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## **2. Land Use Element**

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# Chapter 2. Land Use

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## INTRODUCTION

### Purpose and Function

The overarching purpose of the Land Use Element is to guide the future development of Highland. It designates the distribution, general location and building intensities of land uses such as residential, commercial, office, industrial, open space, recreational and institutional uses. But most importantly, the Land Use Element translates the City's vision from a long-range narrative to a land use plan and policy document that organizes the physical environment into a logical, functional and aesthetic pattern consistent with the Highland Vision.

To accomplish this broad scope, the Highland General Plan study area is composed not only of the acreage within the existing City limits, but includes the areas within the City's sphere of influence. Therefore, General Plan policies for land uses which may have the potential to be included within the City in the future, and areas for purposes of physical coordination, such as regional roadways, aircraft hazards, regional drainage, utilities, etc., will need to be taken into consideration when future land use decisions are made.

### Related Plans and Programs

#### Other Elements

Of all the General Plan Elements, the Land Use Element has the broadest scope. Since it governs how land is to be utilized, virtually all of the issues and policies contained in other Elements relate in some degree to this Element.

For example, the Circulation Element defines policies for the accommodation of vehicular trips generated by the population and employment associated with the various land uses permitted by the Land Use Element. Similarly, the location and intensity of uses prescribed by this Element are influenced by policies for the protection of environmental and recreational resources in the Conservation and Open Space Element. The Community Design Element complements the Land Use Element by providing policies that promote quality development,



enhance community character and preserve historic resources and neighborhoods.

## **Development Code**

The City of Highland Development Code sets forth the City's standards, guidelines and procedures concerning the development and maintenance of land use. These regulations are intended to implement the goals, objectives, and policies of the General Plan; protect the physical, social, and economic stability and vitality of Highland residents and their property; reduce or eliminate hazards to the public; and enhance the City's physical, social and economic advantages through comprehensive land use and resource planning.

## **East Highlands Ranch Planned Unit Development**

Much of the development that has occurred in the areas of Highland east of SR-30 was shaped by the East Highlands Ranch Planned Unit Development. This plan provides detailed land use guidance, development standards and conditions of approval that have guided, and will continue to guide, the development of East Highlands Ranch. The final section of this Element, Community Policy Areas, provides an exhibit that depicts the boundaries of this area.

## **City of San Bernardino General Plan**

Due to the proximity of San Bernardino and the irregularly shaped boundary lines that are shared between San Bernardino and Highland, the City must carefully monitor development and land use changes in San Bernardino that could impact Highland. The City of San Bernardino General Plan provides the City of Highland with an understanding of the long-range future development of San Bernardino and allows the City to plan accordingly and cooperate with San Bernardino to ensure land use compatibility, improve efficiencies in the provision of public services and facilities, and provide buffers where visions between the two cities may differ.

## **San Bernardino International Airport**

The San Bernardino International Airport (SBD), located just outside the City's southern boundary, has the capacity to provide regional air traffic for domestic and international service, both commercial and cargo, along with the necessary support facilities for major and smaller airlines. As the Airport grows, it has the potential to affect economic growth and quality of life for Highland residents and businesses. The City will actively participate in future Airport planning activities and work with the San Bernardino International Airport Authority (SBIAA) to enhance economic opportunities and protect Highland's quality of life.



## Element Components

The Land Use Element is organized into four sections:

- **Introduction.** As indicated above, this section states the purpose of the Element and briefly discusses other plans and programs that affect the future development of Highland.
- **Land Use Plan.** This section graphically depicts the land use patterns of Highland, highlights key objectives of the Plan and provides a statistical summary for the future buildout of the City.
- **Citywide Goals and Policies.** This section provides a discussion of general land use issues that apply to more than one area of the City or apply Citywide. Each of the issue discussions is followed by a series of goals and policies.
- **Community Policy Areas.** This last section of the Element identifies a number of specific areas of the City that require special attention and necessitate the creation of goals and policies unique to those areas.

## Setting

The City of Highland is located in the eastern portion of the San Bernardino Valley, east of the City of San Bernardino and north of the City of Redlands. As evidenced in Figure 2.1, Regional Vicinity Map, the City’s western boundaries are very irregular as a result of previous annexations into the City of San Bernardino, prior to Highland’s incorporation. Growing sentiment in response to the easterly expansion of the City of San Bernardino prompted the residents within the Highland area to preserve the area’s identity through incorporation, and Highland incorporated in November 1987 as San Bernardino County’s eighteenth City.

Although Highland is a relatively new city, the community of Highland has a long history. The earliest attempts to establish an agricultural settlement in the Highland area occurred in 1858, when the Cram and Van Luevan families constructed a ditch to bring water from the Santa Ana River to their lands in East Highlands; the ditch extended as far as City Creek, east of the present Highland village townsite. By the early 1880s, agricultural development was increasing, most notably the planting of citrus orchards. The construction of the North Fork Ditch began in 1881, bringing water from the upper part of the Cram and Van Ditch west along the mountain front, crossing City Creek, and terminating near the present intersection of Palm and Highland Avenues. Evidence of the early rock-lined ditches can still be seen along the west



*The remnants of rock-lined irrigation ditches are still apparent in Historic Highland.*



side of Church Avenue below Pacific Street, and on the west side of Palm Avenue, north of the former Santa Fe rail right-of-way.

Prompted by the construction of a rail line through the area, the original Highland townsite was surveyed in 1891 and recorded in 1893. It consisted of the area south of Pacific Street between Palm Avenue and Church Avenue, including the south side of Main Street. Additional development occurred on unplatted lands on Pacific Street west of Palm Avenue. After construction of the rail line, packing houses aligned themselves with the rail line, creating a diagonal swath (“packing house row”) through the center of the town. In the 1890s, a narrow-gauge railroad connected Highland to San Bernardino and Redlands. This line was later widened and upgraded for electric rail service. In 1911, the line was acquired by the Pacific Electric Railway, which provided passenger service until the mid-1930s. Many buildings remain from this significant period of the townsite (through 1938).



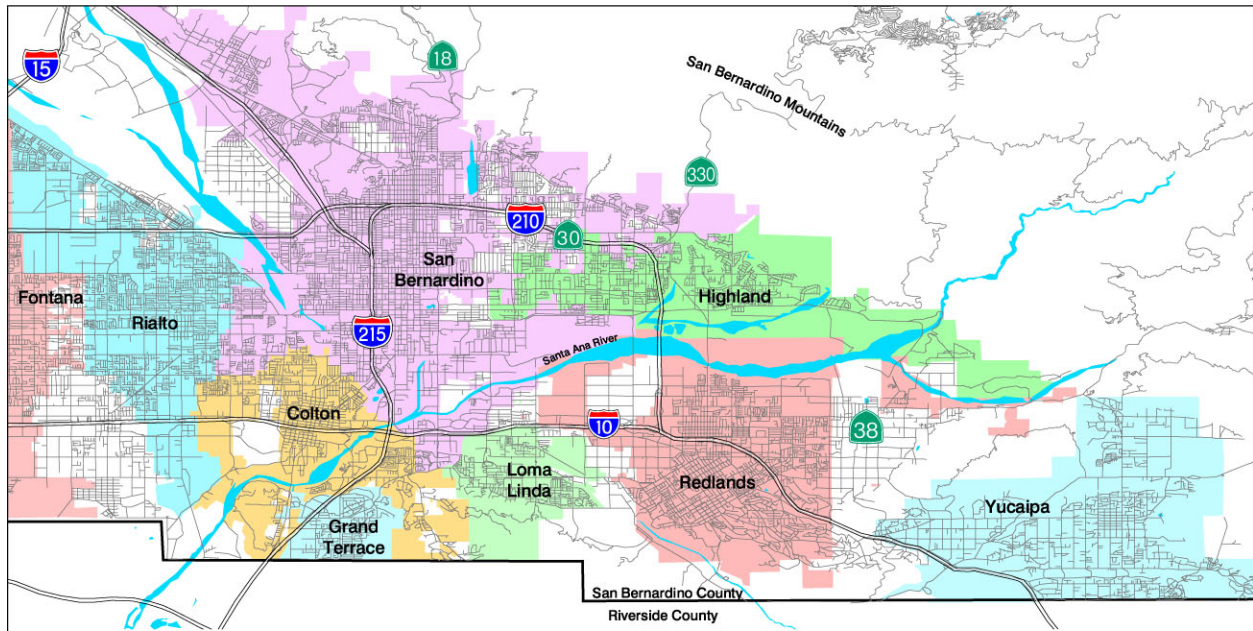
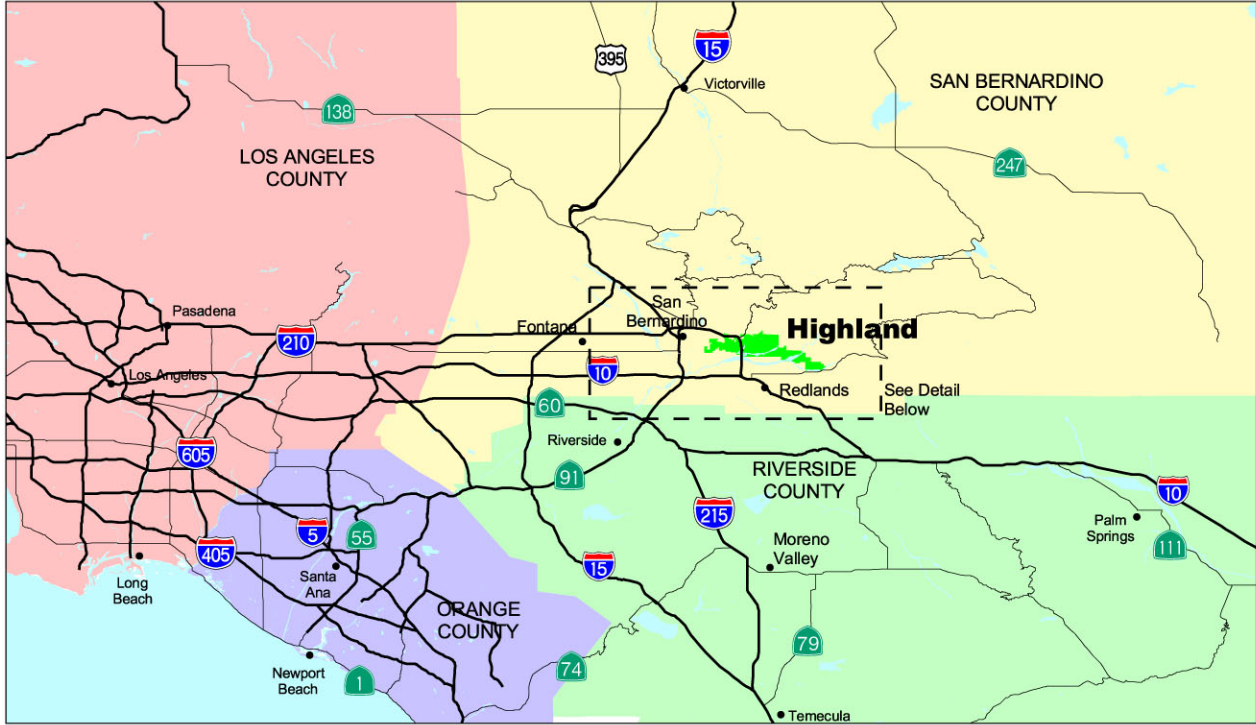
*Highland’s agricultural roots are evidenced by citrus orchards that remain along Greenspot Road in east Highland.*

