western boundary, San Bernardino Avenue to the north, the Burlington Northern Santa Fe railroad to the east, and I-10 to the south (see Figure LU-7). The Arrowhead Regional Medical Center, with 373 beds and a 24-hour emergency department, is the most prominent use. Other major land uses include the 33-acre Hermosa Gardens Cemetery and a 55-acre golf course. Commercial and industrial businesses front on Valley Boulevard.

A major barrier to development is the presence of Delhi Sands Flower-Loving Fly (DSF) habitat, as delineated by the U.S. Fish and Wildlife Service. Although the area has tremendous economic development potential, the City has lost significant potential tax

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revenue due to presence of the habitat. Any development proposal requires close coordination with federal agencies to protect the habitat consistent with established regulations. Although the area has significant constraints, it represents one of the City's major opportunities for economic development and new housing. The City has and will continue to negotiate with federal officials to reach agreement on strategies that can both achieve habitat protection goals within the region and allow Colton to plan for and realize critically important economic growth. A Habitat Conservation Plan (HCP), prepared by the City in consultation with the U.S. Fish and Wildlife service, will reflect the agreed upon strategies to protect DSF habitat while managing economic development.

The area presents many opportunities for new land uses that will complement the Arrowhead Medical Center and take advantage of freeway access. Mixed-use development approaches may consist of either horizontal or vertical integration, providing for a blend of uses to create a great place to live, work, shop and play within a pedestrian-oriented community. Upon build-out, the area will accommodate ~~approximately almost 1,3003,000~~ residential units at varying densities and over ~~two approximately 1.7~~ million square feet of retail, office, and business park development, in addition to active and passive parks, and preserved habitat for the DSF.



Townhomes, lofts, and live/ work housing



Pedestrian-friendly retail



Business park and light industrial



Hospitality

Commercial uses will be comprised of small-format retail anchors, supporting retail uses, casual sit-down restaurants, and entertainment uses such as theaters and bookstores.

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Entertainment uses will allow the City to capture sales tax revenue that is being spent in the nearby cities of Ontario, Rancho Cucamonga, and Redlands.

New office development can provide support services for the hospital and allow doctors to establish offices near the hospital. The proximity and ease of access to I-10 will make office uses attractive to employers who may be priced out of office properties in the western part of the County.

While residential neighborhoods in Colton are predominately of single-family character, this area provides opportunities for a mix of housing types with unified architectural themes, higher densities, common open spaces, and linkages to commercial and office uses. Mixed-use and higher density residential is encouraged through development standards and objective design guidelines. This type of new development can attract younger professionals looking for housing in the growing Inland Empire job market, and appeal to the growing market for a compact, walkable, high-quality living and work environment. It also provides for increased housing capacity and opportunity to meet a wide range of housing needs across the community.

The properties on the south side of Valley Boulevard adjacent to the freeway will remain designated for *General Commercial* uses to better leverage visibility from the freeway and accessibility from the Pepper Avenue and Riverside Avenue freeway exits. Vehicle sales have traditionally been an important part of this area and can again make a significant contribution to the City revenue stream. Large-scale, new vehicle sales businesses will continue to be allowed along this part of Valley Boulevard, but smaller-scale businesses selling new and used vehicles are not considered to be appropriate uses and will be discouraged.

The West Valley Specific Colton Hub City Centre Specific Plan offers significant development potential that is appropriate for creating “place making,” where all uses are integrated into a memorable village setting that is walkable and pedestrian-oriented, where people can live, work, shop and play. New dining, shopping, and entertainment establishments will generate significant new sales tax revenue for the City by attracting residents and employees in Colton and other neighboring cities. New quality development that creates a distinctive setting within the City will also generate additional property tax revenue and upgrade an important City gateway.

Goal LU-20:	Establish a mixed-use village via the <u>West Valley Colton Hub City Centre Specific</u> Plan that provides a complementary mix of commercial, residential, and office uses.
Policy LU-20.1:	Ensure developments possess a distinct quality and character that differentiates the <u>West Valley Colton Hub City Centre Specific</u> Plan area from other newly built commercial activity centers in the region.
Policy LU-20.2:	Balance residential, commercial, and office land uses to establish a sustainable economic foundation.

