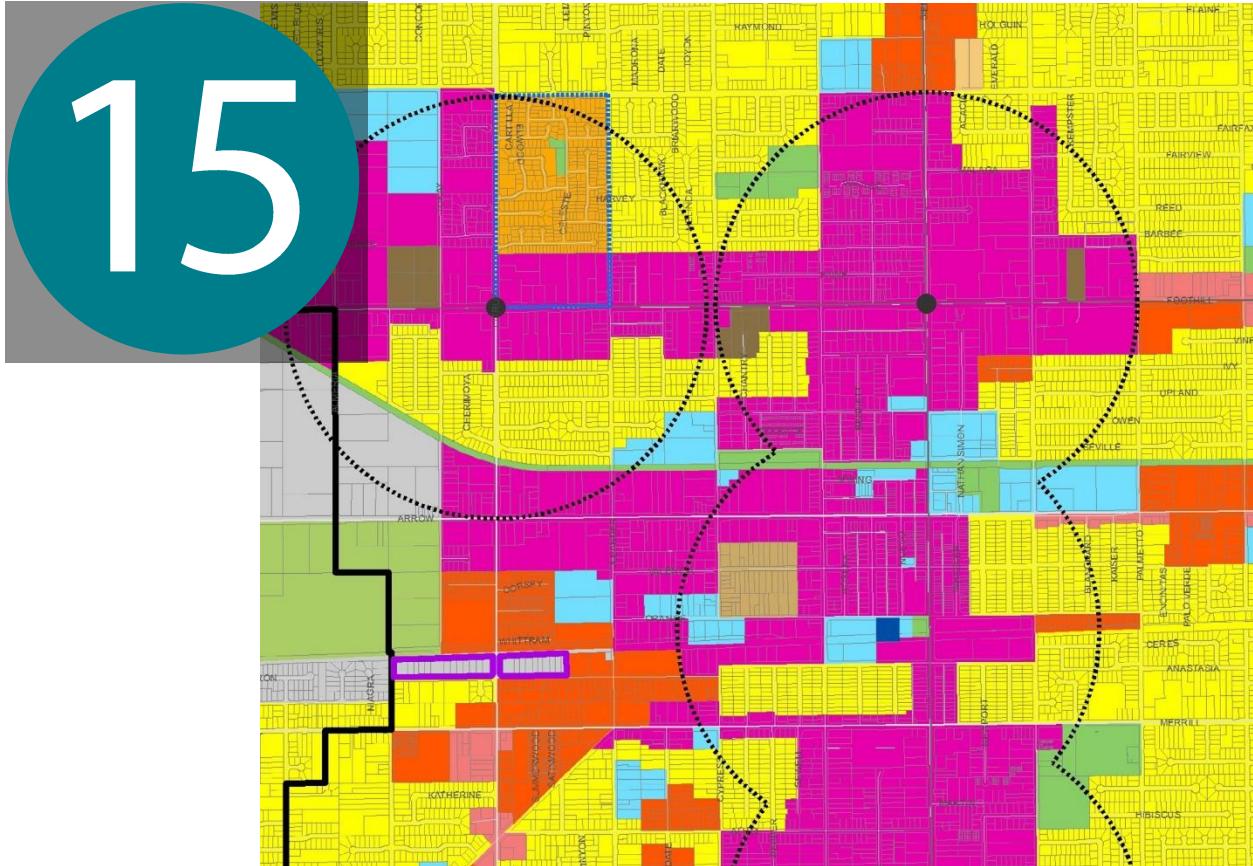


15



# Land Use, Zoning, and Urban Design

15.1



# Land Use, Zoning, and Urban Design

Every General Plan contains an element on land use policy and a land use map. Fontana's land use element sets forth the policy framework over the next 20 years for the physical development of Fontana. It is the guide for decision makers on the pattern, distribution, density and intensity of land uses that, overtime, will help the city achieve the Fontana vision for the future. The land use map is not a zoning map but provides the foundation for zoning and guides the Planning Commission and City Council when they are called upon to exercise their discretion in making rulings on rezoning and similar issues.

Land use patterns and decisions are influenced by population and economic growth (which create market demand), transportation access and opportunities, the availability of infrastructure, environmental constraints, and quality of life potential reflected in school quality, parks and recreational opportunities, and cultural amenities. Most development decisions are made by the private sector, but those decisions occur within a public sector framework created by the General Plan, including the Land Use Plan, the Zoning and Development Code, and other development regulations. Land use decision making is also influenced by state priorities and public investments, incentives and disincentives. These regulatory and incentive frameworks will not, by themselves, cause development of a specific type to happen, but they can encourage it. A system of well-organized land uses

Creates the possibility of more choice in transportation, supports consumer-oriented businesses, provides neighborhoods attractive to the workforce, uses infrastructure efficiently, mitigates adverse impacts, and improves the compatibility of diverse land uses.

The Fontana Land Use Plan aims to direct the most efficient, functional, cost-effective and aesthetically pleasing way to meet demand for various land uses within the 20-year time horizon of the General Plan. After the closure of the Kaiser Steel Mill in the 1980s, the City focused on development of unbuilt land through the specific plan process, primarily for residential uses but also for light industrial uses. Specific plans take the place of zoning for a designated geographic area and include detailed development and infrastructure requirements. In Fontana, they have often been used for developments by a single owner. At the time of the last General Plan in 2003, a significant amount of land remained to be entitled and developed, north of the 210 Freeway. More than a decade later, much of the land in Fontana has been built out or entitled. Over the next 20 years, Fontana's growth will focus increasingly on redevelopment.

## A. Land Use in the Fontana Forward Vision and Principles

### VISION

- **Fontana 5.0** is a complete and flourishing community of opportunity—with excellent quality of life and city services, high educational achievement and jobs for Fontana residents, transportation choices to connect city destinations, and local entertainment centers. Fontana’s opportunities attract new residents, support successful businesses, and encourage empty nesters to stay and their children to settle in their home town.

### PRINCIPLES



Pursue high-quality development. Make public investments a model of excellent design and maintain high-quality design standards for new development.



Connect people and places. Provide efficient transportation choices, including pedestrian, bicycle, and transit opportunities, along with well-maintained streets, to connect people to city destinations.



Ensure fairness and opportunity for all parts of the city. Make every neighborhood a “neighborhood of choice” with excellent infrastructure, services and amenities.

## C. Findings and Challenges

### FINDINGS

#### *Land Use*

- **Fontana is a maturing suburban community but will continue to change as it continues to develop.**
- **Growth will increasingly come through redevelopment** in the coming decades:
  - > Older industrial sites: adaptive reuse
  - > Central area of Fontana: infill and revitalization
  - > Infill and revitalization of land and buildings on arterial streets: Foothill, Sierra, and Valley
  - > Older retail sites: shopping center redevelopment
  - > Older subdivisions: revitalization and development in the longer term

- Master planned communities developed through the specific plan process since the 1980s and predominantly in southern and northern areas of Fontana are not expected to experience land use changes over the next 20 years.
- The majority of remaining undeveloped land in Fontana has been entitled through the specific plan process.
- Major areas still to be developed include:
  - > Approximately 269 acres of undeveloped land along the southern edge of I-15 between Duncan Canyon and the northern edge of Fontana.
  - > Approximately 101 acres in the Ventana Specific Plan near the Duncan Canyon interchange are expected to be developed with both commercial and residential uses by a development company chosen in 2016 through the request for proposal process by the City.
  - > The major arterial corridors of the central area of Fontana—Foothill Boulevard, Sierra Avenue, and Valley Boulevard—include approximately 260 acres of unbuilt land and many underutilized parcels of land with low-value buildings or improvements.
  - > Central areas of Fontana between Foothill Boulevard and I-10 also include vacant (approx. 665 acres) or underutilized land that is appropriate for infill development.
- Fontana's Sphere of Influence (SOI) encompasses 5,906 acres consisting of 660 acres in the northern area of Fontana of which 85.67 acres are developable; 5,090 acres in the western section of the SOI, which includes residential, commercial and industrial land uses; and 156 acres in the eastern SOI. Fifty-three percent of the SOI acres are designated for industrial land uses.

### **Zoning**

- While General Plans are long-term policy documents, zoning codes are immediate regulatory documents, designed to implement the general plan, in part, by regulating allowed, conditionally allowed, and prohibited land uses. For general law cities, like Fontana, zoning codes must be consistent with the city's general plan and comply with many other state laws.
- There are three basic types of zoning: conventional ("Euclidean") zoning, form-based zoning, and hybrid zoning.
  - > **Conventional zoning:** In its pure form, conventional zoning separates zoning districts for residential, commercial, and industrial land uses and regulates the dimensions of development, such as lot size and coverage; type, size, and height of buildings; width and length of streets and sidewalks; amount and size of off-street parking. The separation of land uses and dimensional specifications make conventional zoning inflexible but easy to implement. However, it focuses more on what is not allowed than on what is desired. Fontana's existing zoning system is fundamentally conventional,

EXHIBIT 15.1 DISTRIBUTION OF EXISTING LAND USES IN THE CITY OF FONTANA (2016)		
CATEGORY	AREA (ACRES)	PERCENT
Residential	13,837	41.4%
Commercial	1,988	5.9%
Industrial	7,430	22.2%
Open space	1,572	4.7%
Transportation/Utility ROW	43	0.1%
<b>Total</b>	<b>33,455</b>	<b>100%</b>

