

*City of Arts & Innovation*

# City Council and Board of Public Utilities Memorandum

**TO: HONORABLE MAYOR AND CITY COUNCIL AND BOARD OF PUBLIC UTILITIES** **DATE: AUGUST 22, 2018**

**FROM: COMMUNITY & ECONOMIC DEVELOPMENT** **WARD: 1**

**SUBJECT: NORTHSIDE SPECIFIC PLAN – A JOINT MEETING OF THE CITY COUNCIL AND BOARD OF PUBLIC UTILITIES TO REVIEW, DISCUSS AND MAKE RECOMMENDATIONS RELATED TO A DRAFT FRAMEWORK PLAN AND DRAFT LAND USE CONCEPT FOR THE NORTHSIDE NEIGHBORHOOD AND PELLISSIER RANCH INTER-JURISDICTIONAL SPECIFIC PLAN**

## **ISSUE:**

Conduct a joint workshop of the City Council and Board of Public Utilities to review and comment on a Draft Framework Plan (Framework Plan) and Draft Land Use Concept (Land Use Concept) for the Northside Neighborhood and Pellissier Ranch Inter-Jurisdictional Specific Plan (Northside Specific Plan).

## **RECOMMENDATIONS:**

That the City Council and Board of Public Utilities:

1. Receive a presentation on the status of the Northside Specific Plan and discuss the Framework Plan and Land Use Concept; and
2. Provide comments on the Northside Specific Plan, including attributes to retain, modify or delete:
  - a. General mix and type of land uses throughout including Pellissier Ranch, Ab Brown Sports Park and the former Riverside Golf Course
  - b. Inclusion of Ab Brown Sports Park
  - c. Accommodation of a cross country course within a City trail network
  - d. Inclusion of 10 acres for a police headquarters and future training facility
  - e. High/medium density housing along Main Street and AB Brown Sports Park
  - f. An enhanced Springbrook Arroyo as a community feature
  - g. Inclusion of the Spanish Town Heritage Center
  - h. Economic return to utility ratepayers

## **BACKGROUND:**

On April 28, 2015, Community & Economic Development Department (CEDD) staff provided the City Council a summary of the status and history of City-owned properties within the Northside Neighborhood, including the former Riverside Golf Course and Ab Brown Sports Complex. During deliberations, the City Council (Council) directed staff to prepare a specific plan for the Northside Neighborhood and engage the public prior to soliciting a specific plan consultant.

On March 23, 2016, a Request for Qualifications (RFQ) and Proposals (RFP) was released by CEDD for a multi-disciplinary consultant team to engage the community and prepare the Northside Neighborhood and Pellissier Ranch Inter-Jurisdictional Specific Plan (Northside Specific Plan), and accompanying Program Environmental Impact Report (PEIR). The RFQ/RFP was developed with input from various community stakeholder groups, including business organizations and other interested parties.

On June 27, 2016, the Board of Public Utilities unanimously approved a recommendation to the City Council to amend the Riverside Public Utilities (RPU) two-year FY 2016-18 budget in an amount not to exceed \$813,000, to partially fund the Northside Specific Plan effort. The \$813,000 reflected RPU's share of the Northside Neighborhood planning effort, based on the proposal's estimated costs, and the proportion of land under RPU ownership that will benefit from the project.

On September 20, 2016, the City Council selected Glenn A. Rick Engineering and Development Company (Rick Engineering) to prepare the Northside Specific Plan and PEIR, and authorized the City Manager, or designee, to negotiate a Professional Services Agreement. The Council's actions included an amendment to the RPU budget to contribute funds. The Council also directed an evaluation of reimbursement fee program, concurrent with the preparation of the Northside Specific Plan and PEIR, for consideration by Council after adoption of the Specific Plan.

On December 20, 2016, the City Council approved a Professional Consultant Services Agreement with Rick Engineering for the preparation of the Northside Specific Plan and PEIR. The contract has a "not to exceed amount" of \$1,593,272, which includes a contribution by RPU of \$605,129 (a reduction from \$813,000 to \$605,129). The RPU contribution is commensurate with the proportion of developable land RPU owns within the Northside Specific Plan boundary.

