City of Yucaipa

Annual Housing Element

And General Plan

Progress Report

01/01/23 to 12/31/23

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Purpose of the Annual Report

Government Code Section 65400 mandates that certain cities and all 58 counties submit an Annual Progress Report (APR) on the status of the Housing Element and progress in its implementation to their legislative bodies, the Governor's Office of Planning and Research (OPR), and the Department of Housing and Community Development (HCD) by April 1st of each year. The APR provides local legislative bodies with information regarding the implementation of the General Plan for their city or county. APRs must be presented to the local legislative body for its review and acceptance, usually as a discussion item on a regular meeting agenda. Therefore, the APR should provide enough information for decision makers to assess how the General Plan was implemented during the 12-month reporting period, typically the previous calendar year.

More specifically, APRs explain how land use decisions relate to adopted goals, policies, and implementation measures of the General Plan. The APR should provide enough information to identify necessary "course adjustments" or modifications to the General Plan, and means to improve local implementation. The State uses the APR to identify statewide trends in land use decision making and determine how local planning and development activities relate to statewide planning goals and policies. APRs may identify needed modifications and improvements to OPR's General Plan Guidelines. In addition, OPR can track progress on a local jurisdiction's comprehensive General Plan update using information provided in the APR.[1]

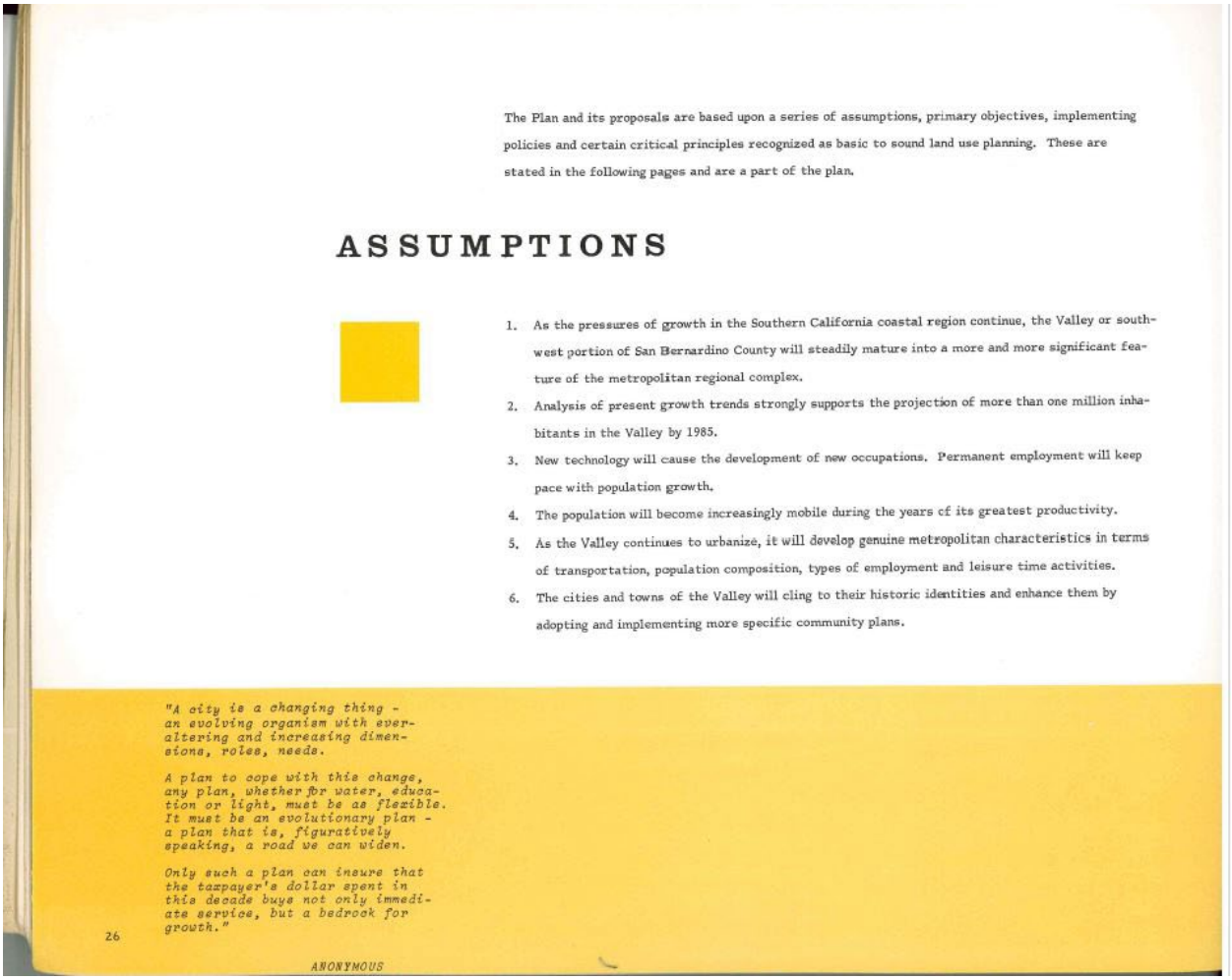
Background on the Existing City of Yucaipa General Plan

