

INTRODUCTION

DESCRIPTION FOR HOMEPAGE

The City of Upland’s General Plan sets a new direction for the future of Upland. Last updated in its entirety in 1982, this General Plan Update provides a comprehensive and integrated “constitution” for growth and preservation in the City, which forms the basis for all other City plans, programs, ordinances and operations. In 2005, the City underwent an extensive community visioning exercise. The resulting vision provides a framework for the development of focused goals and policies within each General Plan Element. The General Plan Update process began in 2008 and was informed by ongoing input from residents, businesses, developers and decision-makers over the course of its six-year development.

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PURPOSE OF THE GENERAL PLAN

The Upland General Plan reflects basic community values, ideals and aspirations. The General Plan articulates policies that will govern all aspects of development until 2035, including land use, community character, circulation, economics, housing, public facilities and services, safety, open space and conservation, and health.

The preparation of a General Plan is required by State law per California Government Code Section 65300 et seq. State law requires each city and county to prepare and adopt a comprehensive long-range general plan for its physical development. The General Plan must be internally consistent. The legal adequacy of the General Plan is critical, as many City actions and programs are required to be consistent with the General Plan. The General Plan should also be clearly written and easily available to the public. Although the General Plan is required to address the issues specified by State law, it may be organized in any way that best suits the City of Upland.

This General Plan supersedes the previous City of Upland General Plan and its various elements that were adopted between 1982 and 2001. The General Plan’s policies and actions will be implemented by City staff through its municipal codes, plans and programs and tracked over time to ensure that it fulfills the City’s vision for the future of Upland.

GENERAL PLAN ORGANIZATION

The Upland General Plan contains four parts and appendices as follows:

- Part 1: Introduction to the Upland General Plan
- Part 2: General Plan Elements
- Part 3: Focus Areas
- Part 4: Administration and Implementation
- Appendices

UPLAND HISTORY AND PROFILE

Incorporated in 1906, the City of Upland is a small and quaint community in the westernmost part of San Bernardino County, approximately 35 miles east of Los Angeles, at the base of the San Gabriel Mountains, as shown in Figure INTRO-1. The City is bordered by Rancho Cucamonga to the east, La Verne and Claremont to the west, and Montclair and Ontario to the south.

Upland is well-positioned in the Southern California region with access to the Metrolink commuter rail system, nearby Ontario International Airport and major highways, such as Interstate 10 and State Route 210, as well as Interstate 15 and California Highway 60 nearby. These mobility options enable many Upland residents to commute to employment centers in Los Angeles, San Bernardino, Riverside and Orange Counties.

As of 2008, the City had a total population of 73,769, with 25,920 households and an average annual population growth of 0.95 percent from 2000 to 2008.

From its inception in the late 19th Century, two primary forces have shaped Upland's historic development: the citrus industry and the railroad. Upland was originally part of what was known as the Ontario Colony. In 1882, Canadian brothers George and W.B. Chaffey acquired land and began the planning of an agricultural community.

Streets were laid out in a large grid pattern with 200-foot wide Euclid Avenue as the primary north-south arterial, flanked by San Antonio Avenue a half-mile to the west and Campus Avenue a half-mile to the east. East-west streets were laid out approximately every 200 yards from the City center north to the mountains and numbered up to 26th Street in an area designated as San Antonio Heights. The land was subdivided into 10-acre agricultural lots with each lot having a road frontage.

The Chaffey brothers identified four basic fundamental principles that they used to guide the development of their model colony. First, they conceived and then developed a comprehensive water system that not only irrigated every lot in the City, but also generated electricity for lighting and other power needs, the first use of hydroelectric power west of the Rockies. Secondly, they envisioned Euclid Avenue, named after the ancient Greek father of geometry, as a wide 8-mile-long parkway, which they designed as one of the most beautiful streets in the world. Third, they donated land and established an endowment for the Chaffey Agricultural College, one of the first colleges to be established in California. This institution of higher learning offered valuable support to the then still-emerging citrus industry, the economic base for the region. Finally, they also

attempted to shape the social landscape of their new City by incorporating land use covenants forbidding the sale of alcohol for 50 years.

Early agricultural products from the Ontario Colony included apples, pears, peaches, oranges, and lemons as their primary crops. The climate and soil conditions made citrus growing ideal and these exotic citrus fruit could be sold for higher prices than more conventional fruit. As a result, the citrus industry began to dominate the growing local economy. The slopes nearest the mountains to the north were planted with lemons, while oranges were planted further south.

Shortly after the town's establishment, the Chaffey's sold the land to the Ontario Land & Improvement Company of Los Angeles, which named the area North Ontario. With the arrival of the Santa Fe Railroad in 1887, surveying and development began in Downtown and nearby areas. As the community grew—the business district along 2nd Avenue, the citrus-industrial sector along the Santa Fe tracks, and residential areas around the perimeter—North Ontario developed into a community of its own. In 1902, North Ontario voted to establish an identity separate from Ontario, adopting the name of Upland after its largest packing house, the Upland Lemon Growers Association. On May 15, 1906, the City of Upland was incorporated.

