

A. Purpose

The Yucaipa General Plan is the long-range guide for growth and development for the City of Yucaipa. This plan was prepared to function as a "stand-alone," comprehensive planning document for the City. Since this plan is intended as the comprehensive planning document for the City, the consistency of future planning and of more detailed planning and development proposals for the City shall be determined with reference to this General Plan.

The Yucaipa General Plan has two basic purposes--to identify the goals for the future physical, social, and economic development of the City and to describe and identify policies and actions adopted to attain those goals. The General Plan is also an informational document and contains information regarding such issues as existing noise contours, wildlife areas and historical sites. Taken as a whole, the General Plan enables one to find out where the City is presently in terms of development, where the City is going, and what goals and policies are being used to direct the future character of the City.

The General Plan is the fundamental policy document for the City of Yucaipa. Adopted by the City Council, the General Plan:

- Contains the goals, policies, and implementing actions for a variety of issues including natural and man-made hazards and natural and man-made resources.
- Sets the framework for decision-making regarding the City's long-term development and utilization of resources.
- Provides the rules by which land can be developed (what, where and under what conditions).
- Provides a consensus vision of what the citizens and City Council want for the City's future.
- Establishes the operating rules for achieving that vision.

The General Plan is adopted according to California State Law (Government Code 65300 et. seq.) and consists of both text and maps. It is a comprehensive document that must address seven mandatory elements or issue topics. Those elements are Land Use, Housing, Circulation, Conservation, Open Space, Noise, and Safety. Other optional issues that affect the City have been included in the plan.

Creating the General Plan involves several goals, including:

- Meeting the requirements of State General Plan Law.
- Designing a policy framework for future land use plans.
- Recommending changes to existing policies and maps based upon new data affecting health/safety, resource/environmental and infrastructure constraints.
- Linking maps with specific textual policies.

The following list of factors was considered in creating the maps and charts describing the plan.

- Federal and State Laws
- Public/Private Land Ownership - Jurisdictional Control
- City and/or Regional Agency Management Plans
- Existing Zoning and General Plan Land Use Designations
- Man-made and Natural Hazard Constraints
- Natural Resource Constraints/Opportunities
- Infrastructure/Service Constraints/Plans
- Nonconformance/Compatibility of Existing Uses of or Approvals
- Potential Land Use District Buildout Impacts
- Existing Lot Sizes/Patterns
- Growth Management Strategies
- Jobs/Housing Balance
- Population/Housing Growth and Need Projections
- Amount of Vacant and Under Developed Land Available

B. History and Background

In 1980, the County Development Code revised the County's previous zoning ordinance and created the Community Plan System of land use districts (zoning). Country-wide, fifteen community or specific plans were adopted through 1988, including the Yucaipa Community Plan of 1980.

As new State General Plan requirements were added, some San Bernardino County elements were significantly amended, including the Housing Element in 1981 and 1986. The land use element maps were also amended as new development proposals were considered, including many in Yucaipa.

In 1989, the San Bernardino County Board of Supervisors adopted the Consolidated General Plan and Implementation System, replacing the 1966 County General Plan, approximately 40 separate "Community General Plans", and several individual plan elements prepared through the years. At that time, Yucaipa was unincorporated and subject to the County General Plan in all its aspects.

The new systems incorporated into the County's 1989 General Plan were included in this General Plan to standardize and replace the old zoning system as well as the community plan districts and overlays. Improvements to the Planning System were coordinated with revisions to the Development Code as adopted by the City.

In order to address the City's needs with specificity during the first years of cityhood, the City Council ordered the preparation of an Interim General Plan. This plan represented all that City officials and the public agreed constitutes the direction Yucaipa should move in as it grows into the nineties and its first decade.

The entire adopted interim General Plan, including all the technical background information and adjunct documents, have been reviewed and incorporated as appropriate into the City's General Plan.

The Yucaipa General Plan is the result of an extensive planning process involving the City, residents, community groups and surrounding communities. This process has provided a forum for

resolving local conflicts among competing interests for the development of this area. The process began with the identification of goals, policies and action items for the City; these goals are summarized in Section "K" below. These goals, policies and actions were used as the basis for developing a series of alternative land use plans for Yucaipa. Following extensive review and refinement of the alternatives, a plan was proposed which best met the goals of the City.

In 2003, a comprehensive review of each General Plan element was conducted by the City Council in order to incorporate current data wherever appropriate, and to implement policy refinements to facilitate the continued implementation of the adopted goals, policies and action items. Changes to existing policies and standards were kept to a minimum in order to ensure that the Plan would remain consistent with the original goals, as they represent the Plan's foundation. Unless otherwise stated, the information that has been incorporated into the General Plan Update is current as of January 1, 2004, and it represents the best available data relevant to current conditions.

C. Organization, Format, and Structure

Text

State law requires that a General Plan include seven mandatory elements but allows flexibility in how these elements are structured. Table I-1 describes the organization of the General Plan, illustrating how its twenty planning issues and seven maps correspond to the seven mandated elements. It is important to remember that many planning issues overlap and are addressed in more than one element.

Each major issue, including sub-issues, is briefly summarized in the appropriate plan section and includes the following:

- A statement of facts and findings providing a foundation for policy and action.
- Goals.
- Policies and actions that clearly arise from the supporting data and analysis underlying each statement.

When applicable, policies are referenced directly on the adopted maps, allowing General Plan users to quickly and easily determine the policies and actions which apply to a particular area or parcel.