In 1980, the County Development Code revised the County's previous zoning ordinance and created the Community Plan System of land use districts (zoning). County-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 uses 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 were prepared through the years. At that time, Yucaipa was unincorporated and subject to the County General Plan in all its aspects. In November of that year, the City became an incorporated community.

[1] Governor's Office of Planning and Research. State of California: 2007 General Plan Annual Progress Report Guidance. Office of Planning and Research: Sacramento, 2007.



The Plan and its proposals are based upon a series of assumptions, primary objectives, implementing policies and certain critical principles recognized as basic to sound land use planning. These are stated in the following pages and are a part of the plan.

ASSUMPTIONS

1. As the pressures of growth in the Southern California coastal region continue, the Valley or southwest portion of San Bernardino County will steadily mature into a more and more significant feature of the metropolitan regional complex.
2. Analysis of present growth trends strongly supports the projection of more than one million inhabitants in the Valley by 1985.
3. New technology will cause the development of new occupations. Permanent employment will keep pace with population growth.
4. The population will become increasingly mobile during the years of its greatest productivity.
5. As the Valley continues to urbanize, it will develop genuine metropolitan characteristics in terms of transportation, population composition, types of employment and leisure time activities.
6. The cities and towns of the Valley will cling to their historic identities and enhance them by adopting and implementing more specific community plans.

"A city is a changing thing - an evolving organism with ever-altering and increasing dimensions, roles, needs.

A plan to cope with this change, any plan, whether for water, education or light, must be as flexible. It must be an evolutionary plan - a plan that is, figuratively speaking, a road we can widen.

Only such a plan can insure that the taxpayer's dollar spent in this decade buys not only immediate service, but a bedrock for growth."

ANONYMOUS

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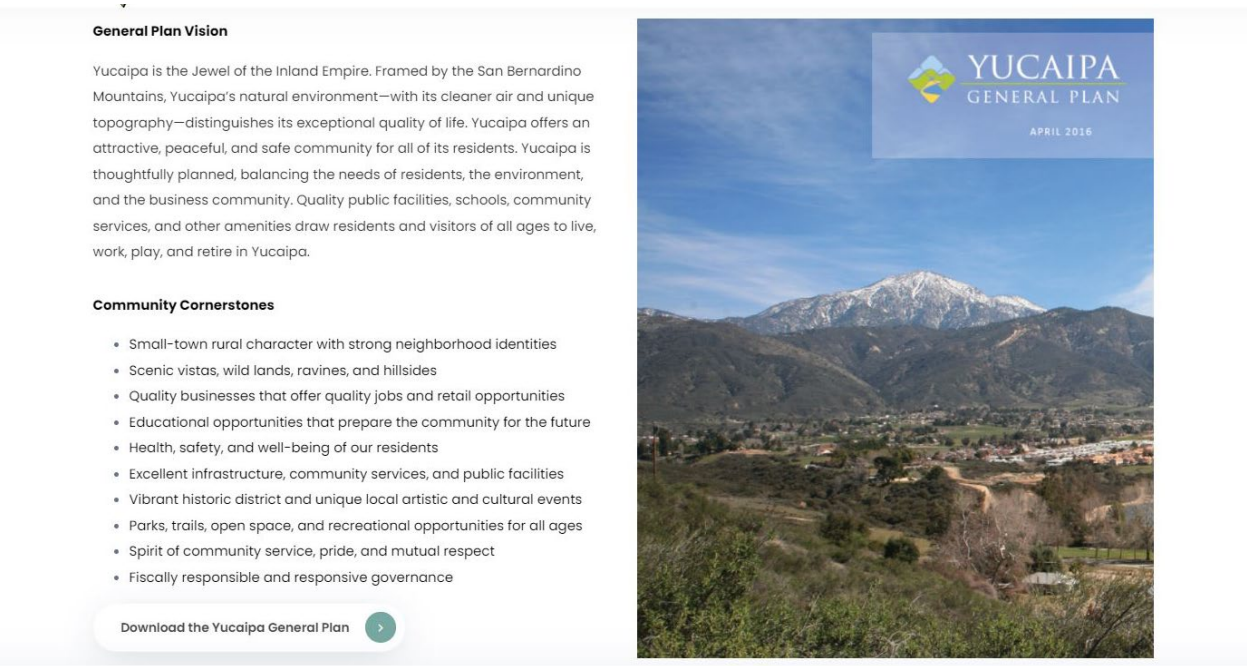
Excerpt of the 1966 County General Plan, Valley Region (which includes Yucaipa)

