



# Background Report

## APPENDIX ONE





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# Fontana at a Glance

## Who we are

- Fontana is a growing community of over 200,000 people and one of the 20 safest communities in the country.
- We're the 21st-largest city in California, 3rd-largest in the Inland Empire, and 2nd-largest in the county.
- We are a young population, with a median age of 29, compared to the state median age of 36.
- Most of us came here recently; 7% of residents moved here in 2010 or later, and 90% moved in 1990 or later.
- We have more children and fewer seniors by percentage than the county or the state.

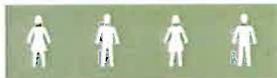
### Our households Census Bureau (2010)



87% of all households are related families



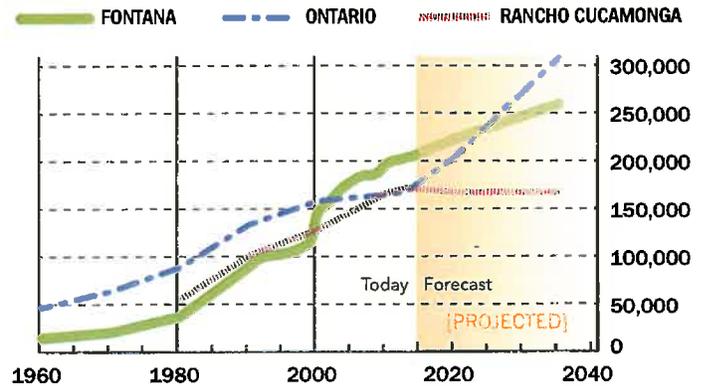
60% of households have children



The average household size is 4 people

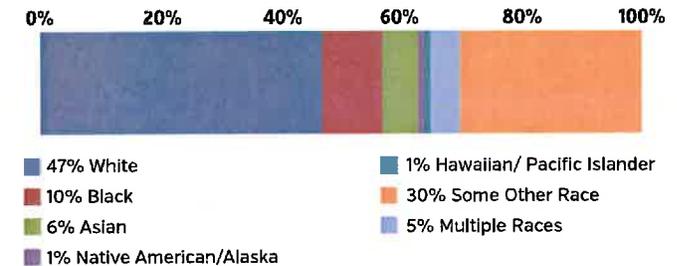
## We've been growing faster than nearby cities

Census Bureau and Southern California Association of Governments (2008)



## We're diverse, 67% Latino, and 30% foreign-born

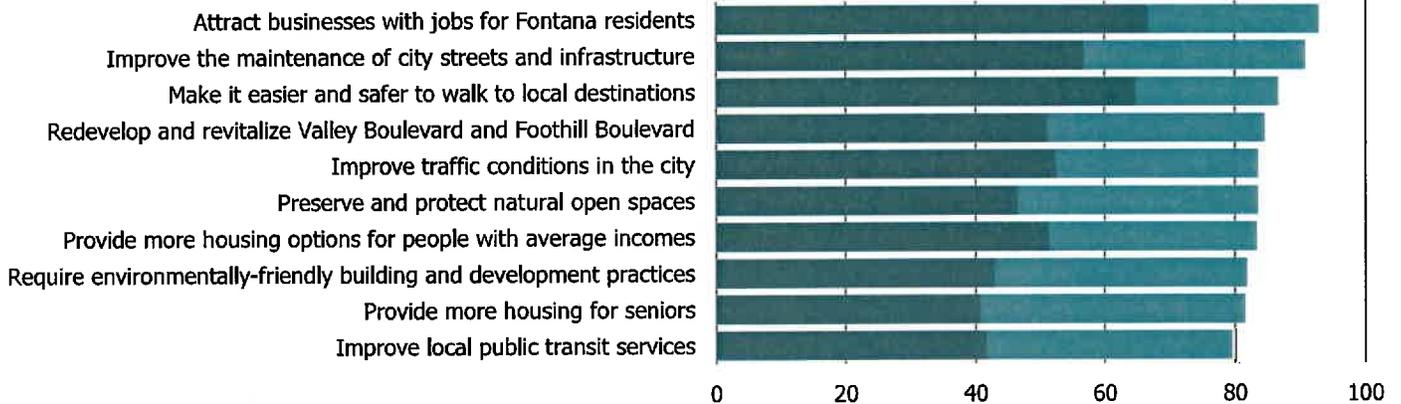
Census Bureau (2010) and ACS Estimates (2009-2013)



## What we think about our future

800 adult residents in Fontana were surveyed in September 2015, in English and Spanish, about the future of our city.