By 1903, the town of Highland had a population of over 1,000, expanding into previously undeveloped acreage south and west of the intersection of Palm Avenue and Pacific Street, recorded as “Cole’s Addition” in 1904. The local economy was firmly rooted in the citrus industry, and was thus susceptible to the fluctuations of that industry. The 1920s were years of prosperity, with new packinghouses being constructed, and the town expanding to the north.

By the mid-1930s, a number of changes began to signal the end of Highland as the closely knit citrus community it had been. Although the strength of the citrus industry somewhat buffered the effects of the depression, the increasing importance of the private automobile yielded a noticeable shift in community focus from internal to external concerns. The increased mobility of residents, the loss of the Pacific Electric Railway, the sale of the local bank to a statewide organization and the beginning of the decline of the citrus industry, coupled with natural disasters, including a disastrous freeze in 1937, led to the economic stagnation of the Highland area.



# Figure 2-1 Regional Vicinity Map





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Suburbanization of the Highland area began as early as 1943 with the establishment of the San Bernardino Army Air Depot (now San Bernardino International Airport). Citrus groves were removed and replaced with housing. As the suburbanization process accelerated in the postwar population explosion period, area packinghouses lost their support base and were largely converted to various industrial uses. This early suburbanization moved east from the San Bernardino area, stopping at City Creek. Suburban development east of City Creek did not occur until much later, primarily spurred by the development of East Highlands Ranch in the 1980s.

In 1988, the Secretary of Defense established the Base Realignment and Closure Commission for the purpose of recommending the realignment or closure of military facilities. In 1989, the Commission approved the closure of Norton Air Force Base. Base operations were discontinued in September 1993, and the facility was officially closed in March 1994. The impacts on surrounding areas and the City of Highland were immediate. When the military left, many of the residential areas experienced severe vacancies. Residential developments that were known for their quality and attractiveness quickly deteriorated from a lack of maintenance and an infiltration of crime.

Since that time, the San Bernardino International Airport Authority (SBIAA) was established to manage and develop the airport facility into an operating international airport. The SBIAA is a joint powers agency made up of the Cities of San Bernardino, Colton, Loma Linda, Highland and the County of San Bernardino.

As Highland has begun its growth into the new millennium, new opportunities have matured and will wield even greater influence: completion of Interstate 210 (I-210) over the next several years; development potential in the easterly canyon portion of the City, including the Seven Oaks Dam property; continued infill development in the western portion of the City; gradual expansion of the San Bernardino International Airport; and increasing housing demand, especially in higher value housing. These and other potentials, such as the enhancement of commercial retail opportunities and expanding Highland's employment base, have provided much of the stimulus for the direction established by the Land Use Element.

### **Existing Land Uses**

Highland is predominantly a residential community; over 60 percent of the City's 11,948 acres of land is planned for residential development. The dominance of residential lands can be attributed to the circumstances surrounding the City's incorporation. Before incorporation, Highland's land area was in the City of San Bernardino's sphere of influence. Much of the property that would naturally have hosted



Highland's retail or industrial uses was annexed to San Bernardino, leaving only those areas that logically could be developed in residential-based uses. Additionally, more than 20 percent of the City is designated primarily for open space, due primarily to the City's proximity to the San Bernardino Mountains, the San Bernardino International Airport, the Santa Ana River Basin and City Creek and Plunge Creek running through the southern part of Highland.

## **LAND USE PLAN**

As required by State law, the General Plan must identify land use designations and permitted development intensities. General Plans are also required to include a diagram of the location of these uses. These components, as well as a series of planning objectives that serve as the foundation for the Land Use Plan (Figure 2.2), are included in this section of the Land Use Element.

### **Land Use Designation System**

Land use designations define the amount, type, and nature of future development that is allowed in a given location of the City. The following section defines each of the land use designations shown on the Land Use Plan, as well as the density and intensity standards required in accordance with State law.

#### **Special Note on Maximum Densities and Intensities**

The determination of precise density or intensity is also influenced by site location, topography, compatibility with surrounding land uses, the development standards contained in the Development Code, and other City policies, regulations and ordinances. These other considerations may mean that the maximum density established by the General Plan land use designation may not be achievable on each potential development site.

Each of the General Plan land use designations is typically implemented by a defined set of zoning designations included in the City's Development Code. The Development Code contains the detailed regulations pertaining to permitted and conditional uses, site development standards, and performance criteria that serve to implement many goals and policies of the General Plan.

Each of the residential use designations includes a range of allowable densities. The maximum density defines the maximum number of dwelling units per gross acre at which development can occur within a given residentially designated area. Any portion of a residential lot designated on the Land Use Map as Open Space or any other nonresidential designation should not be included in calculating density.

Building intensities for nonresidential land uses are measured by floor area ratio (FAR). An FAR is the ratio of total net floor area of a building to the total lot area. An FAR describes the intensity of the use on a site and not necessarily the building height or site coverage. It does not include the area within parking structures used for parking and circulation or open outdoor storage areas. Figure 2.3 illustrates the concept of the FAR calculation.

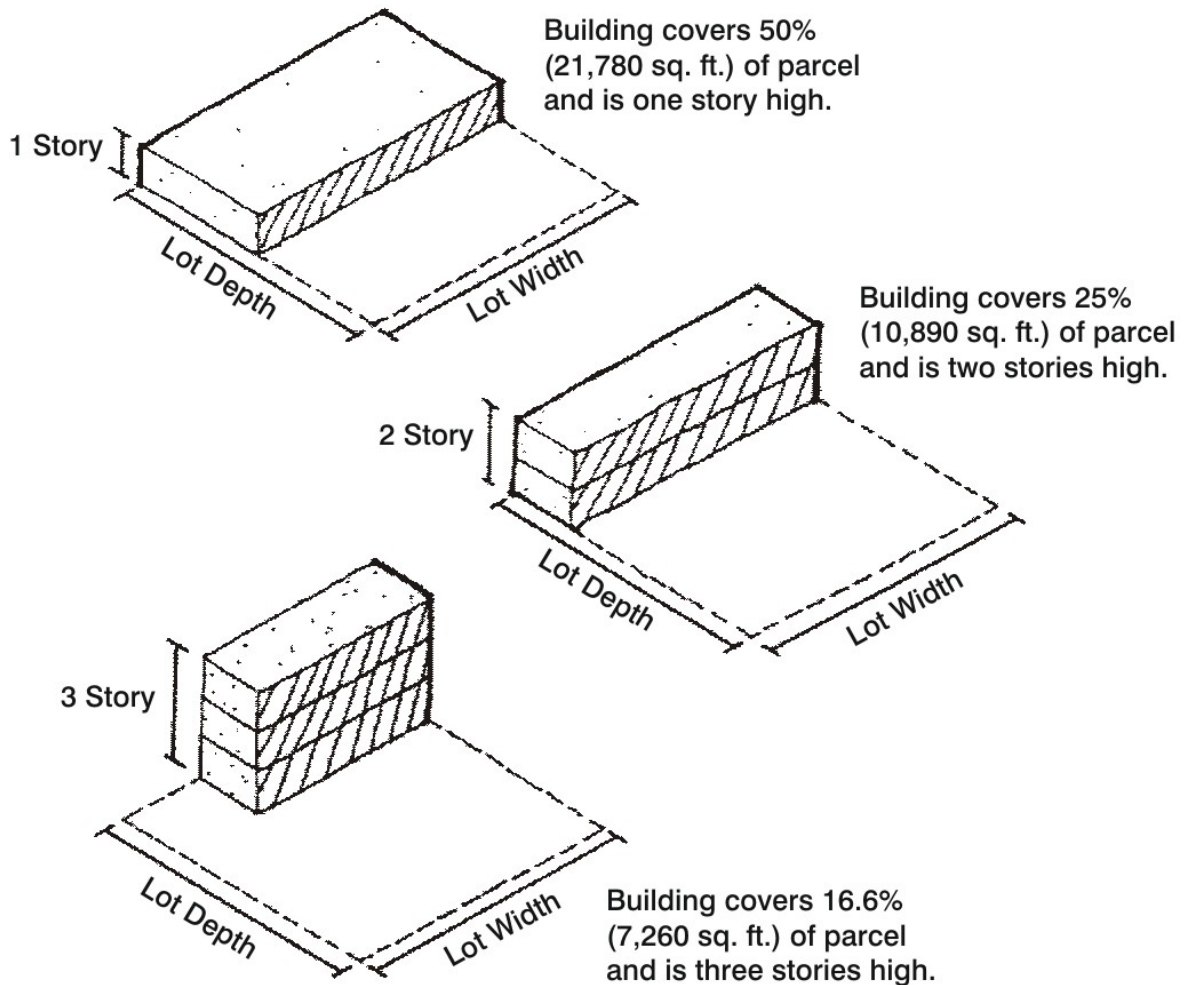




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**Figure 2.3: Floor Area Ratio Example (FAR = 0.50)**



$$\text{Floor Area Ratio} = \frac{\text{Gross Building Area (all floors)}}{\text{Lot Area}}$$