The new systems incorporated into the County's 1989 General Plan were included as part of an Interim General Plan to help standardize and simplify the provisions from the community plan and overlays. The planning review system was also coordinated to complete the revisions to the Development Code that were needed for adoption 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 a General Plan. This plan represented all that City officials and the public agreed constituted the direction Yucaipa should move in as it grows into the nineties and its first full decade, and had included a variety of elements from the Interim General Plan.

In 2003, a comprehensive review of each General Plan element was conducted by the City Council to incorporate current data wherever appropriate, and to implement policy refinements to facilitate the continued implementation of the adopted goals, policies and action items. However, changes to existing policies and standards were kept to a minimum. The updated General Plan and Official Land Use Plan for the City of Yucaipa were formally approved on September 13, 2004 and September 27, 2004, respectively. The 4th cycle update of the Housing Element was adopted on February 23, 2009, for the 2008-2014 planning period and the City Council adopted the 5th Cycle Housing Element on April 22, 2013 (Resolution No. 2013-16), covering the 2014-2021 planning period.

With the City's General Plan at the end of its expected twenty-year planning horizon, City Council initiated the process of an update of the General Plan in 2012. The City completed the comprehensive 20-year General Plan update, which was adopted by City Council by Resolution on April 11, 2016. As part of this process, the previously adopted 5th Cycle Housing Element was incorporated into the General Plan update.



The General Plan is accessible at https://yucaipa.gov/yucaipa-general-plan/

The City initiated the update to the Housing Element in 2020, which would address the 6th Cycle covering the period from 2021-2029. Through a rigorous outreach process, the City developed a comprehensive approach towards meeting the requirements of the state, and adopted its Housing Element on September 12, 2022. The California Department of Housing and Community Development officially certified the 6th Cycle Housing Element on October 21, 2022.

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 and began with the identification of goals, policies and actions that were the basis of the land use plan for Yucaipa. Due to a developing structural deficit from increasing public safety and capital improvement project costs, the year 2023 has placed a greater priority on the economic development-related goals and polices of the General Plan to help address the needed revenue to fund community-prioritized initiatives.