### Our top ten future priorities True North Research, Inc. (2015), % resident respondents answering "high priority" or "medium priority"



# How we live

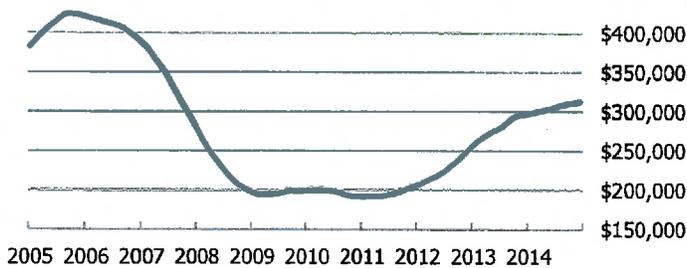
## Housing

Zillow.com, 2015

- The median home value in Fontana is \$312,500.
- Fontana home values“ have gone up 5.3% over the past year, and are predicted to rise 4.7% within the next year.
- The median rent for a two-bedroom housing unit in late 2015 was approximately \$1,300.

### Fontana's home prices are rebounding

Zillow.com home prices index (through Aug 31, 2015)



### Most housing is owner-occupied & single-family

ACS Estimates (2009-2013)

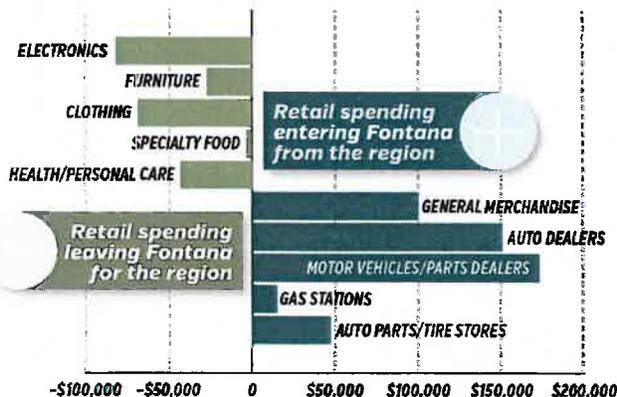


## Dining and shopping

Commercial corridors are on Foothill, Sierra, and Valley and commercial centers are located on major roads.

### Retail expenditure is balanced in Fontana, but it's weighted toward some sectors

Source: Census Bureau, Center for Economic Studies (2013), retail surplus/leakage. Note that the chart contains major categories but does not show all spending.



## Institutions

- Public and non-profit institutions are distributed throughout Fontana, with schools, police and fire stations, and community centers in neighborhoods.
- Fontana has one major hospital, Kaiser Permanente, and several smaller health centers.
- Post-secondary educational institutions in Fontana are Chaffey College and Westech College.
- The Civic Center/City Hall Campus, completed since the 2003 General Plan, is a central institutional focus point for downtown, including the Lewis Library and Technology Center, which opened in 2008.



## Downtown

Important assets in downtown include:

- Civic Center
- Metrolink station
- Restored Center Stage Theatre
- Access to the Pacific Electric Trail
- Walkability

Issues and opportunities for downtown include:

- Several blocks of vacant land are an opportunity for walkable, mixed-use developments.
- The safety, comfort, and appearance of streets and parking lots can be improved for pedestrians.