Sources: City of Fontana Land Use Map (2016), Stantec analysis from GIS, 2016

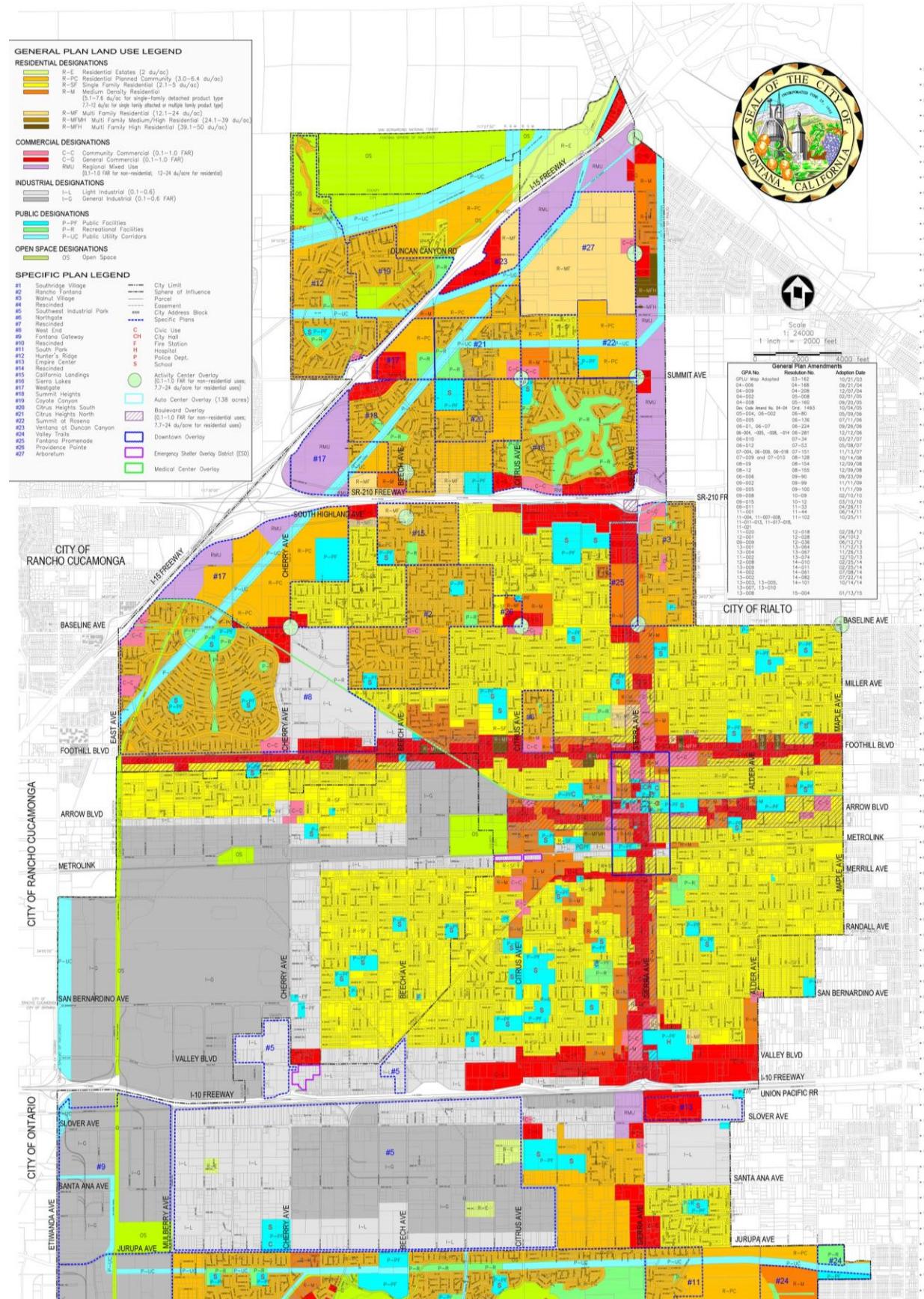
## B. Goals and Policies

GOALS	POLICIES
The Strategic Policy Map and the Land Use Map guide land use decision making.	<ul style="list-style-type: none"> <li>Review citywide land use strategies when considering changes to the land use map.</li> <li>Keep zoning and other regulations up to date and consistent with the Land Use Map.</li> </ul>
Fontana development patterns support a high quality of life and economic prosperity.	<ul style="list-style-type: none"> <li>Preserve and enhance stable residential neighborhoods.</li> <li>Locate multi-family development in mixed-use centers, preferably where there is nearby access to retail, services, and public transportation.</li> <li>Locate high-quality industrial uses where there is appropriate access to regional transportation routes.</li> <li>Promote interconnected neighborhoods with appropriate transitions between lower-intensity and higher-intensity land uses.</li> <li>Preserve land to achieve an interconnected network of environmentally-sensitive areas, parks, multi-use trails, and recreation areas.</li> </ul>
Downtown is a dynamic center of activity with new housing options, walkable environments, and a mixture of uses attracting residents and visitors.	<ul style="list-style-type: none"> <li>Promote revitalization and redevelopment of downtown and older neighborhoods in the central area of the city.</li> <li>Encourage infill on vacant and underutilized parcels.</li> <li>Transform downtown into a vibrant local and regional destination.</li> </ul>
Compact, walkable, mixed-use centers are located at key sites along major corridors to be served by public transit in the future and at intersections where neighborhood retail and diverse housing options can succeed.	<ul style="list-style-type: none"> <li>Promote a land use pattern that provides connections among land uses and a mixture of land uses.</li> </ul>
High-quality job-producing industrial uses are located in proximity to regional transportation routes	<ul style="list-style-type: none"> <li>Promote the Southwest Industrial Park and the I-10 corridor as preferred locations for industrial uses.</li> <li>Maintain but do not expand existing heavy industrial land use areas in proximity to one another and to services for industrial uses.</li> <li>Avoid locating small areas of residential uses where they will be surrounded by intensive commercial or industrial uses.</li> </ul>
Expansion of Fontana's city limits through annexation has improved the entrance corridors.	<ul style="list-style-type: none"> <li>Make strategic annexations to improve City control over the appearance and function of areas in the city limits.</li> </ul>
Public and private development meets high standards of design.	<ul style="list-style-type: none"> <li>Support high-quality development in design standards and in land use decisions.</li> </ul>

with separated land uses in single-use districts and dimensional prescriptions, but the use of Specific Plans has also introduced site design flexibility and design standards of various types.

- > **Form-based zoning:** Form-based zoning focuses more on building form—the physical character of the building and how it addresses the street and public realm—than on land uses. Form-based codes are a reaction to conventional zoning's separation of land uses, making it impossible to build mixed-use neighborhoods and districts, and its neglect of the public realm, sometimes resulting in visually- and functionally-impoverished public environments that can be unattractive, and functional for only one type of user. Form-based codes use many visuals to give a positive vision of what is desired, rather than focusing on what should be excluded.
- > **Hybrid zoning:** Codes that combine aspects of conventional and form-based zoning are called hybrid codes. Because of its familiarity, ease of administration, and long institutional history, conventional zoning will remain in force in many communities, particularly where there are well-established areas of single land uses. However, form-based codes are increasingly used for districts and corridors where a mixture of uses and a lively public realm are desired.
- **Modern zoning codes strive for as much simplicity, transparency and streamlining as is consistent with safeguarding the public's interest in quality development.** Citizens should be able to understand zoning requirements and development standards—not just developers and their consultants. Unlike many modern zoning codes, Fontana's does not include illustrations that show what is required or preferred, and what is not permitted.
- **Because of Fontana's extensive use of Specific Plans to guide development since the 1980s, land use regulation in a substantial portion of the city is governed by Specific Plans.** Almost all of North Fontana, half of the area between SR-210 and Foothill Blvd, and two-thirds of South Fontana are covered by Specific Plans whose allocation of land uses, densities, and design standards are treated as zoning. Exhibit 15.3 Previous Zoning shows how the use of Specific Plans for planned development has affected the city's zoning map. Most specific plans are either residential or non-residential. There are a few that are nominally "mixed use," but in fact include separated land uses within the Specific Plan.
- **The City has established zoning overlay districts for Downtown, the hospital area, and three major corridors—Sierra, Foothill and Arrow: Boulevard Overlay and Downtown Overlay Districts.** Because of the limited development activity in recent years, the impact of design standards in these overlay districts has been limited, though it can be seen in the landscaping at a few locations of new commercial development. Valley Boulevard does not have an overlay district.
- **There are several other overlay districts serving a variety of purposes:**
  - > Auto Center Overlay: special regulations to accommodate auto sales for 138 acres along South Highland Avenue between SR-210 to the north, Mango

**EXHIBIT 15.2 PREVIOUS LAND USE**



Avenue to the east, Citrus Avenue to the west, and variable locations to the south. This area has attracted vehicle dealerships.

- > Activity Center Overlay: an overlay district for 10 named intersections where walkable mixed use development is to be encouraged, design review required, and certain development standards and design guidelines to be observed within 300 feet of the center of the intersection. This overlay has not had the impact desired.
- > Emergency Shelter Overlay: required by the Housing Element to allow shelters and transitional housing to serve homeless persons. The underlying zoning is industrial. There have been no proposed projects for homeless shelters or transitional housing.
- > Medical Center Overlay: regulations for hospital and medical uses applied around Kaiser Hospital.
- > Hillside Overlay: to regulate safe building on steep slopes over 10% in North and South Fontana.
- > Utility Corridor Overlay: focused on providing for standards that buffer adjacent development from utility corridors.
- > Warehousing Distribution/Logistics Overlay District: designated parcels eligible to apply for the overlay east of Sierra Avenue and north of SR-210. This has resulted in approval of a number of warehouses between SR-210 and Duncan Canyon Road.
- > Fire Hazard Overlay District: areas of northern and southern Fontana subject to regulations to mitigate risk from wildfire.

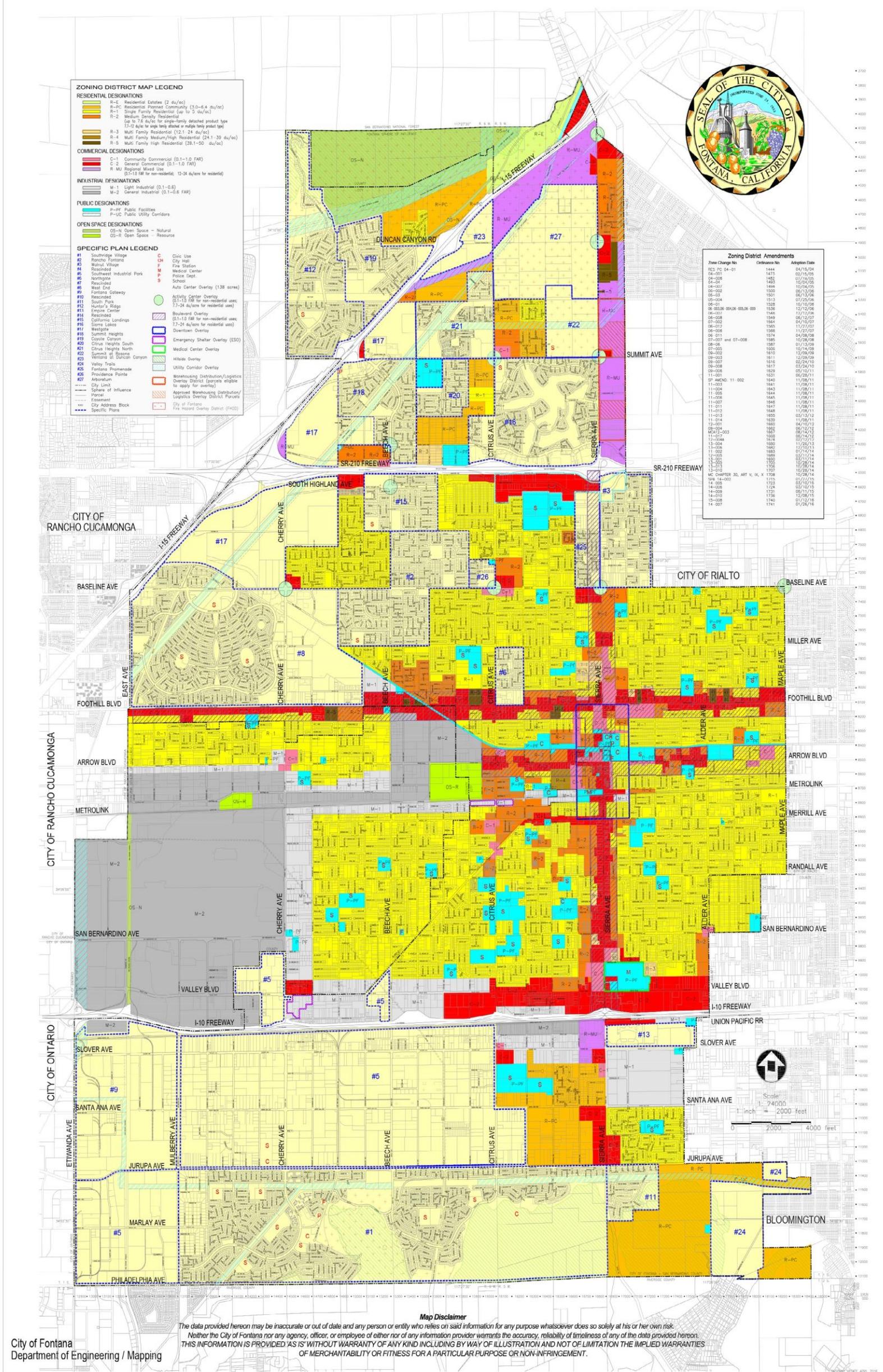
### ***Urban Design***

- **Urban design focuses on the physical character of cities and towns in three dimensions—how the different elements of spaces, such as buildings, sidewalks, roads, parks, and parking lots, relate to one another.** Through the arrangement of these elements, urban design affects how spaces function in facilitating, directing or obstructing people's activities and experiences within the physical environment. It is not simply about visual style or aesthetic preferences. Urban design today focuses on creating places where people want to be and that people care about: welcoming, safe, attractive, accessible, comfortable, and sociable.
- **The overall community design of Fontana reflects its development history and a strong reliance on master planned development models through Specific Plans** for large residential communities, shopping centers, and the warehouse industry. Most of today's city follows the 20th century suburban development model of separated land uses, limited connectivity between developments, and site design organized around the car.
- **Residential districts.** In Fontana, older residential areas and smaller subdivisions tucked between other land uses are designed with houses set back and facing the street. Ranch-style houses from the 1960s to 1980s are very common in the central part of the city. Older houses have separate garages located toward the rear of the lot, while more recent houses present driveway

EXHIBIT 15.3 EXISTING ZONING

**City of Fontana, State of California  
ZONING DISTRICT MAP**

Adopted: April 15, 2004  
Last Revised: January 26, 2016



*Previous Zoning Map*

garage doors as the dominant feature of their frontage. There are also some remaining large lots of 11,000 square feet or less, with a small house, sometimes on streets that lack sidewalks or curbs.