### Public Outreach

The following summarizes key outreach events for the project:

1. January 26, 2017 – Project kick-off meeting.
2. Wednesday, June 7 and Saturday, June 2017 – First public workshops, attended by approximately 80 community members to review project objectives, process, and obtain feedback.
3. June 12, 2017 – "Meet the planners" event with Rick Engineering.
4. June/July 2017 – A working draft baseline analysis of the Northside Neighborhood was completed, and then revised to respond directly to comments received at May workshops.
5. July 2017 – Draft Baseline Analysis posted on-line for public review.
6. September 11, 2017 – Status update provided to the Board of Public Utilities.
7. October 11, 2017 – Second public workshop to review three potential focusing on City/RPU<sup>1</sup> owned properties and potential uses.
8. October 13, 2017 – Presentation provided to Breezewood Apartment residents.
9. October 14, 2017 – "Meet the planners" event with Rick Engineering.
10. October 27, 2017 – Booth at Northside's Halloween Carnival event.
11. November 3, 2017 – Survey data compilation of comments on three concepts.
12. February 2018 – Draft Land Use Concept prepared based on community input, staff input and Council policies and economic development sub-consultant (Keyser Marston) initiated.
13. June 25, 2018 – Third public workshop to present Draft Framework Plan and Draft Land Use Concept. Attended by 107 community members, including representatives from 14 community organizations.

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<sup>1</sup> RPU is a department of the City of Riverside, which owns the RPU properties on behalf of utility ratepayers for the specific benefit of the Water and Electric Funds.

## **DISCUSSION:**

The Northside Specific Plan is a community-driven project that relies on the input received at community meetings, public presentations, pop-up events, and on-line surveys. As with any major undertaking, community members have different opinions and priorities which have been considered. A vision for the Northside Specific Plan Area must also consider constraints such as funding for amenities and infrastructure and maintenance, land ownership including private party participation, and market conditions. A Draft Framework Plan and Draft Land Use Concept has been prepared to address input from the community and future implementation.

### **Input from the Community**

The following is a list of the most common topics identified during community outreach. The concerns of the public are summarized below; and the opportunities to address these issues are discussed in sections that follow.

#### ***Truck Traffic***

Northside Neighborhood residents are concerned with truck traffic and speed in the area including:

- Trucks on Columbia Avenue and Orange Street;
- Origination of trucks from the logistic warehouses in Rialto;
- Distracted truck drivers;
- Damage to roadways;
- 24-hour roadway noise;
- Air quality; and
- Impacts on Trujillo Adobe.

#### ***Safety***

Neighborhood safety was identified as a concern during outreach events including:

- Children's safety and the need for parks/open space;
- Sidewalks;
- Social areas such as coffee shops, theaters and community gardens;
- Homeless population including trespassing (particularly in the Santa Ana River area);
- Vandalism and theft; and
- Level of Police presence and responsiveness.

#### ***Outdoor Storage, Contractor Yards and Towing Businesses***

Some residents at community workshops and engagement events expressed concerned with "junk yards" in the north side, mostly citing the condition of storage facilities, property maintenance, and screening. Conversely, some property owners and business operators clarified that there are well maintained outdoor storage facilities in the Northside, and that these businesses provide jobs for unskilled workers.

#### ***Natural Open Space / Santa Ana River***

Recognizing that open space and parks are assets, the following were identified as opportunities:

- The former Riverside Golf Course is an opportunity for open space amenities, including visual, passive and active recreation;

- The La Loma Hills and Santa Ana River are geographic attributes that should be capitalized on, both as accessible open space areas, and as visual/aesthetic backdrops; and
- Although the Santa Ana River and La Loma Hills are outside the project boundary, linkages should be included in the project to accommodate trails and complementary outdoor activities.

### ***Shopping and Amenities***

Northside Neighborhood residents would like to see neighborhood services and shopping, such as:

- Retail establishments, such as a grocery store, pharmacy, barber shop/hair salon, coffee shop, sit-down restaurant, etc.; and
- The community recognized that the neighborhood lacked a “center” or “core”, and supported the idea of a centralized area for civic, trade and social activities.

### ***Trujillo Adobe***

Residents noted that the Trujillo Adobe, near the corner of Center and Orange Streets, is an asset to the Northside Neighborhood. Considered the oldest standing structure in Riverside, the Adobe was constructed after a 1862 flood destroyed the Village of La Placita, one of the earliest settlement community in Riverside County. The Adobe was constructed by Lorenzo Trujillo, the founder of La Placita. The Adobe’s preservation is actively supported by the Spanish Town Heritage Foundation and the Old Spanish Trail Association.



Adobe Prior to Weather Damage



Adobe Wall within Existing Shelter, with Bracing and No Roof

### ***Higher Density Housing***

Input on housing density for the Northside Specific Plan was received, including:

- During the first two workshops, higher density housing was not identified as a community priority. General concern was expressed related to the impacts higher density housing would have on the community’s existing lower density neighborhoods.
- Apartments and affordable housing was identified a priority during pop-up events and one-on-one meetings, specifically based on:
  - Existing higher density housing in Northside is comprised of older buildings; and
  - Few opportunities for residential transition, such as renters to larger or newer housing, adult children living near parents, or older residents to senior-friendly housing.