Example: On a one acre parcel (43,560 sq. ft.), a maximum FAR of .50 equates to a total building area of 21,780 square feet, in either a 1, 2, or 3 story configuration (43,560 sq. ft. multiplied by .5 FAR equals 21,780 sq. ft.). Note how lot coverage/building footprint varies significantly as the building height changes to yield an identical FAR.



## Residential Designations

Highland offers a wide range of housing densities and products to meet the demand of current and future residents with varying lifestyles. In addition to the characteristics described below, it should be noted that other uses may also be allowed in residential areas, such as schools, parks, child care facilities and other public/institutional uses that are determined to be compatible with and oriented toward the needs of the immediate neighborhood.

### ***Agricultural Equestrian (AG/EQ)***

Areas designated as Agricultural/Equestrian are appropriate for rural and equestrian-oriented residential development. The Agricultural/Equestrian land use category permits and protects the keeping of large animals, as well as the ability of landowners to carry on light agricultural activities.

**Maximum Intensity:** 2 dwelling units per 1.0 acre

### ***Low Density (LD)***



The Low Density designation limits land uses to single-family detached residential, and mobile homes, subject to applicable General Plan policies and ordinance provisions of the City of Highland.

Within the portion of Highland west of State Route 30 (SR-30), the development of second units and attached dwelling units behind the primary residential structure is permitted within Low Density areas, provided that the maximum density is not exceeded, that infrastructure is available to support such additional dwelling units and that the additional dwellings are architecturally compatible with the primary dwelling unit and the predominant character of the neighborhood.

In addition, within the same portion of the City west of SR-30, those second units and attached dwellings that were constructed pursuant to valid permits issued prior to the effective date of this element should be permitted as being consistent with the General Plan Land Use Element, even if the resulting density of a site would be greater than the maximum allowable land use intensity in this area.

**Maximum Intensity:** 6 dwelling units per 1.0 acre

### ***Medium Density (MD)***



The areas designated Medium Density are either committed to low-intensity multiple-family land use, or are required to provide transitions between higher intensity commercial and apartment uses and lower intensity residential and open space uses.



Within the Medium Density designation, land uses are limited to small lot single-family detached residential, attached residential development and mobile homes subject to applicable General Plan policies and ordinance provisions of the City of Highland.

**Maximum Intensity:** 12 dwelling units per 1.0 acre

***High Density (HD)***

The High Density designation is intended to provide a quality multiple-family living environment with design amenities, such as private open space or recreation areas, business services, swimming pools, etc. Within High Density areas, land uses are limited to attached residential development, subject to applicable General Plan policies and ordinance provisions of the City of Highland.

Areas designated High Density provide good access to major transportation routes, are located in close proximity to neighborhood serving commercial facilities, and will not negatively impact single-family residential areas.

**Maximum Intensity:** 18 dwelling units per 1.0 acre

***Planned Development (PD)***

Within the Planned Development designated areas, all residential land uses are considered to be appropriate, as are support uses (i.e., open space and recreation, public facilities, commercial, and all employment-generating uses) that may be appropriate subject to applicable General Plan policies and ordinances of the City of Highland.

Development within areas designated Planned Development are processed through the use of a specific plan pursuant to Government Code Section 65450, a planned unit development, a conditional use permit or a similar device.

Planned Development projects must provide a greater level of community amenities and cohesiveness, achieve superior design and create a more desirable living environment than could be achieved through conventional subdivision design and requirements.

**Maximum Intensity:** The maximum overall intensity of areas designated Planned Development shall be consistent with the provisions of the Highland General Plan or determined through the development review process. In all cases, the overall intensity of Planned Development areas, and each portion thereof, shall be compatible with adjacent existing and planned land uses and shall address natural





features of the site. Restricted lands or lands unsuitable for development shall not be used for transfer of development rights purposes.

## **Commercial Designations**

### **General Commercial (GC)**



The primary purpose of areas designated General Commercial is to provide appropriately located areas for the general shopping and commercial service needs of area residents and workers. These include freestanding uses, as well as those within commercial centers of six acres or more.

Within the General Commercial designation, and subject to General Plan Policies and ordinance provisions of the City of Highland, appropriate land uses include a broad range of commercial, retail and service uses. Typical uses include general retail, markets, commercial services, restaurants, automotive repair and service, hardware and home improvement centers, commercial recreation, professional and business offices, financial institutions and automotive sales.

**Maximum Intensity:** 0.50 FAR

### **Neighborhood Commercial (NC)**



The primary purpose of areas designated Neighborhood Commercial is to provide appropriately located areas for the daily shopping and commercial service needs of area residents and workers. These areas typically include centers of three to six acres.

Within the Neighborhood Commercial designation, subject to applicable General Plan policies and ordinance provisions of the City of Highland, appropriate land uses include a range of common retail and personal service uses. Typical uses include markets and drug stores along with supporting uses in a shopping center setting, eating and drinking establishments, automotive service stations and financial institutions.

**Maximum Intensity:** 0.50 FAR

### **Planned Commercial (PC)**

The primary purpose of the Planned Commercial designation is to provide a means for the development of mixed-use commercial/office projects that recognize the site-specific constraints of designated parcels.

Within Planned Commercial areas, uses consistent with the General Commercial and Office Professional Categories may be appropriate, subject to General Plan policies and ordinance provisions of the City of Highland.



Development within areas designated Planned Commercial must be processed through the use of a specific plan pursuant to Government Code 65450, as a planned unit development, a conditional use permit or a similar mechanism.

**Maximum Intensity:** The uses and development intensities within Planned Commercial areas must provide appropriate transitions to adjacent land uses and be consistent with the provisions of the Highland General Plan or subject to development review.

**Office Professional (OP)**

The primary purpose of areas designated Office Professional is to provide areas for the establishment of office-based working environments for general professional and administrative offices, as well as necessary support uses.

Within the Office Professional designation, subject to applicable General Plan polices and ordinance provisions of the City of Highland, appropriate uses include administrative and professional offices and business-related retail service functions (restaurants, health clubs, financial institutions, medical and health care facilities, and vocational and trade schools).



**Maximum Intensity:** 0.50 FAR

**Business Park (BP)**

The Business Park designation allows for a variety of light industrial, research and development, and office uses that provide pleasant and attractive working environments. The designation also allows business support services, anchor retail developments and individual commercial uses that support the employees and clientele of the area.

Within the Business Park designation, subject to applicable General Plan policies and ordinance provisions of the City of Highland, appropriate uses include light manufacturing, wholesaling and warehousing conducted within an enclosed building; administrative and professional uses; business support uses; eating and drinking establishments; personal services; and retail sales of durable goods, along with general retail sales in areas designated to be retail anchors of a larger Business Park designated area.



**Maximum Intensity:** 0.45 FAR



## Industrial Designations

### *Industrial (I)*



The primary purpose of areas designated Industrial is to provide for light industrial, research and development, and office uses for firms seeking an attractive and pleasant working environment and an advantageous location with proximity to the San Bernardino International Airport and freeway access.

Within the Industrial areas, subject to applicable General Plan policies and ordinance provisions of the City of Highland, appropriate uses include those uses which can be made compatible with other uses within Highland in terms of generation of noise, dust, odors, vibration, glare, air pollutant emissions, traffic generation and transportation, storage use and the creation of hazardous materials. Policies for compatibility with other uses are further addressed in the Community Design Element.

Typical uses include light manufacturing and assembly, small scale warehousing and distribution, and research and development. In addition, administrative offices supporting the primary industrial use of the property may be permitted.

**Maximum Intensity:** 0.45 FAR

## Special Designations

### *Mixed-Use (MU)*

Areas designated as Mixed-Use are designed to function differently from the typical patterns of individual, segregated land uses. Uses and activities are integrated to create a dynamic urban environment that serves as the center of activity for the surrounding area.

The designation provides opportunities for an integrated mix of residential, retail, service, civic, entertainment and office opportunities in a pedestrian-friendly environment. Because of their more intense, compact development, Mixed-Use areas encourage the use of transit service and other forms of transportation, including pedestrian and bicycle travel.

Continuous commercial street frontage on the first and, perhaps, second floors, supported by residential and/or office uses above, is the typical pattern of vertically mixed land use. Uses may also be mixed in a horizontal, or multi-use, pattern. For example, freestanding structures may consist of a single use adjacent to structures with different uses on the same or adjacent parcel. Stand-alone uses within a multi-use project need to be integrated into an overall project design and connected to other adjoining uses by plazas, promenades and landscaped corridors,



and should include common architectural themes and signage. Typical residential uses could include apartments, live-work units, town homes, flats and artist-style lofts. Residential development in these areas emphasizes quality and offers a variety of amenities.