Maps

A series of maps were produced and are included in the document to supplement the text. These maps relate the plan's policies and actions to specific areas and locations in the City. The Land Use Map forms the basis of the map depicting the Official Land Use Districts (OLUDS), a "one-map" land use system. The OLUDS, policy-based in the General Plan, form the mapped land use designations for the regulations found in the Development Code. The text establishes location criteria for each of the Official Land Use Districts to provide predictability and assurance of compatible uses for adjacent property owners.

The seven maps contained in the General Plan are:

- Official Land Use Districts
- Mobile Home / Specific Plan / Custom Home Overlay
- Improvement Level
- Transportation/Circulation
- Multi-Use Trails
- Hazards Overlay
- Geologic Hazards Overlay

Official Land Use Districts Map

The Land Use Districts Maps depicts specific Land Use Districts, such as Single Family Residential (RS) and Rural Living (RL), which along with the text contain the types and intensities of uses, lot sizes, densities, development standards, and the conditions under which the uses are allowed. The Map also identifies unique "Planning Areas" or modifiers which may have special development standards applied. The Land Use Districts Map is adopted by resolution and ordinance as both Plan policy and regulatory zoning as part of a new "one map system." The need for a separate zoning map has been eliminated, as zoning and general plan land use districts are now one and the same.

Mobile Home Overlay Map

As a part of the General Plan process the locations of the existing mobile home parks were identified and are reflected on this Mobile Home Overlay Map. The purpose for preparation of this overlay was to ensure the retention of the existing mobile home park development within the City. The City is distinguished by its large percentage of mobile home park residents.

Improvement Level Map

The combined Infrastructure/Improvement Level maps show the general location of waste disposal sites (both County and non-County operated), sewage treatment plants, public schools, homeless shelters in operation as of ~~February, 1988~~, January 1, 2004, and the Improvement Level (IL) areas 1-4 which are explained in Section V, Growth Management.

The IL areas are tied to the availability of the basic infrastructure required for development (roads, water, and wastewater facilities). Required levels of service are established for all areas, ranging from the most intense urban areas (IL 1) to the least intense rural areas (IL 4). Before development can be permitted to the degree allowed by a site's official land use designation, existing or planned infrastructure must be in place at levels consistent with the designated IL areas.

The waste disposal facilities are described in Section IX-B-1, Solid Waste of the Infrastructure and Public Facilities Element. Sewage treatment plants or facilities are listed in Section IX-B-2, Sewer Service. The full listing of all the homeless care providers will be contained within the appendices of the ~~1989-1994~~ 2000-2005 Housing Element. Additional infrastructure/public service facilities may be added to the maps through the General Plan amendment process.

Transportation/Circulation Map

The ~~Transportation~~/Circulation maps utilize a computerized mapping system developed by the County of San Bernardino Land Management Department Data Systems Section. The maps are based on a street network which is a representation of streets organized into a computerized mapping and information system. The street network represents all streets within the City of Yucaipa.

PLANNING ISSUES	REQUIRED GENERAL PLAN ELEMENTS						
	Land Use	Circulation	Housing	Conservation	Open Space	Noise	Safety
Geologic							•
Flood	•	•			•		•
Fire							•
Wind/Erosion				•			
Noise						•	
Aviation Safety	•						•
Hazardous Waste	•						•
Water		•		•	•		•
Open Space/Recreation	•			•	•		
Biologic				•	•		
Soils/Agriculture	•			•	•		
Minerals				•	•		
Air Quality				•			
Cultural	•			•			
Wastewater Systems		•		•			
Solid Waste Management	•			•			
Transportation/Circulation		•					•
Energy/Telecommunications		•					
Housing/Demographics	•		•				
Land Use	•				•		
Maps							
Official Land Use Districts	•		•	•	•		•
Mobile Home Overlay	•		•				
Improvement Level	•	•					•
Circulation		•					
Multi-Use Trails	•	•		•	•		
Hazards Overlay	•			•	•	•	•
Geologic Hazards	•			•	•		
Specific Plan Overlay	•						
Custom Home Overlay	•		•				



Organization of the General Plan

Yucaipa General Plan

prepared by
J.L. Webb Planning, Inc. 

Table
I - 1

The hierarchy of roads and highways is shown in tabular form (Table VII-I) in the Transportation Element. Road designations on the maps indicate the ultimate planned road facility. A road shown as "existing" indicates that there is an existing road on the ground. However, the existing road may not necessarily be built to its ultimate width. A road shown as "proposed" indicates that there is no road on the ground at present. Typical section drawings, showing City standards for the highways described below, are available from the City Engineer.

"Freeway" designation right-of-way requirements are established by Caltrans and are available through the local Caltrans office.

"Major Highway" designation is a four-lane facility with two options which are with a raised median or a continuous left turn lane. A six lane option is also possible.

"Secondary Highway" designation is a four-lane highway with center striping, and there is no option for a divided highway.

"Limited/Controlled Access Collector" is a two or four-lane highway with access restrictions. No direct access shall be permitted onto Limited/Controlled Access Collectors from the driveways of individual residences. To accomplish this, access rights shall be dedicated to the City as development occurs. This will enhance the flow of traffic and these roads will function much more efficiently.

The basic function of the routes on the Circulation Element maps is to indicate major transportation corridors, both existing and proposed, as they relate to each other and to planned land use districts and health and safety features. They also serve as a guide to offers of dedication and improvements to rights-of-way, either in advance of need or as development occurs.

Multi-use Trails

The Multi-use Trails Map depicts proposed trail locations for equestrian, hiking and off-road bicycle uses. These trails were developed through field inspections to assure future ability to provide continuous trail linkages as shown on this map.

Hazards Overlay Map

The Hazards Overlay Map depicts areas of known hazards, both natural and man-made. They include the following:

Flood

Those areas identified as Floodplain areas (within the path of a 100 year flood) by the Federal Emergency Management Agency on Flood Insurance Rate Maps. Floodway areas are shown on the Land Use Maps as a separate Land Use District, since development is precluded in the Floodway (FW) District.