- It was generally understood at the third workshop that population (housing) is needed to support the construction and operation of services and community amenities.
- Concern was also raised for higher density housing along Main Street near existing Industrial.

### ***Agriculture/Agri-hood***

Residents viewed agriculture as desirable in the Northside Specific Plan including:

- Agriculture reflects the history of the area and is consistent with the community's identity;
- Consider opportunities to integrate active farming into residential development (agri-hoods); and
- Agriculture can support local restaurants and grocery stores, farming co-ops, industrial processing centers and indoor grow facilities, farmers markets, community gardens, large rural residential lots and edible trails/public spaces.

### ***Ab Brown Sports Complex***

The Ab Brown properties, located on the south side of Placentia Lane, is viewed by residents as a community asset. Additionally, Ab Brown is identified in the City's existing General Plan as a facility to retain, either at its current location, or relocated. Residents expressed support for Ab Brown's local athletic program, and the soccer tournaments that drawn attendees from all over Southern California.

### ***The Former Riverside Golf Course***

Due to a Joint Use Agreement with the Riverside Unified School District, the former Riverside Golf Course has become a premier location for high school C.I.F. cross country meets. The community recognized the importance of these events, and the need for the Specific Plan to accommodate races that attract thousands of participants.

### ***City of Colton***

The Northside Specific Plan is a multi-jurisdictional effort that includes rezoning of property in both the City of Riverside and the City of Colton. The properties within Colton include:

- Pellissier Ranch, a 227-acre parcel owned by the Riverside Public Utilities:
  - Currently zoned Light Industrial.
  - The Colton General Plan Land Use Plan identifies the Pellissier Ranch area as Light Industrial;
  - Colton Land Use Element also defines it as a "Planning Focus Area", which *"envision[s] [the] area as a riverfront community consisting of low-density and medium density housing, schools and parks, trails, community facilities, and commercial areas serving the neighborhood."*
- Properties between Pellissier Ranch and the City of Riverside which may be included, if requested by the City of Colton or an interested property owner.

A March 15, 2018 letter from Colton Mayor Richard De La Rosa to Riverside Mayor Rusty Bailey provides comments, policy positions and recommendations related to the Northside Specific Plan (Attachment 1a). The letter's comments include:

- Concern with three preliminary concepts prepared for the Pellissier Ranch area, stating that each concept is a financial hardship on the City of Colton;
- Colton's support for the rezoning of a 15.7 acre site west of Pellissier Ranch to a Commercial Zone; and supports the development of industrial warehouses on the Pellissier Ranch property.

- Identification of a fourth concept (Plan “D”), and stated (1) the City’s intent to move Plan D forward independent of the Northside Specific Plan and (2) the City’s interest to work with a specific interested developer to initiate Plan D.

A response from Mayor Bailey indicated that the City of Riverside’s current community engagement efforts will not predetermine an outcome prior to completion of the planning process (Attachment 1b). Mayor Bailey’s response also clarified that Colton’s Planning staff has been engaged with the Northside Specific Plan process, from the initial consultant selection through the presentation of concepts to the community.

The Northside Specific Plan has not included the 15.7-acre “commercial” site identified in the City of Colton letter, as the property owner has not been engaged, and Colton’s letter was received after a market analysis was initiated.

While the Riverside City Council will have the final authority to determine the land uses and development plan for properties within the City Riverside, the future of the Pellissier Ranch property requires support from and approval by the Colton City Council.

Riverside Public Utilities Properties

The Riverside Public Utilities (RPU) is the largest landowner within the Northside Neighborhood, with approximately 346 acres. This includes the Ab Brown Sports Complex (56 acres), a portion the former Riverside Golf Course (64 acres of 180) and Pellissier Ranch in the City of Colton (227 acres). There are currently activities occurring on these properties, such as soccer on the Ab Brown fields, and cross-country races on the former Riverside Golf Course.

Pursuant to state law, existing bond covenants, and the Council-adopted RPU Real Property Financial Management Policy, RPU has an obligation to ensure the preservation of ratepayer investments, including real property. Ideally, current uses of these properties should transition to a market rate transaction and maximum rate of return on ratepayer assets and investments, depending upon the final zoning and allowable uses of the land. Therefore, highest and best use is considered in evaluating RPU’s current and future infrastructure needs, and market-based transactions. When considering highest and best use for the sites owned by RPU, the current General Plan Designation and Zoning must be considered. For the RPU properties, designations include:

Property	General Plan Designation	Zoning Designation
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Current General Plan Land Uses