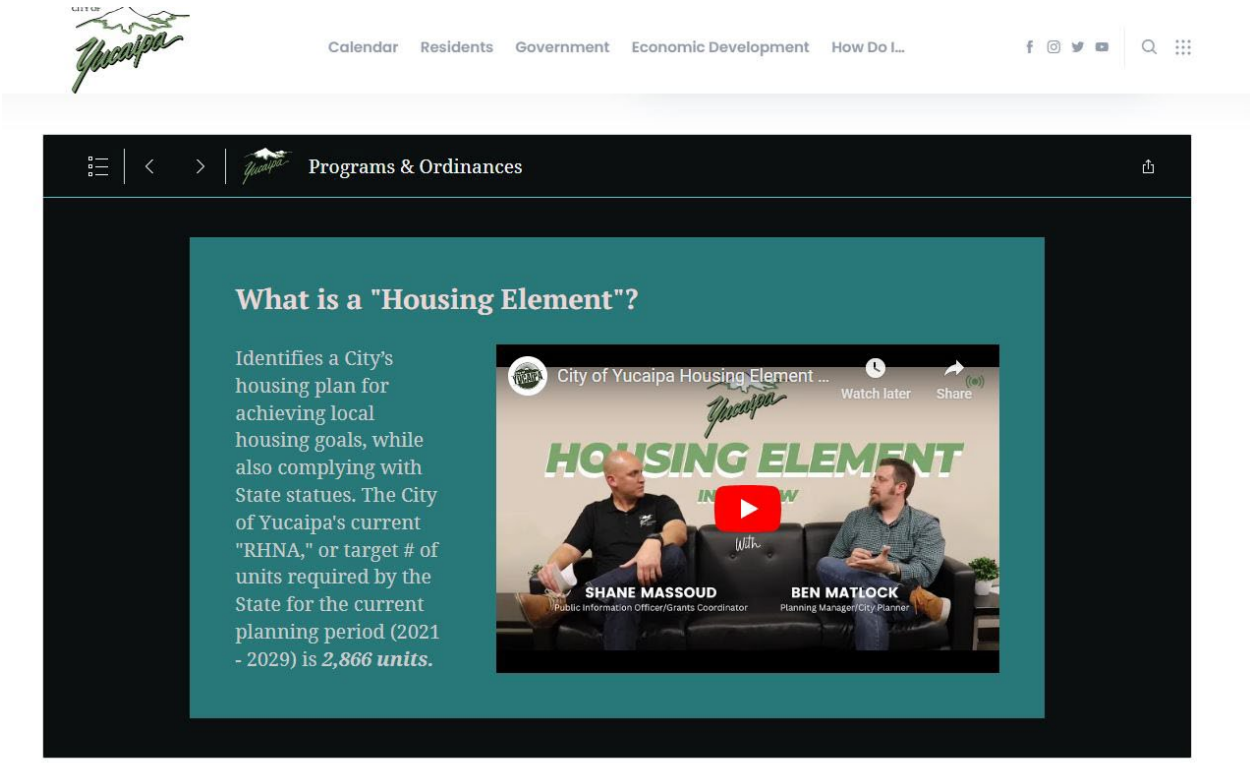
Date of Presentation/Acceptance by the Local Legislative Body

The 2023 Housing Element and General Plan Annual Progress Reports were presented to the City Council at a regularly scheduled City Council meeting on March 25, 2024. The APR was received and filed approved by the City Council at this meeting.

Measures Associated With Implementation of the General Plan

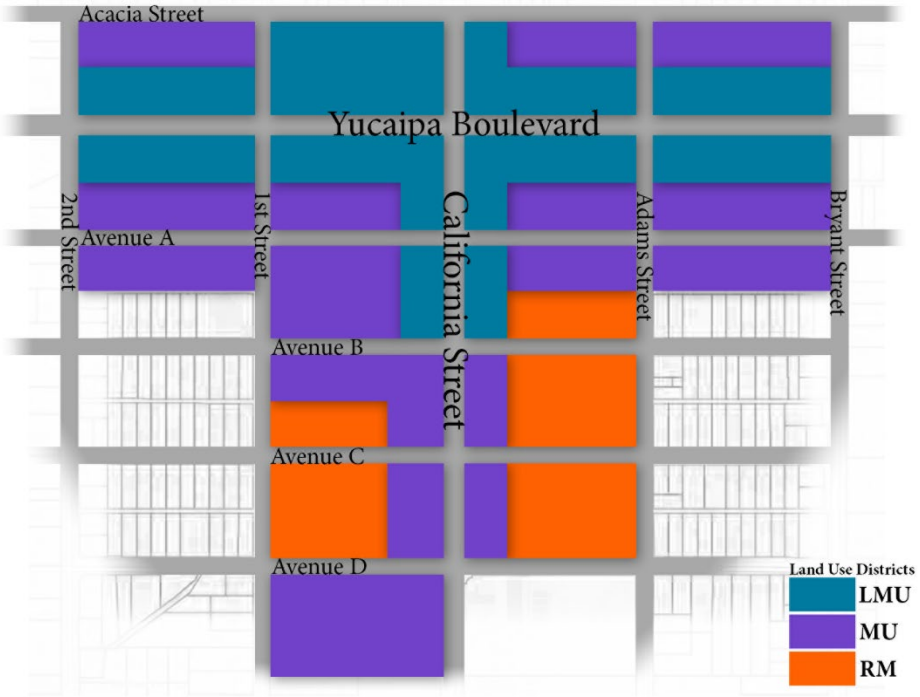
Major Advanced Planning Activities:

Housing Element Update: The California Department of Housing and Community Development certified the City's 6th Cycle Housing Element on October 21, 2022. The City has since begun the work on implementing the related housing programs, which are identified in the Housing Progress Report (Table D). Notable programs include an update to the City's Density Bonus Ordinance, an update to the Accessory Dwelling Unit Ordinance, a Lot Consolidation Ordinance, and streamlined review procedures for higher density residential development within key planning areas, including the Uptown Business District Specific Plan that is noted below.



A highlight of key Housing Element programs and additional information is provided at https://yucaipa.gov/yucaipa-housing-element/

Uptown Business District Specific Plan Update: The Uptown Business District Specific Plan (Uptown Specific Plan) was originally adopted in 1995 and was last modified in 2012. To meet the Housing Element programs, and to better incentivize the continued growth of the plan area, an amendment was prepared and approved on November 12, 2023, that allowed for the streamlined review of housing and mixed-use development projects. Details of the plan area were also updated to reflect current conditions, including the development of the Yucaipa Performing Arts Center as the central focal point of the Uptown Specific Plan, as well as the addition of other benefits towards projects that improve the fiscal health of the plan area and to continue the economic investment. As part of this action, the City's GIS map was updated to include the different Specific Plan land use districts so that information was more accessible and clear for stakeholders.



The Revised Uptown Specific Plan Land Use Map

Freeway Corridor Specific Plan Update: The Freeway Corridor Specific Plan (FCSP) area includes the largest undeveloped area in Yucaipa, comprised of 1,242 acres of land, and is poised to capture a portion of the regional demand for commercial and residential uses. Its original intent was to provide job growth opportunities for the community and was one of the key strategies for providing housing opportunities that could meet the Regional Housing Needs Assessment (RHNA) during prior housing cycles. The existing FCSP was originally developed in 2007/8, right before the economic recession that resulted in dramatic changes to the retail and commercial industry. Since the adoption of the FCSP, the City has also completed a comprehensive General Plan update, which was adopted in 2016. To help address the development potential and viability of the FCSP area, the City applied for and was awarded several grants from Southern California Association of Governments (SCAG) that have been combined to complete an update to the plan. Several study sessions and stakeholder meetings have been conducted to gather feedback on proposed changes to this plan. The City has also initiated the environmental review process, with a Notice of Preparation issued on November 14, 2022. The Subsequent Environmental Impact Report was made available to the public in early 2024, with significant effort undertaken during 2023.

Yucaipa Valley Wine Country Specific Plan: Interest has grown within the Community to allow for crop cultivation of wine grapes throughout the City, with some small-scale vineyards that have been recently planted. Winemaking presents several different elements from a land use perspective that are not currently addressed by the City's Development Code, and due a lack of agriculturally zoned land and/or historically grown vineyards, the City has conducted a two-phased approach to encourage the development of a sustainable wine industry in the community. In 2020, the City completed Phase I (research and initial outreach phase), and has since been developing a Specific Plan that can facilitate the orderly development of wineries and ensure their compatibility with the existing community, while maintaining compliance with no-net-loss housing requirements. Following significant outreach efforts, the draft Land Use Plan was presented to the City Council, and based on their direction, the Specific Plan was drafted and is available for review. The City is currently in the environmental review process, with a Supplemental Environmental Impact Report

that was subject to review from December 8, 2023, through January 22, 2024. Additional outreach efforts, including town hall meetings, were also held in 2023.