# Healthy and green systems, sustainability, and recreation

## Healthy Fontana

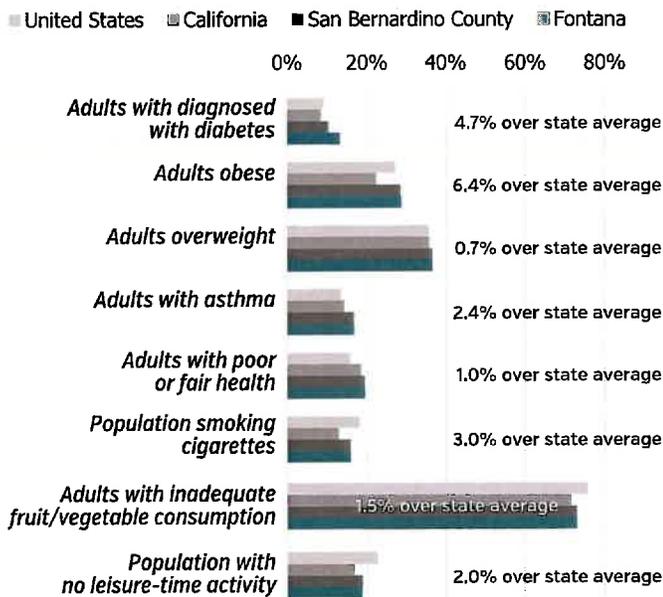
The Healthy Fontana program started in 2004, following the city's recognition of the importance of planning for community health as part of the city's overall efforts to build a safe and attractive community with a high quality of life.

Our award-winning program promotes wellness through healthy eating, active lifestyles, behavior change, sports, gardening, and farmers' markets. However, our community still faces health challenges.



## We still have some health challenges

Centers for Disease Control and Prevention (2006-12), %



## Open space, parks and recreation

- Our location between Jurupa Hills and Mount Baldy provides for a unique environment and city identity.
- We have 41 parks on 366 acres providing recreation opportunities.
- Mary Vagle Nature Center and Martin Tudor Jurupa Hills Regional Park and Splash Park in southern Fontana are popular attractions for the entire city.
- Four community centers serve all parts of the city.

## Infrastructure and utilities

**Energy:** Fontana has the state's first zero-net neighborhood. Zero-net-energy homes offset all or most of their annual energy consumption with renewable energy.

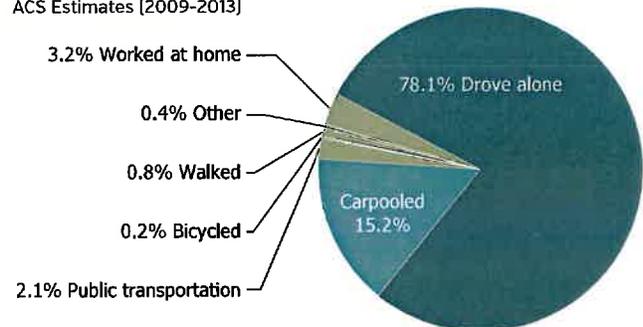
**Water:** Drinking water comes from five providers, and is predominantly served by the Fontana Water Company. Water's diverse sources include local basins and the State Water Project.

**Mobility:** Our transportation environment has continued to evolve since the 2003 General Plan.

- We are a major transportation hub with convenient access to Interstates 10, 15 and SR-210.
- Walkability varies throughout our city.
- Fontana's bicycle network expanded in recent years, especially with the Pacific Electric Trail linking us to other Inland Empire communities.
- Fontana is served by Omnitrans with 10 bus routes.
- Metrolink provides passenger rail service to Los Angeles, Orange, Riverside, San Bernardino, San Diego and Ventura counties from downtown, with weekend service and 38 weekday trains serving an average of 372 riders per weekday (FY15 Q4).

## Most residents drive alone to work

ACS Estimates (2009-2013)



## Most workers commute to jobs outside of Fontana

Census Bureau, Center for Economic Studies (2013), number of employees



# Prosperity and opportunity

## Our prosperity

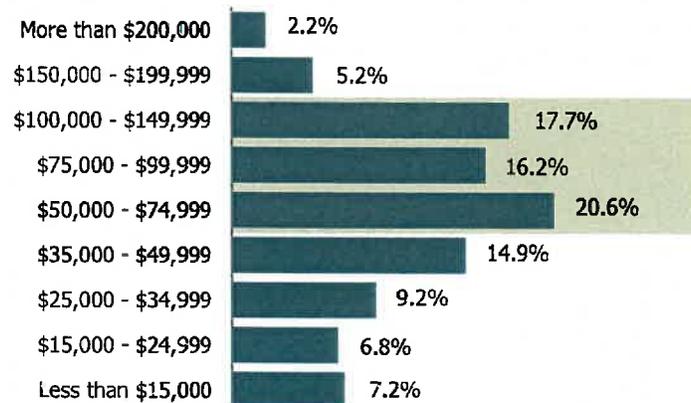
- Our city is now the westernmost city with available space to accommodate both residential and industrial development in the Inland Empire. However, much of the currently unbuilt land in Fontana has already been entitled for development.
- While the recession ended six years ago and California's economy moves forward, the Inland Empire have been the slowest to recover.
- We are a middle-income community, with a median household income of \$60,869 (slightly above the state median income), and are expected to grow 2.7% annually between 2015 and 2020.
- 15% of all residents and 21% of children live in poverty.
- There are 43,018 jobs in Fontana, but only 8.8% of employed residents work in Fontana.
- Over 70% of jobs in Fontana are in services, retail or wholesale. Kaiser Medical Group, Fontana Unified School District, and the City of Fontana are the top three employers.
- The construction, warehousing and logistics industries remain important economic drivers for Fontana's economy.
- Approximately 42% of our working population travels 25 miles or more to work, and 14% travels more than 50 miles to work.