Fire

All those areas subject to wildland/urban intermix and high fire hazard, as identified by the County Fire Warden, including but not limited to areas previously designated in Mountain Fire Zone, and the Hillside and Foothill Fire Hazard Zones.

Geologic Hazards Overlay

The Geologic Hazards Overlay Map depicts the following known hazard areas:

Seismic

Alquist-Priolo Special Studies Zones - Those areas of known active or potentially-active faults that have been studied and mapped by the California Division of Mines and Geology. These include, but are not limited to, areas presently within the Alquist-Priolo Study Zones series which are used as a guide to more precise geologic investigations when and is subdivided or developed. (Other areas of active faults will be included when identified, studied and mapped).

Landslide/Mudslide

Areas identified as having existing landslides or highly susceptible areas, as identified by the US Geological Survey. An ongoing mapping process will identify and include more areas as studies are completed.

Specific Plan Overlay Map

The Specific Plan Overlay Map depicts areas that have approved Specific Plans. These Plans provide additional planning information for the designated areas, and their policies and requirements supercede those contained in the General Plan.

Custom Home Overlay Map

The Custom Home Overlay Map identifies those areas in the City where special development standards have been established to preserve and enhance the unique character of certain neighborhoods. All new development in these areas must be consistent with the Custom Home development requirements contained in the Development Code.

~~The six overlay maps include the Fire and Flood Hazard Overlay Map, the Geologic Hazard Overlay Map, the Circulation Overlay Map, the Improvement Level Overlay Map, the Multi-use Trails Map and the Mobile Home Park Overlay Map.~~

- ~~• The Mobile Home Park Overlay Map depicts those areas designated for mobile home use within the City.~~
- ~~• The Improvement Level Overlay Map is based on existing land uses and the proximity of circulation, water and sewage facilities, public schools and public parks. The Improvement Level mapping attempts to accomplish the following:~~
 - ~~— Matches the intensity and type of land use with necessary infrastructure development.~~
 - ~~— Makes existing policy visible, consistent and predictable.~~
 - ~~— Ensures provision of adequate services for new development.~~
 - ~~— Preserves the community's character.~~
 - ~~— Allows for the logical phasing of development.~~
 - ~~— Provides a basis for Capital Improvement Programming.~~
- ~~• The Circulation Overlay Map shows existing and proposed streets and highways.~~
- ~~• The Multi-use Trails Map depicts those areas proposed for the trail system.~~
- ~~• The Fire and Flood Hazard Overlay Map covers flood plain safety districts and fire safety.~~
- ~~• The Geologic Hazard Overlay Map covers seismic zones and landslide susceptibility.~~

The overlay maps thus graphically delineate known constraints to development; specific policies in the text relate to the maps directly.

The General Plan is not a regulatory document by itself. Implementation must be carried out through a continuing series of ordinances, financing programs, capital improvement programs, and other official City actions.

The General Plan policies call for regular and consistent maintenance of city-wide data and information. If this maintenance function is faithfully carried out, the General Plan will serve as a useful guide for decision makers and the public alike, assuring that a comprehensive revision will never be necessary.

D. Interpretation Of The General Plan

Map Boundaries And Symbols

In any case where uncertainty exists regarding the location of boundaries of any land use category, proposed public facility symbol, circulation alignment or other symbol or line found on the official maps, the following procedures will be used to resolve such uncertainty.

1. Boundaries shown as approximately following lot lines shall be constructed to be following such lot lines.
2. Where a land use category applied to a parcel is not mapped to include an adjacent street or alley, the category shall be considered to extend to the centerline of the right-of-way.
3. Boundaries shown as following or approximately following the limits of any municipal corporation shall be construed as following such limits.
4. Boundaries shown as following or approximately following section lines, half-section lines, or quarter-section lines shall be construed as following such lines.
5. Boundaries shown as following or approximately following railroad lines shall be construed to lie midway between the main tracks of such railroad lines.
6. Boundaries shown as following or approximately following shorelines of any lakes shall be construed to follow the mean high waterlines of such lakes, and, in the event of change in the mean high waterline, shall be construed as moving with the actual mean high waterline.
7. Boundaries shown as following or approximately following the centerlines of streams, rivers, or other continuously flowing water courses shall be construed as following the channel centerline of such water courses taken at mean low water, and, in the event of a natural change in the location of such streams, rivers, or other water courses, the zone boundary shall be construed as moving with the channel centerline.
8. Boundaries shown as separated from, and parallel or approximately parallel to, any of the features listed above shall be construed to be parallel to such features and at such distances therefrom as are shown on the map.
9. Symbols that indicate appropriate locations for proposed public facilities are not property specific. They indicate only the general area within which specific facilities should be established.

creating the need for extensions of urban services. Expansion of Urban areas is defined as any extension of rural (IL 3) into urban (IL 1 & 2), or rural (IL 4 & 5) into rural or urban areas).

Major Amendments will be Council-initiated. Requests for initiations will be heard twice a year. Any applicant requesting such an amendment will be required to first file an application for Council action to formally initiate the amendment. After Council initiation, a major amendment application may be filed with the Planning Division by the applicant.

2. Minor

Minor Amendments will be considered by the City Council on an ongoing basis. Minor Amendments are mapping or textual changes that do not create the need for extension of urban services to an area. Requests for changes to Improvement Level Designations may be included in this category only if the proposed change does not cause an alteration to rural, rural, or urban area boundaries. This would mean that a request for an Improvement Level change from IL-4 to IL-3 would be considered minor but IL-4 to IL-2 would be considered major.