Current Zoning

Former Riverside Golf Course	<ul style="list-style-type: none"> <li>• Private Recreation (PR)</li> </ul>	<ul style="list-style-type: none"> <li>• Public Facilities</li> <li>• Single Family Residential (R-1-7000)</li> <li>• Water Course Overlay</li> </ul>
Ab Brown	<ul style="list-style-type: none"> <li>• Private Recreation (PR)</li> <li>• Public Facility and Institutional Uses (PF)</li> </ul>	<ul style="list-style-type: none"> <li>• Public Facilities</li> </ul>
City of Colton – Pellissier Ranch	<ul style="list-style-type: none"> <li>• Light Industrial</li> </ul>	<ul style="list-style-type: none"> <li>• Light Industrial</li> <li>• Planning Focus Area (Low and Medium Density Residential Uses)</li> </ul>

Inconsistencies between the General Plan and Zoning for the former Riverside Golf Course include the southeast corner (approximately 40 acres) zoned Single-Family Residential (R-1-7000). On the northern and western edges the existing drainage of Springbrook Arroyo is located in a Water Course Overlay (WC) zone which prohibits structures and restricts the types of uses allowed. Both the Ab Brown and Pellissier Ranch sites General Plan and Zoning are consistent.

The Land Use Plan establishes a clear community vision and land use policy for the entire Northside Neighborhood and will have implications for RPU. A successful community-driven Northside Specific Plan will provide certainties which will help determine the “highest and best use” of properties RPU controls. The Northside Specific Plan will also provide certainty for privately owned properties. Infrastructure investments by privately owned properties will benefit the RPU and support future growth by allowing the City to better plan for future needs including the needs of electric and water. The Northside Specific Plan will identify changes that can eliminate land use conflicts while improving/increasing the economy, area amenities, resident health, and neighborhood livability.

#### Draft Land Use Plan – June 25, 2018 Presentation

On June 25, 2018 a public workshop included the presentation of the Draft Framework Plan and Draft Land Use Concept for the Northside Specific Plan. Community members were able to review the Framework Plan and Land Use Concept, and provide written comments.

The different components of the Framework Plan and Land Use Concept were presented to the community via nine (9) **comment stations** (Attachment 2 – Station Boards). A summary of each of the stations and their components are provided below. The comments received from the public are provided as an attachment to this report (Attachment 4 – Public Feedback).

#### **Intro Station : Vision and Goals**

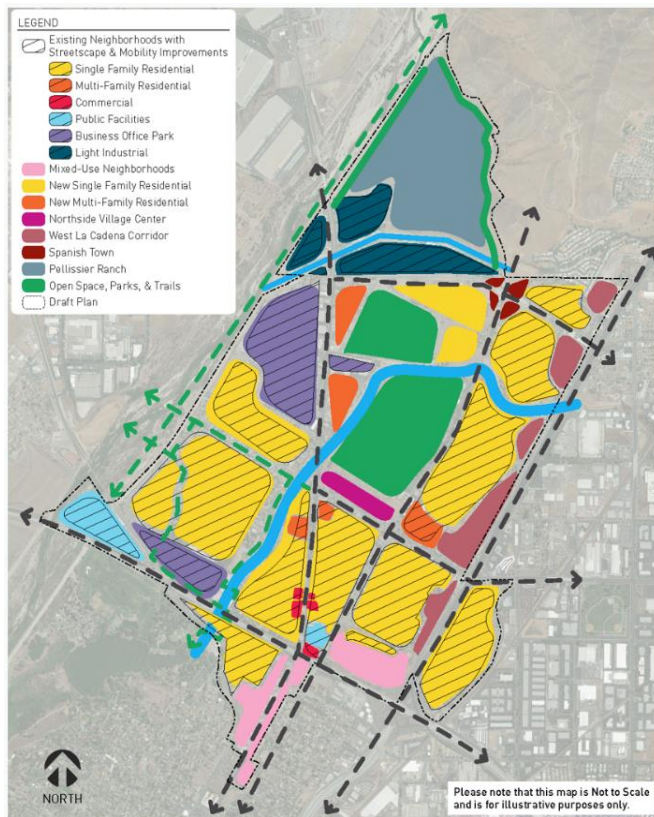
A vision for the Northside Specific Plan developed during the first and second community workshops set the expectations for the planning process. The Northside Specific Plan vision is:

*“The Northside Specific Plan will be designed to accommodate a safe, healthy and balanced community that celebrates the history and culture of our region and provide recreation and open space opportunities for the community. The balance of residential, commercial, employment and agriculture linked together through safe streets, connected trails, greenbelts and bicycle corridors create a unique part of the cities of Riverside and Colton. A special focus of the community includes the restoration of the Springbrook Arroyo as a feature of a new neighborhood center and an expanded central park. The cultural landscape and architecture details will reflect a connection with the past from the early settlement of La Placita and the Old Spanish Trail period into twentieth century Riverside.”*