Policy LU-20.3:	Establish land uses compatible with and complementary to the Arrowhead Regional Medical Center, such as office developments, commercial laboratories, medical equipment sales and services, and hospitality and dining establishments that cater to hospital visitors and employees.
Policy LU-20.4:	Attract <u>small-format</u> commercial anchors and dining and entertainment establishments with a regional appeal that are lacking in neighboring communities and along the I-10 freeway corridor.
Policy LU-20.5:	Emphasize commercial and revenue-generating uses that complement and balance the land uses encouraged in other activity centers in the City, particularly Cooley Ranch.
Policy LU-20.6:	Include a diverse housing mix, emphasizing a variety of attractively designed higher-density homes with common open space and added amenities.
Policy LU-20.7:	Locate higher-density residential uses and commercial centers around the area’s major access points to facilitate access by residents and freeway drivers.
Policy LU-20.8:	Locate higher-intensity uses closer to Valley Boulevard, and provide buffers or design transitions to minimize noise and traffic impacts to the residential neighborhoods located north of the West Valley Boulevard area.
Policy LU-20.9:	Create connections between neighboring land uses that make alternatives to the automobile safe and attractive. Provide pedestrian linkage to surrounding neighborhoods, and require that development plans and designs facilitate both pedestrian and bicycle use.
Policy LU-20.10:	Provide parks, public spaces, plazas, and open space that are consistent with adopted design themes and that all residents can enjoy.
Policy LU-20.11:	Require that roadway systems are adequate to accommodate new volumes, existing demands, and emergency response needs.
Policy LU-20.12:	Avoid piecemeal development of the West Valley Specific Plan <u>Colton Hub City Centre</u> area by requiring development to occur within the context of a master plan.
Policy LU-20.13:	Use gateway monuments or distinguishing gateway features at key points of arrival into the City, and at major developments, to convey civic pride and identity.

Pellissier Ranch/La Loma Hills

The Pellissier Ranch/La Loma Hills area, located at the southern edge of the City (see Figure LU-9), covering approximately 1,450 acres, represents the largest remaining developable area in Colton. The Santa Ana River defines the north and western boundaries, with the

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Riverside County line forming the southern border. The eastern edge of the area is bounded largely by neighborhoods located on the west side of La Cadena Drive.

The City envisions this area as a riverfront community consisting of low-density and medium-density housing, schools and parks, trails, community facilities, and a commercial area serving the neighborhood. (See the Circulation Element for key circulation components of the Pellissier Ranch/La Loma Hills.)

Neighborhood commercial and higher-density residential developments are appropriate closer to La Cadena Avenue and within flatter areas of land. Cluster development approaches and transfer of development rights are encouraged to preserve the hillsides and ridgelines, and to create opportunities for publicly accessible open space areas.

All new development in this focus area will complement the natural features of the La Loma Hills and the Santa Ana River, and will be required to minimize impacts to sensitive natural habitats. Opportunities for both active and passive recreation should be made available through neighborhood and pocket parks. Community trails will link to open space areas within the hillsides and connect to the Santa Ana River Trail.

Goal LU-21:	Create a residential neighborhood in the Pellissier Ranch/La Loma Hills area that consists largely of low-density or clustered residential development, with support neighborhood commercial uses, open space, and compatible uses that complement the natural landscape, the Santa Ana River, and the La Loma Hills.
Policy LU-21.1:	Allow for a diverse housing mix that is compatible to the hillsides area.
Policy LU-21.2:	Allow residential density transfer to limit residential development on hillsides and transfer residential units to flatter land areas.
Policy LU-21.3:	Provide adequate public, community, and educational facilities to meet residential needs.
Policy LU-21.4:	Provide pedestrian linkages to surrounding neighborhoods and neighborhood commercial centers.
Policy LU-21.5:	Establish community recreation and park facilities, including open space areas with hiking and bicycle trails.
Policy LU-21.6:	Base allowable densities and intensities on infrastructure capacity, landform, and other physical constraints.
Policy LU-21.7:	Ensure that roadway systems are adequate to accommodate new volumes, existing demands, and emergency response needs.

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- Policy LU-21.8:** Ensure that safety services and sewer, water, and utility infrastructure are adequate to accommodate new development.
- Policy LU-21.9:** Require that new development assumes the full fair-share cost of public improvements which are necessitated by that development.
- Policy LU-21.10:** Look for opportunities to create public or publicly accessible open space areas within the focus area.
- Policy LU-21.11:** Allow for continued operation of industrial businesses along Center Street and the County line, and require that new development projects provide enhanced design detail and infrastructure improvements consistent with the Circulation Element and the Capital Improvement Program.

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