Annual Review and Update

The General Plan is intended to be a dynamic and responsive document. As conditions change, so must the Plan. An annual review and update is suggested. Government Code Section 65400 (b) requires an "annual report on the status of the plan and progress of its implementation." It would bring relevant components and data up-to-date. It would also ensure that all policies remain internally consistent, that they are supported by data, and that they are coordinated with the various implementation mechanisms, including the Capital Improvement Program (CIP).

The review would also examine or monitor progress made during the previous year, determining whether it is in conformance with stated goals and whether the Environmental Impact Report is still valid. An annual report to the City Council would summarize this information as well as make recommendations for updates and amendments.

Annual Budget

The annual City budget is a mechanism for prioritizing and funding particular projects and programs. The many policies and actions which are included in this Plan will require the various City departments to develop programs and propose them for funding, as appropriate, over the period of the Plan. The implementation of proposed programs will be approved as the City Council agrees with the priorities for expenditure of the available for specific programs implementing policies and actions.

Fiscal Impact Analysis

Many local governments view the planning process as monitoring and enforcing land-use decisions and regulations, and pay too little attention to long-range planning issues, including whether future growth will be affordable. Fiscal analysis can be an effective policy tool for long-range planning. Land use requirements and regulations can be viewed from many different perspectives. Fiscal impact analysis can help translate land use changes into service costs, revenues, and net cash flow to the public sector. It can explain how the delivery or cost of services and facilities will be affected by new development.

One of the by-products of a good fiscal analysis is the forecast of infrastructure needs to meet anticipated changes in a community. Any change in land use, population, or employment will have an impact on a number of capital-intensive services, including water and sewer service, roads, etc.

The fiscal impact process may require specific types of infrastructure (for example, provision of sidewalks and street lighting on all local roads). The analysis will indicate how much new infrastructure will be required to serve an anticipated level of new development. Costs can then be projected along with operating expenses for maintaining the new infrastructure.

A fiscal impact analysis helps identify the economic development strategy that makes the most fiscal sense. A properly developed fiscal impact analysis system for major development projects within the City's jurisdiction could be a useful tool to ensure that new development pays its fair share and does not become a burden to the City.

Fiscal impact analysis can have many benefits and may be used for budgeting or for land use or capital or financial planning. One of the major benefits of fiscal impact analysis is that it can project marginal changes in the budget given possible land use, demographics mix, and employment changes. It can provide a clear sense of the likely effects of various policies, which can be crucial to policy decisions. It can also help to define achievable levels of service, project capital facility needs, clarify development policy impacts, calculate capital costs and operating expenses, determine revenue, and aid in the development of revenue strategies.

G. Financial Strategies

General Obligations Bonds

General bonds used to be the traditional obligation mainstay of long-term capital financing in most communities. For many years, general obligation bonds were preferred because they had very low interest rates, based on the pledge of the full faith and credit of the jurisdiction and their exemption from federal taxation. The passage of Proposition 13 technically eliminated obligation bonds as financing mechanisms.

Revenue Bonds

Revenue bonds have rapidly replaced general obligation bonds as a favored vehicle for financing infrastructure facilities. They do not require voters' approval and do not affect a community's bonded indebtedness. Because they are pledged against collection of user fees or service charges, however, revenue bonds represent a greater risk than general obligation bonds and, therefore, carry higher interest rates.

Nevertheless, revenue bonds continue to be one major means of financing local infrastructure. They are based on an increasing variety of mechanisms, including assessment districts, special districts, tax increment financing, and user charges. Other revenue sources that have been created in the 1990's include development fees, development exactions, and private ownership of public facilities. While many of these techniques are not new, they are being applied more frequently and in more varied situations.

These various techniques have a common objective. They attempt to tie the costs of constructing infrastructure more closely to its beneficiaries. Funding public works through these methods is based on raising revenues directly from existing or potential users of the facilities rather than from the community at large. Achieving this objective requires the designation of specific areas or properties on which special taxes, fees, or charges will be levied and the earmarking of those revenues to pay for new infrastructure. The chief variations in the mechanism are provided up front by developers, through the bond market, or through other alternatives.

Assessment Districts

Assessment districts, often called public improvement districts, are established to permit a special tax levy on property owners who benefit from special public improvements within the district.

Special Districts

Special districts are essentially assessment districts with governing bodies separate from the local government. As limited-purpose local governments created under state enabling legislation, special districts have the authority to tax, issue bonds, and provide services within a specified area. Special districts are the most prevalent form of local government, and may be dependant (created and controlled by the County) or independent (meaning that bond issues are exempt from statutory limits on local government debt). Special districts are sometimes criticized for operating with minimal public involvement and control. However, they do provide a useful mechanism for targeted delivery of certain public services and their mission is sharply focused on providing efficient public services.

Mello-Roos Community Facility District

The Mello-Roos Community Facilities Act of 1982 was enacted by California legislature to aid growing areas of the State in financing essential public facilities for major development projects. Cities, counties, and special districts can create defined areas within their jurisdiction, and by a two-thirds majority vote within the area, impose special taxes on area residents to finance needed public improvements and services to that area. Mello-Roos financing is mainly used to finance projects in newly developing areas where there is one or a limited number of cooperating property owners.

Mello-Roos Community Facility District financing differs from Assessment District Financing in that a wider range of facilities can be financed including infrastructure such as schools, freeway exchanges, and arterial highways which serve a general benefit to the district rather than a specific benefit as required by assessment district financing. A Mello-Roos District can also pay for services such as police and fire protection as well as for administrative and financing costs of district formation.