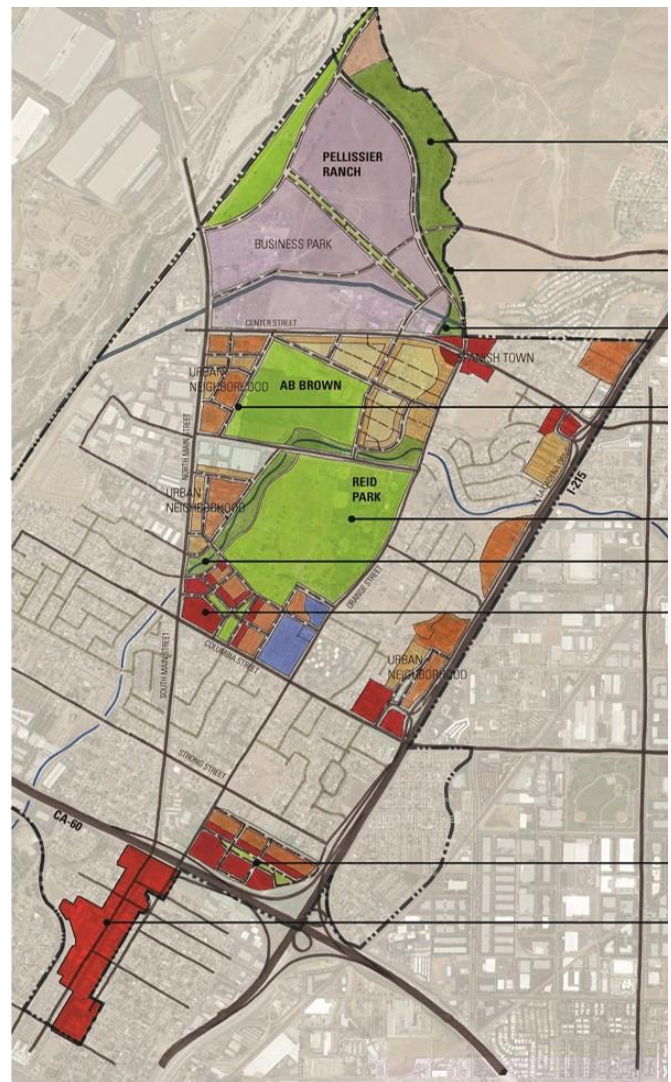
The Northside Specific Plan goals were also presented and cover five categories, including Land Use, Mobility, Sustainability, Social Equity and Economics (reference Attachment 2 – Station Boards).

### Station 1: Framework Plan

The Framework Plan reflects the vision and major components of the Northside Specific Plan, including 134 acres of park space, agriculture, an enhanced Springbrook Arroyo, a sports complex and Spanish Town. The Framework Plan accommodates approximately 4,700 new residents, which will support the



Draft Land Use Concept



Draft Framework Plan

investments in open space amenities, infrastructure and retail businesses. The Framework Plan includes a commercial shopping center that could accommodate a grocery store, community services, retail uses, and dining. The Framework Plan also highlights trails and a “complete street” concept that would encourage walking and bicycling, while reducing truck traffic in residential areas.

### Station 2: Land Use Concept

The Land Use Concept identifies areas where there will be significant changes in land use categories. It also clarifies that there would not be any significant changes in land use categories for the existing residential neighborhoods, and the industrial area west of Main Street. While these areas would not change land use categories, the Specific plan will identify opportunities that enhance the desirability of these areas, such as evaluating the range of allowable uses in the industrial area; changes to development standards; improvements to roadways, sidewalks,

landscaping and public spaces; and enhancements such as new public trails, trail connections, and neighborhood agricultural opportunities, such as community gardens or farmers markets.

### Station 3: Northside Village Center

The Northside Village Center (Center) is comprised of a mixed-use retail center and police headquarters, is approximately 30 acres, and is located at the southern end of the former Riverside Golf Course (north side of Columbia Avenue, between Main and Orange Streets). The Village Center would include commercial and higher density housing oriented around a public plaza and an enhanced Springbrook Arroyo. The public plaza could accommodate community events such as farmers markets, craft fairs, outdoor movies and car shows.

The Center would include a variety of commercial uses, with a build-out of approximately 300,000 square feet. Commercial uses could include a grocery store, medical offices, gym, coffee shop, small retail, farm to table restaurants and a shopping center oriented around the public plaza. Business would be encouraged and branded to focus on community attributes, such as local agriculture, linkages with the community's larger trail network, and nearby sport venues. The character of the area would focus on a Spanish architectural style, and would be developed over time to support both the residents and visitors to the area.



Around the Springbrook Arroyo, low-intensity development could include restaurants and community event space with a “forest and stream” theme, to provide a unique dining and event space in the City that celebrates nature. A “festival road” would be constructed parallel to the Arroyo to connect with the Center’s public plaza. Geared toward pedestrians, this road could be closed to vehicle traffic for special events.