The scale, density, size and mixture of uses in the mixed-use areas vary based upon the character of the surrounding area.

**Maximum Intensity:** 18 dwelling units per 1.0 acre, or 1.0 FAR

***Public/Institutional (P/I)***

The primary purpose of the Public/Institutional land use designation is to provide for the construction of public and institutional activities including, but not limited to, local state and federal agencies, special districts, public and private utilities, and regional institutions.

Within areas designated as Public/Institutional, subject to applicable General Plan policies and ordinance provisions of the City of Highland, appropriate uses include City facilities, public and private schools, fire stations, parks, hospitals, libraries, post offices and other public, quasi-public and institutional uses.

To the extent possible, institutional facilities should be clustered to support other similar uses and benefit from access to various modes of transportation.

Public/Institutional uses designated on the Land Use Plan are either existing facilities or known planned facilities. Additional uses, including assembly areas and day care facilities, may be developed in other land use designations under the procedures established in the Development Code. The maximum intensity reflects the potential for office uses used by governmental or quasi-public agencies. Additional intensity provisions are addressed in the Development Code.

**Maximum Intensity:** 1.0 FAR

***Historic Village District (HVD)***

Within the Historic Village District area, as shown on the land use map and subject to applicable General Plan Policies and ordinance provisions of the City of Highland, appropriate land uses include a wide variety of commercial uses, emphasizing specialty retail and office uses, and low density residential uses.

The primary purpose of commercial development is to provide for the establishment of commercial and office-related land uses that recognize and are compatible with the historical small town nature of the original Highland Townsite, as well as to preserve architecturally significant residential structures within the village area. Typical uses include





specialty retail (e.g., handcraft shops, art galleries, book stores, curio/antique stores and flower shops), commercial services, professional and business offices, restaurants, cultural facilities, financial institutions, vocational and trade schools, and bed-and-breakfast inns. The village area should emphasize uses that contribute to the vitality of the whole, creating pedestrian traffic and interest.

Within the residential areas, land uses are generally limited to low density residential uses subject to applicable General Plan policies and Historic District requirements and guidelines, along with applicable ordinance provisions of the City of Highland. Residential structures of historical merit may be preserved to a state that is true to the era when the structure was built. Residential uses limited to congregate or residential care facilities for senior citizens are also appropriate uses.

Adaptive reuse of historic residential and commercial structures may be considered in areas adjacent to the historic commercial core area. Proposed projects would need to demonstrate that parking and circulation issues and impacts to surrounding residential uses would be addressed and mitigated and architectural character would be preserved.

New construction throughout the District must respect the significance of the older structures in the district by incorporating similar scale and proportion and architecture that reflects the district's historic traditions.

**Maximum Intensity:** 6 dwelling units per 1.0 acre, or 0.50 FAR

 For policies regarding the Historic Village District, please see the **Community Design Element**.

## Open Space Designations

### Open Space (OS)

The primary purpose of the Open Space land use designation is to preserve natural open space, utility corridors, water conservation facilities, sensitive habitat areas, and passive recreation areas for the protection of environmental values, natural resources, views, recreation, aesthetics and public safety.

**Maximum Intensity:** The maximum land use intensity of Open Space lands is governed by the open space purpose of the land so designated. These areas are not intended for urban or rural development.



### Parks (P)

The Parks designation allows for active and passive recreational uses such as parks, trails, athletic fields, interpretive centers and golf courses. Discussion and policies regarding the provision, acquisition and



maintenance of parks is provided in the Conservation and Open Space Element.

**Maximum Intensity:** The maximum land use intensity of the Parks designation is governed by the recreational purpose of the land so designated. These areas are not intended for urban or rural development.



### Plan Objectives

The Highland Vision articulates a number of community values and desires that serve as a foundation for the Land Use Element and the Land Use Plan. The primary objective of the Land Use Plan is to set the land use direction of the Highland Vision, while reflecting the results of economic and demographic trends, market positioning and economic development opportunities.

The following objectives summarize the general land use objectives that guide the development of the Land Use Plan and set the foundation for the goals and policies section of this element. It is important to note that many other important and related objectives, such as keeping Highland a safe place, maintaining high levels of community services and ensuring quality design, are addressed throughout the other elements of the General Plan.

To further the Vision, the Plan seeks to:

- Plan for future growth;
- Provide clarity in land use guidance;
- Maintain a mix of development with urban, suburban and rural character;
- Create places for people to live, shop, work, learn and recreate;
- Protect and enhance Highland's neighborhoods;
- Provide new housing opportunities;
- Strengthen commercial opportunities;
- Expand the employment base;
- Ensure land use compatibility; and
- Preserve natural resources.

Each of these objectives is described in further detail in the Goals and Policies section at the end of the Element.



## **Land Use Buildout Analysis**

Providing a blueprint for the future development of Highland is one of the primary purposes of the General Plan. The Land Use Plan, which includes areas within Highland's sphere of influence, identifies 6,395 acres of residential land uses, including Planned Development; 58 acres of mixed-use land uses; 754 acres of employment-generating land uses, not including commercial uses allowed in Planned Development areas; and 3,570 acres of open space and park uses. Assuming a probable intensity for each of the land use designations, the land use plan provides for 20,910 dwelling units (see Table 2.1). Based on a factor of 3.45 persons per household, the estimated buildout population of the Land Use Plan would be 72,137 persons.

Of the employment-generating land uses, the Land Use Plan provides for a total of 198 acres of General, Neighborhood, Base Line, Village and Planned Commercial uses; 13 acres of Office/Professional uses; and 338 acres of Business Park and Industrial uses. Combined with the office and retail employment generated by the Mixed-Use designation, the Land Use Plan would generate approximately 19,492 jobs using the probable intensity factors (FARs) for each nonresidential land use designation (see Table 2.2).



**Table 2.1: Residential Buildout Estimates**

Land Use Designation	Probable Density	Acres	Dwelling Units	Persons per Household	Population
Agricultural/Equestrian	1.0	955	955	3.45	3,293
Low Density	4.6	3,044	14,059	3.45	48,504
Medium Density	8.0	398	3,187	3.45	10,996
High Density	14.0	24	336	3.45	1,159
Village Residential	4.6	22	101	3.45	349
Mixed Use	16	58	311	3.45	1,071
Planned Development	See notes	1,962	1,961	3.45	6,765
<b>Total</b>		<b>6,463</b>	<b>20,910</b>		<b>72,137</b>

Notes:

Acreeges include sphere of influence areas.

Approximately 20 acres of the Mixed Use areas are assumed for residential uses at an average density of 16 dwelling units per acre.

Densities for Planned Development areas vary and typically range from 4.6 to 12.0 dwelling units per acre. The assumed density for the Seven Oaks Planned Development area assumes 1 dwelling unit per 5 acres.

The East Highlands Ranch PUD comprises 1,655 acres. The individual land uses have been disaggregated and included in the above totals.

**Table 2.2: Nonresidential Buildout Estimates**

Land Use Designation	Probable Intensity	Acres	Square Footage	Square Feet per Employee
General Commercial	0.35	75	1,148,024	500
Neighborhood Commercial	0.35	32	490,921	500
Base Line Commercial	0.35	14	213,444	500
Office/Professional	0.35	13	204,296	250
Business Park	0.30	184	2,407,126	600
Village Commercial	0.35	10	158,558	500
Mixed Use	See notes	58	729,511	250-1000
Planned Commercial	See notes	67	1,013,859	250-500
Planned Development	See notes	1,962	611,444	250-500
Industrial	0.30	154	2,007,245	1,000
Public/Institutional	0.35	205	3,125,430	1,000
Parks	N/A	48	N/A	435,600
Open Space	N/A	3,522	N/A	N/A
<b>Total</b>		<b>6,344</b>	<b>12,109,858</b>	

Notes:

Acreeges include sphere of influence areas.

Approximately 20 acres of the Mixed Use areas are assumed for commercial areas at 0.50 FAR; 5 acres for office/professional uses at 0.35 FAR; 10 acres for civic uses at 0.50 FAR; and 4 acres for public spaces (or a total of 39 acres for nonresidential uses)

Since the Planned Commercial designation allows both commercial and office/professional uses, the total acreage of 66.5 acres assumes 53.2 acres of Commercial at 0.35 FAR and 13.3 acres of Office/Professional uses at 0.35 FAR.

Only one Planned Development area includes nonresidential land uses. The Golden Triangle area assumes approximately 25 acres of Commercial at 0.35 FAR and approximately 15 acres of Office/Professional at 0.35 FAR. The remainder of this area (117 acres) is designated for residential uses.

The East Highlands Ranch PUD comprises 1,655 acres. The individual land uses have been disaggregated and included in the above totals.



## GOALS AND POLICIES

This section of the Land Use Element describes land use goals and policies that, in conjunction with the Land Use Plan and accompanying density and intensity standards, guide future land development and land use decisions in Highland. Goals and policies are divided into two subsections: those that apply Citywide and those that apply to specific Community Policy Areas.

In addition to these goals, it is important to note that additional land use direction is provided through other General Plan Elements, the Development Code and redevelopment efforts.

### Citywide Goals and Policies

#### Creating Places for Social Interaction

An important principle of the Highland Vision is to create places for residents to live, shop, work, learn, recreate and get to know one another. The Mixed-Use and Planned Development designations provide excellent opportunities where all of these functions can occur. In particular, the Town Center and Golden Triangle encourage a mix of residential, retail, entertainment and employment uses.

