

CITY OF SAN BERNARDINO | GENERAL  
CALIFORNIA PLAN

LAND USE MAP

DRAFT

RESIDENTIAL DENSITY

	Single Family Very Low Estate	(0 - 2)		COMMERCIAL
	Single Family Low	(21 - 3)		OFFICE/PROFESSIONAL
	Single Family Medium	(3.1 - 6)		INDUSTRIAL
	Medium	(6.1 - 8)		PUBLIC/SEMI-PUBLIC
	High	(8.1 - 12)		OPEN SPACE PARK
	Mobile Home	(12.1 - 16)		RP - REGIONAL
				CP - COMMUNITY
				NP - NEIGHBORHOOD
				SPECIAL PLAN AREA

Residential calculations shall be computed from the low end of each category. Increases in density (within the range) may be allocated for additional amenities and participation in city programs designed for the public good.

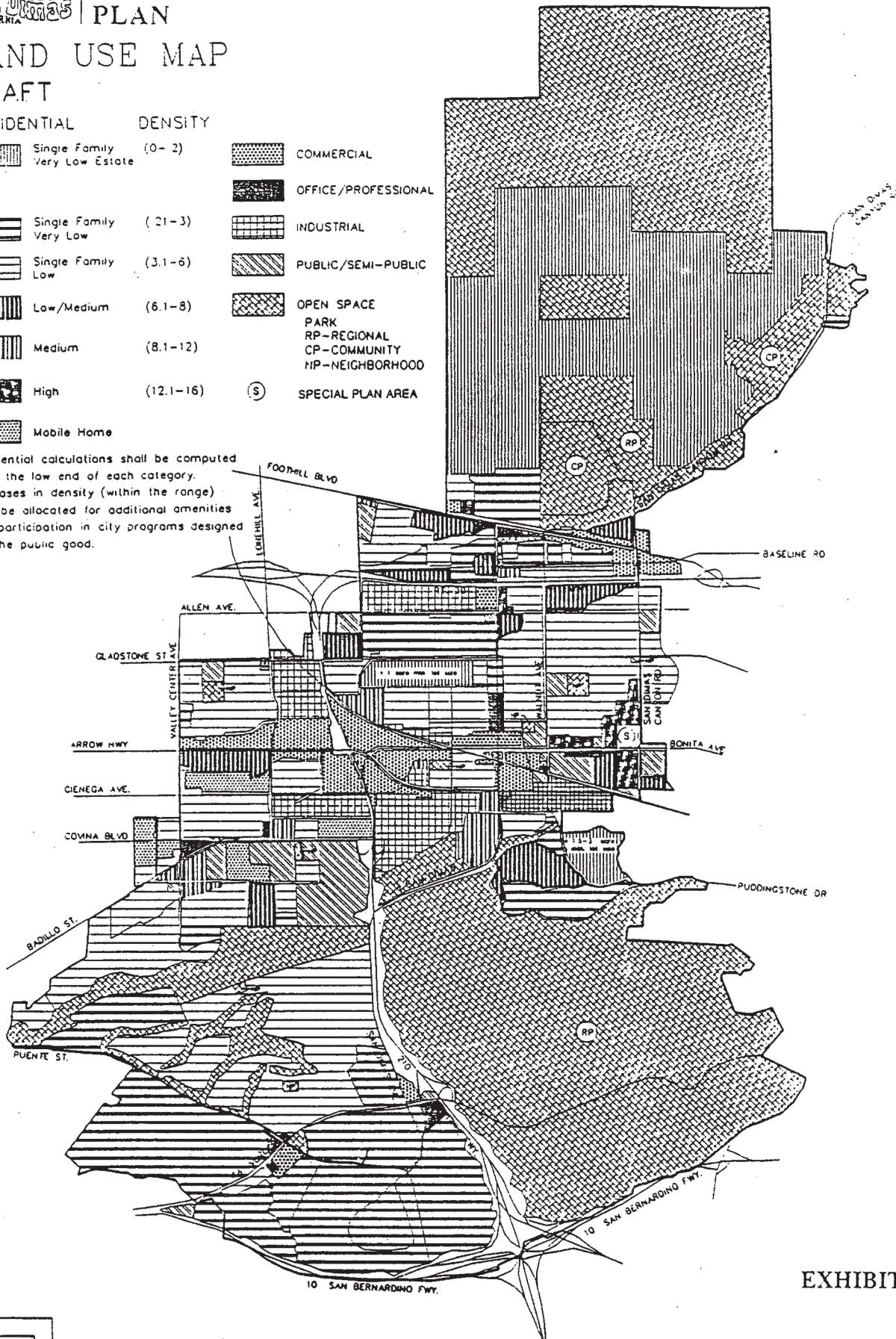


EXHIBIT II-4



0 FT 500 FT 1000 FT  
GRAPHIC SCALE



COMMUNITY DEVELOPMENT DEPARTMENT

CONSULTANTS: CASTANEDA/TAKATA ASSOCIATES

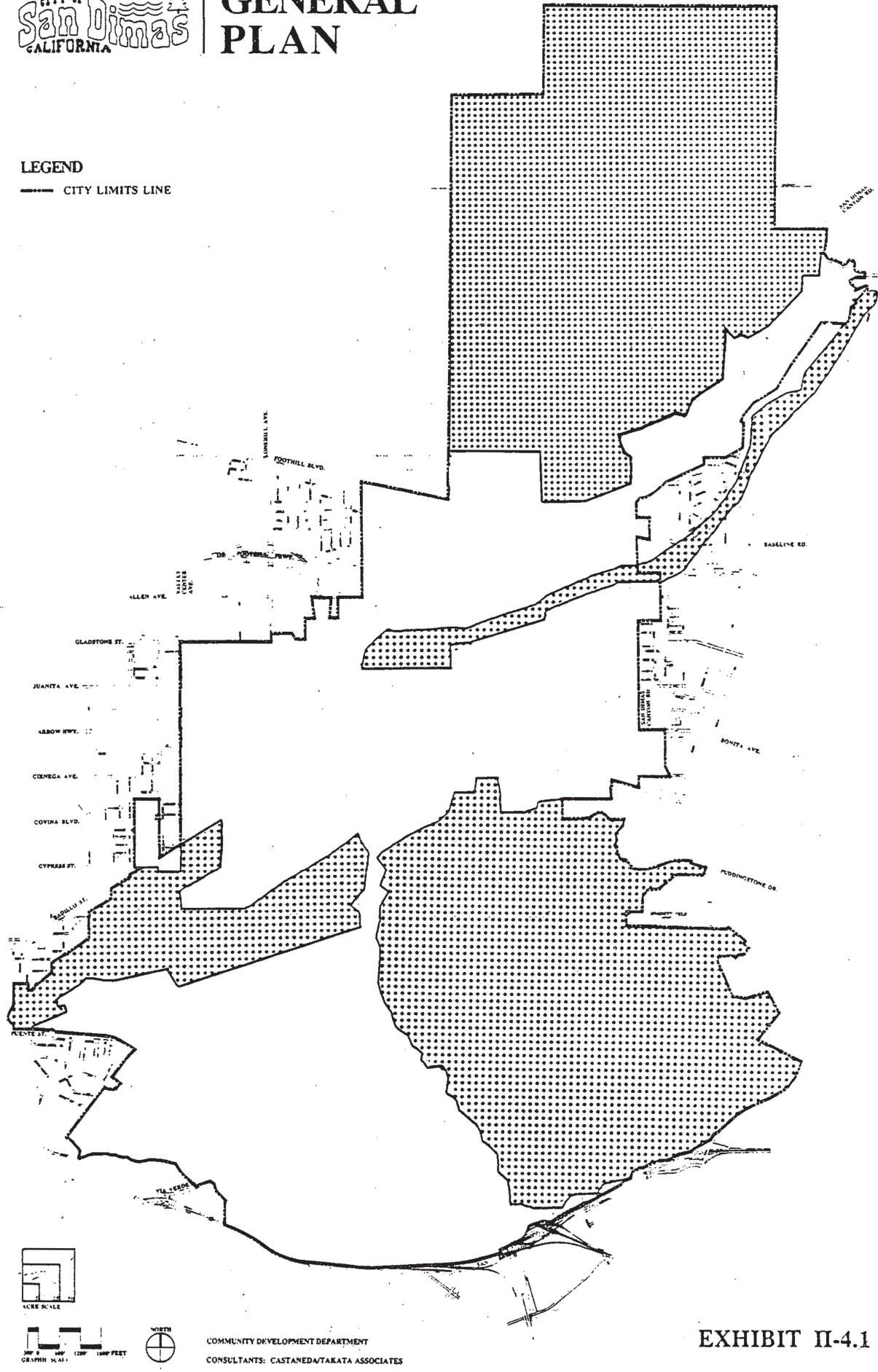
REVISED  
7/9/91  
7/30/91

<b>LAND USE CATEGORIES</b>	<b>Existing Land Use*</b>	<b>General Plan</b>
	<b>Acres</b>	<b>Acres</b>
Northern Foothills		972
Single Family Residential Very Low Estate		555
Single Family Residential Very Low		499
Single Family Residential Low	3,191	2,337
Residential Low/Medium		251
Residential Medium	186	86
Residential High		48
Mobile Home		92
Commercial	225	263
Administration/Professional	39	43
Industrial	287	312
Public/Semi-Public	132	255
Park	1,957	1,974
Open Space	1,819	1,819
Freeway Right-of-Way	372	372
Vacant	1,574	
<b>TOTAL</b>	<b>9,782</b>	<b>9,878</b>
*As of Dec. 1989		

**TABLE II-4**  
**EXISTING LAND USE & GENERAL PLAN SUMMARY**

**LEGEND**

— CITY LIMITS LINE



**EXHIBIT II-4.1**

COMMUNITY DEVELOPMENT DEPARTMENT  
CONSULTANTS: CASTANEDA/TAKATA ASSOCIATES

**LAND USE STANDARDS**

This section provides general definitions of the variety of land uses depicted on the Land Use Map. State planning law requires that the Land Use Element include a land use diagram, definitions of the land uses, and standards for population density and building intensity.