Planned development areas in Fontana are typically inward looking. Development along arterials in newer areas is usually walled or fenced, with large amounts of landscaping in more expensive areas. Many residential developments have six- to eight-foot fences, and the majority of single-family homes along main arterials have their back and side yards facing the arterial street. In addition, a number of residential developments are gated communities.

- **Commercial districts.** With the exception of downtown Fontana's few retail blocks with buildings built to the sidewalk, retail and services like eating and drinking establishment in Fontana take four forms:



Many planned developments are surrounded by walls.

> Stand-alone buildings, usually one story, with one or two curb cuts, and surrounded by parking lots: Stand-alone retail can be found on Foothill Boulevard and on Sierra Boulevard between Ceres Avenue and Marygold Avenue.

> Older neighborhood strip shopping centers set back from the street with parking in front and anchored by a supermarket, drug store, or similar store: Older neighborhood centers include the Foothill Boulevard locations of Fontana Plaza and Fontana Park Plaza, a center on Baseline Avenue at Cherry, and a neighborhood center in Southridge at Cherry and Live Oak.

> Newer, small retail clusters at an intersection, often anchored by a gas station: A few newer, small retail clusters have also emerged on Foothill at the Citrus Avenue intersection, where the classic suburban retail intersection has a Walgreens, a gas station, a McDonald's, and a small strip center, all of which, except for the McDonald's, have parking at the corner behind sidewalks and landscaped setbacks.

> Large neighborhood centers or small regional centers near regional arterials such as SR-210 or I-15: The large neighborhood centers are located in North and South Fontana: Palm Court at Sierra and Slover; the Sierra Lakes Parkway big box mall at SR-210; the Falcon Ridge Town Center along I-15; and a special case, the "auto mall," just south of SR-210.

Although all four types are designed to accommodate the car, the newer developments have sidewalks along the streets and along the buildings and much superior landscaping. They tend to locate stores at the perimeter and parking in the center. However, they typically do not provide pedestrian amenities from the sidewalks to the buildings or through the parking lots.

- **Industrial districts.** Modern warehouse districts are characterized by very large boxes (often white) on well-landscaped streets. The interface between

these modern warehouse areas and residential areas is typically buffered by arterial streets and commercial areas. Industrial districts also include older areas with a variety of businesses, many focused on trucking. In these areas, and in the southern industrial areas between I-10 and Jurupa Avenue, there are many transition areas where industrial and older residential areas are not well buffered.

- **Arterial corridors.** Due to the large block and parcel structure along many main corridors, some residential, commercial and industrial developments are set back far from the street, with parking lots and other paved areas along the street. In addition to projecting a low quality, semi-vacant image to the street, this pattern discourages all modes of transportation other than the car.

## **CHALLENGES**

- **Retrofitting existing development in the city to create urban design conditions that enhance connectivity and promote safe and attractive walking and biking.** Fontana's development patterns present challenges for more transportation choice—enhanced public transportation, walking, and bicycling.
- **Developing infill and new mixed-use areas in the city and underutilized corridors,** including housing to support non-residential uses, services and attractions.
- **Retrofitting auto-oriented, suburban-style retail and office development patterns to provide experiences that meet shoppers' needs and expectations,** especially in competition with the convenience of online retail, and to provide more diversity within office developments. The best opportunities arise with redevelopment of non-residential properties because retail and commercial businesses are sensitive to changing consumer preferences and redevelop in more rapid cycles. Regulations and guidelines for redevelopment can promote retrofits of existing properties to make them more pedestrian-friendly, connected, and well-designed for all users.

## **D. What the Community Said**

### ***Public opinion survey***

- When asked for opinions on future priorities for housing, respondents gave these combined ratings for high- and medium-priority items:
  - > Make it easier and safer to walk to local destinations—87%
  - > Redevelop and revitalize Foothill Boulevard and Valley Boulevard—87%
  - > Preserve and protect natural open spaces—84%
  - > Require environmentally-friendly building and development practices—82%
  - > Expand and improve local parks—75 &
  - > Create a safe network of bike routes—74%

### ***Community workshops and meeting input***

#### **Land Use**

- Numerous community members emphasized the need for open spaces, neighborhood amenities and businesses that target the senior community.
- Many indicated a strong interest in converting vacant and underutilized properties to more valuable and productive uses.

## **E. Policies and Actions to Achieve the Goals**

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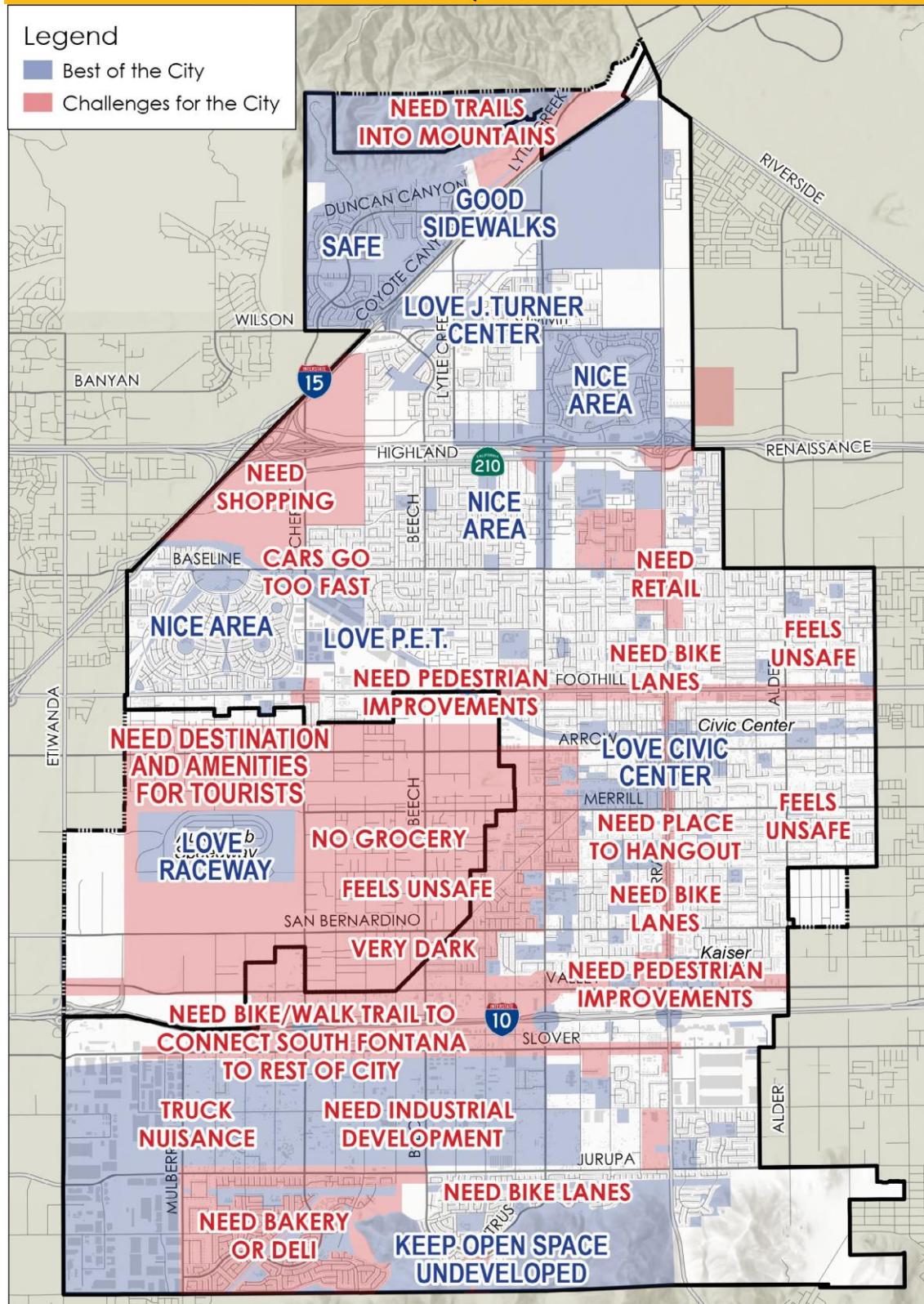
The goals, policies and actions of this General Plan are consistent with State of California planning priorities.

### ***State Frameworks Promote Compact Development***

The goals, policies and actions of this General Plan are consistent with State of California climate-change policy frameworks. The State has adopted policies and legislation that affect land use policies on the local level that are intended to reduce the impact of climate change on the state. Climate change has been the subject of multiple executive orders (EOs) and legislation.

- EO S-03-05 established long-term targets for 2020 and 2050 for emissions reductions in California, and EOS-13-08 established climate change adaptation and resilience as a priority.

EXHIBIT 15.4 CONSOLIDATED PUBLIC INPUT ON PLACEMAKING QUALITIES



Placemaking public input

February, 2016

Data source: City of Fontana, 2015.

Fontana  
Forward  
FONTANA GENERAL PLAN UPDATE 2010-2020

0 2,500 5,000 10,000

Scale 1:75,000



- State goals include reduction of petroleum use by up to 50 percent by 2030, and increasing use of renewable energy to 50 percent by 2030.
- The State has set greenhouse gas (GHG) emissions-reduction requirements through numerous mechanisms, including land use and transportation planning. (See AB 32, SB 375, and SB 743 as examples).
- The AB 32 Scoping Plan includes sections on local government and the importance of local action to help achieve statewide climate goals.

### ***State Of California Planning Priorities for Municipalities***

These planning priorities were adopted in California Government Code 65041.1:

"The state planning priorities, which are intended to promote equity, strengthen the economy, protect the environment, and promote public health and safety in the state, including in urban, suburban, and rural communities, shall be as follows:

- a) To promote infill development and equity by rehabilitating, maintaining, and improving existing infrastructure that supports infill development and appropriate reuse and redevelopment of previously developed, underutilized land that is presently served by transit, streets, water, sewer, and other essential services, particularly in underserved areas, and to preserving cultural and historic resources.
- b) To protect environmental and agricultural resources by protecting, preserving, and enhancing the state's most valuable natural resources, including working landscapes such as farm, range, and forest lands, natural lands such as wetlands, watersheds, wildlife habitats, and other wildlands, recreation lands such as parks, trails, greenbelts, and other open space, and landscapes with locally unique features and areas identified by the state as deserving special protection.
- c) To encourage efficient development patterns by ensuring that any infrastructure associated with development, other than infill development, supports new development that does all of the following:
  - 1) Uses land efficiently.
  - 2) Is built adjacent to existing developed areas to the extent consistent with the priorities specified pursuant to subdivision (b).
  - 3) Is located in an area appropriately planned for growth.
  - 4) Is served by adequate transportation and other essential utilities and services.
  - 5) Minimizes ongoing costs to taxpayers.

- The Safeguarding California Plan, Cal-Adapt, Climate Change Handbook for Regional Water Planning, and the Adaptation Planning Guide provide guidance for resilience and adaptation efforts. The General Plan Guidelines, published by the Office of Planning and Research, focus on how the General Plan can achieve both GHG emission reductions and resilience to climate change impacts and lead to healthier communities.