Residential uses within the Center would include multi-storied buildings with surface and structured parking. Approximately 1,220 new homes could be accommodated in the Center. Developed in phases, the Center would be implemented based on market and investment conditions. Surface parking lots would be interim uses that transition over time to structured parking wrapped with residential units as demand dictates to ensure ongoing growth and reinvestment opportunities.

To address community concerns related to traffic, the Center would focus on pedestrians and alternative modes of transportation. Transit would be included provide mobility options that link the area to Downtown, the Metrolink system, and the future development in Pellissier Ranch. This could include express bus, autonomous shuttles, or fixed guideways (e.g., dedicated bus lanes or streetcar). Initial mobility solutions may be “conventional”, with more advanced solutions funded by the private sector as the Northside develops, and these public-private partnerships could serve as a model for other areas of the City.

East of the Center, at the corner of Columbia Avenue and Orange Street, land has been identified for a new Police Department Headquarters based on their request to reserve 10 acres. This site would accommodate a new headquarters facility, and future expansions that may include a safety training center, secured outdoor parking and storage. The Police Department envisions the initial

phase to include a two- or three-story headquarters building with approximately 50,000 square feet, an approximate 10,000 square foot Community Center for community related programs and general community use, and a 15,000 square foot Emergency Operations Center that would spur hundreds of new jobs. The Police Headquarters was initially presented at Workshop #2 by the Chief of Police, and is consistent with the community's desire to increase police presence in the area. Additionally, it provides hundreds of daytime jobs that could support restaurants and other retail uses within the Village Center.

#### Station 4: Spanish Town

Led by the Spanish Town Heritage Foundation, there is strong community support for a museum and interpretive center that preserves and highlights and celebrate the history of the Trujillo Adobe. The Framework Plan identifies an "interpretive village" that would include retail, restaurants, assembly space and entertainment that supports the historical site.

Spanish Town would be located within each of the four (4) quadrants of the Orange and Center Street intersection. The "core" museum and interpretive area would be located on the northwest corner and center on a restored Trujillo Adobe and recreations of the La Placita school house and cantina. With complementary open space uses, such as gardens, citrus orchard and recreated irrigation channel, supporting retail and dining that faces a central events plaza. On the south side of Center Street, more traditional retail activities would support Spanish Town with architecture and scale compatible with the Adobe complex. Spanish Town Village would be developed on privately owned land, with the exception of the Trujillo Adobe property, which is owned by the County of Riverside.

Two concepts have been prepared for the Spanish Town complex. The first, Option 1, proposes lowering (depressing) the intersection of Center and Orange Streets. The objective is to minimize the impacts of vehicular traffic on Center Street. With the inclusion of berms on the Adobe site, the depressed roadway would physically screen truck from the cultural site. Option 1 would require pedestrian bridges over Orange and Center Streets to connect the Spanish Town quadrants. Additional analysis is also needed to verify the topographical and hydrological feasibility of lowering Center and Orange Streets.



The second concept, Option 2, proposes the closure of Orange Street, north of Center Street, which would create a critical mass of activities in Spanish Town. However, Orange Street currently provides access to industrial properties in the City of Colton, and serves as a secondary access the Roquet Ranch Specific Plan in the La Loma Hills (recently approved by the City of Colton). If Option 2 was to move forward, the "Pellissier Road" arterial shown in the Colton Mobility Element, which connects to Riverside Avenue in Colton (aka, Main



Street in Riverside), would serve as the access road for Roquet Ranch and all industrial uses north of Center Street, including the Pellissier Ranch properties.

### **Station 5: West La Cadena Corridor**

La Cadena Drive, a frontage road along Interstate 215, was not identified as a main concern at the first two community workshops. The limited comments received about this road centered on undesirable land uses, an incompatible mixture of uses, poor building maintenance, lack of accessibility, and missing/ deteriorated infrastructure. La Cadena is a gateway to Riverside and improving this corridor would improve the City's image.

While limited comments were received on West La Cadena Drive, numerous comments were received about freeway access at Center and Columbia Streets. Recognizing that the Center and Columbia freeway ramps require improvement, the project team has had initial discussions with Caltrans . Recommendations to improve freeway access will be contingent on a final land use plan, phasing and funding.

Because of the limited access required for commercial uses, the Framework Plan identifies higher density housing, orientated to the west to reduce impacts of freeway traffic, for West La Cadena Drive to take advantage of open space and views to the west. Higher density housing, approximately 1,600 units, would support commercial uses in the Center, infrastructure improvements and also help the City address housing shortages.