Tax Increment Financing Tax increment financing is yet another method providing public services and facilities. In this approach, increases in tax revenues that are realized as a result of new development in a specified area are earmarked for financing public improvements or services in that area. A district is defined with a specified "base line" tax of existing development. Improvements within the area are financed from public funds or bonds, then repay from increasing tax revenues generated by the new development. The new development in effect pays its own way, using the community's normal tax program as the mechanism for deriving revenues.

Widely practiced in California, tax increment financing can be used to provide funds for infrastructure in areas where development is desired but funding for public facilities is not otherwise available when needed. The method does have the drawback of siphoning off all increases in revenues, even revenues attributable to increased value of existing development in the area, until the bonds are paid off. Nevertheless, tax increment financing offers an opportunity for financing infrastructure that can be practically painless for the community and developers alike.

User Charges

User charges are a traditional means of obtaining revenues to support public infrastructure. Such charges can be pledged to repay revenue bonds issued to finance new infrastructure as well as to pay for operating and maintenance expenses. Water and sewer facilities are often financed in this

way; other examples are state and federal gasoline taxes which pay for roads and highways, bus fares, toll road systems, and park fees.

Development Exactions

Development exactions are not a new device but are increasingly used. Exactions from a specific development may take a wide variety of forms. While at one time it was expected that a developer should provide basic roads, local water and sewer lines, and some improvements in drainage, it is now fairly common for jurisdictions to add parks, school sites, improvements in arterial roads, even fire stations and libraries to the list. For the community, the virtue of this method is that none of the costs for these facilities come from the public treasury.

Development Fees

Development fees, or impact fees, are replacing exactions in many jurisdictions. These fees are intended to compensate the community for extra costs for public facilities that a development will cause. The fee is normally paid when a building permit is issued, with the proceeds placed in a fund designated for construction of certain facilities. Such fees have advantages and disadvantages similar to those of exactions: they provide a relatively painless method for the community to obtain revenue for infrastructure. Such fees may become an important part of a growth management program and can be used to encourage certain types of development or growth in certain areas by differentiating among the fees.

Privately Owned Facilities

"Privatization" of public facilities and services is considered a serious alternative to public ownership. Most often the term is applied to situations where services are provided by a private firm under contract to a local government. It is not unusual for refuse collection and/or disposal to be handled this way, and private bus systems are common. However, few local governments have encouraged the construction of public facilities by private owners, except for unique projects such as convention centers and stadiums. The private owner can depreciate the facility, thereby gaining tax advantages, but must pay higher interest rates for borrowing funds. Other than these tax advantages (which are simply public financing in disguise), a real question exists as to whether private firms will wish to be heavily involved in building highways, sewer and water treatment plants, and similar public facilities.

Combined Financing Techniques

The above financing techniques can be and often are practiced in combination with others. A mix of techniques may overcome public resistance and achieve an equitable sharing of costs. In large scale developments, developers often organize special districts or assessment districts to finance part of the infrastructure, while also contributing exactions and impact fees. Furthermore, as public sources of funding dry up, developers and local governments are becoming more artful at creating workable combinations.

Infrastructure financing traditionally has been a local issue, but over the years federal and state financial assistance for communities attempting to expand infrastructure increased significantly until the late 1970's. For many years, federal and state funding helped communities to build infrastructure, and various programs provided major funding for highways, sewer and water facilities. In fact, from 1970 to 1980, the federal share of investment have been accede back in the 1980's, some drastically, leaving states and local governments to take up the slack.

Designing workable and equitable mechanisms to finance infrastructure is not a simple task. Infrastructure financing essentially concerns who pays for what. Decisions on this issue are political in nature and will undoubtedly remain so. With a variety of factors in play, techniques to

employ, and parties with interest and responsibility, the answer is likely to vary in different areas and communities. Nevertheless, the goal should be to provide needed public facilities while minimizing adverse effects on the public at large, homebuyers and tenants, and developers. This requires an equitable balancing of costs and benefits, and a recognition that investment in infrastructure is an investment in the economy and well being of the entire county.

H. Coordinating Land Use Decisions

The General Plan applies to all City departments where their actions affect the use of land, and will be used in conformity reports on acquisition or disposal of public property. The City, special districts, state and federal agencies all have the responsibility to coordinate land use planning.

Incorporated Cities

It is the policy of the City of Yucaipa that the City will:

- Coordinate land use planning as appropriate.
- Make available to other jurisdictions, for review and comment, proposed changes in the City's general plan, zoning, and land use applications that may affect property adjacent to the boundaries.
- Share population, housing and land use statistics and resource capacity
- Share information on proposed public works recommended for planning, initiation or construction during the ensuing fiscal year that affects, with other areas or expansion, water, sewer, and other infrastructure capability for future urban expansion, etc., in accordance with the provisions of the capital improvement program.

Special Districts And School Districts

It is the policy of the City that special districts and school districts within the City should, pursuant to Government Code Sections 65401 and 65403:

- Annually make available to Planning staff a report on current service capabilities, including existing levels of service and present or proposed service capacities.
- Annually make available to staff a list of proposed public works recommended for planning, initiation or construction during the ensuing fiscal year.
- Submit proposed construction projects to the City for review, comment and findings on their conformity with the City's General Plan.

State And Federal Agencies

It is the policy of the City that state and federal agencies conducting land use planning activities or administering projects within the City have the responsibility for:

- Coordinating land use planning with the City.
- Providing technical assistance to the City Planning Division as necessary or as requested.
- Notifying the City Council of their actions or programs that may affect the City.

- Submitting to the City any proposed public works projects or proposed property acquisitions within the City, for review comment and findings on the conformity of proposed projects and acquisitions with the City's General Plan.