The state frameworks promote compact and infill development as a way to reduce GHG emissions, as well as transit-oriented development. The 2016-2040 SCAG Regional Transportation Plan includes Transit-Oriented Development, Downtown Revitalization, Livable Corridors and Neighborhood Mobility Areas

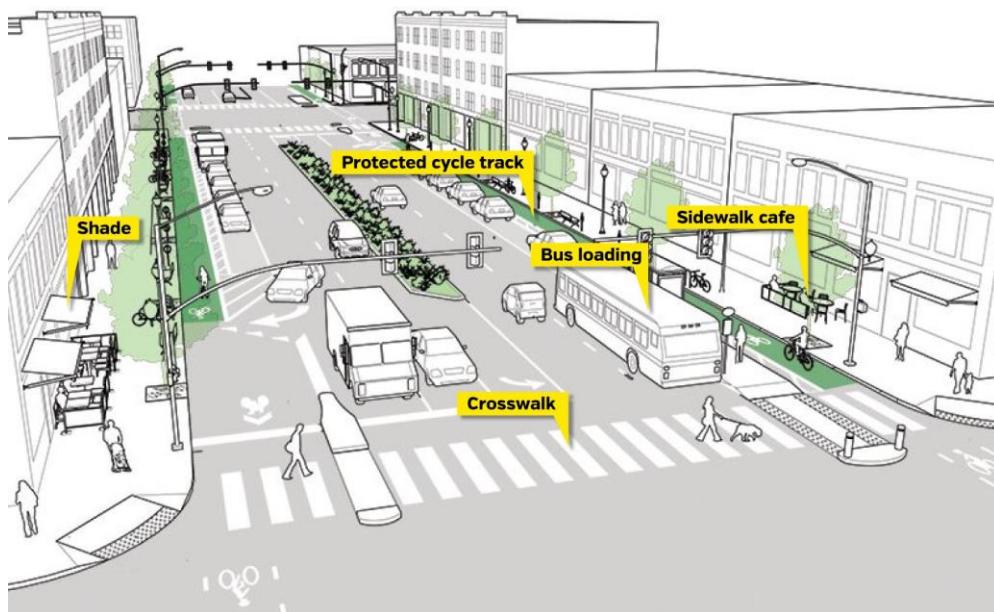
(called “Connected Neighborhoods” in this General Plan) as strategies for compact development. Livable Corridors are mixed-use centers along corridors where activities are concentrated and transportation alternatives are available. Neighborhood Mobility Areas are an approximately 3-mile radius around community destinations such as parks, schools, and shopping areas.

### ***San Bernardino County’s General Plan***

The goals, policies, and actions of the Fontana General Plan are consistent with the adopted San Bernardino Countywide Vision. During the Fontana Forward process for creating this general plan, San Bernardino County also began a process to update its General Plan with a target adoption date of 2018. The Countywide Plan is intended to “go well beyond a traditional general plan to become a comprehensive Countywide Plan that complements and informs the Countywide Vision by taking into account all services—not just land-use planning—provided by County Government, and the unique values and priorities of each unincorporated community. It will serve as a guide for County decision-making, financial planning, and communications.” No countywide documents had been issued by March 2017. However, the Fontana Forward General Plan will be consistent with the Countywide Vision adopted by the Board of Supervisors in 2011 :

- We envision a complete county that capitalizes on the diversity of its people, its geography, and its economy to create a broad range of choices for its residents in how they live, work and play.

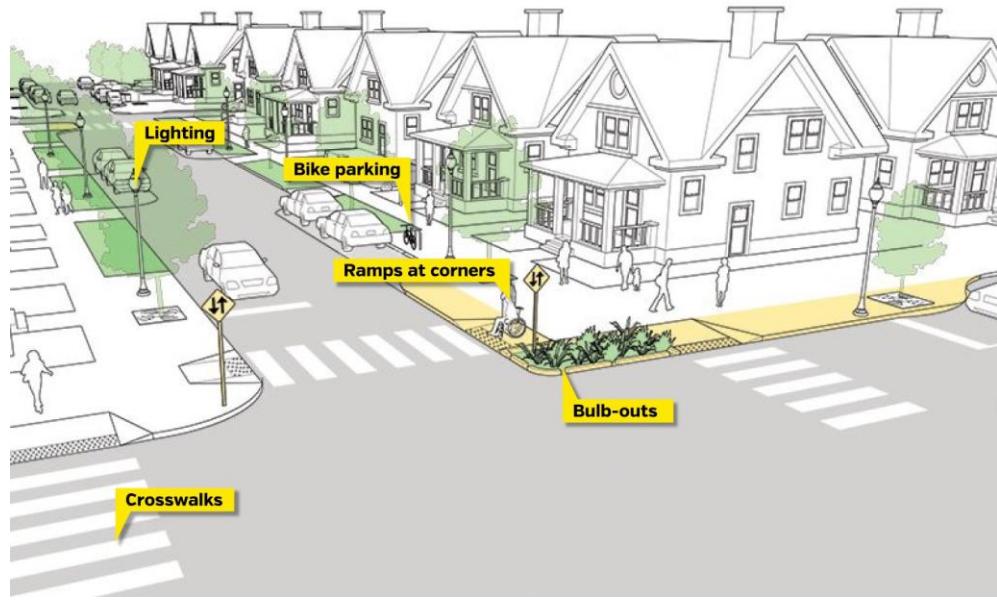
#### **EXHIBIT 15.5 LIVABLE CORRIDOR**



A Livable Corridor with a mix of uses and transportation choices.  
Source: Base image from [www.nacto.org](http://www.nacto.org)

**EXHIBIT 15.6 CONNECTED NEIGHBORHOOD**

A Connected Neighborhood (or "Neighborhood Mobility Area") designed for short pedestrian and bike trips as well as cars. Source: Base image from [www.nacto.org](http://www.nacto.org)



- We envision a vibrant economy with a skilled workforce that attracts employers who seize the opportunities presented by the county's unique advantages and provide the jobs that create countywide prosperity.
- We envision a sustainable system of high-quality education, community health, public safety, housing, retail, recreation, arts and culture, and infrastructure, in which development complements our natural resources and environment.
- We envision a model community which is governed in an open and ethical manner, where great ideas are replicated and brought to scale, and all sectors work collaboratively to reach shared goals.
- From our valleys, across our mountains, and into our deserts, we envision a county that is a destination for visitors and a home for anyone seeking a sense of community and the best life has to offer.

**Goal 1: The Strategic Policy Map and the Land Use Map guide land-use decision making.****POLICIES**

- Review citywide land use strategies when considering changes to the land use map.
- Keep zoning and other regulations up to date and consistent with the Land Use Map.

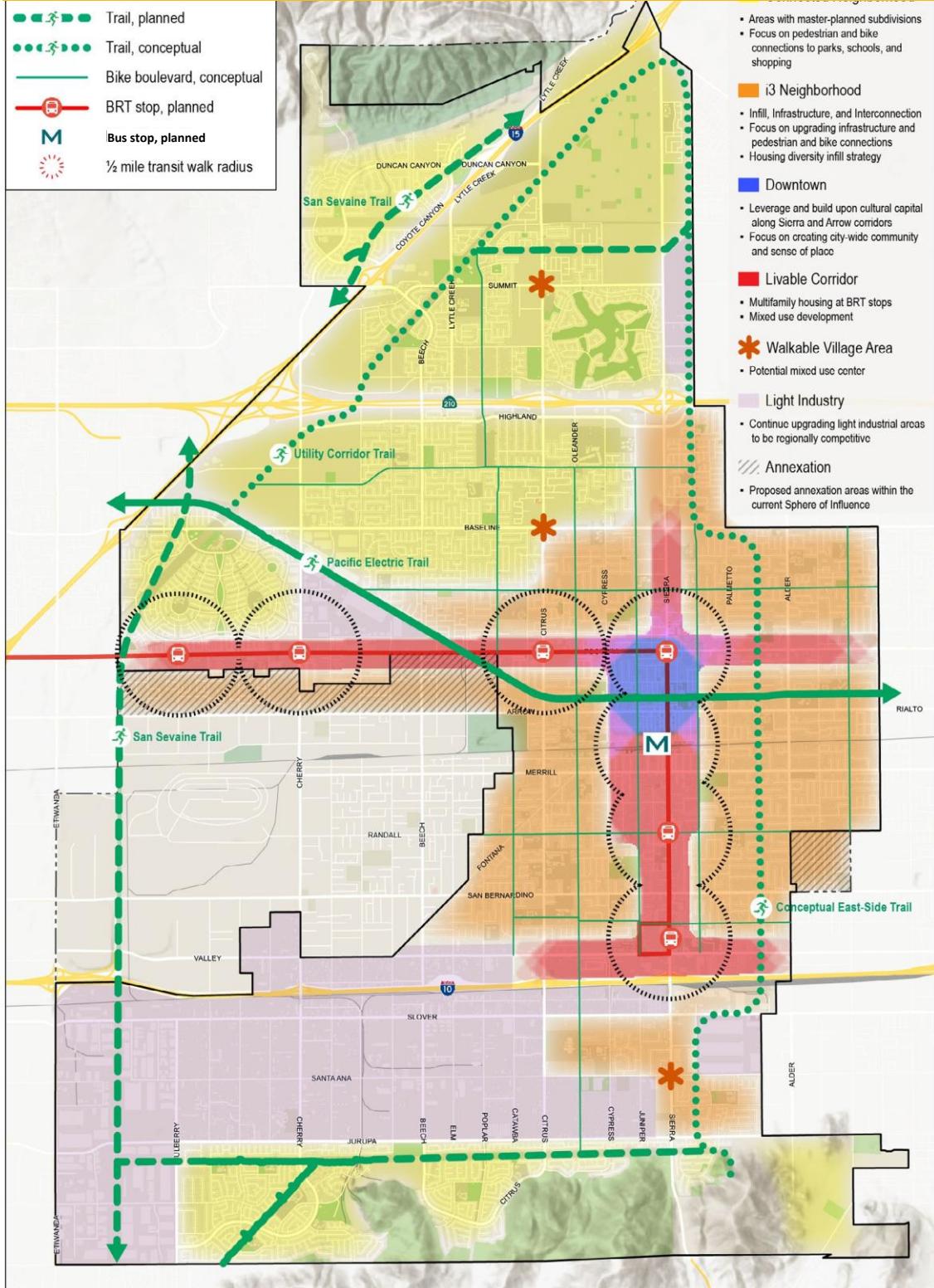
**ACTIONS**

- A. Use the Strategic Policy Map to guide land use policy for the next 20 years.
  - The Strategic Policy Map (Exhibit 15.7) shows the policy approach underlying the General Plan's Land Use Map (Exhibit 15.8). These broad policy directions are based on the community engagement process

and the development of the other plan elements. They reflect the land use priorities that together underlie the policy framework in the updated General Plan. The key features of the Strategic Policy Map are:

- **Connected Neighborhoods.** This is an adaptation of the Neighborhood Mobility Areas concept to the areas of Fontana that have been developed through master-planned subdivisions in specific plans, predominantly in the northern and southern areas of Fontana. Few significant changes are expected in the land use patterns in these areas and any changes will continue to be governed by the land use regulations and development standards in the specific plans. For these areas the General Plan focuses on creating more opportunities and options to connect to local destinations, such as parks, schools, and shopping through safe pedestrian and bicycle routes and trails.
- **i3—Infill + Infrastructure + Interconnection Neighborhoods.** These are the residential and mixed-use parts of the city that expanded from the historic core into walkable neighborhoods. The focus in these areas is to enhance the attractiveness of these neighborhoods with upgraded infrastructure and conditions for pedestrians and bicycling and new types of infill housing. While specific plans filled up the undeveloped lands in the southern and northern areas of Fontana from the 1980s to today, the central part of the city received less housing and infrastructure investment. Residents supported public investment in the city's Civic Center since 2008 and now want to see the downtown revitalized. Upgrading conditions and providing more housing variety will help support a more exciting downtown.
- **Downtown.** This General Plan includes a Downtown Area Plan that promotes mixed-use and compact development. There is broad-based support in Fontana for revitalizing downtown. By building upon the existing assets, creating new zoning that accommodates higher densities and a mixture of uses with design that supports walkability and a lively public realm, Downtown can become a vibrant center of entertainment, the arts, shopping, and business—as well as a neighborhood that can attract young adults and empty nesters.
- **Livable Corridors.** This strategic policy strategy is also a transit-oriented development strategy. Major corridors like Foothill and Valley Boulevards and Sierra Avenue are currently characterized by underutilized and vacant lots. The bus transit along Sierra and Foothill, is expected to provide the opportunity to bring multi-family housing to the areas within walking distance of transit stops and promote mixed-use development.
- **Walkable Village Areas.** These locations have vacant land and offer the opportunity for a new kind of mixed-use subdivision and site design that offers a variety of housing types and walkable connections to mixed use and neighborhood-serving retail and service areas.

**EXHIBIT 15.7 STRATEGIC POLICY MAP**



**Strategic Policy Map**

April 2017

Data source: City of Fontana, Esri, 2016.