A portion of the La Cadena Drive area north of the existing Springbrook Arroyo is located within the County of Riverside. Proposed changes in the Specific Plan would be related to the City of Riverside's General Plan policies and Sphere of Influence. Because this area is outside the City, any changes to their Zoning would require action by the County of Riverside.

### **Station 6: Open Space, Parks & Trails**

The Framework Plan includes an open space and trail network system, which was identified by the community as highly desirable. Features include the Ab Brown Sports Complex, a common open space area, and an enhanced Springbrook Arroyo.

The Ab Brown property is currently leased to the American Youth Soccer Organization (AYSO), the primary user and maintainer of the fields. As part of their lease, AYSO gives preference to local Riverside-based youth athletic organizations when fields are not in use by AYSO. The Framework Plan envisions Ab Brown with the existing fields and identifies improved parking facilities, landscaping and amenities, such as public restrooms and vendor space.

If the City's Parks, Recreation and Community Services Department purchased the Ab Brown Sports Complex, this could result in a cost to the City's General Fund for programming and oversight. To offset the costs, a public-private partnership could be developed to manage the complex. This could include opportunities to partner with organized leagues, clubs, and/or event operators who would pay for the construction and/or maintenance, in exchange for exclusive field usage. The Ab Brown Sports Complex could also provide opportunities for revenue generating venues, such as restaurants and retail businesses that complement on-site activities.

The Framework Plan also includes a large open space that could include a "great lawn", trail markers, trail lighting, and restroom facilities. The City received several comments from community members asking that specialized amenities be included in the open space area, such as a tot-lot, spray pad, dog park, and/or skate park. These amenities could be added as development occurs and population increases; as these amenities would be paid for by housing developers, and complement their project's demographics (e.g., millennial, seniors, young families, etc.).

Two open space concepts have been identified for the Northside Neighborhood. The first concept, Option 1, maintains Ab Brown in its current location, and improves the northern half of the golf course property with approximately 50 acres of natural open space. The second concept, Option 2, moves Ab Brown across Garner Road to the northern half of the golf course, and reverts the existing Ab Brown fields back to natural open space.



At the June Workshop, several community members expressed a desire to keep Ab Brown in its current location to preserve the mature trees on the former Riverside Golf Course. On the other hand, moving Ab Brown south of Garner Road could benefit the Northside Neighborhood, as it would better complement Reid Park and encourage visitors to shop at the Northside Village Center. Regardless, the orientation of the open space and sports complex will be designed to work with adjacent land uses, including the relationship with existing industrial uses or new residential development.

The Springbrook Arroyo is an existing drainageway that cuts through the Northside Neighborhood. The Arroyo is typically dry during the year, but collects runoff during seasonal downpours and prolonged rains. The Arroyo enters the area naturally near the intersection of La Cadena Drive at Toulouse Avenue, heads west until it enters a ditch running along the north and west boundaries of the former Riverside Golf Course, and transitions to a concrete channel at the intersection of Main Street and Witt Avenue. Ultimately the Springbrook Arroyo drains into Lake Evans at Fairmount Park, to the southwest of the Northside Neighborhood.

The Framework Plan proposes enhancements to the Arroyo, which will serve as the central spine of the Specific Plan area. By pumping non-potable water into the Arroyo, such as reclaimed or treated wastewater, the Arroyo can serve as a community attribute, while moving water southward to filter underground aquifers. The Framework Plan would also introduce a new water channel in Pellissier Ranch, at the foot of the La Loma Hills, which would connect up to the Springbrook Arroyo and mimic the historic irrigation channel built by the Village of La Placita. By including drought tolerant/edible landscaping and hiking/jogging trails along the Arroyo, these areas will become key linkages for the Northside Neighborhood. Additionally, the trails and supporting amenities would be designed to accommodate the existing Riverside Unified School District cross-county meets, so that the Northside would continue to be a destination for the sport.

## Station 7: Pellissier Ranch Open Space & High-Tech Business Park

Pellissier Ranch, located in the City of Colton, is designated as Industrial Uses in the General Plan and zoned Light Industrial (M-1). The Framework Plan proposes that this the area be developed as a High-Tech Business Park that is complemented by approximately 22 acres of open space. The open space would buffer the Santa Ana River, La Loma open space preserves and agriculture, and Roquet Ranch Specific Plan. The Framework Plan also includes Recreational Commercial at the northern tip of the property, which could accommodate an RV campground, equestrian center or other similar uses. By creating a unique, high-quality business park that promotes creativity, entrepreneurship and innovation, this area could become a destination for new and expanding businesses.