Policies tailored to each of these areas and their development are provided in the Community Policy Areas section. Additional policies that guide the physical development of these places are found in the Community Design Element.

#### GOAL 2.1

**Create opportunities for a diverse population to interact, exchange ideas, and establish and realize common goals as a unified community.**

#### *Policies*

- 1) Actively plan and promote the development of the Town Center, Golden Triangle and other designated mixed-use areas.
- 2) Ensure that the Town Center and Golden Triangle promote safe and convenient pedestrian environments for residents, employees and visitors through the implementation of Land Use and Community Design Element policies and guidelines and Development Code standards.
- 3) Retain and provide a hierarchy of community gathering places, including the Town Center, park lands, a community center and



plaza areas within new commercial, office and industrial complexes.

- 4) Encourage future development to provide functional public spaces that foster social interaction.

## Protecting and Enhancing Neighborhoods

Neighborhoods are a major source of pride for Highland residents and are defined by the quality of their homes, the diversity of their residents, the beauty of their streetscapes, the views of the natural landscape, and the availability of and access to open space and recreation opportunities.

Many of the City’s neighborhoods provide a high-quality living environment, but as neighborhoods age, it is important for the City to proactively create partnerships with residents, apartment owners and other stakeholders. As such, Highland has and will continue to place a high priority on its neighborhood improvement program.

### GOAL 2.2

**Preserve and enhance the quality and character of Highland’s existing residential neighborhoods.**

#### *Policies*

- 1) Maintain the integrity of existing residential neighborhoods by preventing through traffic wherever possible, prohibiting encroachment by incompatible uses, and providing appropriate buffers between residential and nonresidential uses, as well as between single- and multiple-family areas.
- 2) Where conversion of a residential area to nonresidential uses is proposed, ensure that such conversion occurs in an orderly manner with minimal disruption to adjacent residential areas.
- 3) Ensure that all new development is designed in a manner that preserves the quality of life in existing neighborhoods.
- 4) Continue to implement the City’s neighborhood improvement efforts in working with neighborhood stakeholders to create and implement long-term plans.

## Providing New Housing Opportunities

Growth projections indicate that Highland will grow from a population of 44,668 in the year 2000 to a population of approximately 67,000 by the year 2030. As indicated in the Land Use Buildout Analysis section of this



element, the Land Use Plan provides enough capacity to accommodate nearly 21,000 units and over 72,000 residents.

As the City continues to mature, it must continue to offer a wide variety of housing opportunities for Highland's increasingly diverse community. Through the General Plan, Highland offers opportunities for estate homes in the eastern portions of the City, suburban single-family neighborhoods throughout the City, as well as a diversity of multiple-family neighborhoods in a variety of settings, including the new mixed-use Town Center.

### **GOAL 2.3**

**Provide a variety of urban, suburban and rural housing opportunities that are adequate to meet the City's share of regional housing needs.**

#### ***Policies***

- 1) Provide a broad range of, and encourage innovation in, housing types that incorporate high quality design and construction.
- 2) Maintain residential areas that provide for and protect rural lifestyles, and protect natural resources and hillsides in the rural areas of the City.
- 3) Maintain residential areas that provide for a suburban lifestyle, including ownership of single-family housing.
- 4) Ensure that new residential development provides appropriate community amenities, including common open space and recreation areas.
- 5) Continue the innovative use of land resources and development of a variety of housing types and sizes within the City by using the Planned Development designation.
- 6) Require the preparation of a specific plan, planned unit development, conditional use permit or similar mechanism for residential development within areas designated Planned Development.
- 7) Require that Planned Development projects provide a greater level of community amenities and cohesiveness, achieve superior design and create a more desirable living environment than could be achieved through conventional subdivision design and requirements.
- 8) Encourage provision of low- and moderate-cost housing, as well housing for other identified special housing needs groups,



consistent with the other provisions of the General Plan and the City’s Redevelopment Agency Plan and housing goals.

- 9) Review the zoning and subdivision codes and include clear incentives for the provision of housing to meet the needs identified above, including, but not limited to, density bonuses of up to 25 percent over the densities indicated in the Land Use Element.

### **Strengthening Commercial Opportunities**

Because it is an older established community, Highland’s service costs may increase beyond Highland’s ability to generate public revenues to maintain and provide for City services and infrastructure. Attention to land uses that generate public revenue sources for capital facilities and operations and maintenance will be important to providing a high quality of public services and facilities.

Much of the market demand for retail opportunities in Highland is met in areas outside the City. As a result, Highland generates a relatively low level of retail sales tax per capita compared with other nearby communities. Maintaining competitiveness through retail revitalization of existing centers, maximizing the economic advantages posed by the proximity of San Bernardino International Airport, and new retail development that provides a wide range of retail goods and services will be necessary to enhance taxable retail sales. The City needs to identify and preserve strategic areas for future retail-oriented commercial uses and pursue economic development strategies that facilitate their development. The goal is to provide retail sites that encourage residents to spend dollars within the City and attract non-residents to shop within the City.

### **GOAL 2.4**

**Provide lands for retail and service commercial uses in sufficient quantity to meet the needs of Highland residents.**

#### ***Policies***

- 1) Maximize sales-tax-generating uses through the strategic location of commercial areas, particularly at freeway interchanges, at major intersections, and within the Town Center and Golden Triangle (see also Town Center, Golden Triangle and Victoria Avenue Corridor Community Policy Areas).
- 2) Consistent with maintaining an image of the City of Highland as a quality residential community, reserve vacant lands at heavily



traveled locations that are not appropriate for residential use for commercial, office, mixed-use or other nonresidential uses.

- 3) Prevent future strip commercial development by encouraging lot consolidation within commercially designated areas and by limiting commercial designations to areas of sufficient size to accommodate larger scale, quality development.
- 4) Establish minimum increments for the design of commercial development, permitting individual commercial lots to be developed while ensuring that the benefits of large-scale, high-quality developments are realized.
- 5) Specifically encourage the consolidation of individual parcels along Base Line to provide a sufficient land area for vibrant commercial uses.
- 6) Designate areas for Planned Commercial uses to provide a means for the development of mixed-use commercial/office projects that recognize the site-specific constraints of designated parcels.
- 7) Require that development within areas designated Planned Commercial be through use of a specific plan pursuant to Government Code Section 65450, a planned unit development, conditional use permit or similar mechanism.
- 8) Ensure that uses and development intensities within Planned Commercial areas provide appropriate transitions to adjacent land uses and are consistent with the provisions of the Highland General Plan.
- 9) Require development in areas designated Village Commercial to establish commercial and office-related land use types that recognize and are compatible with the historical, small town nature of the original Highland townsite.
- 10) Establish a clear preservation plan for the Village area, along with a historic preservation ordinance.

## **Expanding the Employment Base**

Given Highland's size and the predominance of built and planned residential development, Highland will never serve as a major regional employment hub. However, given the City's participation on regional boards such as the San Bernardino Association of Governments (SANBAG) and the San Bernardino International Airport Authority (SBIAA), Highland will have an important influence over the manner in which the surrounding East San Bernardino Valley's industrial and office economies develop. Highland's participation in these organizations will



be particularly important because the lack of land in San Bernardino County's west end is now forcing large industrial and commercial projects to consider the East San Bernardino Valley.

Though the amount of land in Highland designated for employment-generating uses is limited, the City has a clear stake in the development of jobs in the East San Bernardino Valley since many of its residents would be able to avoid long commutes by working locally. In addition, the expansion of the industrial sectors will bring money from the outside world to the East San Bernardino Valley, including Highland, generally buoying the local economy.

Additional policies for the 5<sup>th</sup> Street Corridor, which serves as a major gateway to the Airport and will become the major employment center of Highland, are provided in the Community Policy Areas section.

### GOAL 2.5

**Promote a mix of attractive employment-generating areas with a mix of uses that provide a sound and diversified economic base and that are compatible with the community's overall residential character.**

#### *Policies*

- 1) Require development in areas designated for Office Professional uses to provide areas for the establishment of office-based working environments for general, professional and administrative offices, as well as necessary support uses.
- 2) Require development in areas designated for Business Park uses to provide for light industrial, research and development, and/or office-based firms seeking a pleasant and attractive working environment, as well as for business support services and commercial uses requiring extensive land areas.
- 3) Require development in areas designated for Industrial uses to provide for light industrial, research and development, and office-based firms seeking an attractive and pleasant working environment and a prestige location.
- 4) Work with the San Bernardino International Airport Authority to ensure that future airport planning activities promote Highland's economic development objectives.



## **Ensuring Land Use Compatibility**

With Highland's diverse mix of residential, commercial, mixed-use, industrial and office uses, achieving land use compatibility can be a challenging process. Unmitigated or poorly designed uses, such as industrial uses or transportation facilities, can have potentially adverse effects upon adjacent residential neighborhoods, schools and habitat areas.

Site planning, orientation of uses on site and buffering between adjacent properties will all be necessary to maintain land use compatibility in Highland. As such, it should also be noted that policies related to the integration and buffering of land uses are also incorporated into the Community Design Element.

### **GOAL 2.6**

**Maintain an organized pattern of land use that minimizes conflicts between adjacent land uses.**

#### ***Policies***

- 1) Require that new development be at an appropriate density or intensity based upon compatibility with surrounding existing and planned land uses.
- 2) Where a question of compatibility exists, require the new use to conform to the lower intensity use.
- 3) Ensure that residential infill development respects the design character of the surrounding neighborhood by balancing the provision of density incentives with appropriate design concepts.
- 4) Ensure that land uses develop in accordance with the Land Use Plan and Development Code in an effort to attain land use compatibility.
- 5) Promote compatible development through adherence to Community Design Element policies and guidelines.
- 6) Require developers to consider and address project impacts upon surrounding neighborhoods during the design and development process.
- 7) Require new or expanded uses to provide mitigation or buffers, including greenbelts or landscaping, between dissimilar uses or existing uses where potential adverse impacts could occur.