I. State Requirements and Policies

State law (Section 65300) requires each city to adopt a comprehensive, long-term general plan for the physical development of the city and any land outside the city 's boundaries which is felt to bear relation to the city's planning. The State requires cities to adopt general plans based on the belief that future growth of the State is determined largely through local actions. By requiring a general plan, the State can be assured of a consistent framework for decisions, while still allowing for local control.

State policies for general plans are as follows.

- Improve the quality of life in California by preserving and using the resources of the land in economically and socially desirable ways. (Government Code Section 65030)
- Maintain, improve, and enhance the quality of air, water, and land according to State and National standards and local needs. (Public Resources Code Sections 21000 et seq.)
- Ensure the preservation of open space for scenic beauty, recreation, the conservation of natural resources, and the protection of public health and safety. (Government Code Sections 65560 and 65561)
- Protect the State's most productive farm and rangelands from conversion to non-agricultural uses. (Government Code Sections 51220 and 54790.2)
- Ensure the provision of "decent housing and a suitable living environment for every California family." (Health and Safety Code Section 37112 and Government Code Section 65580[a])
- Conserve water, air, and energy by considering the effect of future development on these resources, and by encouraging new development which uses public facilities currently available and minimizes the need to travel. (Public Resources Code Section 21001 and the 1978 Environmental Goals and Policies Report)
- Provide transportation facilities and services that are adequate and efficient, and that significantly reduce hazards to human life, pollution, noise, disruption of community organization, and damage to the natural environment. (Government Code Section 14000)
- Identify and reduce hazards to health and property from natural and man-made conditions, including floods, fires, landslides, soil erosion, seismic activity, airplane crashes, excessive noise, hazardous wastes, and congested and unsanitary living conditions. (Water Code Section 8401, Government Code Section 26215, Public Utility Code Section 21670, and Health and Safety Code Sections 25101, 33071, and 37121)
- Utilize reasonable and practical means in carrying out the general plan so that it will serve as a pattern and guide for orderly physical development and the preservation and

conservation of open space land, and as a basis for the efficient expenditure of public funds. (Government Code Section 65400[a])

- Ensure that land use decisions are made with full knowledge of the long and short-term economic and fiscal implications, as well as of their environmental effects. (Government Code Section 65030.2)

J. Planning Concepts

The City of Yucaipa is located in the eastern portion of the San Bernardino Valley area, at the foot of the San Bernardino Mountains, between the cities of Redlands and Calimesa. Regionally, the area encompassing the City is in transition from a generally rural or undeveloped state to a generally urban area. Therefore, the City of Yucaipa General Plan embodies planning concepts reflecting both the physical characteristics of the land and its function in the City-wide and regional context.

The locations and types of development allowed by the City of Yucaipa General Plan have been influenced by physical features and constraints of the property in several distinct ways. First, the General Plan responds to the topography of the land by identifying areas of steep or ragged terrain for rural, estate residential and open space uses, while areas of more moderate terrain are proposed for more intense uses. Second, many areas of Yucaipa possessing significant aesthetic open space value have land use designations that preserve the scenic quality of the area. Third, the siting of major employment and commercial land uses within the General Plan area reflects the area's relationship to existing focal points within the City.

K. Summary of Goals

The following City-wide goals and goals for each element of the General Plan have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council. For associated policies and actions for each of these goals, see the relevant General Plan element.

City-Wide Goals

- | | |
|------------------|---|
| Goal CW-1 | Ensure the existing "Quality of Life" by maintaining a healthy and safe environment. |
| Goal CW-2 | Provide for adequate and efficient services and infrastructure through growth management. |
| Goal CW-3 | Encourage the provision of diverse and affordable housing for all segments of society. |
| Goal CW-4 | Maintain a positive, growing and balanced economic environment. |
| Goal CW-5 | Encourage development which is environmentally sensitive and preserves major landforms, sensitive habitat and biological resources, as well as other important natural resources. |
| Goal CW-6 | Maintain a balance between land use and transportation which is fiscally sound and sensitive to existing development. |

- Goal LU-8** Promote the maintenance and viability of existing mobile home parks through the establishment of appropriate zoning and development standards.
- Goal LU-9** Locate new development so that the economic strength derived from agricultural, mineral and other natural resources is preserved.
- Goal LU-10** Coordinate land use decisions with other jurisdictions to prevent conflicts and address regional issues.

Urban Design Goals

- Goal UD-1** Create a positive visual appearance of development through the application of creative design standards.
- Goal UD-2** Promote overall efforts to upgrade the visual appearance of the City.
- Goal UD-3** Respect the unique character of existing individual neighborhoods.
- Goal UD-4** Promote design guidelines which are sensitive to the environmental features of the City, respecting major ridgelines, natural drainage and "bench" areas, steep hillsides and oak woodlands.

Housing Goals

- Goal H-1** Promote the development and maintenance of structurally sound, sanitary, attractive and affordable housing and living environments for all economic segments of society.
- Goal H-2** Develop efficient and well-coordinated housing programs relevant to the City that meet the intent of all applicable State and Federal laws.
- Goal H-3** Develop a balance between housing and employment opportunities for all residents.
- Goal H-4** Develop sufficient infrastructure and services to accommodate existing and planned residential development.
- Goal H-5** Identify housing needs, resources and constraints and housing sites for low and moderate-income households.
- Goal H-6** Remove governmental constraints to aid in the provision of low and moderate-income housing.
- Goal H-7** Conserve and improve existing affordable housing.
- Goal H-8** Preserve lower income-assisted housing/public participation.
- Goal GM-1** Ensure that future development proceeds at a pace consistent with the provision or acquisition of required infrastructure facilities and public services.

Goal GM-2 Ensure that the "Quality of Life" of City residents is not depreciated by future growth.