Quantifiable standards of population density must be provided for each residential land use category. The average persons per household is an acceptable standard, standard for population density. According to the State Department of Finance, the average household size in the City is 2.98 and this is the measure for population density.

With regard to building intensity, the floor area ratio is a useful measure of commercial and industrial intensity. Consequently, each commercial and industrial category also is defined with reference to a floor area ratio or maximum building coverage.

**Residential Use**

Residential use is the primary land use within the City. There are five categories of this use which reflect intensity and their corresponding population.

**RESIDENTIAL DENSITY CATEGORIES.** The following are the standards for residential density categories:

<b>Residential Category</b>	<b>Dwelling Units/Acre</b>
Northern Foothills	See Exhibit II-5.1
Single Family Estate Very Low	0-2
Single Family Very Low	.21-3
Single Family Low	3.1-6
Low/Medium	6.1-8
Medium	8.1-12
High	12.1-16

Single Family Estate Very Low: Density uses are very low density single family detached and large estate developments with the following subcategories: a) Hillside residential with rural standards grading to terrain minimum 150' between structures; b) Puddingstone Hills – 1-1/2 to 3 acre minimum lot size; and c) Way Hill – 1 acre minimum lot size. These areas shall comply with the Hillside Development Regulations.

Very Low: Density uses are single family detached dwellings on large lots, greater than  $\frac{1}{2}$  acre. These uses are typically designated for more rural areas.

Low: Density uses are single family detached dwellings on lots ranging in size from 7,000 s.f. to 9,000 s.f. The low density category represents the most prevalent residential use in the City including the downtown residential neighborhood district near Frontier Village.

Low/Medium: Density uses include single family detached and attached dwelling units including cottages, patio homes, duplexes, townhouses, and garden apartments. These are found on smaller lots ranging in size from 1/4 acre to 5000 square feet.