- 8) Prohibit future multiple-family development in existing single-family designated neighborhoods.
- 9) Require landscape and/or open space buffers to maintain a natural edge for proposed private development directly adjacent to natural, public open space areas.
- 10) Aggressively review planning efforts of other jurisdictions to minimize potential incompatibilities with City land uses and preserve economic vitality.

### **Preserving Natural Resources**

Many, if not most, residents of Highland moved here because of the City's extraordinary environmental setting, which provides recreational, ecological and scenic value. The City's natural resources are one of the primary defining aspects of Highland's livability and character.

Poorly planned growth and development would threaten to degrade or eliminate this essential feature of the City. The Conservation and Open Space Element addresses this issue in greater detail. The policies below relate directly to preserving and enhancing open space and the City's natural resources through land use related methods.

#### **GOAL 2.7**

**Encourage natural resource and open space preservation through appropriate land use policies that recognize their value and through the conservation of areas required for the protection of public health and safety.**

#### ***Policies***

- 1) Within the eastern portions of the City, utilize lower densities to protect agricultural lands, scenic resources and topographic features.
- 2) Preserve agricultural lands within the eastern portions of the City as commercial operations if possible, or within residential developments if not. Utilize Planned Developments with joint ownership or agricultural uses or placement of low density housing within an overall grove setting.
- 3) Permit mineral extraction activities and expansion of existing operations only where the following findings can be made:
  - Potential significant impacts related to loss of significant biological resources have been mitigated to an acceptable



- level, as have potential significant impacts of noise, air pollutant emissions, dust and hazardous materials;
- Significant impacts will not be created on lands used or planned for residential use;
  - Public health and safety will be protected;
  - Haul routes have been identified, and will be utilized, which will not create significant impacts within residential areas and will not negatively impact access into commercial/industrial areas;
  - The municipal revenue-generating characteristics of the proposed operation are such that a positive fiscal benefit will accrue to the City of Highland and to its residents; and
  - The analysis of fiscal benefits shall account for the incremental capital and maintenance costs for the area circulation system created by the high intensity of truck use associated with the operation.
- 4) Preserve areas designated as Open Space to provide for recreation, preservation of scenic and environmental values, managed production of resources (agriculture, water reclamation and conservation, mineral extraction) and protection of public safety.
- 5) Promote joint development and use of open space resources with adjacent jurisdictions.

### **Maintaining a Regional Perspective**

Because of the interdependence of land uses between the various jurisdictions within the area, establishment of a clear policy regarding regional cooperation in managing land use and development is necessary. Such a policy includes instilling recognition that the land use decisions made by each agency may have far-reaching implications for the others. This is particularly true for development decisions made by the City of San Bernardino to the west, where jurisdictional boundaries between the two cities are inconsistent and result in inefficiencies of public service provision, and the County of San Bernardino within Highland's sphere of influence, where a development pattern has yet to be established.

As can be determined from the boundaries of the General Plan study area, planning issues related to the City of Highland are not always confined to the existing city limits. School districts, public utility service areas, and various special districts do not necessarily parallel City boundaries, even though they may have a significant impact on the development of the local community and its ability to provide services.



Highland’s General Plan must reflect these realities by including areas both inside and outside the City limits within the study area. It is therefore necessary to resolve these potential conflicts by obtaining a full understanding of other agencies’ concerns and integrating such potential issues into the General Plan process (Government Code Sections 651 03(e)(f), 65351 and 65352).

### GOAL 2.8

**Coordinate land use planning programs between local, regional, state and federal jurisdictions.**

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#### *Policy*

- 1) Notify neighboring jurisdictions and adjacent developments when considering changes to the City’s existing land use pattern adjacent to City boundaries.
- 2) Cooperate with neighboring jurisdictions through review and comment on proposed changes to existing land use patterns that could affect the City of Highland.
- 3) Establish regular lines of communication with local, regional, state and federal agencies whose planning programs may affect Highland residents and businesses.

### GOAL 2.9

**Establish and maintain logical City boundaries that reflect existing service capabilities, social and economic interdependencies, citizen desires and City costs and revenues.**

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#### *Policy*

- 1) Work with the Local Agency Formation Commission (LAFCO), the City and County of San Bernardino, and area residents to promote the establishment of better-defined boundaries that would facilitate more efficient provision of municipal services and an economically viable community.
- 2) Consider annexation of such areas where the following findings can be made:
  - The proposed annexation is consistent with goals and objectives of the General Plan.
  - Significant benefits will be derived by the City and affected property owners and/or residents upon annexation.



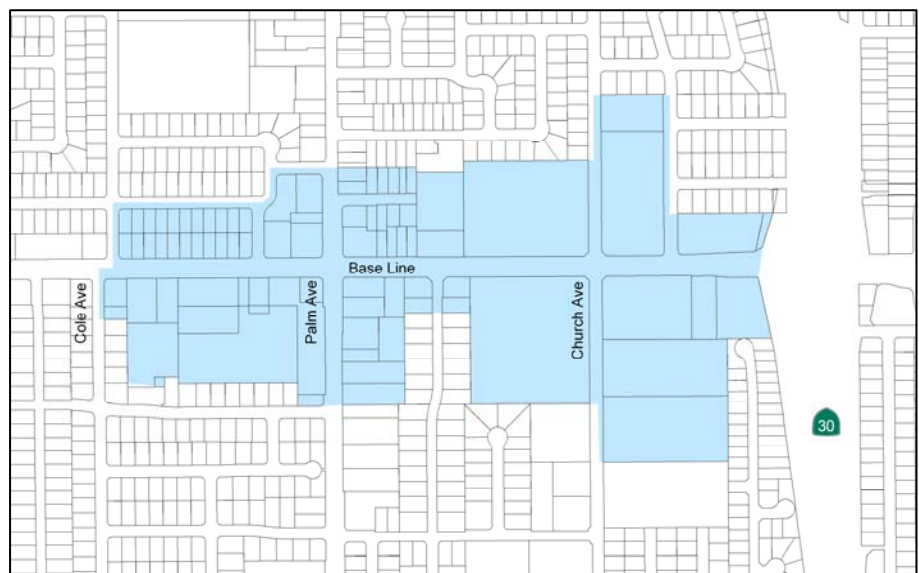
- There exists a significant social and economic interdependence and interaction between the City of Highland and the area proposed for annexation.
- 3) Work with the City of San Bernardino to provide buffers in areas where existing or planned land uses in one city are incompatible with adjacent areas in the other.

## **Community Policy Areas**

This section provides goals and policies focused towards individual areas of the City. As part of the Land Use Element, these policies focus on land use issues. Together with the other Elements of the General Plan, the Development Code and ongoing neighborhood and capital improvement programs, these goals and policies will help create, preserve and enhance these community policy areas.

### **Town Center**

There is one place, more than any other, where residents and visitors gain an impression of Highland. It is the land along Base Line on either side of SR-30. The reason is very simple: this is the primary entry to the center of the community. It isn't that other entry points are unimportant; it is just that this one is so prominent.



To the east, the contemporary suburban nature of the East Highlands Ranch area is well established and speaks for itself. To the west, a clear image is yet to emerge. Roughly between the freeway and the City Hall along Base Line is an area designated as the Town Center. It is not envisioned as a traditional downtown, largely because Base Line is so



wide and busy that it creates a barrier between opposite sides of the street. It is not a particularly pedestrian-friendly street. Moreover, there was no evolution of this area as a downtown. The early downtown was a quarter mile to the north. Yet, there is an emerging mixture of activities in this part of Highland, many of which are typically found in downtowns. They include retail businesses and offices, traveler-serving uses, places to eat, civic uses and institutional uses such as churches and schools (immediately adjacent).

Further north and south these uses merge with existing or potential residential neighborhoods. Each of the four quadrants formed by the intersection of Base Line and Palm Avenue contributes a unique set of opportunities for the future Town Center. The southeast quadrant is a mix of institutional, residential and commercial uses. The southwest quadrant emphasizes public uses. The northwest quadrant emphasizes retail uses. The northeast quadrant is a cluster of mostly vacant land, one of the City's most significant. The first three quadrants will achieve their potential through infill, intensification, rehabilitation and even redevelopment. The largely vacant quadrant will be the focus of totally new development.

The following policies specifically relate to the land use aspects of the Town Center. A host of design-related policies are provided in the Community Design Element.

### GOAL 2.10

**Create a new Town Center where Highland residents, employees and visitors can live, shop, work, recreate and socialize in a vibrant, safe and pedestrian-friendly environment.**

#### *Policies*

- 1) Ensure quality design through adherence to the Town Center design guidelines and policies in the Community Design Element.
- 2) Ensure that the Town Center maintains a mix of uses attractive to broad segments of Highland's population and that stimulate activity during day and evening hours, every day of the week.
- 3) Provide access to multiple modes of travel, including pedestrian, bicycle, transit and automobile.
- 4) Work with property owners to implement the Town Center Vision.
- 5) Protect surrounding single-family neighborhoods from incompatible uses.