April 2017

Scale 1:75,000  
Data sources: City of Fontana, 2016; Esri, 2016

Stantec

- **Light Industry.** Warehousing, trucking, manufacturing and support industries are focused especially along regional transportation routes. Some of these areas need upgrades in order to increase or maintain competitiveness.
- **Annexation.** Several areas are proposed for annexation. Annexation of the area along Arrow Boulevard west of downtown will, over time, support the development of transit-oriented development and the central city and downtown as a mixed-use concentration of activities. Also recommended for annexation is the small residential area bounded by San Bernardino, Locust, Randall, and Alder Avenues and the area remaining along Foothill Boulevard between Almeria and Hemlock.

B. Use the Land Use Map to designate land uses in the city.

- Many land use categories in the Land Use Map (Exhibit 15.8) have not changed in definition, density or location. In a few cases, new locations have been designated using existing land use categories and, in one case, an error in the 2016 Previous Land Use Map has been corrected by designating the Arboretum Specific Plan as Residential Planned Community (RPC) rather than Residential Multifamily (RMF). In the case of Regional Mixed Use, the land use category has a new definition and density range. The Land Use Map also has two new mixed-use land use categories and one new name for a specific kind of residential land use category.

C Consult the land use categories defined below when making land use decisions.

D. Change land use designations along entry corridors to downtown and the Pacific Electric Trail where there are opportunities for strategic new development. (See Exhibit 15.8, Land Use Map).

- Too much land is currently designated as commercial in Fontana. C-G is the default land use designation along corridors, resulting in low-density, low-value development with considerable vacant or underutilized property. Even though the population will grow in the future, brick and mortar retailing has already been affected by on-line shopping and other trends, suggesting that commercial development will not expand to serve more population in the same way as in the late 20th century. Shoppers are increasingly looking for an interesting and fun experience while shopping, which also includes a better experience in the physical design and function of retail areas (Victoria Gardens in Rancho Cucamonga is an example of “experiential retail”). Individual retail stores increasingly have smaller footprints but retailers are focusing more on providing a good experience.

## What is a Land Use Map?

The Land Use Map is a legal document that determines the distribution of land uses in the city. It can be amended only four times a year. Each land use category or designation is intended to provide a range of densities or building types.

The Fontana General Plan has a 20-year time horizon. The Land Use Map should be understood within that time horizon. Changes from the previous land uses in this Land Use Map focus on the areas that are the most strategically important for achieving the General Plan's vision over the next two decades and where changes are most likely to occur. The Land Use Map takes into account the land use distribution already in place and the likelihood and desirability that certain land uses will persist. The Land Use Map and the definitions in the General Plan replace the previous land use map as a guide for development.

The Land Use Map is not a zoning map. It does not represent or replace the City's zoning and development regulations. It does not directly address

design issues and has no direct impact on the function and appearance of land uses. The land use categories in the map may be represented in the zoning code by more than one zoning district. The land use categories that have been used in Fontana since the 2003 General Plan have a designated range of residential densities (dwelling units per acre or du/acre) or intensity of non-residential uses (FAR—floor area ratio). The previous Fontana land use categories correspond very closely to zoning districts, and people often view the maps interchangeable, but they are distinct. For simplicity's sake, the new Land Use Map retains the majority of the 2003 land use categories where land uses are unlikely to change, such as in the specific plan neighborhoods. Definitions in some cases have been simplified. Several new land use categories for mixed-use have been created and the definition of one earlier mixed-use category has been modified.

### EXHIBIT 15.8 LAND USE MAP

#### GENERAL PLAN LAND USE LEGEND

##### RESIDENTIAL DESIGNATIONS

- R-E Residential Estates (2 du/ac)
- R-PC Residential Planned Community (3.0-6 du/ac)
- R-SF Single Family Residential (2.1-12 du/ac)
- R-M Medium Density Residential (5.1-12 du/ac)
- R-MFH Multi Family Medium/High Residential (12.1-24 du/ac)
- R-MFH Multi Family High Residential (39.1-50 du/ac)
- R-T Residential Trucking (2 du/ac)

##### WALKABLE MIXED USE DESIGNATIONS

- WMXU-1 Walkable Mixed Use Corridor & Downtown (0.2-2 FAR, 3-39 du/ac)
- WMXU-2 Walkable Mixed Use Urban Village (0.2-1 FAR, 2.1-24 du/ac)
- WMXU-3 Downtown Core Project

##### COMMERCIAL DESIGNATIONS

- C-C Community Commercial (0.1-1 FAR)
- C-G General Commercial (0.1-1.0 FAR)
- RMU Regional Mixed Use (0.1-1 FAR 12-24 du/ac)

##### INDUSTRIAL DESIGNATIONS

- I-L Light Industrial (0.1-1.5 FAR)
- I-G General Industrial (0.1-0.6 FAR)

##### PUBLIC DESIGNATIONS

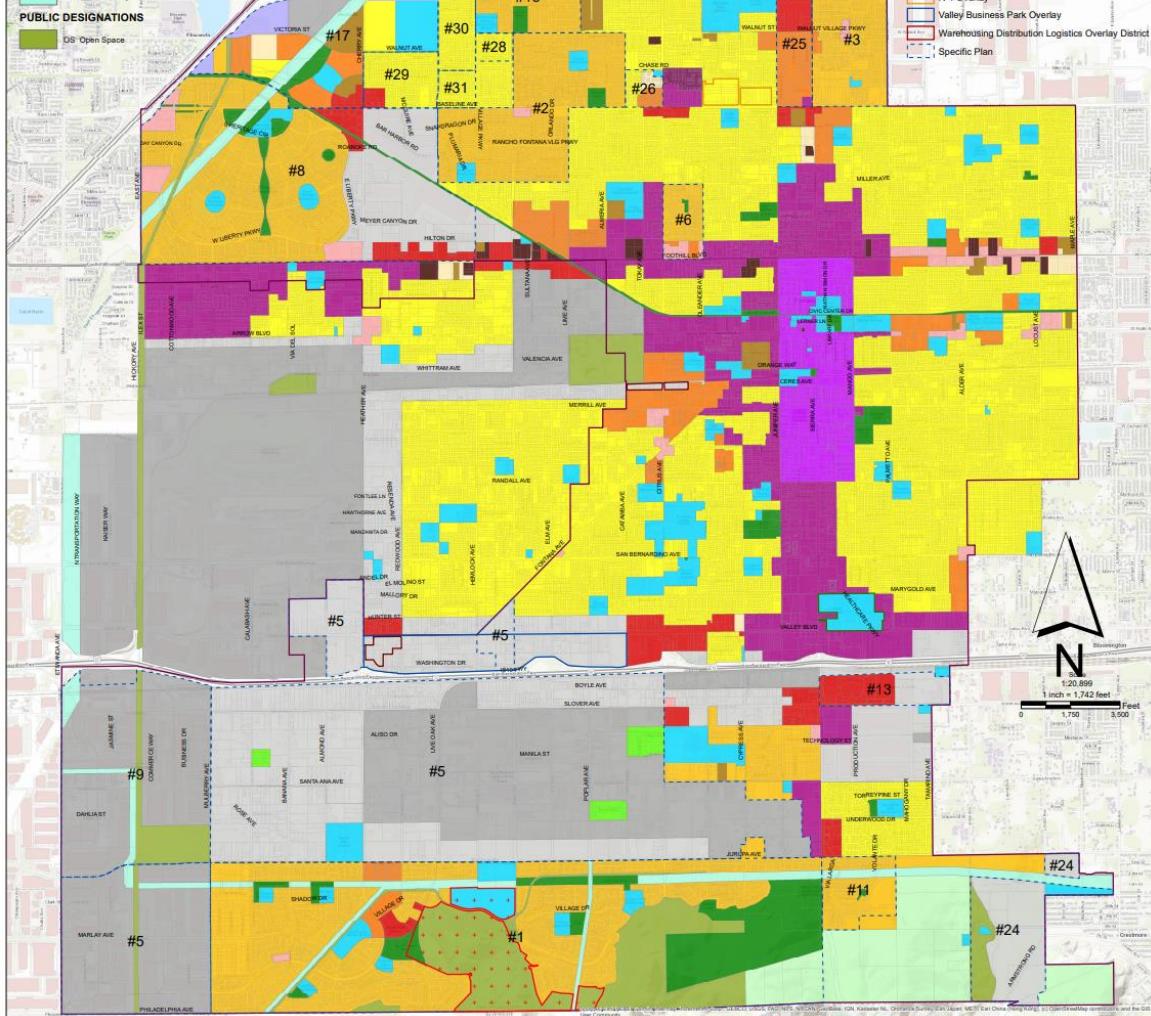
- PPF Public Facilities
- CAHPA

##### PUBLIC DESIGNATIONS

- PR Recreational Facilities
- PUC Public Utility

##### PUBLIC DESIGNATIONS

- OS Open Space



Fontana in the future should have a set of concentrated commercial areas, including downtown, that serve local residents and visitors.

## Land Use Categories

### RESIDENTIAL

The residential land use designations support densities of 2 to 50 dwelling units per acre (du/ac).

- **R-E: Residential Estates (2 du/ac).** This low-density designation reflects natural, environmental, and other constraints adjacent to the hillside areas in Fontana, as well as the lack of infrastructure in the area. Development in R-E areas is intended to evoke a rural feeling.
- **R-PC: Residential Planned Community (3-6.4 du/ac).** The R-PC land use category is used for master-planned communities with specific plans and requires a minimum of 145 acres or minimum 10,000sf lots. Because most vacant development sites of that size have already been developed, it is not expected that there will be additional residential specific plans. R-PC will continue as a “legacy” land use category linked to the zoning and density approved in the specific plans.
- **R-SF: Single-Family Residential (2.1-5 du/ac).** Detached single-family housing.
- **R-M: Medium-Density Residential (5.1-12 du/ac).** This land use category accommodates single-family detached housing up to 7.6 du per acre and single-family attached or multi-family housing up to 12 du per acre.
- **R-MF: Multi-Family Residential (12.1-24 du/ac).** This category includes multi-family developments, from duplexes and townhouses to condos and rental apartments, at densities up to 24 du per acre with required amenities.
- **R-MFMH: Multi-Family Medium/High (24.1-39 du/ac).** Higher-density multi-family development up to 39 du per acre is

allowed in this land use category.

- **R-MFH: Multi-Family High (39.1-50 du/ac).** This is the highest-density residential category in Fontana, allowing up to 50 du per acre. It was created in response to the State of California requirements of the Housing Element.
- **R-T: Residential Trucking (2 du/ac).** This land use category provides for locations where properties combine residential and small scale, owner- operated trucking businesses at a density of 2 du per acre.

In the Southwest Industrial Park (SWIP) specific plan, three small, unique areas are zoned as Residential Trucking District (RTD), but in the previous Land Use Map, they were designated R-E (Residential Estate) land use because of the maximum density of 2 du per acre. However, these areas are very different in many other respects from the R-E land use category, which is predicated on the environmental benefit of low-density residential zoning.

### COMMERCIAL LAND USE CATEGORIES

- **C-C: Community Commercial (0.1-1 FAR).** This district is for retail, including shopping centers, and similar enterprises that serve residents as well as offices, including medical offices and clinics.
- **C-G: General Commercial (0.1-1 FAR).** Retail, malls, wholesale, auto dealerships and offices, including medical offices and clinics, that can serve a broader, regional population.

### INDUSTRIAL LAND USE CATEGORIES

- **I-L: Light Industrial (0.1-0.6 FAR).** Employee-intensive uses, including

business parks, research and development, technology centers, corporate and support office uses, clean industry, supporting retail uses, truck and equipment sales and related services are allowed. Warehouses that are designed in ways that limit off-site impacts are also permitted.

- **I-G: General Industrial (0.1-0.6 FAR).** Uses such as manufacturing, warehousing, fabrication, assembly, processing, trucking, equipment, automobile and truck sales and services are allowed in this category.