Medium: Density uses are multi-family dwelling units such as two-story apartments, townhouses, and mobile home complexes.

High: Density uses are typically multi-family dwellings including apartments, and multi-story residential developments.

In addition to the above categories, there are three additional special categories. They include:

Mobile Homes:

This category is intended for the residential use of areas as mobile home parks. Such a land use is encouraged only when such areas are particularly suitable for planned and integrated mobile home parks. A major purpose of this zone is to encourage the preservation of existing parks at their present density.

Low/Medium: Density uses include singly family detached and attached dwelling units including cottages, patio homes, duplexes, townhouses, and garden apartments. These are found on smaller lots ranging in size from  $\frac{1}{4}$  acre to 5,000 square feet.

Medium: Density uses are multi-family dwelling units such as tow-story apartments, townhouse, and mobile home complexes.

High: Density uses are typically multi-family dwellings including apartments, and multi-story residential developments.

Northern Foothills: Essentially, the Northern Foothills area has four general areas available for development (see Exhibit II-5.2). These general areas are separated into a higher elevation portion (two areas) and a lower elevation portion (two areas). The higher and lower portions are separated by significantly steep slopes (<30 percent). While each of these four areas may accommodate some development, constructing acceptable means of access to the higher elevations will be difficult, except via existing, single lane unpaved roads. Constructing access roads to the higher elevation areas will result in severe grading, extended benches, ridge line alterations, and substantial visual impacts, as well as impacts to off-site properties.