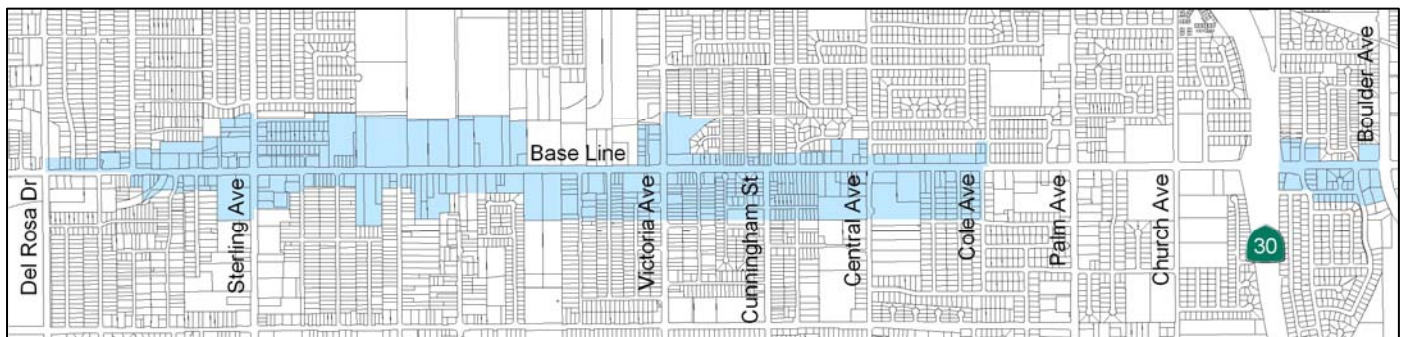


- 6) Provide transition areas/buffers between land uses within the Town Center and with surrounding neighborhoods.
- 7) Connect the Town Center physically and visually with the Historic Village District with pedestrian connections, historically compatible architecture, signage, landscaping and other streetscape elements.
- 8) Explore opportunities to relocate historic structures onto the Town Center site in prominent locations.
- 9) Require new development to provide for public plazas and other gathering places.
- 10) Prohibit freestanding drive-through commercial structures and convenience commercial uses, except at the major intersection of Palm Avenue and Base Line.

### **Base Line Corridor**

Base Line is the principal east/west corridor through the City, and its primary commercial area. It is bounded by residential, commercial, public and industrial uses. The corridor suffers from poor visual quality. Commercial lots are shallow, often extending not more than 100 feet from the street frontage, and are generally narrow. Most parcels along Base Line are too small to effectively support a vibrant commercial operation. These factors have led to the development of small-scale freestanding business establishments that lack landscaping and adequate off-street parking. There are some multiple and single-family residential developments among the commercial uses.

To revitalize the corridor, the Land Use Plan redesignates many of the mid-block commercial uses to Medium Density residential uses. This change provides new housing opportunities in the western half of Highland and simultaneously provides additional retail support with new residents and added income to the area.





Because of the nature of the Base Line Corridor and its function as a major transportation thoroughfare, residential development will need to be carefully designed and sensitive to noise and safety issues associated with Base Line. Policies for the design of Base Line Corridor residential development are found in the Community Design Element, while development standards are provided in the Development Code.

## GOAL 2.11

**Revitalize the Base Line Corridor by concentrating commercial uses at strategic intersections and by redeveloping aging, mid-block commercial areas with new residential development.**

### *Policies*

- 1) Revitalize the Base Line Corridor with infill development of vacant land and redevelopment of aging commercial areas with residential development, consistent with the Land Use Plan.
- 2) Specifically encourage the consolidation of individual parcels along Base Line to provide a sufficient land area for vibrant commercial uses.
- 3) Prohibit the development of parcels not fronting on Base Line for commercial use except as part of an integrated commercial project that will take its access from, and focus on Base Line.
- 4) Limit new access for commercial uses to Base Line, Del Rosa Drive, Sterling Avenue, Victoria Avenue, Central Avenue, Stoney Creek and Boulder Avenue.
- 5) Consolidate existing access to accommodate future medians.
- 6) Facilitate conversion of existing residential parcels along the rear of commercially designated areas along Base Line on a block-by-block, rather than on a parcel-by-parcel basis.
- 7) Ensure quality commercial and residential development through adherence to the Community Design Element policies and guidelines and Development Code standards.

### **Golden Triangle**

Nestled between the City's two creeks and Boulder Avenue is a unique collection of vacant and agricultural lands that offer tremendous economic development opportunities. As a result of the borders and potential of these properties, this area came to be known as the Golden

Triangle. The Golden Triangle enjoys several key advantages that bolster its development potential: access, visibility, size and location.

Direct freeway access is provided at the southwestern portion of the Triangle at the 5<sup>th</sup> Street exit, while Boulder Avenue provides major arterial access for the northern and eastern portion of the Triangle. Additionally, visibility of the properties is very high for traffic traveling in any direction along the surrounding roadways. This visibility is accentuated by City Creek and Plunge Creek, which serve as visual resources and natural buffers, both insulating the Triangle from competing land uses and highlighting the area as an island of development.



Another key advantage of the Golden Triangle is sheer size. At 165 acres, the area is prime for a master-planning effort that could result in a purposeful, cohesive and successful economic center. Although the presence of multiple property owners may be a concern, the majority of vacant or agricultural lands are very large and located adjacent to each other. Together, these properties form a great location to meet the City's employment and retail needs. Finally, as with the Corridors, the Golden Triangle is located within Highland's Redevelopment Project Area, which should facilitate the properties' full development.

Success is not guaranteed, however, since any economic development would face competition from businesses in neighboring Redlands. Additionally, increasing congestion on 5<sup>th</sup> Street may negate the Triangle's advantage of good freeway access. Similarly, the benefits of visual resources and natural buffers provided by City Creek and Plunge Creek may also preclude significant development because portions of the Golden Triangle fall within the City's flood hazard area. If Highland can



successfully mitigate these constraints, the Golden Triangle should offer economic success equal to its name.

As such, the General Plan intent for this area is to facilitate a master-planned, mixed-use type of development large enough to cater to residential, retail and office uses within a well-coordinated group of individually designed projects. Residential and employment-generating land uses would be interconnected with a system of landscaped trails, pedestrian pathways and local streets.

For purposes of the buildout projections identified earlier in the element, it is assumed that approximately 115 acres would be devoted to residential uses, 25 acres for retail uses, and 15 acres for office uses, with the remainder being used for public spaces, including recreation areas, trails, plazas, etc.

### GOAL 2.12

**Create a signature, mixed-use master-planned community that integrates commercial, office and residential uses in a unique environmental setting.**

#### *Policies*

- 1) Require commercial designs within this area to relate to adjacent major roadways and the freeway.
- 2) Concentrate office and big box retail uses along 5<sup>th</sup> Street.
- 3) Provide adequate transitions and/or buffers between residential and nonresidential uses within the area.
- 4) Require residential development to provide adequate amenities such as common open space and recreation areas.
- 5) Require commercial development to provide functional public spaces and/or plazas for shoppers and visitors.
- 6) Land use intensity will be determined upon the adoption of a specific plan, planned unit development, conditional use permit or similar mechanism.
- 7) Ensure quality design through adherence to the Community Design Element policies and applicable Development Code standards.
- 8) Orient uses along City Creek to take advantage of views of and connections to open space and recreational amenities.

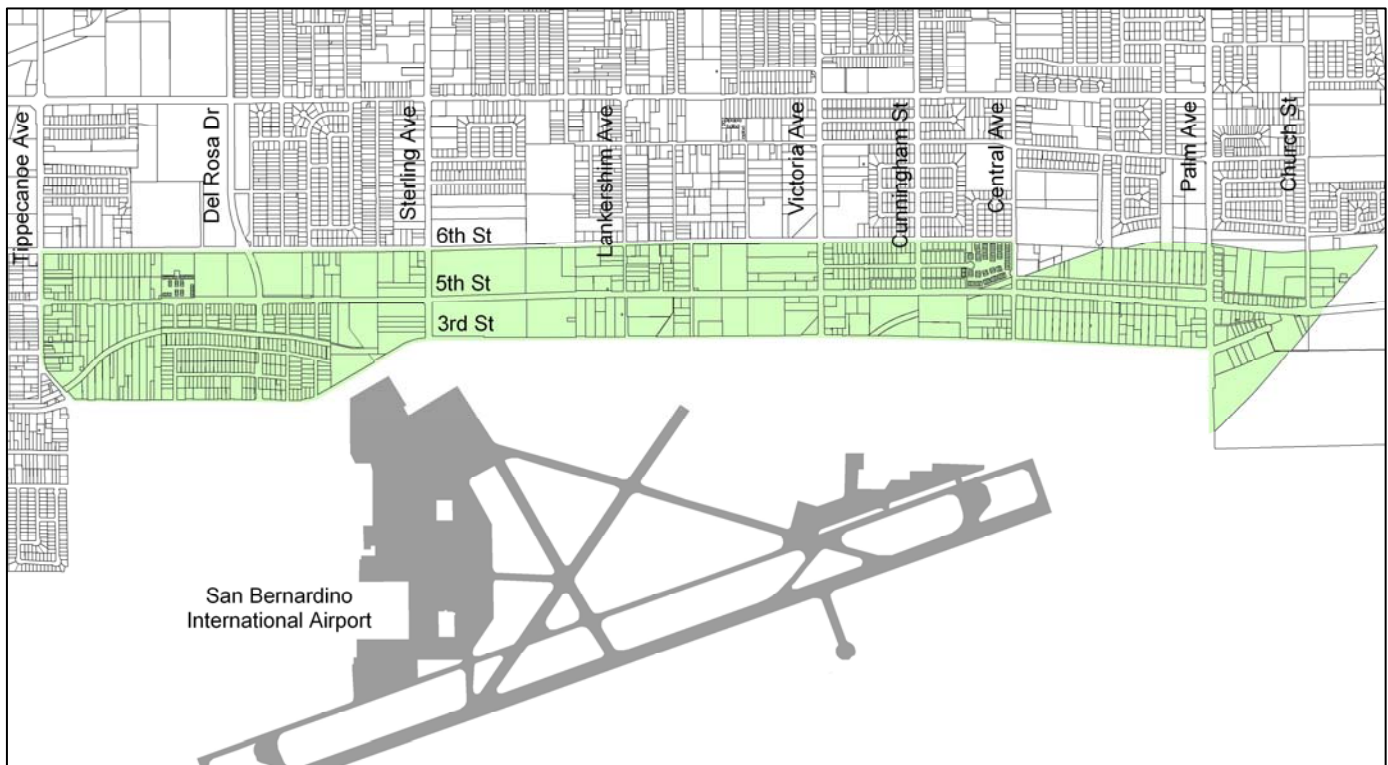


- 9) Actively participate in future San Bernardino International Airport planning activities to minimize potential negative impacts on Highland's economic development opportunities and quality of life.