## PUBLIC FACILITIES AND RECREATION

- **P-PF: Public Facilities.** This land use designation is for properties in public or quasi-public ownership, such as existing schools; the facilities of agencies such as the City, County, water and sewer districts, and fire protection districts; and hospitals and quasi-public institutions.
- **P-R: Recreational Facilities.** Regional and local parks, and any recreational facility operated by a public or quasi-public agency fall into this land use category.
- **P-UC: Public Utility Corridors.** Locations in the planning area that contain easements for public utilities are in this land use category.

## OPEN SPACE

- **OS: Open Space.** This category includes natural areas; publicly owned areas with slopes of 20% or greater or subject to wildfire; uses including quarries, flood control channels, ground water percolation basins and agriculture. Only structures related to the management of resources are permitted.

## MIXED-USE LAND USE CATEGORIES

Three new mixed-use categories have been added to the Land Use Plan (Exhibit 15.8) in this General Plan: Walkable Mixed Use-1, and Walkable Mixed Use-2 and Walkable Mixed Use-3.

• **RMU-Regional Mixed Use.** The Regional Mixed Use land use category is intended for a mixture of land uses on relatively large tracts of land located in proximity to regional transportation routes (such as I-15), and supporting regional markets. This category accommodates a wide range of retail, commercial, office, medium density residential, civic, open space and job-rich light manufacturing uses without adverse impacts on surrounding uses. The mixture of uses can be “vertical,” that is, in one structure, or “horizontal,” meaning different land uses adjacent or in close proximity. The intent of this land use category is to provide the potential for a jobs-housing balance, where employees can live near their jobs; to create well-designed districts that provide walkable environments and connectivity among subdistricts; and to deploy urban design and building design strategies that harmonize the mixture of uses. The RMU land use category has a residential density of 12 to 24 du/acre and commercial intensity of 0.1 to 1.0 FAR.

- **Development planning, zoning, and criteria for the RMU land use category.** The previous zoning requirements for RMU should be replaced by zoning guided by an Area Plan. On the Land Use Map, the major area designated as the RMU land use is located on the south side of the I-15 freeway, east of the Duncan Canyon interchange and the Ventana Specific Plan area. The previous RMU zoning is highly specific in terms of how much of each land use must be

in a project, and other requirements. Planners report that the requirements have played a role in discouraging development in RMU areas.

In order to develop base zoning, the City ideally should create one or more Area Plans for the areas designated as RMU in order to shape development and set expectations. The Area Plan should be organized to provide a set of interconnected walkable, mixed use environments, with residential development that can range from garden apartments, townhouses, and other “missing middle” housing models to multifamily development, surrounding or incorporating employment, commercial, retail, and entertainment centers. The Downtown Code associated with the Downtown Area Plan in this General Plan, can serve as a source of zoning concepts for the walkable environments that are envisioned for the RMU area.

The advantage of creating an Area Plan before establishing new zoning is that it will show how the City envisions an interconnected overall mixed-use environment that can include both horizontal and vertical mixed use. While mixed-use development is becoming more common in California and elsewhere in the country, it requires more complicated development planning and complex financing. An Area Plan could provide opportunities for developers who specialize in one kind of land use to participate in development consistent with horizontal mixed use as identified in the Area Plan, as well as identifying locations where more complex horizontal mixed use and vertical mixed use development is expected. The Area Plan would include

design standards and guidelines that show how the various land uses, centers, and vertical mixed use developments would be connected and harmonized.

Use of a PUD (Planned Unit Development) process, which has a one-acre minimum, could also be a suitable process for development under an RMU Area Plan. This could allow variations in residential, non-residential, and vertical mixed use densities, as long as they further the goals of the overall RMU Area Plan.

Another approach to distributing density in an RMU Area Plan is to use a Development Opportunity Reserve (DOR) in all or part of the Area Plan. Because the zoning for the RMU land use category will provide for more density than at present, this added density can be put into a “Reserve Account” rather than be distributed among development parcels. The density can then be allocated to preferred uses and development projects through a conditional permitting process that demonstrates that they meet community goals as expressed in the Area Plan.

Basic principles and criteria to guide development in the RMU land use category include:

- > Develop the area on this General Plan’s principle of “Connected Neighborhoods,” creating mixed-use subdistricts with a core of employment, neighborhood retail and services, civic, and entertainment uses that are interconnected and can be accessed by walking or biking.
- > Locate non-residential uses in proximity to freeways, with no residential uses within 1,000 feet of a freeway for health reasons (impacts of airborne particulate matter).

- > Use design strategies—for example incremental changes in height, density, intensity of use, landscaping—rather than walls to transition from higher to lower densities and intensities.
- > Limit cul-de-sacs and dead-end streets.
- > Include a diversity of housing types and lot sizes. Maximum densities can be averaged to encourage a variety of lot sizes.
- > In residential and mixed-use areas that include residences, limit block sizes to 600 feet or smaller to improve connectivity.
- > Include a market study as part of the Area Plan.

**Walkable Mixed-Use Downtown and Corridors (WMXU-1), Walkable Mixed Use Urban Village (WMXU-2) and Walkable Mixed Use Urban Village (WMXU-3).** The Land Use Map establishes three new mixed- use categories for Walkable Mixed Use.

These land use categories are very different in character from the land use categories that have been retained from the Previous Land use Map (Exhibit 15.2). They do not easily correspond with conventional, single- use and separated zoning districts.

- **Walkable Mixed-Use Downtown and Corridors (WMXU-1).** This land use category is intended to provide for the creation of areas that allow residents and visitors to walk, bike, and take transit to other uses for work, study, shopping, entertainment, recreation, and civic activities, and to provide compact residential development within walking distance of planned public transit stops and neighborhood shopping areas.

Uses include a variety of medium- to high-density residential types, retail and services, office, entertainment, education, civic, and open space. Both vertical and horizontal mixed use is acceptable. Light industrial uses are generally not included, except for conditional allowable of small-scale, artisan style businesses that operate

without adverse urban design and other impacts, such as heavy truck traffic, on neighboring uses. WMXU- 1 residential densities range from 24 to 39 du per acre and non-residential uses have a maximum Floor Area Ratio of 2.0. The WMXU-1 designation is located along Sierra Avenue, much of Foothill Boulevard, and the segment of Valley Boulevard between Cypress and Palmetto. The designation was created to cover the half-mile walking distance radii (known as “walksheds”) from planned public transit stops.

A form-based zoning code for the Downtown Area Plan district is being prepared to accompany this General Plan. When adopted, it will serve as the Downtown Code and provide the foundation for additional zoning in the WMXU-1 land use area along the corridors.

- **Walkable Mixed-Use Urban Village (WMXU-2).** This land use designation is intended to provide an alternative to conventional subdivision development with a mixture of housing types, neighborhood-serving retail, open space and civic uses, and site design that provides for multi-modal connectivity internal to the site and external to connect with adjacent areas. WMXU-2 residential densities range from 12 to 24 du per acre, and non-residential uses can have up to an FAR of 1.0. Residents can walk or bike to neighborhood destinations.
- **NEW | Walkable Mixed-Use Urban Village (WMXU-3).** This land use designation is intended to provide a variety of housing intended for the Downtown area and adjacent areas. The intent is to allow for higher density housing mixed with commercial uses to create a regional and local destination. WMXU-3 residential density range is 2.1-70 du per acre with a FAR ratio up to 2.0 for ground floor commercial development.

## FACT SHEET: NEWWALKABLE MIXED-USE LAND USE CATEGORY

### What's the purpose of the new Walkable Mixed Use (WMXU) land use category?

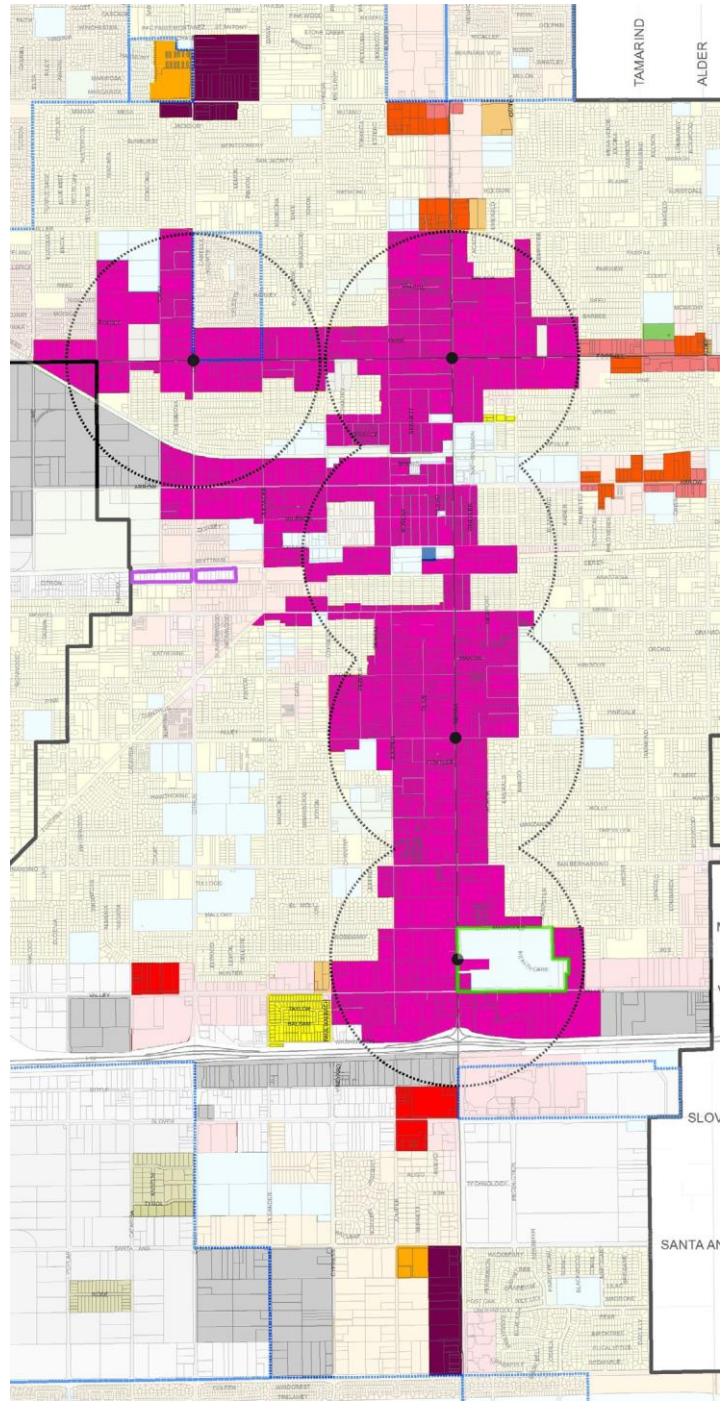
The WMXU land use category is intended to provide flexibility in zoning and development in:

- Fontana's downtown and on vacant and underutilized lots in adjacent areas.
- Along the Sierra and Foothill corridors with planned transit stops.
- Along Valley Boulevard around the intersection with Sierra Avenue.
- At and near key intersections where new housing development could be designed to allow safe and convenient walking to nearby shopping or neighborhood destinations like schools and parks.

"Walkable" in this land use category means that it is structured by the walking distance from destinations like the civic center, downtown attractions, shopping and restaurants, planned public transit stops, and neighborhood destinations. The maximum distance people are willing to walk on a regular basis is 1/2 mile or ten minutes—as long as they experience the walk as safe, comfortable, and convenient.



WMXU can promote an active "main street" destination.



WMXU-1: Walkable Mixed-Use Corridor and Downtown

WMXU-2: Walkable Mixed-Use Urban Village

# Walkable Mixed-Use Urban Village (WMXU-3) LAND USE CATEGORY



Sources: City of Fontana; San Bernardino County; USGS National Map Roads. Map date: November 15, 2022.

# What's the difference between 'WMXU-1 Downtown and Corridors', 'WMXU-2 Urban Village' and 'WMXU-3 Downtown Core'?

**WMXU-1** is organized around walking access to downtown and along Fontana's three underutilized corridors: Foothill Boulevard, Sierra Avenue within Central Fontana, and Valley Boulevard centered around the Sierra intersection. This land use category provides the opportunity for a combination of commercial development and well-designed multi-family housing to support that development. The mixture of uses can be "vertical"—housing or offices above ground-floor commercial development—or "horizontal," where housing and commercial uses could be located adjacent to one another. Zoning consistent with the purpose of WMXU-1 should include design requirements for a compatible mixture of uses and densities in this area and should ensure that a proper transition in density occurs adjacent to streets with single-family houses.