The maximum allowable development densities for development shall be as shown in Exhibit II-5.1.

**Exhibit II-5.1 – Maximum Allowable Density**

<b>Actual Slope</b>	<b>Development Feasibility Zone</b>	
	<b>Within</b>	<b>Outside</b>
0 - 25%	1 du/5 acres	1 du/20 acres
25 - 35%	1 du/10 acres	1 du/20 acres
35-50%	1 du/20 acres	1 du/40 acres
50% or more	1 du/40 acres	1 du/80 acres

Achievement of the maximum development intensity cited above is not guaranteed; the actual yield of any development is to be determined based upon:

- ◆ site-specific physical characteristics;
- ◆ the need for mitigation or avoidance of impacts to biological habitats;
- ◆ the environmental sensitivity of proposed site design, grading, and type of construction;
- ◆ available on-site and off-site access; and
- ◆ the ability of the proposed project to avoid impacts on other properties.

Individual developments within the Northern Foothills must be consistent with the general policies and actions contained in the General Plan, as well as the specific provisions, which apply to the Northern Foothills. It is specifically acknowledged that a project which meets applicable development policies might not achieve the nominal maximum development intensity for the site.

Within the Northern Foothills area, there are existing lots of record which exceed the maximum development densities cited above. For these parcels, one single family dwelling unit may be permitted, if such dwelling is constructed in a manner which minimizes alteration of the natural terrain, and if such construction can meet established health and safety requirements.

The 150-foot building separation policy which applies to other hillside areas in the City shall not apply to the Northern Foothills.