## Fiscal resources

- Sources of revenue for governmental activities are general taxes, including property and sales taxes, and program revenues, such as charges for services.
- The most significant government expenditures are for public works, police and fire, general government, and engineering.

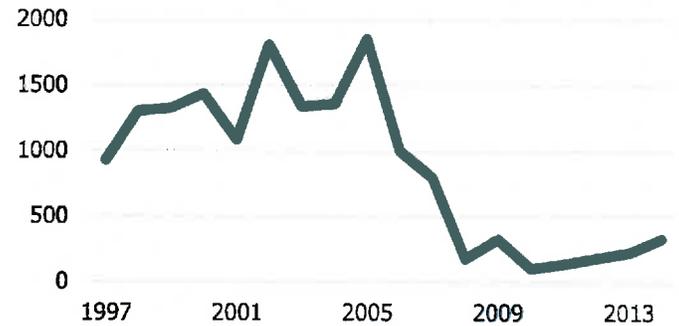
## Over half of households make \$50k-\$150k a year

ACS 2009-2013 estimates, % of households



## Single-family building permits are inching up

Construction Industry Research Board, number of permits



## Industry

- Fontana has 54,250,693 square feet of industrial space.
- Fontana's market for industrial space remains strong and compares favorably to other areas of the region.
- Fontana has a lower industrial vacancy rate than other cities in the Inland Empire West.
- Fontana is experiencing high demand for logistics and warehousing space, but these industries typically produce few jobs.

## Our economic strengths and issues

- Higher median household income than the county (in 2014 the median for Fontana was \$64,995; for San Bernardino County it was \$54,100).
- Our unemployment rate dropped to 6.5% from the peak rate of 15% in 2010.
- Large employers, such as the Kaiser Medical Group, provide a steady employment base.
- The industrial market remains strong, with low vacancy rates and high average rents.
- Our access to three major freeway corridors (I-10, I-15, and I-21) provides economic development opportunities.
- Educational attainment remains relatively low in Fontana, with only 15% of the workforce holding a bachelor's degree or higher.
- 91% of employed residents work outside the city.

# 1. THE BIG PICTURE: FONTANA IN TRANSITION

## A. The Four Fontanas

There have been four Fontanas over the last 150 years, and Fontana today faces a new transition. First, permanent vineyard settlements encroached on the Native American societies in the San Bernardino Valley in the 1880s to early 20th century. After the arrival of A.B. Miller, the Fontana Farms’ “Partnership of Hens and Oranges” spanned 1906 to 1942. Kaiser Steel remade Fontana into a steel town between 1942 and the 1983. And most recently, Fontana in the 1980s began to transition to an identity as an affordable suburb in the sprawling metropolitan world of Southern California.

Fontana’s four identities emerged as the result of transformative events: the arrival of rural pioneers leaving Los Angeles; A.B. Miller’s creation of the Fontana Farms agribusiness model combined with land subdivision; World War II and Henry Kaiser’s construction of the first steel plant in the West; and, as the steel mill declined and then closed, Fontana’s transformation into a bedroom community for families priced out of housing in the coastal counties. Most of the Kaiser Steel plant is gone and replaced by the Auto Club Speedway. Both Fontana Farms and smallholder farming of poultry and citrus disappeared as the steel mill, housing, shopping centers, and the logistics industry replaced agriculture.