A screenshot of the YouTube video of the first Town Hall

Enhanced Infrastructure Financing Districts: SB 628 created EIFDs to help fund economic development projects. With amendments made over the last few years, EIFDs are now able to fund infrastructure maintenance and housing development, economic development, transportation infrastructure, sewage treatment, and climate adaptation projects, among others. In 2021, SCAG awarded the City a grant to study the formation of an EIFD that would encompass specific project areas needing infrastructure and that would address the City's 2021-2029 RHNA requirements. These areas include the Crafton Hills College Overlay District and Freeway Corridor Specific Plan, among others. The Public Finance Authority for the EIFD was established and the City initiated the hearing process for the Infrastructure Financing Plan for the EIFD in October 2023.

Local Hazard Mitigation Plan Update: The City's Local Hazard Mitigation Plan (LHMP) was last prepared and adopted as part of the City's 2016 General Plan update. As part of the requirements to maintain a current LHMP, the City began the efforts to assess current hazard vulnerabilities, key assets and concerns, and other resources that are vital to the health and safety of the City. Additional analysis was also provided towards infectious diseases, which incorporated lessons learned from the COVID-19 Pandemic. The LHMP was adopted in early 2023.

Safety Element Update: Following the adoption of the Housing Element, the City has begun the preparation of an update to the City's Safety Element that incorporates new state law requirements for fire safety. The City has been working directly with CAL FIRE staff on these technical elements, policy modifications, and mapping efforts to complete the necessary efforts. Adoption of the update is scheduled for mid-2024.

Development Code Update: As noted in the Background on the Existing City of Yucaipa General Plan section, the City of Yucaipa formally adopted its Development Code following incorporation, using a format and general framework that was a carryover from the County of San Bernardino. Throughout the years, updates have been made to address community concerns and state laws, but

a comprehensive evaluation and modernization of the code has not been completed. During the City of Yucaipa's Comprehensive General Plan Update adopted in 2016, the City recognized that a more thorough update to the City's Development Code would be needed to modernize the code framework, address updated trends that have occurred over the prior 27 years, and ensure that the code is able to successfully implement the City's General Plan. In addition, the City's 2021-2029 Housing Element update provided an emphasis that updates to the code should: 1) ensure objective standards are provided that can protect the City's interests during new development review; 2) streamline processes to remove steps that add time, cost and uncertainty to the development review process; and 3) support and address new trends in land development.

On December 11, 2023, the City Council approved a Professional Services Agreement with RRM Design Group for a Comprehensive Development Code Update. In addition to the City's funding, the Project was to be supported by the Regional Early Action Planning (REAP) 2.0 Grant. This component is currently uncertain because of the draft Governor's budget for 2024/25. However, Planning Division Staff have been exploring several different modified approaches to complete this necessary update.

General Plan Amendment(s):

Three separate City Council meetings were held where a General Plan Amendment was approved, with the descriptions as follows:

- May 8, 2023:
    - Case No. 22-121/APP/GPA/LUCR: A modified Project proposal following the Appeal of Case No 21-085/GPA/LUCR that now consists of a General Plan Amendment (Ordinance No. 412) to change the land use district from RM-10M (Multiple Residential) to RM-24 (High Density Multiple Residential) and a Land Use Compliance Review to permit a privately gated 172-unit two-story multi-family apartment Project that includes an affordability provision that will be executed through a Density Bonus Agreement on four parcels totaling 8.39 acres. APNs: 0319-253-28, -29, -30, -84.

Aerial Rendering for the approved 172-unit project

- June 26, 2023:

    - Case No. 21-013/GPA/CUP/VAR: A Minor General Plan Amendment to change the land use designation of a "landlocked" parcel from the City's RM-10M (Multiple Residential) Land Use District to CS (Service Commercial), two (2) Variance requests for the reduction of the rear yard setback and reduction in minimal required landscaping and a Conditional Use Permit to permit a phased expansion of a 5.19-acre construction storage and mechanized equipment repair yard, which will include additional covered storage areas, an equipment and truck repair building, and a future office/antique truck museum located at 32384 Dunlap Blvd (APN: 0301-164-63), 32370 Dunlap Blvd (APN: 0301-164-65), 32360 Dunlap Blvd (APN: 0301-164-72), 32342 Dunlap Blvd (APN: 0301-164-57) and 32354 Dunlap Blvd (APN: 0301-164-36).

    - Case No. 23-022/GPA: A minor General Plan Amendment to change the land use designation of an approximately 1.5-acre portion of a property from the City's Institutional (IN) Land Use District to the City's General Commercial (CG) Land Use District. The site is currently improved with the City's Business Incubator Office building, located at 34282 Yucaipa Boulevard; Portions of Assessor Parcel Number (APN): 0303-131-05 & 0303-131-63.