# GENERAL PLAN DEVELOPMENT FEASIBILITY ZONES

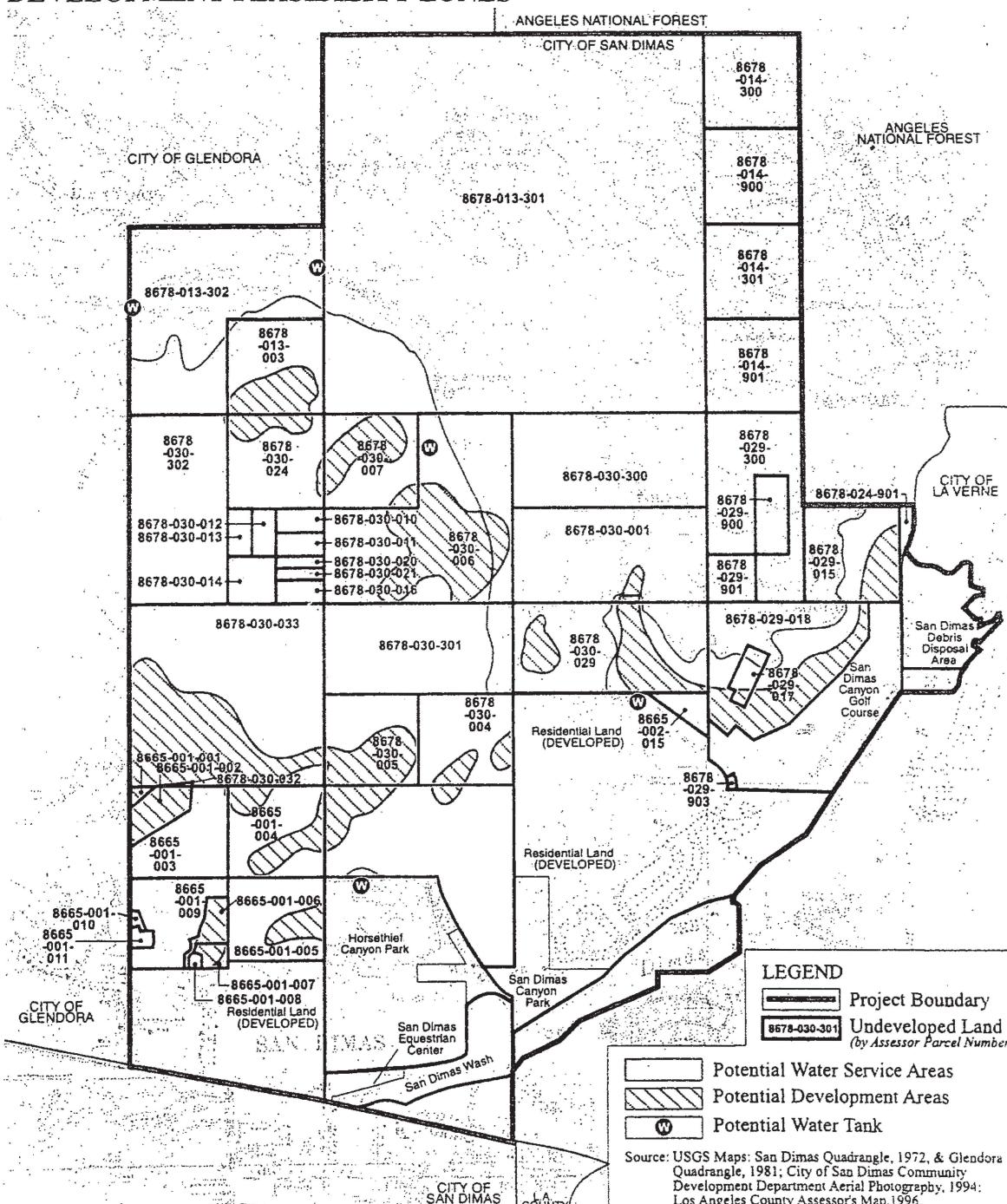


EXHIBIT II-5.2

Reasonable limitations on development intensity are needed for protection of sensitive environmental features, public safety, efficient provision of public services, and protection of existing public investments in adjacent open space lands. Thus, the general development strategy for the Northern Foothills area is to let the land dictate the location and intensity of use. Thus, the overall objective for the Northern Foothills planning area is to maximize preservation of the area's natural environment, recognize the opportunities and constraints that the land itself imposes, and accommodate such development as can be designed to minimize impacts on the natural environment and protect the public health and safety.

Debris from falling rocks, landslides, mudslides, and other hazards from developing on steep slopes are just some of the hazards of developing in these areas. The supply of public services (water, sewer, electricity, firefighters, police, etc.) can be cost prohibitive in mountainous areas such as the Northern Foothills. This is due to having to provide levels of service identical to those in the more urbanized areas, while encompassing significantly more land area. Police and firefighters many times have difficulty negotiating the steep, winding roads inherent to the mountainous areas, especially during periods of heavy rain and/or wild fires. In addition, with the grading necessary for development and the subsequent disturbance to the natural vegetation, runoff flows increase drastically during periods of either high wind and/or rainfall.

Given these facts, the Northern Foothills development strategy looks to minimize alterations to the natural terrain, not only to preserve natural environmental features, but also to protect residents' health and safety

within developed areas. The recommended development strategy recognizes that the limited development which can reasonably occur within the Northern Foothills will provide a sense of refuge and escape from the urban expanse of the Los Angeles metropolitan area.

Development within the area, even when clustered, should be rural in character. For purposes of the Northern Foothills Development strategy, "rural" is defined as:

"A way of life characterized by living in an area with few people; a natural, peaceful, quiet setting; allowance for a sense of solitude; and, unhindered views of stars in the night sky. Rural areas are unencumbered by typical urban/suburban facilities, including: curbs, gutters and sidewalks; street lighting except where needed for safety purposes; formal, manicured landscaping; and commercial facilities."

It is intended that future development within the Northern Foothills planning area be rural in character, as defined above.

It is also intended that future development within the Northern Foothills planning area be consistent with the appropriate level of development and environmental protection outlined below in Exhibit II-5.3. Whenever a division of land is proposed to accommodate more than a single family dwelling on an existing lot of record, the applicant shall provide such information to the City as needed to ascertain whether any of the specific environmental characteristics outlined in Exhibit II-5.3 occur on site.

<b>Exhibit II-5.3 – Recommended Environmental Thresholds and Appropriate Levels of Development</b>		
<b>General Description of Affected Lands</b>	<b>Specific Environmental Characteristics</b>	<b>Appropriate Level of Development/ Environmental Protection</b>
Areas whose environmental values are such that any alteration of the natural landscape would create significant environmental impacts, including lands that have been previously been committed to open space as environmental mitigation in order to protect environmental resources.	<p>Slopes in excess of 50 percent.</p> <p>Primary ridgelines forming a skyline.</p> <p>Occupied habitat areas of rare, threatened, or endangered species identified by federal or state law.</p> <p>Archaeological sites that have been preserved in place as mitigation for a previous development project.</p> <p>Floodways as defined by Federal Emergency Management Agency (FEMA).</p>	Land use should be limited to environmental education, research, and enhancement programs. Development, including developed recreation, is generally inappropriate.
Areas with significant environmental features where a certain degree of development may be tolerated without significant environmental impacts provided that development is appropriately clustered.	<p>Areas owned or managed by the U.S. Forest Service that are designated in the General Plan as “Open Space.”</p> <p>Hillsides having a slope between 25 and 50 percent.</p> <p>Riparian and wetland vegetative communities, as well as woodlands; areas that provide connectivity between core wildlife habitats where few linkage options are available.</p> <p>Significant archaeological sites (as defined by Appendix K of CEQA Guidelines).</p> <p>Areas of known and/or current mass wasting/landslides.</p>	Land use should be limited to undeveloped and developed recreation and low intensity rural use. While the value of these lands is for preservation of environmental resources, development may be clustered into the least sensitive portions of the site in order to preserve and protect natural features. The specific environmental features described to the left in this table are to be preserved in place, and development should not be the visually dominant feature when viewed from designated scenic corridors. “Manufactured” open space areas, such as manmade slopes and introduced landscaping, should blend in