### **5<sup>th</sup> Street Corridor**

Lack of available industrial land west of Interstate 15 is forcing industrial development to move eastward towards Highland. Looking ahead, the movement of blue-collar jobs into the region surrounding Highland and the San Bernardino International Airport (SBIA) is forecasted to bring in 12,190 new jobs between 2003 and 2009. In turn, the energy that these new jobs will add to the economy will support an additional 12,190 jobs in sectors such as retailing, consumer services and health care.

With its strategic location between SBIA and the SR-3/I-210 corridor, the 5<sup>th</sup> Street Corridor represents an excellent opportunity to capture some of this potential employment growth. To position Highland to take advantage of this increased demand, the Land Use Plan for the 5<sup>th</sup> Street Corridor is dominated by Business Park and Industrial land uses.





## GOAL 2.13

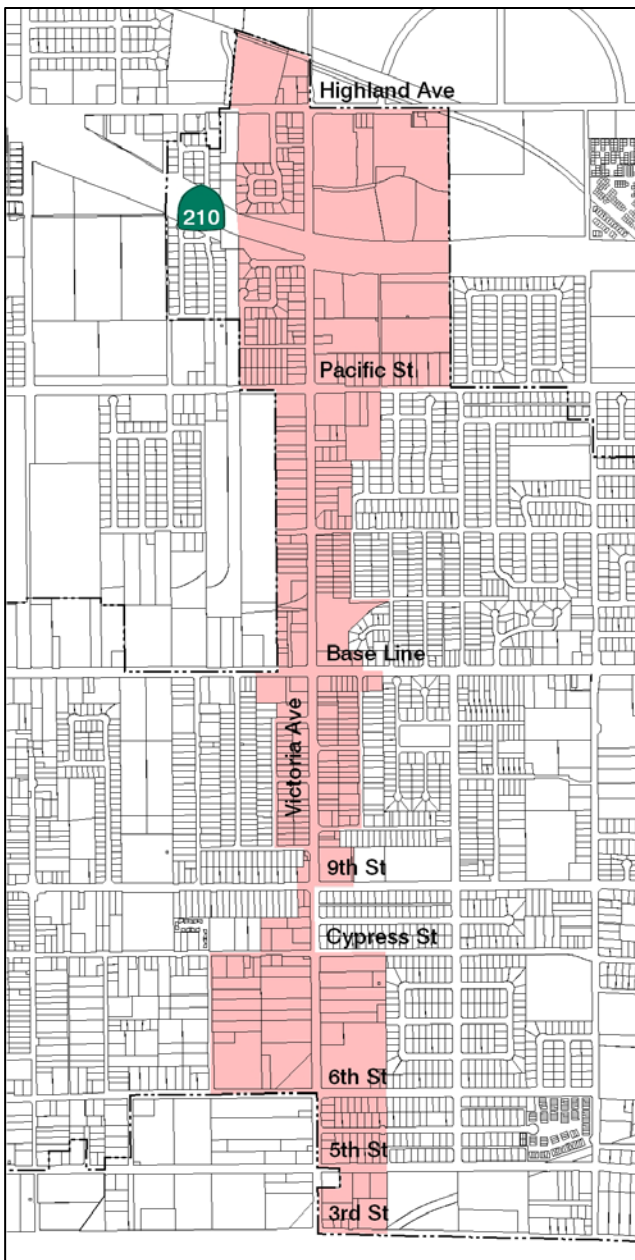
### **Transform the 5<sup>th</sup> Street Corridor into a major employment center and gateway to the San Bernardino International Airport.**

#### ***Policies***

- 1) Continue to coordinate with the City of San Bernardino and the San Bernardino International Airport Authority for future planning on and around the airport.
- 2) Continue to plan and promote the 5<sup>th</sup> Street Corridor as the major industrial entryway into the San Bernardino International Airport.
- 3) Develop a comprehensive design and branding program for the 5<sup>th</sup> Street Corridor, promoting it as a unified, business-friendly employment center.
- 4) Ensure exceptional circulation through adherence to the policies of the Circulation Element.
- 5) Protect and enhance the integrity and desirability of industrial sites from nonindustrial uses.
- 6) Improve landscaping along the edges and median of 5<sup>th</sup> Street and the boundaries of the corridor.
- 7) Ensure quality development through Development Code standards and the Community Design Element policies and guidelines.
- 8) Until nonconforming residential uses transition out of the area, provide adequate transitions and/or buffers between existing residential neighborhoods and industrial or other incompatible land uses.
- 9) Work with San Bernardino International Airport Authority to ensure that future planning activities encourage consistency with adopted City land use plans and minimize impacts on Highland's economic development opportunities and quality of life.

#### **Victoria Avenue Corridor**

As the primary passenger entryway into the San Bernardino International Airport from I-210, new land use patterns will need to be established to take advantage of future commercial opportunities, improve traffic and provide future development opportunities along Victoria Avenue. Currently, single-family residential uses and scattered strip development maintain individual access points to Victoria Avenue, which create



significant traffic congestion. Furthermore, to accommodate future traffic volumes, Victoria Avenue will need to be expanded and could impact current and future development along the corridor. To ensure quality development opportunities in the future, individual parcels will need to be consolidated.

### GOAL 2.14

**Establish the Victoria Avenue Corridor as the major entryway into the San Bernardino International Airport.**

#### *Policies*

- 1) Concentrate commercial uses along Victoria Avenue at Base Line, Pacific Street and Highland Avenue.
- 2) Allow for a mix of commercial and residential uses in appropriate areas through the Planned Development land use designation.
- 3) Provide residential opportunities in mid-block areas between 9<sup>th</sup> Street and Pacific Avenue.
- 4) Encourage the consolidation of parcels to promote quality, planned development.
- 5) Consolidate access points along Victoria Avenue to improve traffic flows.
- 6) Create a major business park node at the southern terminus of Victoria Avenue to maximize employment opportunities adjacent to the airport.

### Seven Oaks Area

Located east of the Santa Ana River, the property known as the Seven Oaks area represents Highland's most significant prime residential real estate opportunity. The 1,900-acre property, annexed by the City in 2000, is designated as Planned Development, which ensures that the area will be planned comprehensively to ensure quality development that functions as a whole.

The site could accommodate hundreds or even thousands of high-end housing units, depending upon a variety of natural and infrastructure



constraints. This housing would enhance the City's housing stock and provide homeownership opportunities for affluent residents both from within and outside the City of Highland. Future residents would enjoy large lots and an elevated view of the Santa Ana River Wash, the San Bernardino Mountains, and surrounding jurisdictions. Although the property was acquired as a borrow site for landfill for Seven Oaks Dam construction and has been heavily disturbed, the property configuration is highly amenable to residential development. It occupies a strategic location between the Santa Ana River and Mill Creek with a commanding view of the Santa Ana River downstream of Seven Oaks Dam as well as the surrounding San Bernardino Mountains.

However, the site has limited access, with Greenspot Road providing the sole connection to the western part of Highland and with future access to Bryant Street to the east via an extension of Greenspot Road. Additional access is available from the south via the City of Redlands. Given the outlying location and limited access, future development on the Seven Oaks property will need to be able to operate with a significant degree of autonomy. The site should be master planned to ensure adequate development of recreational amenities and other public facilities and services. However, prior to any further planning or development activities, the City should revisit and refine their strategy for the Seven Oaks property.

Because of its access limits and adjacency to the City of Redlands, future planning will require close collaboration between the two cities.

### GOAL 2.15

**Create a one-of-a-kind, high-quality, master-planned estate community in the Seven Oaks area that incorporates substantial scenic, open space, recreation and trail amenities.**

#### *Policies*

- 1) Ensure trail connections to existing or planned local and regional open space and trail systems.
- 2) Provide extensive open space linkages within the site to connect to adjacent open space resources.
- 3) Continue to collaborate with the City of Redlands, the County of San Bernardino and property owners.
- 4) Ensure that sufficient access, including emergency access, is provided to support future development.



- 5) Ensure that adequate public services and facilities keep pace with future development.
- 6) Provide appropriate habitat corridor linkages in collaboration with applicable habitat conservation planning.
- 7) Implement future development guidance of the Seven Oaks area by means of a specific plan or similar mechanism.
- 8) Require that hillside development minimize alteration of the natural landforms and natural vegetation, while maximizing viewshed protection.
- 9) Limit grading to the amount necessary to provide stable areas for structural foundations, street rights-of-way, parking facilities and other intended uses.
- 10) Minimize import/export associated with grading.
- 11) Consider clustered development, especially in connection with such recreation amenities as a golf course, in future planning activities for the site.
- 12) Maintain the Greenspot Agricultural Preserve until such time future development is proposed or more detailed planning is initiated. In the event that proposed development would impact the Agricultural Preserve, the City shall evaluate the viability of incorporating the Preserve into the development, consistent with the City adopted *Rules and Procedures for the Administration of Agricultural Preserves and Contracts*.