- December 11, 2023:

    - Case No 21-191/GPA/LUCR/DBA: A General Plan Amendment to change the land use district from RM-10M (Multiple Residential) to RM-24 (High Density Multiple Residential), and a Land Use Compliance Review to develop a three (3) story, 144 unit housing Project with Architectural Review and a Density Bonus Request to increase the base density by 20 percent that provides twelve (12) units, or ten (10) percent of the base density allowed, at the low income affordable level. The Project is located across four parcels totaling 5.12 acres at 12249 14th Street. A Lot Merger

will also be processed to consolidate all four parcels into a single lot. APNs 0301-051-29, -30, -48 & 49.

It should be noted that the City of Yucaipa has a one-map system, where the zoning map and General Plan land use map are the same. As a result, any rezone proposal is automatically considered as a General Plan Amendment.

Planning/Community Development Program(s):

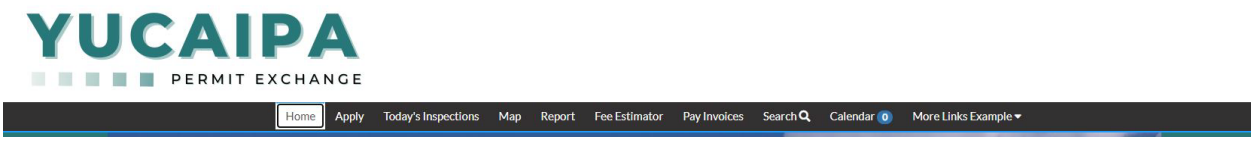
Restaurant Infrastructure Program: The City's Restaurant Infrastructure Improvement Program (Program) began as an expansion of the City's Façade Improvement Program by including a restaurant rehabilitation component that would support the conversion of a standard retail space to a restaurant type of use. The intent behind the proposed enhancement to the Program is to encourage the development of restaurants in the Uptown and provide financial aid to restaurant and beverage establishments for converting existing retail spaces into restaurant spaces. The Program elements were revised to streamline the Program and address potential liability matters in order to further encourage its use.

Residential Façade Improvement Program: On January 27, 2020, the City Council approved an expansion to the City's façade improvement program to include residential façade improvements focuses on four disadvantaged areas within the City, specifically in the Dunlap and Greater Uptown neighborhoods, which generally consists of the neighborhoods west of Oak Glen Road and South of Yucaipa Boulevard, and between 5th Street and Bryant Street, south of Date Avenue and certain areas north of Wildwood Canyon Road, and would ultimately support the rehabilitation of units needing repair. The program was updated following comments received from those that were interested in participating.

Development Impact Fee Program Update: AB 602 establishes "standards and practices" for adopting an impact fee nexus study before imposing a DIF. AB 602 further reinforces that the DIF calculations shall demonstrate a reasonable relationship between the need for the public facility or facilities funded by the fee and the development project the fee is assessed on. This element to AB 602 remains consistent with the City's DIF program, however, the law further identifies that jurisdictions must calculate a fee imposed on a housing development project proportionately to the square footage of the proposed units of the development, unless very specific thresholds are met to establish fees on a per unit basis. The new requirements from AB 602 represent a shift in the approach for the City, as the current framework and approach to the DIF is a per unit calculation. Based on these new requirements and limited availability to meet the exceptions provided as part of AB 602, staff solicited proposals from qualified firms to assist in a comprehensive update to the DIF program. The updated program that meets AB 602 was adopted on March 13, 2023.