Goal GM-3 Adopt an incentive program to encourage projects that will infill existing urbanized areas.

Economic Development Goals

Goal E-1 Encourage commercial growth which respects the market demand for commercial development in order to provide a positive economic climate for the City.

Goal E-2 Promote the redevelopment of downtown commercial area to enhance their economic viability in balance with the demands of commercial development.

Goal E-3 Promote additional transportation to downtown areas with increased bus service, better mass transit provisions and bicycle paths and trails.

Goal E-4 Capitalize on commercial and industrial opportunities along the I-10 freeway in balance with the demands of commercial development.

Goal E-5 Encourage tourism by preserving and maintaining the distinctive qualities of Yucaipa.

Goal E-6 Ensure that future development provides jobs and economic growth for the citizens of Yucaipa.

Transportation Goals

Goal T-1 Develop a transportation system for current and future needs which moves people and goods safely and efficiently.

Goal T-2 Provide for a balance between different types of transportation.

Goal T-3 Prepare coordinated financial plans to upgrade the transportation system.

Goal T-4 Ensure appropriate legal and physical access to land prior to approving land divisions or new development.

Goal T-5 Strive to achieve minimum level of service "C" on all highways and intersections.

Goal T-6 Reduce dependency upon the automobile, and promote the use of public transit or increases in the average ridership when the automobile is utilized.

Goal T-7 Encourage non-motorized alternative transportation by creating bicycle lanes and pedestrian paths to commercial areas, parks and schools.

Goal T-8 Develop street design and site development standards which include provisions for emergency evacuation where appropriate.

Goal T-9 Develop Transportation Systems Management (TSM) plans for the community.

Trails and Path Goals

Goal TP-1 Promote the development of safe and convenient bicycle and pedestrian corridors that provide alternative transportation routes to schools, parks and employment and commercial areas.

Scenic Highways Goals

Goal SH-1 Promote the appropriate and positive landscape treatment along scenic highways to provide the necessary buffering and screening, as well as to provide scenic openness by preserving visual access to natural scenic vistas and features.

Noise Goals

Goal N-1 Develop and adopt specific policies and an effective implementation program to abate and avoid excessive noise exposures in the City.

Goal N-2 Provide sufficient noise exposure information so that existing and potential noise impacts may be effectively addressed in the land use planning and project review processes.

Goal N-3 Protect areas within the City where the present noise environment is within acceptable limits.

Infrastructure and Public Facilities Goals

Goal IPF-1 Reduce the existing consumption of water by implementing conservation measures prior to approving new development in areas experiencing water supply shortages.

Goal IPF-2 Maximize the use of existing water resources through conservation programs and efficient ground and surface water management programs.

Goal IPF-3 Protect and maintain high-quality water with the objective of protecting surface and groundwater from degradation and ensuring drinking water of the highest and most beneficial use.

Goal IPF-4 Approve new development conditioned on the availability of adequate and reliable water supplies and conveyance systems.

Goal IPF-5 Require wastewater collection and treatment systems consistent with the protection of public health and water quality.

Goal IPF-6 Promote activities and/or measures that facilitate the reclamation and re-use of wastewater.

Goal IPF-7 Cooperate and coordinate with all governmental agencies, including the RWQCB, to apply measures which will prevent surface and groundwater pollution and establish uniform standards for wastewater discharge.

Parks and Recreation Goals

Goal PR-1 Provide and preserve large open space areas for both active and passive resource values.

Goal PR-2 Develop and maintain a well-balanced local park system that will provide for the full spectrum of recreational needs of the residents.

Goal PR-3 Establish a standard per capita acreage of local park land of 3.5 acres per thousand residents.

Schools Goals

Goal SC-1 In cooperation with the school district, work to assure adequate school sites and facilities for the existing and future residents of Yucaipa.

Safety and Hazardous Waste Goals

Goal S-1 Minimize the potential risks resulting from the exposure of City residents to man-made and natural hazards with the following priorities: loss of life or injury, damage to property, litigation, excessive maintenance and other social and economic costs.

Goal S-2 Continuously integrate new data on natural and man-made hazards into overlay mapping and the review of land use proposals and applications and the enforcement of development standards through the use of mapping overlays, policies and land use designations.

Goal S-3 Support and expand disaster response programs, and initiate a program for post-disaster planning.

Air Quality Goals

Goal AQ-1 Establish a job-housing balance strategy that will reduce the overburdening of the circulation system and resultant vehicular emissions.

Goal AQ-2 Encourage both new and existing developments to decrease emission releases.

Goal AQ-3 Encourage the use of current and future mass transit facilities in order to decrease the use of private vehicles and thereby reduce emissions from mobile sources.

Goal AQ-4 Strive for the attainment of Federal air quality standards through the land use review process.

- Goal AQ-5** Maximize the efficiency of current transportation systems through system and demand management strategies.
- Goal AQ-6** Design streets and install paths that encourage non-motorized forms of travel to shopping, parks and schools.
- Goal AQ-7** Review and incorporate appropriate policies contained in the Regional Air Quality Element.