As the citrus industry expanded throughout the 1920s and 1930s, Upland drew more residents, investors, and commercial activity. Between 1925 and 1945, the citrus industry's revenue tripled. This substantial leap in income and production was associated with the first substantial modernization program within the industry since the 1890s. The wooden packing houses, warehouses, and offices from the turn of the century were replaced by larger, state-of-the-art reinforced concrete structures, including those of the Upland Citrus Association, the Upland Lemon Growers Association and the Ontario-Cucamonga Fruit Exchange. Five of these second-generation packing houses remain in Upland to this day.

All the services and goods required to maintain a small agricultural city were found on Upland's 2nd Avenue, including groceries, clothing, jewelry, hardware, and billiard halls. This core was not only instrumental in giving the town its identity, but also provided a focus for its activities.

The post-World War II real estate boom changed the direction of land use in the City. Returning veterans caused the population to soar. Citrus groves were sold and developed into residential neighborhoods, the automobile and airplane eventually replaced rail as the most common mode of passenger travel, and highways became the focus of commercial development. Upland transitioned from a citrus-based economy and lifestyle to a residential and commercial community.

Today, the majority of the buildings from the 1920s and 1930s within the commercial and citrus industrial districts of Downtown Upland still stand. Most of Upland's packing houses have been converted to alternative uses, such as light industry and manufacturing. Passenger rail traffic has returned to the City, with the old Depot platform currently being used for the Metrolink commuter rail service. In spite of the loss of its encircling groves and the citrus economy, which once kept its packing houses operational, the old citrus town of Upland still retains a remarkable sense of time and place.

The Chaffey brothers lived to see many of their plans for their new City become a reality. Their ambitious dreams have laid the foundation for the Upland of today. Their four principles reflected an early vision of Upland that planted the seeds for the spirit of self-reliance, innovation, education, culture, economy, health and community that remain in Upland today, giving it its proud nickname as the "City of Gracious Living".

VISION STATEMENT

Fundamental to the City’s vision for its future is the preservation and enhancement of the “small town” community character. Although comparable in population and geographic area to other medium-sized cities, Upland possesses a quaint, hometown quality typically found in smaller communities. This “small town” quality is one that evokes a sense of place felt in the hearts of those who live, work and play in Upland. This is what distinguishes Upland from other nearby urban environments. The following describes the current environment and the preferred direction for the future of Upland.

Where We Are . . .

A unique small town haven, nestled in the foothills above a great metropolis, Upland provides a gracious refuge for those wishing to enjoy regional amenities. Residents can enjoy a visit to the mountains, desert and ocean or enjoy urban life without its hassles. A premier desirable place to live that retains the traditional values of its pioneer founders; Upland is a small and quaint city, self-contained with its own fire and police departments, hospital, schools, water agency and even an airport. Its treelined streets, mountain vistas, great schools, numerous churches, and library, together with a charming Downtown, create a unique sense of place for residents and visitors alike. It is not an accident that many families have lived here for generations. Anyone calling Upland their home finds it difficult to leave, and many who do depart soon return knowing that there is no better place to raise a family.

Where We’d Like To Be . . .

In the future, Upland will retain its small town character and protect and nurture its neighborhoods and small town assets through a winning combination of good management and community engagement in all vital public issues. Inspired by its past and proud of its distinctive identity as an accessible urban retreat, the residents of Upland look forward to a future where they can share the richness of their community with neighbors from throughout the region and beyond. To ensure its self-reliance in the future and its essential character as a community that is home for residents of all ages, Upland aspires to:

Be an even more economically vibrant and diverse City that is a vital commercial and cultural crossroads between Los Angeles and the Inland Empire;

Enhance the City’s historic Downtown as the heart of the community where pedestrians enjoy the charming shops, restaurants and cultural arts attractions;

Strengthen public and private partnerships to ensure that residents, civic organizations, local businesses and government work together to make Upland an even better place to live; and

Attract creative professionals and the cutting edge organizations wishing to employ them.

KEY VALUES

The General Plan’s goals, policies and implementation actions define a roadmap to achieving Upland’s vision and upholding and sustaining the community’s values. Underlying the vision and community values is a set of themes that were heard throughout the Visioning and General Plan Update process. These themes are identified below and are a focus of the General Plan elements.

1. Maintaining an Excellent Quality Of Life

Most important to Upland residents is maintaining an excellent quality of life. This quality of life is manifested in the City's natural environment, beautiful and safe neighborhoods, employment centers, hometown Downtown, cultural and historic heritage, healthy citizens, and in the City's excellent provision of municipal services and facilities including police and fire protection, emergency medical services, library services, parks and sports fields, and infrastructure maintenance. These assets are a focus of the General Plan as it employs policies and actions to preserve and strengthen them to continue to enrich Upland into the future.