Fontana became the land of housing opportunity and is now a city where most residents commute to jobs elsewhere. This most recent transformation, which first gained steam in the 1980s, reached its height just before the Great Recession—the crash of 2007-2009. After riding the real estate bubble, Fontana joined other communities in the Inland Empire as one of the most battered by the recession, with high unemployment, slashed real estate prices, high levels of foreclosure, and almost no construction activity. As this General Plan Update is being written in 2015 and 2016, Fontana has been gradually recovering from the recession. Now, as the third most populous city in the Inland Empire, Fontana is poised to build on its success as a residential city and enter a new period of positive transformation.

### A note on terminology and data

- **Terminology:** In this report and the General Plan Update, “City” will be capitalized when referring to the municipal government; “city” without an initial capital letter will refer to the community as a geographic and socioeconomic entity.
- **Data:** This report and General Plan Update are being prepared at the midpoint between the 2010 and 2020 censuses. In addition to the decennial population counts, the U.S. Census Bureau now produces estimated data based on three- and five-year surveys of sample populations called the American Community Survey. Sample surveys of small areas, such as census tracts and block groups, are less reliable than of larger populations, such as the entire city, because of sample sizes. Proprietary databases, such as ESRI Business Analyst, also provide estimated data based on the Census and other data sources. The State of California also provides some demographic data. These and other sources have been consulted for this report.

## B. Fontana in The Context of The Inland Empire

Incorporated in 1952, the City of Fontana is part of the Inland Empire, which is located approximately 50 miles east of the City of Los Angeles. The geographic boundaries of the Inland Empire are blurry, but the term is commonly used to describe western San Bernardino and Riverside counties (the Riverside-Ontario-San Bernardino Metropolitan Statistical Area) and their combined population of approximately 4 million people. Fontana is the second-most populous city in San Bernardino County and the third-most populous in the Inland Empire (after Riverside and San Bernardino). The growth of the Inland Empire after World War II reflected Southern California's expanding population drawn by an economy based on defense, manufacturing, construction, and entertainment—with the Inland Empire primarily functioning as the bedroom community for jobs in the coastal counties. By the 1990s and 2000s, some parts of the Inland Empire were attracting non-residential investment, particularly in logistics, manufacturing and services, including a growing number of professionals. However, the Inland Empire economy was still very dependent on construction and on jobs in the coastal economy in 2007, when the Great Recession began.<sup>1</sup>

Foreclosures, unemployment, declining incomes, and growing poverty were characteristic of the region during the recession. The region began to recover in 2012, with growing employment, new business formation, demand from the warehousing and logistics sector, and the slow return of residential construction. Although low-paying (under \$30,000 a year) and temporary jobs still predominate, there are signs that the region has begun attracting economic sectors with better-paying jobs, such as health care, insurance, and professional services.

Like the rest of California, the Inland Empire's demographics have become more diverse over time, in both racial and ethnic terms. The affordability that attracts new residents is also a draw for immigrant households. This is an important demographic, because immigrants are disproportionately likely to create new businesses, particularly in technology and engineering. Parts of the region are also beginning to be more attractive to college-educated young adults between 25 and 34 years old than in the past. The number of millennials, the 20 to 29 age group, also appears to be growing, though the data may also reflect this group's difficulty in finding jobs that allow them to establish their own households.

While housing in the Inland Empire remains more affordable than in the coastal counties, housing costs are rising relative to incomes. Future success for the region requires integrated policies that keep housing affordable while diversifying the economy with higher-paying jobs. This is related to a long-standing Inland Empire challenge of relatively low educational achievement. "Overall, the future prosperity of the Inland Empire depends on mixing its traditional strengths—affordable housing and strong blue collar sectors—with the expansion of newer industries as well as its growing immigrant-based economy....To remain Southern

<sup>1</sup> This discussion relies substantially on Joel Kotkin et al., *Housing the Future: the Inland Empire as Southern California's Indispensable Geography*, (2015 Symposium on the Affordability of Housing, Inland Valleys Association of Realtors, Ontario, CA: February 5, 2015). [www.nationalcore.org](http://www.nationalcore.org).

California's opportunity region, the area needs to both reinvent itself and build on its past success."<sup>2</sup>

Since the closing of Kaiser Steel, Fontana has focused on housing development and the warehouse/logistics economic sector, the now-traditional mainstays of the Inland Empire. Fontana's unemployment rate has generally followed the recovery trend at the state and county levels, with an unemployment rate in 2015 at 6.5%, down from 14.7% in 2010. Despite a rebound in home prices, homebuilding permits have not returned to pre-recession levels in Fontana. In the post-Great Recession world, Fontana will need to "reinvent itself and build on its past success."