**WMXU-2** is intended for new subdivisions of housing that are designed to make it easy to walk to shopping (which may be part of the subdivision) or to destinations like parks and schools that are located within walking distance. These subdivisions will use design strategies rather than walls to connect to streets and adjacent development. They can also have a mixture of housing densities and open spaces, so that there are appropriate transitions between different housing types such as multi-family, townhouses, single-family houses, and commercial areas.

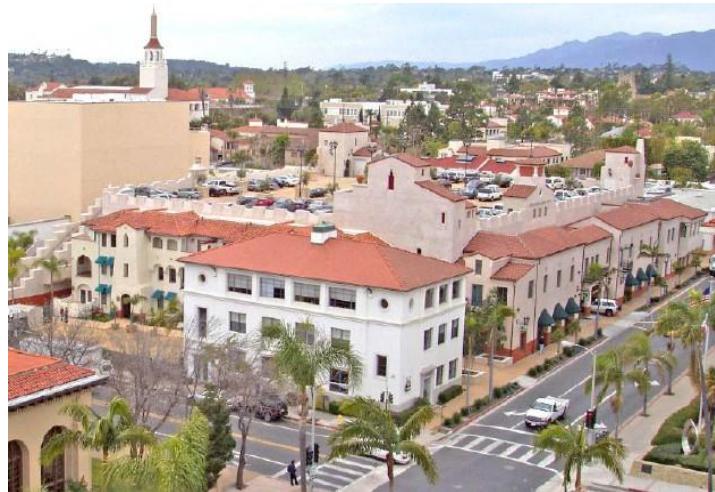
**WMXU-3** is intended for new development in the central area of the Downtown and adjacent areas. Higher density housing is proposed to along and near the major corridors such as Sierra Avenue, Arrow Boulevard and Orange Way. Mixed use development is encouraged to create a vibrant commercial destination. Vertical housing is likely given the anticipated density. Attractive architecture and landscaping is anticipated to create amenities for pedestrian activity.



*Vertical mixed use building with housing above retail*



*Neighborhood scale housing for urban villages*



*A walkable block with housing, commercial space and parking*

# How does WMXU relate to zoning?

The zoning for the WMXU land use categories will be based on zoning to be created for the Downtown Area Plan, which will be ready for adoption soon after the General Plan is adopted. This zoning will incorporate what is known as form-based zoning.

Form-based zoning is designed to guide design of buildings and places so that developers and builders know what the City wants and the City can have confidence that the result will fit in with the overall plan for the area. Form-based zoning is especially appropriate for mixed-use areas. It uses physical form (rather than separation of uses) as an organizing principle. Form-based codes address the relationship between building facades and public places like sidewalks, streets and plazas, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. Form-based regulations and standards are presented in both words and clearly drawn diagrams and other visuals. The WMXU-1 zoning will be drafted to implement the Downtown Area Plan as a Downtown Code, and elements of this zoning will also be appropriate for the corridors. WMXU-2 and WMXU-3 zoning will be a modified version of Fontana's form-based zoning, current design guidelines, and residential planned communities zoning.



**Multi-family or student housing next to a path**



**Street-facing shops and restaurants create a sense of place.**



**Public plazas make walkable districts enjoyable.**



## Separated land uses: traditional subdivision design

- Each land use is in a separate area.
- Bedroom communities are empty during the day, and office parks are empty during the night.
- Dead-end cul-de-sacs prevent walkability.
- Car traffic and congestion increase because every trip requires driving.
- It encourages inefficient use of land, resources, and assets.

## Walkable Mixed-Use design: housing connected to community destinations

- Different land uses are mixed vertically and horizontally.
- Active uses at all times of day increase safety.
- More intersections per square mile promotes walking to a variety of destinations.
- It reduces car traffic and congestion because walking and biking are options for neighborhood, in-town, and some commuting trips.
- It promotes efficient use of land, resources, and assets.

## EXHIBIT 15.10

## SUMMARY OF DENSITY RANGES AND ACREAGE OF LAND USE CATEGORIES IN THE LAND USE PLAN

CATEGORY		DENSITY RANGE (DU/AC)	DENSITY RANGE (FAR)	TOTAL ACRES
RESIDENTIAL	R-E	Residential Estate	2.0	—
	R-PC	Residential Planned Community	3.0–6.5	—
	R-SF	Single-Family Residential	2.1–5.0	—
	R-M	Medium-Density Residential	5.1–12	—
	R-MF	Multi-Family Residential	12.1–24.0	—
	R-MFMH	Multi-Family Medium/High Residential	24.1–39.0	—
	R-MFH	Multi-Family High Residential	39.1–50	—
	R-T	Trucking Residential	2.0	—
MIXED USE	RMU	Regional Mixed Use	12.0–24.0	0.1-1.0
	WMXU-1	Walkable Mixed Use 1	3.0–39.0	0.2-2.0
	WMXU-2	Walkable Mixed Use 2	2.10–24.0	0.2-1.0
	WMXU-3	Walkable Mixed Use 3	2.1-70	0.2-2.0
COMMERCIAL	C-C	Community Commercial	—	0.1-1.0
	C-G	General Commercial	—	0.1-1.0
INDUSTRIAL	I-L	Light Industrial	—	0.1-0.6
	I-G	General Industrial	—	0.1-0.6
PUBLIC	P-PF	Public Facilities	—	0.1
	P-R	Recreation Facilities	—	0.1
	P-UC	Public Utility Corridors	—	—
OPEN SPACE	OS	Open Space	—	—
TRANSPORTATION/UTILITY RIGHT-OF-WAY			N/A	N/A
TOTAL				33,454

- E. East of Sierra, designate areas on Foothill Boulevard for multi-family development, and change existing commercial areas from C-G to C-C.
  - There is an opportunity to improve the eastern gateway into downtown by creating residential nodes that can support neighborhood-serving retail. Some multi-family development already exists. New multi-family development should be designed with transitions and connections to adjacent development, facing the street with parking located mostly out of view, and pedestrian improvements to enhance walking connections to retail.
- F. Designate more areas along the Pacific Electric Trail for multi-family housing for “eyes on the trail.”
  - Multi-family housing that is designed to have two front doors—one on a vehicular street and one on the Pacific Electric Trail—will help increase the perception and reality of safety along the Pacific Electric Trail because it provides “eyes on the trail” and on the street. Direct access to the Pacific Electric Trail, as well as easy walking access from nearby blocks, should be viewed as an important amenity and

marketed as such, including information about the safety measures (numbered lights for 911 access) included in the trail's design.

- G. Designate most of the Sierra corridor from Foothill Boulevard to Miller Avenue for multi-family development.
  - This designation replaces the C-G land use designation. Multi-family development in this gateway area to downtown will provide support for downtown revitalization and downtown commerce, rather than potential competition if this gateway area were to be occupied by commercial development.
- H. Change general commercial (C-G) land use to community commercial (C-C) land use in locations where neighborhood-serving retail is more suitable.
  - Community Commercial (C-C) can function as a transitional land use. For example, on Citrus Avenue, a C-C designation on a few lots in the Auto Specific Plan just north of residential development can mitigate any impacts of the regional auto dealerships near the corner of Citrus and South Highland. In other cases, an intersection with C-C land uses can serve surrounding residents without the impacts of larger scale C-G retail.
- I. Update zoning to make it consistent with the spirit and the letter of the Future Land Use Plan.
- J. Adopt the form-based zoning (Downtown Code) created for the Downtown Area Plan.
- K. Use the Downtown Code concepts as the foundation for zoning along the Livable Corridors.
- L. Create new hybrid zoning based on a form-based approach for the WMXU-2 land use and the RMU category.
  - Hybrid zoning combines aspects of conventional zoning, with which people are already familiar, with aspects of form-based zoning to result in better site design and connectivity.
- M. Review zoning district requirements linked to existing land use categories and make modifications as necessary to be consistent with the General Plan.
  - In many cases the zoning will be in the legacy specific plans. However, there may be value in making changes that could enhance connectivity for separated land uses.

## **Goal 2: Fontana development patterns support a high quality of life and economic prosperity.**

### **POLICIES**

- Preserve and enhance stable residential neighborhoods.
- Locate multi-family development in mixed-use centers, preferably where there is nearby access to retail, services, and public transportation.
- Locate industrial uses where there is easy access to regional transportation routes.
- Promote interconnected neighborhoods with appropriate transitions between

lower intensity and higher intensity land uses.

- Preserve land to achieve an interconnected network of environmentally-sensitive areas, parks, multi-use paths, and recreation areas.

#### ACTIONS

- Preserve, protect, and connect existing master-planned neighborhoods.
- Recognize and respect that the established design patterns of many of Fontana's existing neighborhoods are unique and different from policies for new and future neighborhoods.
  - They are generally to be conserved unless a majority of neighborhood residents requests changes.
- Create "Connected Neighborhood" planning districts that link established master planned neighborhoods to each other and to nearby school, park, and shopping destinations with walking and biking routes.
- Encourage Livable Corridor design: more walkable neighborhoods with higher-density housing and a mixed-use development on larger infill sites along corridors such as Foothill, Sierra, Valley, Baseline, Citrus and others, connecting them to adjoining neighborhoods.
- Encourage the development or redevelopment of mixed-use neighborhood centers at key intersections and near public transit stops, with walking and biking connections into adjoining neighborhoods, both existing and new.
- Encourage and help find funding for new bike routes and improved sidewalks to improve active transportation options in selected areas.
- Ensure that existing and future employment districts have appropriate land use, zoning, and urban design transitions to nearby neighborhoods
- Create an Area Plan for the RMU land use area and adjacent commercial land south of I-15 in the northern area of Fontana.
  - Preparation of an Area Plan, including a market study, for this area will allow the City to take a proactive approach, rather than simply react to proposals from developers. The area should have a variety of complementary land uses and activities that take advantage of its location. Care should be taken with the location of residential uses, which should not be allowed less than 500 feet from the freeway because of the health effects of airborne particulate matter.
- Create a Medical District Area Plan for the Sierra Avenue/Valley Boulevard area surrounding Kaiser Hospital that is generally within the WMXU-1 land use area.
  - Encourage new pedestrian- and transit-oriented development around



Design patterns of existing master-planned neighborhoods are established and respected.

**EXHIBIT 15.10**  
**FONTANA CENTRAL AREA INFILL PARCELS AND ESTIMATED LAND VALUES**

UNBUILT PROPERTIES NEAR:	ACRES	ESTIMATED VALUE
Foothill Boulevard	467	\$166,409,353
Foothill Boulevard and Sierra Avenue	14	\$4,006,377
Sierra Avenue	391	\$122,889,940
Sierra Avenue and Valley Boulevard	14	\$10,212,159
Valley Boulevard	348	\$65,623,735
<b>Total</b>	<b>1,233</b>	<b>\$369,141,564</b>

Sources: City of Fontana, San Bernardino County Appraisal District (2015 data)

The Medical District area has opportunities for redevelopment. Source: Google Maps



Kaiser Hospital, including medical related employment uses, housing, and supportive commercial uses. Activities should include:

- Work collaboratively with Kaiser and other property owners to prepare a vision plan, mixed-use zoning standards and design guidelines for the Fontana Medical District.
- Promote and brand the Medical District to attract investors,

development partners, and businesses.

J. Create an Area Plan for the southern area of Fontana, north of Jurupa along the west side of Sierra Avenue.

- The piecemeal development of this area has created a jumble of land uses and problematic adjacencies. The land use plan has designated an area at the southern end of Sierra Avenue as WMXU-2 because of the opportunity for multi-family residential along with commercial uses, possibly in a vertical mixed-use configuration. This area needs more detailed study and planning in order to create a combination of complementary residential, civic, commercial and other nonresidential uses.

K. Use Planned Unit Developments (PUDs) for master planned development projects in the future, rather than specific plans, with zoning that is consistent with the spirit and the letter of this General Plan.