2. Strengthening Community Identity

Although there are a number of community assets and characteristics that make Upland a unique and desirable place to live, clearly articulating its unique community identity to both residents and visitors is an important General Plan theme. The General Plan contains strategies to strengthen those assets and features of Upland that promote the small "quaint" sense of place, currently only known to residents. Strategies include building upon Upland's citrus heritage, strengthening wayfinding and key gateways into the City, revitalizing Downtown, protecting historic buildings, expanding cultural opportunities, and facilitating continuous, open dialogue with the City's civic and faith-based organizations, business community, residents and local government.

3. Growing the Local Economy

While Upland has several economic anchors including Downtown, San Antonio Hospital, Cable Airport, and other industries, increasing the City's tax base is necessary to generate the revenue needed to continue to provide the quality services and capital improvements desired by the community. The City adopted the Upland Downtown Specific Plan in 2011 to respond to the community's priority to revitalize Downtown. The General Plan reinforces this priority and establishes additional goals, objectives, policies and actions to revitalize other areas of the City, attract new and diverse businesses, improve the appearance of aging commercial corridors, and encourage residents of Upland to shop locally. Through these strategies, the General Plan will help foster a more vigorous and healthy economy and continue to provide the services that meet the diverse needs of existing and future populations.

4. Growing Green

In 2006, the California State Legislature adopted the *California Global Warming Solutions Act of 2006*, Assembly Bill 32 (AB 32). AB 32 focuses on reducing greenhouse gas emissions (GHG) in California to 1990 state-wide levels by 2020. A key theme of the General Plan is to responsibly and proactively take measures to reduce GHG emissions. Policies and actions to accomplish this are found in the Open Space and Conservation Element and are also integrated in appropriate sections throughout the General Plan. The General Plan will reduce GHG emissions primarily through land use patterns that support public transit, increased opportunities for walking and bicycling, encouraging "green building" practices and alternative energy systems, managing water use, and other measures.

5. Responsive Leadership

An important theme expressed throughout the visioning and General Plan Update process is the public's confidence in the City's leadership. The community sees this process as a great opportunity to foster public

and private partnerships that will lead the City in realizing the shared community vision and enhancing the quality of life in Upland. The General Plan contains strategies that will allow the City to continue to provide quality leadership by managing and balancing growth, strengthening the economy, protecting resources, maintaining and managing infrastructure, and keeping the community safety and informed on issues that affect their quality of life. Through the General Plan implementation programs, City staff will continue to partner with businesses and organizations to realize the policies and actions of the General Plan in a timely, collaborative, measurable and transparent way.

GENERAL PLAN UPDATE PROCESS

This General Plan is the first comprehensive revision of the City's General Plan in nearly 30 years. The previous General Plan was adopted in 1982 and has been amended periodically over the years. Major amendments to the 1982 General Plan include updates to the Land Use and Circulation elements in 1996.

The General Plan effort is the result of over six years of work by City residents, business leaders, community representatives, City staff, and elected officials representing all segments of the community. Hundreds of people participated in many different roles that have played a part in shaping a General Plan that is a direct reflection of the needs and desires of the community.

Following is a description of each of the major milestone documents and community outreach activities that have led up to the adoption of the General Plan.

Milestones

Visioning. This General Plan is based upon the vision, values and themes created by the community. The visioning process began in November 2005 with the development of the *City of Upland Community Visioning Study Report* and continued to be refined throughout the General Plan process.

Community Issues White Papers. The white papers cover a wide range of topics, including mandatory General Plan elements as well as additional topics that address the current and anticipated conditions, issues and opportunities facing Upland. The white papers serve as a foundation for policy in the General Plan and the basis for the existing setting section of the General Plan Environmental Impact Report.

Focus Areas. The City of Upland defined several areas of special focus in the City. These areas include Foothill Boulevard, the Southeast Quadrant, College Heights, Euclid Avenue and Historic Downtown Upland. Focus Areas are locations in the City that are given more focused policy direction to guide future growth and/or preservation in a manner that is consistent with the community's vision for each area. Part 3 of this General Plan focuses specifically on these areas. A series of meetings and workshops on the Focus Areas served to build consensus among participants about future land uses for these areas.

City-Wide Alternatives. Following the Focus Areas process, three citywide alternatives were developed for the City of Upland. Alternative 1 focused on a minimal amount of change to existing land uses. Alternative 2 focused future development along commercial corridors. Alternative 3 focused on creating mixed-use nodes along the existing commercial corridors. The community-preferred land use alternative combines aspects of all three alternatives and focuses on intensifying development near transit centers and mixed-use activity centers, reusing underutilized properties, locating jobs closer to housing, providing new housing

opportunities near public transit and along major corridors, and other strategies to encourage more walking and reducing the need for automobile use in the City.