	<p>Areas subject to 100-year flooding as defined by FEMA.</p> <p>Areas of outstanding scenic value.</p>	with the surrounding natural environment.
Lands that retain a natural or open character, or which include rural development that is compatible with the characteristic natural setting. These lands may contain isolated, significant environmental features; however, these features do not generally dominate the natural landscape. As a result, these lands are generally suitable for some level of development.	<p>Rolling lands having slopes less than 25 percent, except in isolated areas. This does not include lands containing significant biological habitats such as riparian areas.</p> <p>Mixed coastal sage scrub.</p> <p>Areas located more than 600 feet from a two-lane roadway or motorway, or 300 feet from a motorway which does not provide for the passage of two vehicles.</p> <p>Designated scenic corridors.</p> <p>Areas of moderate natural scenic value.</p>	New development should remain visually subordinate to the characteristic landscape. However, significant environmental features must be protected, and introduced landscaping, manufactured landforms, structures, roads, and other manmade features should be compatible with the surrounding natural environment. Thus, landform grading and landform planting techniques are to be incorporated into new development.
Infill lands within or adjacent to current development.	<p>Developed lands, areas committed to development, and open lands that have not been committed to open space which will visually function primarily as part of existing developed lands.</p> <p>Areas not containing significant biological resources; previously disturbed lands where revegetation is impractical.</p> <p>Areas free from natural hazards.</p> <p>Areas without significant natural scenic values.</p> <p>Areas or primarily manmade landforms.</p>	New development may replace the characteristic natural landscape. A developed rural character that is compatible with the characteristics of the adjacent community is anticipated. Thus, development may be visually different from natural features when seen in the foreground, new development and land management activities need not appear to borrow from the natural environment. To soften visual impacts, landform grading and landform planting techniques are to be incorporated into new development. New development should not dominate the background. The visual characteristics of background views are to be those of the natural environment.

The general plan anticipates additional residential development occurring in various areas, including in-fill areas and open hillside areas. The majority of new housing is expected to occur in these in-fill areas. In-fill areas have a potential for up to 475 new dwelling units.

Density bonus opportunities will be available for provision of affordable housing and amenities, such as, open space.

### **Commercial Use**

Commercial land use includes various uses including retail sales, and service oriented use (i.e., restaurants, automotive service, dry cleaning, banks, etc). With regard to intensity of commercial use, this category is implemented by several zoning districts:

C-C	Commercial Community Zone
C-H	Commercial - Highway Zone
C-N	Commercial - Neighborhood Zone
C-G	Creative Growth Zone
MU	Mixed Use

### **Downtown Mixed Use**

The intent of the downtown mixed use designation is to provide flexible land uses in certain areas near the downtown area to provide the ability for developments that will strengthen the downtown area by including housing with commercial and office developments.

This designation is intended to encourage ground floor, pedestrian oriented, commercial, service and office uses with upper floors of office and residential uses. Zoning for the downtown mixed use designation shall be accomplished through the Specific Plan

process to ensure integrated and well designed projects.

The standard maximum density is 16 dwelling units per acre for projects that provide residential development within a mixed use project.

For projects that provide opportunities for affordable housing within the project, one of the following density bonuses may apply:

- a. for standard residential mixed use projects, a density bonus of 50% (or 8 units per acre) shall be permitted (total maximum density 24 d.u./ac.).

or

- b. for senior citizen residential mixed use projects, a density bonus of 75% (or 12 units per acre) shall be permitted (total maximum density 28 d.u./ac.).

The FAR is 1.2.