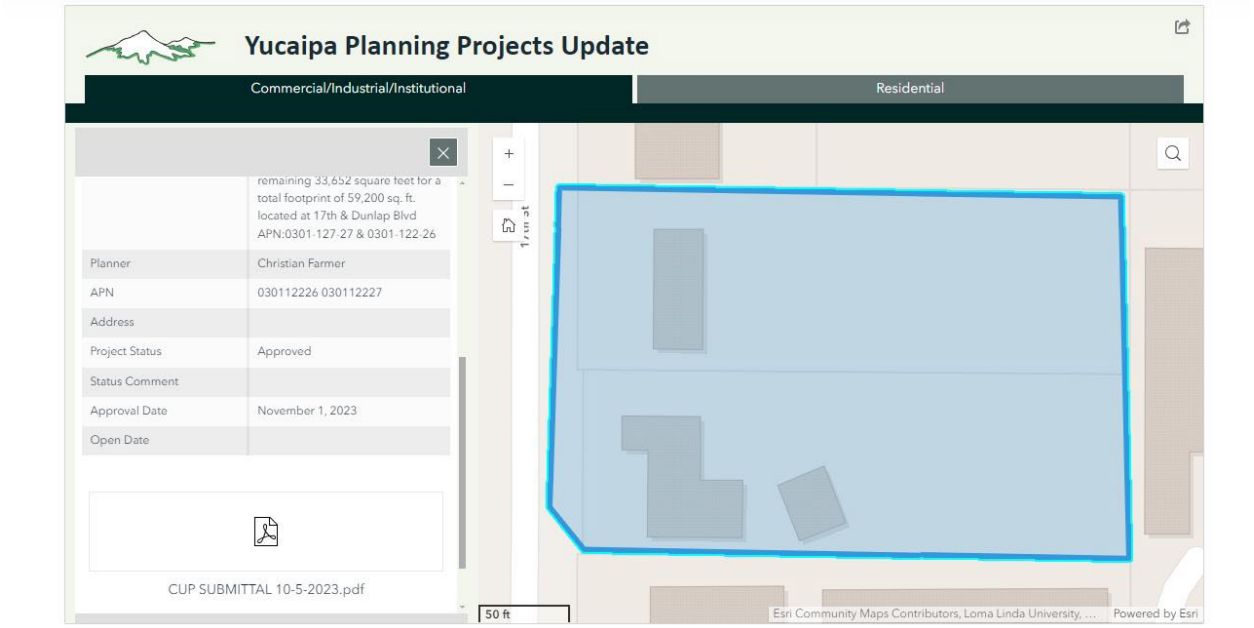
Permit Software Upgrade: On May 17, 2023, the City officially "kicked off" the development process for a new permit software system that would govern building permits, land use entitlements, code enforcement activities, and encroachment permits. The new system, created by Tyler Enterprises, will replace the City's existing permit system that was implemented at the start of 2008, which was more than 15 years ago. Just like the changes to the original iPhone (that was available when the current system began), significant technological advancements have occurred to make the permit process easier, faster, and more transparent. The new system has been in design, and is being configured to simplify the permit process, allow for individuals to submit anywhere rather than wait at City Hall, provide full digital submissions, and automatic responses to

applicants, permit entitlement companies, and property owners when plans have been reviewed. The deployment is expected in mid-2024.



A screenshot of the draft public portal for the City's new permit software

Interactive Development Project Map: To improve the information available to residents and other stakeholders, the city has updated its current project tracker from a table document with a brief description of the project, to a formal interactive map that shows the project location, site plans and other exhibits, current progress status, and other key details. This was completed to improve accessibility of information and to integrate with the City's Sunshine Ordinance that was adopted March 27, 2023. The City's project notices also include a QR code that allows interested parties to view the map. Staff has been having ongoing discussions internally and with the technology firm ESRI to further improve accessibility of planning initiatives.



The interactive Project Map includes details of the project, files of project plans, and actions that have been taken

Local Enforcement Agency: The City serves as the Local Enforcement Agency to administer Title 25 provisions for the City's 42 mobile home parks. In addition to permitting, rent control, and code enforcement responses to complaints, the City also completed Comprehensive Inspections for 9 mobile home parks.

Notable Development Project(s) Completed:

- Completion of 5th Street Marketplace Housing Development

The new residential units behind the 5th Street Marketplace

- Completion of two Electronic Message Centers with City-monumentation signage

- Serrano Lake and Wilson III Basin Phasing

- La Quinta Hotel

Density Bonus Project(s):

The City received five Density Bonus Requests for age-restricted senior housing projects or affordable housing projects between 2022 and 2023, and one agreements was executed. Three of the applications were deemed complete and ultimately approved with all the units proposed by the density bonus request; and some of these applications included waivers, concessions, or had applied reduced parking standards consistent with state law.