Draft Cable Airport Land Use Compatibility Plan (CALUCP). The CALUCP was prepared in conjunction with the Upland General Plan to ensure compatibility between Cable Airport and the land uses that surround it. As required by State law, the CALUCP provides overarching guidance to affected local land use jurisdictions with regard to airport land use compatibility matters involving Cable Airport. The General Plan incorporates the compatibility policies from the CALUCP, which set limits on future land use development near the airport in response to noise, safety, airspace protection, and overflight impacts of current and future airport activity.

Draft General Plan. The Draft General Plan is a compilation of goals and policies based on the community vision, key themes, and the issues and opportunities identified in the existing conditions white papers. The Draft General Plan was released for public review in September, 2014.

Program-Level Environmental Impact Report (PEIR). Prepared according to the requirements of the *California Environmental Quality Act* (CEQA), the PEIR analyzes the potential significant impacts of the proposed plan's policies and actions and identifies mitigation measures to mitigate those impacts. The PEIR is a self-mitigating document meaning that the mitigation measures required to reduce impacts to a less than significant level are integrated back into the General Plan document, in order to provide a defensible, self-contained and implementable plan. The PEIR is prepared as specifically and comprehensively as possible in order to streamline later projects that fall within the scope of the PEIR, such that additional environmental review of future projects is simplified or not required.

Final General Plan. The Final General Plan was adopted by the City Council in September 2015.

Community Involvement

Stakeholder Interviews. At the beginning of the General Plan Update process in October 2008, a series of interviews were conducted with key community stakeholders, including leaders from all City departments and commissions, community organizations, public agencies, School District, businesses, developers, non-profit groups, and others. The purpose of the interviews was to introduce them to the General Plan Update process and gain their perspective and insight into what some of the key advantages and opportunities are for change in the City, as well as what needs and challenges face Upland that should be addressed in the updated General Plan.

Community Events. The City publicized the General Plan Update process at the annual Upland Scary-A-Fair on Halloween and at the Craft Fair and Christmas Parade in 2008. The City organized a booth, displayed informative posters and surveyed participants at each event about aspects of the City they appreciated and what issues they felt were most important to address in the General Plan. The exercises effectively advertised the General Plan Update process and helped solidify common themes important for the General Plan.

Public Workshops. The City held four workshops over the course of the General Plan Update process. The first two workshops were educational in nature and presented information on each topic covered in the General Plan. The third workshop allowed meeting attendees to examine different land use alternatives and development choices. Participants analyzed and discussed the trade-offs associated with different

development patterns and provided input as to how they thought the City should grow. The final workshop presented the draft goals and policies for each element of the General Plan to allow the community to comment on future policy that will guide the community towards achieving their vision.

Study Sessions and Public Meeting. The City held three study sessions with the Planning Commission and one public meeting prior to the public hearings to present public review drafts of each document to the Planning Commission and community. The study sessions and public meeting were held from February to July 2015, during an extended public review period (136-days total) of the Draft Environmental Impact Report (DEIR). The City accepted comments during the public review period and made revisions to the DEIR and General Plan as appropriate.

Public Hearings and Adoption. The City held a Planning Commission and Airport Land Use Committee (ALUC) hearing on August 26, 2015. The Planning Commission and ALUC recommended certification of the Final Environmental Impact Report (FEIR) and adoption of the General Plan Update together with the Cable Airport Land Use Compatibility Plan (CALUCP), Zoning Code Update (ZCU) and Climate Action Plan (CAP), with minor changes. The City Council certified the FEIR, adopted a Statement of Overriding Considerations, and adopted the General Plan Update together with the CALUCP, CAP and a first reading of an Ordinance adopting the ZCU at a public hearing on September 14, 2015.

HOW TO USE THE GENERAL PLAN

The City's General Plan is intended for use by all members of the community including residents, businesses, developers and decision-makers. The web-based organization of the General Plan allows users to easily find topics that interest them and review applicable goals and policies. Users should be aware that many policies throughout the elements are interrelated, should be examined comprehensively and must be considered together when making planning decisions.

Each element in this General Plan addresses one or more topics. Each element contains a brief introduction, an overarching goal, and a set of goals and policies for each topic. Goals and policies as articulated in this General Plan are defined as follows:

- **Goal.** A goal is a description of the general desired result that the City seeks to create through the implementation of its General Plan. One or more goals are provided in each General Plan element.
- **Policy.** A policy is a specific statement that guides decision-making in working to achieve a goal. Policies, once adopted, represent statements of City regulation and require ongoing implementation. This General Plan establishes policies that will be used by City staff, the Planning Commission, and City Council in their review of land development projects and in decision-making about City actions.