While the General Plan focuses on the municipality of Fontana, the city is affected by a variety of agencies, districts, and plans that transcend municipal boundaries, such as public education, transportation, water supply, and wastewater districts.

- Public education. Two public school districts serve most of the City of Fontana: Fontana Unified School District (FUSD) and the Etiwanda School District (pre-K to 8). FUSD serves most of the city and has an enrollment of 40,674 students in the 2015-16 academic year. About one-third of the FUSD students are classified as English learners and 82% receive free or reduced-cost lunch. The Etiwanda School District serves approximately 6,200 students in northwest Fontana. In addition to these two school districts, small areas of Fontana are covered by the Colton Joint Unified School District (southeast Fontana); the Chaffey Joint Union High School District (northern Fontana), and the Rialto School District (northeast). Approximately 15 private schools in Fontana offer elementary and/or middle or high school education. There are 12 additional private schools for pre-kindergarten and kindergarten education.
- Regional transportation and transit. Fontana is a member of the San Bernardino County Transportation Authority (SBCTA), formerly the San Bernardino Associated Governments (SANBAG). SBCTA is responsible for planning and implementing a multi-modal transportation system for the county's 2.1 million residents through support for freeway construction projects, regional and local road improvements, public transit (rail and bus), ridesharing programs, congestion management, and transportation planning studies.
- Transportation and sustainable communities policies. Fontana is also a member of the Southern California Association of Governments (SCAG), which is made up of local governments, agencies and six counties, including San Bernardino County. It serves as the federally-designated Metropolitan Planning Organization for transportation planning in the region. SCAG's work also includes development of the state-mandated sustainable communities strategy, growth forecasts, and regional housing needs allocations.
- Water supply and wastewater. Fontana's drinking water supply comes from a combination of surface water, subsurface aquifers, and imported water from Northern California. Drinking water is provided to Fontana and its Sphere of Influence primarily by three agencies: the Fontana Water Company (FWC), Cucamonga Valley Water District (CVWD), and the West Valley Water District (WVWD). Two other water agencies, the Crawford Canyon Water District and the Marygold

<sup>2</sup> Ibid., 14.

Mutual Water company, provide water for small portions of the northern and eastern parts of Fontana. Wastewater services are supplied by a regional authority, the Inland Empire Utilities Agency, which also provides other services.

### C. Fontana's Heritage of Innovation And Affordable Opportunity

Fontana, like every community, has a complex history and has experienced both positive and negative cycles. Within that history, however, is a heritage of innovation and affordability that at various points has supported opportunity and prosperity for working- and middle-class people.<sup>3</sup>

- A.B. Miller and Fontana Farms. Miller's combination of agribusiness and model small farms in Fontana differed from nearby citrus-farming agricultural communities, such as Redlands, Ontario, and Pasadena, which required significant capital investment from relatively wealthy individuals for success. The Fontana model offered land on the installment plan, a system of combining citrus, walnut or grape farming with poultry (for reliable incomes while tree crops were maturing), and provided inexpensive water, power, fertilizer and saplings from Miller's large agroindustry enterprise, Fontana Farms, which operated with economies of scale. Some 3,000 homesteads were purchased by 1930 and the system had attracted immigrants from Hungary, Yugoslavia, and Italy. The Fontana Farms agribusiness had the largest citrus and hog operations in the world at one point and was notable for what today is often called "industrial ecology," in which the waste products of one process are used as inputs to another process, with the goal of creating a closed-loop system. In the case of Fontana Farms, the most famous example is a contract with the City of Los Angeles to use its garbage to feed Fontana Farms' hog operation that produced meat and bacon for the Southern California market.
- Henry Kaiser, the Kaiser Steel Mill, and Kaiser Permanente. While the steel mill had some negative impacts common to industry during its operation between 1942 and 1983, including high-sulfur air pollution that hastened the end of citrus production, a key factor in Henry Kaiser's business approach was to focus on labor productivity by reducing worker turnover and absences, whether from sickness, shortages of transportation and housing, or strikes. By enrolling Kaiser workers in a prepaid health plan (the Permanente Health Plan), time lost to sickness was reduced. Kaiser Community Homes built affordable residential neighborhoods (similar to the Levittown communities in the East) in Fontana and in Ontario, as well as other cities. Kaiser Steel also worked with the United Steelworkers of America to develop an innovative profit-sharing plan in which labor shared in cost savings resulting from technology and labor productivity improvements. More recently, the new Kaiser hospital replacing the original 1955 hospital in Fontana has appeared on a number of lists as among the most advanced and sustainable hospital buildings in the