#### **San Dimas Canyon Center Mixed Use**

The intent of the San Dimas Canyon Center mixed use designation is to provide flexible land uses and to provide the ability for developments that will strengthen the City of San Dimas by including housing with commercial development.

This designation is intended to encourage commercial uses serving the surrounding neighborhood and residential uses. Zoning for the San Dimas Canyon Center mixed use designation shall be accomplished through the Specific Plan process, to ensure an integrated and well designed project.

The standard maximum density is 16 dwelling units per acre for projects that provide residential development within a mixed use project.

For projects that provide opportunities for affordable housing within the project, one of the following density bonuses may apply:

- a. for standard residential mixed use projects, a density bonus of 50% (or 8 units per acre) shall be permitted (total maximum density 24 dwelling units per acre).

or

- b. for senior citizen residential mixed use projects, a density bonus of 75% (or 12 units per acre) shall be permitted (total maximum density 28 dwelling units per acre).

#### **Administrative/Professional**

This designation provides for the development of suburban low-intensity administrative and professional offices and related uses. The types of land uses encouraged by this category includes, for example: administrative, financial, professional and sales offices; medical and health services; special service agencies

such as travel and employment agencies and other related uses. The maximum building coverage of a parcel by all structures shall not exceed 40%.

The Floor Area Ratio (FAR) is 1.2.

### **Industrial**

This land use category provides a district which assures an environment conducive to research and development, fabrication and assembly, research institutions and administrative facilities. The industrial designation also provides for the development of industrial uses which include fabrication, manufacturing, assembly or processing of materials that are already processed form, wholesaling and warehousing. The intensity of use is quantified as a maximum building coverage; in this category the maximum coverage of a parcel by all structures shall not exceed 40% of the lot area. The Floor Area Ratio (FAR) is 1.2.

### **Public/Semi Public**

This land use designation includes public institutions and uses such as the City Hall and civic center, libraries, and fire stations as well as privately owned institutions of a public nature such as cemeteries and hospitals. The FAR for these uses is 0.5.

## Open Space

The purpose of the Open Space Category is to protect and preserve open space for the preservation of natural resources, for the preservation and managed production of resources, for outdoor recreation and outdoor education, and for public health and safety. It is also the intent of the Open Space and Conservation Elements to provide open space in a City by limiting development in areas which possess physical features that they may provide valuable and functional open space for the purposes of helping to shape urban form, to provide local or buffer greenbelts, and/or to serve as linkages between open space areas. It is intended that any building or structure permitted in this category shall be subordinate to and in furtherance of use of the land for open space as defined in the General Plan and the State Planning and Zoning Law.

Open Space includes all City and County parks, golf courses, Los Angeles County Flood Control lands, and United States Forest Service lands. The intensity of use is measured by maximum site coverage. Buildings and structures, when permitted, shall not occupy more than 25% of the gross area of the parcel.

A conservation overlay category is identified on the land use map (See Exhibit II-4.1). It is the intent of the General Plan to implement the conservation overlay category by establishing an overlay zoning classification. The conservation overlay designation and zone would be applied to land which have scenic value, naturally significant characteristics and resources. The conservation overlay is further discussed in the Conservation Element (see Conservation Element Implementation Measure a).

## Population Density

Population density can best be expressed as the relationship between two factors: the number of dwellings per acre and the number of residents per dwelling. Current estimates of the average number of persons per household which are available from the Census Data Center of the State Department of Finance may be used to set forth population intensity standard. For San Dimas, the average household size is 2.98, according to the State Department of Finances.

Past court cases have further defined population and density. Camp v. County of Mendocino (1981) 123 Cal. App. 3d 334 established that a general plan must contain standards for population density. It did not however, define such standards. The landmark case of Twain Harte Homeowners Association v. Tuolumne County (1982) 138 Cal. App. 3d 664 defined population density as the "numbers of people in a given area and not the dwelling units per acre, unless the basis for correlation between the measure of dwelling units per acre and numbers of people is set forth explicitly in the plan." Quantifiable standards of population density must be provided for each of the land use categories contained in the plan.

Population density standards need not be restricted solely to land use designations with residential development potential. As the court stated in Twain Harte: "...it would not be unreasonable to interpret the term "population density" as relating not only to residential density, but also to uses of nonresidential land categories and as requiring an analysis of use patterns for all categories.

"It appears sensible to allow local governments to determine whether the statement of population standards is to be tied to residency or, more ambitiously, to the daily usage estimates for each land classification."