Open Space and Conservation Goals

- Goal OS-1** Maintain natural resources to the greatest extent possible because they are a necessity to the "Quality of Life" within the City of Yucaipa and because many are already scarce.
- Goal OS-2** Manage scarce natural resources for preservation. Scarce resources include sensitive biological resources, cultural resources, air quality, groundwater supply and quality and open space.
- Goal OS-3** Manage other types of natural resources, including mineral resources, soils and energy resources, for conservation for future beneficial uses.
- Goal OS-4** Promote the maintenance of the natural resource base of the City by exercising prudent stewardship in coordination with appropriate agencies and interested groups.
- Goal OS-5** Preserve rare and endangered species, and protect areas of special habitat value.
- Goal OS-6** Conserve existing populations of native plant and wildlife species by preserving adequate habitat wherever appropriate.
- Goal OS-7** Establish an effective environmental mitigation monitoring process.
- Goal OS-8** Minimize conflicts between open space and surrounding land uses.
- Goal OS-9** Provide for the visual enhancement of existing and new development through landscaping and preservation of scenic vistas.
- Goal OS-10** Promote educational and awareness programs through the establishment of a nature center.
- Goal OS-11** Preserve and protect the City's historical, archaeological and cultural resources.
- Goal OS-12** Ensure that community objectives for cultural resources avoid or minimize potential conflicts with traditional Native American beliefs and concerns.
- Goal OS-13** Ensure that significant paleontologic resources exposed during grading are recovered and preserved for their scientific value.

L. Implementation

To make the long-range, comprehensive planning of the general plan more meaningful, a link between the general plan and day-to-day actions of local government is required. In California, the general plan has been institutionalized through the enactment of statutes requiring consistency of certain local actions with the general plan. Additional statutes, while not mandating consistency, require findings or a report as to whether proposed actions conform to the general plan. The State's general rule for consistency determination is as follows.

"An action, program or project is consistent with the general plan if it, considering all aspects, will further the objectives and policies of the general plan and not obstruct their attainment."

The following is a summary of consistency provisions in State law by category.

1. **Zoning**

Government Code Section 65860 requires that zoning ordinances in counties, general law cities, and charter cities with a population of over two million be consistent with the general plan.

2. **Subdivisions**

Government Code Sections 66473.5 and 66474 require that subdivision and parcel map approvals in all jurisdictions be consistent with the general plan. Government Code Sections 66474.60 and 66474.61 require that subdivision and parcel map approvals in cities of more than 2,800,000 people be consistent with the general plan.

3. **Reservations of Land within Subdivisions**

Government Code Section 66479 requires that reservations of land for parks, recreational facilities, fire stations, libraries, and other public uses within a subdivision conform to the general plan.

4. **Open Space**

Government Code Section 65566 requires that acquisition, disposal, restriction, or regulation of open space by a city or county be consistent with the open space element of the general plan. Government Code Section 65567 prohibits the issuance of building permits, approval of subdivision maps, and adoption of open space zoning ordinances that are inconsistent with the open space element of the general plan. Government Code Section 65910 requires that every city and county adopt an open space zoning ordinance consistent with the open space element of the general plan. Government Code Section 51084 requires cities or counties accepting or approving an open space element to make a finding that the preservation of open space land is consistent with the general plan.

5. **Park Dedications**

Government Code Section 66477 enables local governments to require as a condition of subdivision and parcel map approval the dedication of land or a payment of fees for parks and recreational purposes if the parks and recreational facilities are consistent with an adopted recreation element in the general plan.

- 6. Capital Improvements**
Government Code Sections 65401 and 65402 require the review of and report on the consistency of proposed city, county, and special district capital projects, including land acquisition and disposal, with the applicable general plan.
- 7. Development Agreements**
Government Code Section 65867.5 requires that development agreements between developers and local governments be consistent with the general plan.
- 8. Redevelopment Plans**
Health and Safety Code Section 33331 requires that every redevelopment plan conform to the adopted general plan.
- 9. Housing Authority**
Projects Health and Safety Code Section 34326 declares that all housing projects undertaken by housing authorities are subject to local planning and zoning laws.
- 10. Special Housing Projects**
Health and Safety Code Section 50689.5 requires that housing and housing programs developed under Health and Safety Code Sections 50680 et seq. for the developmentally disabled, mentally disordered, and physically disabled be consistent with the housing element of the general plan.
- 11. Parking Authority Projects**
Streets and Highway Code Section 32503 requires that parking authorities in planning and locating any parking facility be "subject to the relationship of the facility to any officially adopted master plan or sections of such master plan for the development of the area in which the authority functions to the same extent as if it were a private entity."
- 12. Planning Commission Recommendations**
Government Code Section 65855 requires that the Planning Commission's written recommendation to the legislative body on adoption or amendment of a zoning ordinance include a report on the relationship of the proposed ordinance or amendment to the general plan.
- 13. Project Review under CEQA**
Title 14, California Administrative Code Section 15080 requires examination of projects subject to the provisions of CEQA for consistency with the general plan.
- 14. On-Site Wastewater Disposal Zones**
Health and Safety Code Section 6965 requires a finding that the operation of an on-site wastewater disposal zone created under Health and Safety Code Sections 6950 et seq. will not result in land uses that are inconsistent with the general plan.
- 15. Agricultural Preserves**
Government Code Section 51234 requires that agricultural preserves established under the Williamson Act be consistent with the general plan. Government Code Sections 51282 and 51282.1 require cities and counties approving a Williamson Act contract cancellation to make a finding that the proposed alternate use is consistent with the general plan.

- 16. Mineral Resources**
Public Resources Code Section 2763 requires that city and county land use decisions affecting areas with minerals of regional or State-wide significance be consistent with mineral resource management policies in the general plan.
- 17. Transmission Lines**
Public Utilities Code Section 12808.5 requires cities and counties approving electrical transmission and distribution lines of municipal utility districts to make a finding concerning the consistency of the lines with the general plan.
- 18. Solid Waste Facilities**
Government Code Section 66784.1 requires that the establishment of expansion of solid waste facilities be consistent with the general plan.
- 19. Large-Scale Urban Development Projects**
Health and Safety Code Section 56032 requires that comprehensive development plans for large-scale urban development projects be consistent with the general plan.