<sup>3</sup> This discussion relies substantially on Daniel Cornford (ed.), *Working People of California* (Berkeley: University of California Press, 1995), pp. 437-454. (available online at: <http://ark.cdlib.org/ark:/13030/ft9x0nb6fg>)

world.

- Housing opportunity after Proposition 13. One effect of the 1978 passage of Proposition 13, which limited property-tax increases and assessments, was to increase the difference between housing costs in the coastal counties and the Inland Empire, helping to spark the 1980s boom in residential construction that drew people from the coast in search of more affordable housing. The early 1980s were difficult in Fontana, with 10,000 workers losing their jobs when the Kaiser mill closed, but the closure in some ways made Fontana more appealing for residential construction because it ended the air pollution associated with the plant. The relative affordability of the Inland Empire compared to the coastal counties has continued through subsequent real estate booms and busts.<sup>4</sup>

The innovations of the past occurred in contexts different from today's world. Fontana can draw on the city's heritage of innovation to continue to make the city a prosperous and affordable full-service community for working families and individuals.

## D. Fontana 5.0: What Is Fontana's Next Act?

The world of 2015 is different from the world of 2006, and the twenty years between now and 2035 will bring even more transformations. It is a much more competitive world. Both within the city and in the broader region, conditions have changed, making this a propitious moment for Fontana to plan for its next act.

- Vacant land is entitled and redevelopment is in Fontana's future. Much of the remaining vacant land in Fontana was approved for development before the Great Recession of 2007 and the specific plans and associated development agreements remain in force. Affordable housing continues to be a challenge in Southern California, and prospective home buyers face more stringent mortgage requirements. Disparities in income are also growing. Under these circumstances, a recovery of the real estate industry will not mean a return to the overheated housing economy of the early years of the 21st century. However, growth does not have to stop when "greenfield" development opportunities decrease. There are many opportunities for infill development and redevelopment in Fontana's older neighborhoods. This is a different type of development from the planned community model that has dominated since the 1980s.
- Retail is being transformed. Retailing is being transformed by online and mobile shopping, leading to the creation of new, smaller, and different retail formats as well as the model of shopping as entertainment.
- Suburban office models are becoming obsolete. Campus-style office parks no longer meet the needs of business and the younger employees that businesses need to attract. Office tenants are looking for amenities and walkability, even in more suburban environments.
- The robots are coming. The logistics industry is increasingly capital-intensive. Fulfillment warehouses are using more robotic han-

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<sup>4</sup> See Thomas C. Patterson, *From Acorns to Warehouses: Historical Political Economy of Southern California's Inland Empire* (Walnut Creek: Left Coast Press, 2015), pp. 209-232.

dling, and some forecasters predict that self-driving vehicles in the coming decades could have a devastating impact on employment in the interstate highway trucking industry. In 2015, Amazon purchased a robotics company (now named Amazon Robotics), and hosted a competition for fulfillment robots, “the Amazon Picking Challenge.”<sup>5</sup> Many jobs today in warehousing and logistics tend to be low-wage, less than full time, and/or temporary.

- Overall demand for workers with at least a bachelor’s degree will grow. Projections for job growth show high demand for low-wage occupations requiring no more than a high school diploma and for occupations requiring at least a bachelor’s degree. Mid-level occupations are not growing. College graduates earn more money over their lifetimes and experience much less unemployment.<sup>6</sup> Adults in the Inland Empire and Fontana today have relatively low levels of educational achievement, and the next generation will not be able to compete for more stable and well-paid jobs without higher educational achievement.
- State frameworks promote development models that reduce greenhouse gases. The State of California is committed to water conservation and reducing greenhouse gases—partly through new growth and development models in California communities, including Fontana. These new growth patterns emphasize compact and mixed-use development and varied transportation options.
- Millennials want a variety of living options and amenities. While the millennial generation has begun to grow in the Inland Empire, these young adults, born in the 1980s to the early 2000s, will make up nearly half of all workers in 2020. Many of them prefer to live in communities that have more housing, employment, entertainment, and transportation options than traditional bedroom suburbs, particularly educated young adults who have the skills to thrive in the knowledge economy of the future.
- Fontana is expected to have over 250,000 people in 2035. The city is ripe to become a “complete” community, a more full-service city, preserving its traditional suburban-style neighborhoods while offering more choices in housing, jobs, transportation, learning, and entertainment.