### Building Intensity

The Camp decision also held that an adequate general plan must contain standards for building intensity. Again, the Twain Hart court has provided the most complete interpretation of building intensity available to date. These are its major points: intensity should be defined for each of the various land use categories in the plan; general use captions such as "neighborhood commercial" and "service industrial" are insufficient measures of intensity by themselves; and, building intensity is not synonymous with population density. Intensity will be dependent upon the local plan's context and may be based upon a combination of variables such as maximum dwelling units per acre, height and size limitations, and use restrictions. Unfortunately, the court stopped short of defining what are proper measures of building intensity.

Local general plans must contain quantifiable standards of building intensity for each land use designation. These standards should define the most intensive use that will be allowed under each designation. While the land use designation identifies the type of allowable uses, the building intensity standard will define the concentration of use.

OPR suggests that each intensity standards include these variables: (1) permitted lands uses and building types; and (2) concentration of use. Permitted uses and building types is a qualitative measure of the uses that will be allowable in each land use designation. The concentration of use can be defined by one or more quantitative measures that relate directly to the amount of physical development that will be allowed. Maximum dwelling units per acre is a good residential standard. Floor area ratio (the ratio of building floor area to the total site area) is a useful measure of commercial and industrial intensity. The dual standard of maximum lot coverage and maximum building height is suitable for agricultural, open space, and recreational designations where development is being limited. On the other hand, lot size, which has been widely used for agricultural and open space designations, is an inadequate standard of building intensity because, although it regulates lot area, it does not quantify the allowable concentration of development on each lot.

## Implementation Measures:

- a: Higher density residential developments should require more open space. The City shall review existing open space requirements and, if appropriate, increase the standard.
- b: Review and revise the hillside ordinance.
- c: Designate a mobile home park zone in the City Zoning Code.
- d: Annexation Areas, annex the following areas to "round out" the City limits (see Exhibit I-2).
  1. Annex Area 13A into City and make it a part of the Foothill Boulevard Corridor.
  2. Annex Area 13B into the City.
  3. Annex Area 13C into the City.
  4. Annex Area 13D into the City.
  5. Annex Area 13E into the City.
  6. Annex Area 13F into the City.
  7. Annex Area 13G into the City.
- e: In the Way Hill area, amend SP-3 land use designation to Single Family Very Low with 1 unit per acre maximum density.
- f: Develop a Foothill Boulevard Corridor Plan to unify development and guide revitalization efforts in this area.
- g: Modify the Zoning Ordinance to implement the Conservation Overlay Zone. Also see Conservation Element implementation measure #a.
- h: Modify the existing zoning to implement the "Northern Foothills Development and Infrastructure Study" as it applies to the Northern Foothills Area.

## **RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS**

While state planning law divides a general plan's required contents into seven distinct elements, this division is more a product of the incremental nature of the legislative process than of conscious design. The division of the general plan provisions into elements tends to mask the statutory and functional interrelationships among the elements and issues to be addressed in the General Plan.

Statutorily, the requirements for the elements overlap and intertwine. For instance, geologic hazards are mentioned specifically in the safety element and also appear under "open space for public health and safety" in the open space element. Open space, in turn, is mentioned as one of the categories to be addressed in the land use element. Similarly, natural resources are to be addressed in the open space and conservation elements as well as in the land use element. The noise element is directly tied to both the land use and the circulation elements.

The issues to be addressed in the general plan also interrelate functionally. The consideration of fire hazards in wildland areas involved the analysis of vegetation, topography, weather, availability of water, density of development, adequacy of road systems and fire protection services. As another example, housing considerations are directly linked to questions of land availability, the adequacy of public services, seismic, geologic, and fire hazards, and noise.

Such structural and functional interrelations point out the problems of treating issues in isolation and the need to think of the general plan as an integrated whole. For these reasons and because of local topographic, geologic, climatologic, political, socioeconomic, economic, cultural, and historical diversities, cities and counties should design their general plan formats to suit local needs.

The San Dimas General Plan is comprised of seven separate elements. The Land Use Element is most directly related to the Open Space, Housing and Noise Elements. The non-development areas of the City are principally designated for open space uses and are further elaborated upon in the Open Space and Conservation Element. The residential land use sub-sections of the Land Use Element set forth a policy framework for the Housing Element. The intensity of uses assigned to both vacant and underutilized areas, in effect, establish the housing unit potential of the City to build-out. These land use policies, in turn, provide input to the adequate site analysis of the Housing Element. Lastly, one of the major purposes of the Noise Element is to identify noise compatible uses. This means that the information and findings of the Noise Element guide some of the land use designations of the Land Use Element.