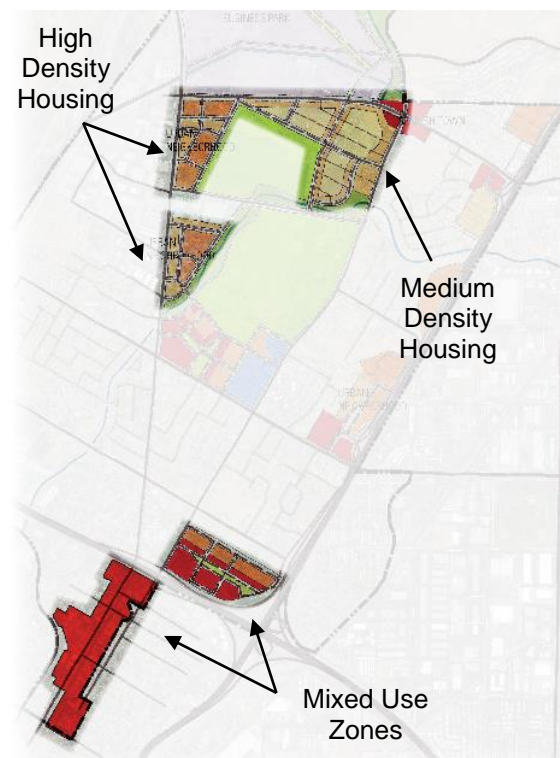
To ensure that the High-Tech Business Park is developed at a scale consistent with surrounding uses, the Land Use Concept proposes structures similar in size to existing industrial uses in the Northside, west of Main Street. The size limits on buildings within Pellissier Ranch would be approximately 40,000 - 50,000 square feet. The types of industrial uses would be consistent with the City of Colton's M-1 zoning, which limits uses to those that minimizes impacts to adjacent land uses and neighborhoods. Design guidelines and development standards would be created to ensure buildings, linkages and uses consistent with the rest of the Northside Specific Plan. Complementary uses, such as retail sales, service and office, would support the industrial uses, and would also help limit the number of trips in and out of the area.

### Station 8: Mixed-Use & Residential Neighborhoods

High density housing with a density of 40 to 60 dwelling units per acre is proposed west of the former Riverside Golf Course and Ab Brown Sports Complex. The area north of Ab Brown and Reid Park is envisioned with medium density housing, at 8 to 12 dwelling units per acre. The housing densities proposed create a critical population mass that would support the retail businesses proposed by the Framework Plan. As private housing development occurred in the Northside Neighborhood, parks and open space would also be developed as part of the project approvals. Additional housing also provides options for residents to move to larger or newer housing, and helps the City meet State mandated Regional Housing Needs Assessment (RHNA) requirements.

The Framework Plan also identifies a mixed-use zone across from Freemont Elementary (the corner of Interstate 215 and 60 Freeway). A development proposal has been submitted to the City, and the project applicant is preparing the technical analysis and environmental documentation. This project is currently preceding the Northside Specific Plan planning effort.

Changes are proposed to the lands on Main Street, south of the 60 Freeway, to accommodate commercial uses that include dining, retail, artist studios and similar uses. The Northside Specific Plan will focus on changes in the public right of way, and revisions to broaden the permitted land uses and development standards to create a walkable destination. This area, a gateway to the Northside Neighborhood, is currently part of the Downtown Specific Plan. By enhancing the public space to complement destination retail and dining, the area could become a destination that



serves both the Northside and Downtown neighborhoods.

### Next Steps

The Draft Framework Plan and Draft Land Use Concept will be modified based on comments from the City Council and Board of Public Utilities. An evaluation of constraints related to vehicle and truck traffic, and development of a circulation plan that minimizes impacts on residents and local businesses will be key next steps. This will include engaging Caltrans to identify potential improvements to the Interstate 215 and 60 Freeway, and develop a program for improving freeway access. Based on these analyses, the Northside Specific Plan will be modified and environmental documents prepared.

### **FISCAL IMPACT:**

The project is a fully funded effort, and the review of the Draft Framework Plan and Draft Land Use Concept is intended to provide guidance for the consultant. No decision by the Council or Board of Public Utilities is required and, therefore, no direct action will be taken that will have a fiscal impact on the City. The Northside Specific Plan, once completed, will undergo a fiscal evaluation and identify potential costs.

Prepared by: David Welch, Community & Economic Development Interim Director  
Certified as to  
availability of funds: Adam Raymond, Chief Financial Officer/Treasurer  
Approved by: Rafael Guzman, Assistant City manager  
Approved as to form: Gary G. Geuss, City Attorney

### Attachments:

1. a. Letter to Mayor Bailey from Colton Mayor DeLaRosa, March 25, 2018  
b. Response letter to Colton Mayor DeLaRosa from Mayor Bailey, April 3, 2018
2. Station Boards, Community Workshop #3, June 25, 2018
3. Presentation, Community Workshop #3, June 25, 2018
4. Community Comments from Community Workshop #3, June 25, 2018
5. Presentation