- Fontana's regulations require a minimum of 145 acres for specific plans.

As most of Fontana's unbuilt land has been developed or entitled, use of the specific plan is no longer needed and the existing specific plans will become legacy Specific Plans.

L. Review and modify, as needed, PUD requirements to make them flexible and accommodating of mixed-use development.

M. Revitalize the central part of the city—the area between Foothill Boulevard and I-10.

- Encourage appropriate and carefully planned infill housing at a range of densities around the edge of downtown, to support its revitalization while protecting neighborhoods from over-scaled new buildings (See the section in Chapter 14: Downtown Area Plan on design approaches for "in-town" neighborhoods close to downtown.)

N. Launch the i3 program—Infill + Infrastructure + Interconnection for the central part of the city.

- Develop an infrastructure program to upgrade drainage, sidewalks, bicycle routes, lighting, trees and shade structures, along neighborhood streets that connect to downtown, the Metrolink station, parks, and schools.
- Further refine the existing tiered development fee structure to create incentives for new development within the central area of Fontana. See

Chapter 4 for infill housing and housing improvement items.

- ▶ Develop pedestrian and bicycle routes to connect neighborhoods to city destinations within the central area of the city.

**Goal 3: Downtown is a dynamic center of activity, with new housing options, walkable environments, and a mixture of uses attracting residents and visitors.**

**POLICIES**

- Promote revitalization and redevelopment of older neighborhoods.
- Encourage infill on vacant and underutilized parcels.
- Transform downtown into a vibrant local and regional destination.

**ACTIONS**

- A. Implement the Downtown Area Plan and make strategic, high-priority investments.
  - ▶ See Chapter 14—Downtown Area Plan.
- B. As a top-level priority, undertake complete streets improvements along Sierra Avenue and Arrow Boulevard to rebrand the Downtown and attract new businesses, customers, and infill development.
  - ▶ Prioritize available public improvement funding for streetscape and public realm improvements in the Downtown.
- C. Prepare a parking study and organize a “park once” district to manage on-street and off-street parking supply as a system.
  - ▶ Consider forming a Downtown Parking and Mobility District to manage and coordinate shared parking arrangements, transit, and potential bike sharing, aligned with the Livable Corridors strategy.
- D. Provide incentives—including clear standards, expedited project review, and moderate development fees—for developers to reinvest in the Downtown.
- E. Encourage lively uses that attract and retain customers in the district throughout the day and late into the evening.
- F. Recruit restaurants and arts organizations to the Downtown, and aggressively program and publicize community events to attract young adults as well as other groups.
- G. Recruit a mid-range hotel brand, such as new brands targeted at millennials, who prefer modern design and social spaces.
- H. Work cooperatively with Downtown businesses, property owners, residents and developers to improve and manage the Downtown as a regional attraction.

- I. Evaluate and choose financing options such as a Business Improvement District, Enhanced Infrastructure Financing District, development fund, or others to fund and implement streetscape and façade improvements.
- J. Assign a Downtown Manager as the single point of contact between the City and Downtown businesses, property owners and developers.
  - The Downtown Manager should attend the regular meetings of any downtown business associations and advisory groups and coordinate City initiatives with the groups' promotional and management activities.
  - If the Downtown Manager does not have a strong background in architecture and urban design, consider retaining the services of a "consulting town architect/urban designer" to support timely and high quality design review services and assist property owners and businesses in shaping new investments, both small and large.
- K. Form a public/private marketing and promotion entity and plan to brand and promote Downtown, the Medical District and other sub-districts in and adjacent to Downtown in order to attract investors, development partners, and businesses.

**Goal 4: Compact, walkable, mixed-use centers are located at key locations along corridors to be served by public transit in the future and at intersections where neighborhood retail and diverse housing options can succeed.**

**POLICY**

- Promote a land use pattern that provides connections among land uses and a mixture of land uses.

**ACTIONS**

- A. Design neighborhood centers along the corridors for access by pedestrians and bicyclists directly from adjoining neighborhoods, in addition to motorists from the neighborhood and from the corridor.
- B. Coordinate the location of new and expanding neighborhood centers with active transportation and transit planning to facilitate new jobs and housing near transit stops.
- C. Encourage all new development along corridors to front the street rather than parking lots.
- D. Encourage the development of a variety of housing types within the walkable mixed-use corridor.
- E. Support partnerships between major employers, educational institutions, and for-profit and non-profit housing developers.
- F. Collaborate with educational institutions and arts organizations to develop education and arts centers along Sierra Avenue.

- G. Develop an access management program to limit the number of driveways on major corridors to reduce congestion for through traffic and to improve the pedestrian environment.
- H. Promote new quality hotels to locate along the corridors.
- I. Encourage development of Foothill Boulevard as a livable corridor of walkable mixed-use development and higher-density housing.
- J. Promote the Route 66 heritage of Foothill Boulevard through distinctive design guidelines that blend with contemporary design approaches.
- K. Encourage the development of walkable mixed-use centers and new higher-intensity neighborhood edges that connect existing neighborhoods to Foothill Boulevard.
- L. Collaborate with public transportation agencies to coordinate the location and design of new centers with existing and planned transit stops.
- M. Work collaboratively with existing property owners and businesses to develop a vision plan and development standards and guidelines for the Valley Boulevard Corridor.
- N. Prepare zoning standards that enable new, cleaner commercial uses along new connector streets as a transition from Valley Boulevard to the neighborhoods to the north.
- O. Consolidate parcels along Valley Boulevard to promote redevelopment for valuable and job-producing uses.
- P. Ensure that existing and new businesses along the north side of Valley Boulevard are appropriately buffered from existing and future neighborhood development to the north.
- Q. Attract automotive and commercial vehicle, and parts sales along Valley Boulevard to the west of Cypress.
- R. Promote high-quality frontage design along Valley Boulevard and along I-10 to improve the image of Fontana and the success of those businesses.

New housing development advertises walkability and proximity to shopping.

**Goal 5: High-quality job- producing industrial uses are concentrated in a few locations where there is easy access to regional transportation routes.**

**POLICIES**

- Promote the Southwest Industrial Park and the I-10 corridor as preferred locations for industrial uses.
- Maintain but do not expand existing heavy industrial land use areas in proximity to one another and to



- services for industrial uses
- Avoid locating small areas of residential uses where they will be surrounded by intensive commercial or industrial uses. .

#### ACTIONS

- Extend industrial land uses along I-10 as shown in the Land Use Map.
- Direct new industrial development to SWIP in order to build out this area designated for industrial development.

### Goal 6: The expansion of Fontana's city limits through annexation has improved the entrance corridors.

Paying closer attention to the design quality of business frontage along Valley Boulevard can improve the city's image and the success of those businesses.



#### ACTIONS

- Annex the corridor north of Arrow Boulevard and west of downtown in the Sphere of Influence, including the area south of Foothill Boulevard between Hemlock and Almeria Avenues.
- Annex the small residential area bounded by San Bernardino, Alder, Randall, and Locust Avenues.
  - In Fontana's Sphere of Influence (SOI) west of the city limits, much of the land is industrial, but there are also many residential streets, some of which do not have public sewer lines, despite small lot sizes. Residents of this part of the SOI who attended a public meeting had mixed opinions about annexation,

with some in favor and some opposed. The greatest barrier to annexation is that providing public sewer lines and sewer service would be prohibitively expensive for the City, given wastewater arrangements that the Speedway and other large property owners have made.

### Goal 7: Public and private development meets high design standards.

#### POLICIES

- Support high-quality development in design standards and in land use decisions.

#### ACTIONS

- Make it a priority to hire a planner with urban design training and expertise when an opportunity for new staff arises.

- B. Ensure that public and private developments are attractive, comfortable, and welcoming by following the urban design principles in Chapter 14, Downtown Area Plan.
- C. Design new housing in walkable neighborhoods that are connected to adjoining neighborhoods.
- D. Design new neighborhoods by integrating them into existing street grids.
- E. Establish transitions in scale and density from surrounding areas.
- F. Ensure that parks or playgrounds are located within safe walking distance of residences (1/4 mile to 1/2 mile).
- I. Establish safe connections between neighborhoods and schools.
- J. Expand active transportation options by providing new pedestrian and bicycle connections to and from neighborhoods to nearby commercial or activity centers.
- K. Design streets to include accessible, attractive, and comfortable pedestrian ways.

## F. Getting Started

ACTION	RESPONSIBLE PARTY
Adopt the form-based Downtown Code	Planning Department, City Council
Prepare and adopt form-based/hybrid zoning for all areas within Walkable Mixed Use land use categories	Planning Department, City Council
Create an Area Plan for the area south of the I-15 freeway that is in the Regional Mixed Use land use category and revise RMU zoning.	Planning Department, City Council

## What Is 'Urban Design' And Why Is It Important?

In the broadest terms, urban design is the process that shapes physical environments at a variety of scales, from regions and cities as a whole, to city districts or neighborhoods, down to individual lots. Urban design focuses on the physical character of spaces in three dimensions. It is not, as sometimes thought, simply about visual appearance or style. Urban design affects many aspects of how we experience places, including how the different elements of spaces, such as buildings, sidewalks, roads, parking lots, and parks, relate to one another; how spaces function in facilitating, directing or obstructing people's activities; and how spaces express aesthetic values. A few basic, interrelated urban design principles are the foundation of good urban design in public projects and in the development standards for private projects.

- **Focus on creating human-scaled environments.** Places should be designed primarily at a scale that is comfortable for people, rather than at a scale primarily focused on vehicles. This is true even for major arterials like Foothill Boulevard, Valley Boulevard and Sierra Avenue.
- **Focus on streets as three-dimensional shared spaces.** Streets are the most

important public spaces in any city and are made up of the travel right-of-way (including sidewalks) and the land, landscaping, and buildings that line the travel way. Except for limited-access freeways and highways, the travel way in city and suburban environments should be shared



and accessible to vehicles, bicyclists and pedestrians. The vertical elements at the edge of the street—buildings and street trees—should create a sense of enclosure.

- **Create walkable environments.** Everyone is a pedestrian at some point during every day, at a minimum at the beginning and end of every vehicle trip. Walkable environments—connected, safe, comfortable, appealing—are important in both the public and semipublic realms and are emphasized throughout this plan. Walkability depends on a variety of design choices, such as block size. Smaller blocks provide more intersections and more opportunities for direct routes to destinations. In commercial areas, visual interest, safe crossings, shelter from sun and





rain (trees, canopies, colonnades, galleries), human-scaled lighting, and other amenities can keep people walking. Re-knit the urban fabric through safe and comfortable pedestrian and bicycle routes, improved lighting, landscaping, and public art to reduce barriers created by highways and arterial roads.

- **Plant trees.** Planting trees along streets and roads and in parking lots is one of the easiest ways to enhance the public realm, create comfortable environments, and reduce heat and stormwater impacts. Trees should be chosen for their suitability to the task. For example, street trees along sidewalks should be chosen to have canopies sufficiently high and broad to provide shade to pedestrians. Parking lots should be broken into small parking fields shaded by trees. One best-practice rule of thumb for hot and windy climates like Fontana's is to plant enough trees to ensure that fifty percent of the



parking lot will be shaded when the trees reach maturity.

- **Bring buildings to the street.** In both the older and newer parts of the city, buildings should be located at the sidewalk, behind a small landscaped or hardscape setback, or, in a few cases along major arterials, behind limited, single-loaded parking. (Out-parcel buildings at the street as part of newer shopping centers is one way to follow this principle.) Locate building entries to promote safe pedestrian movement across streets; to relate to crosswalks and pathways that lead to public transportation stops; and to encourage walking, biking and public transit use for employment and other travel around the city.
- **Parking is necessary but should not dominate street frontage.** Put parking to the side, to the rear, in structures or underground, with clear signage to direct motorists to it. Rear parking should not,



however, result in buildings that turn their backs on the street frontage. It may be awhile before parking structures are economically feasible in Fontana, except if using public funds is deemed a worthwhile investment to attract visitors to the downtown, for example. Parking structures should have active ground-floor uses on the street frontage, if possible, or design elements such as screens and vines to give the ground floor more aesthetic appeal.

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