Suburban bedroom communities in California and all over the country are creating more diverse live-work-play-learn environments rather than focusing on single-use districts, whether those be housing developments, office parks, or shopping centers. These single-use districts are the development models of the 20th century, and they will continue to exist—but we do not need more of them. While many parts of Fontana are built out for the foreseeable future and the city will remain a stronghold of traditional single-family neighborhoods, the city still contains many opportunities for new approaches to development and mixing land uses. More diversity and choice in jobs, types of places to live, transportation, and quality-of-life amenities can make Fontana more competitive and successful well into the 21st century.

<sup>5</sup> Adam Robinson, “The Exploding Use of Robotics in Logistics and Manufacturing,” July 6, 2015, [www.cerasis.com](http://www.cerasis.com); Eugene Demaitre, “Mobile Robots Become Essential to Competitive Logistics,” [www.roboticsbusinessreview.com](http://www.roboticsbusinessreview.com); Tom Green, “Productivity Chasing Humans Out of Warehouses,” [www.roboticsbusinessreview.com](http://www.roboticsbusinessreview.com).

<sup>6</sup> Hans Johnson, et al. “Will California Run Out of College Graduates?” Public Policy Institute of California, October 2015, [www.ppic.org](http://www.ppic.org)

The General Plan Update process, taking place as Fontana is recovering from the Great Recession, provides an arena to learn about both the challenges and the opportunities that will affect Fontana's future. This Background Report provides a realistic understanding of the social, economic, environmental and political context of both the city and the region to help identify how Fontana can use this plan to chart a course toward a more complex, 21st-century identity.

## 2. THE GENERAL PLAN UPDATE

### A. What Is The General Plan?

All California cities are required to have a General Plan (GP) to guide the physical and economic development of the city over the next 20 years. The general plan is a strategic framework based both on the community's vision and goals and on the State's goals for the long-term development of California. Fontana's last General Plan was adopted in October 2003. This General Plan Update process will refresh the City's long-range blueprint for physical and economic development.

General Plans are comprehensive and holistic community planning documents whose purpose is to guide decision making. While the focus has traditionally been on the physical development of a community, modern plans of this type recognize that physical development depends on a community's values and its goals for neighborhood life, economic development, environmental sustainability, community design, and health and wellness, among other topics. The goals for these different aspects of community life will shape the physical development of the city.

A general plan has three fundamental parts:

- A vision for the future: what is our shared vision for our community?
- A plan: what strategies do we pursue to achieve the vision?
- An implementation program: what actions do we need to undertake to implement the strategies?

### B. State Requirements for The General Plan

The State requires seven "elements" or chapters in general plans: land use, circulation, housing, conservation, open space, noise, and safety. Additional elements are permitted and elements can be combined or consolidated, as long as the mandated elements contain required content. The 2003 Fontana General Plan contains the following elements in addition to the mandated elements: community design; economic development; public facilities, services and infrastructure; parks, recreation and trails; and air quality.

The State has issued an update to its guidance document on creating general plans, which is in the public comment phase as of late 2015. Any new requirements will be incorporated into the Fontana Forward planning process.

The state planning framework. The State of California is committed to reducing greenhouse gas emissions. The state planning framework (SB 375 and SB 226) calls for integrating land use, housing and transportation to reduce greenhouse gases by diversifying land uses, developing multimodal transportation networks, and creating regional Sustainable Communities Strategies (SCS). Fontana is covered by an SCS created by the Southern California Association of Governments (SCAG). The Fontana GP Update will need to demonstrate that it is consistent with the regional SCS. Once adopted, the new GP will provide for streamlined

CEQA approvals or exemptions for projects consistent with the State's planning framework.

The Environmental Impact Report (EIR) for the General Plan Update. Whenever a community adopts or amends a general plan or a general plan element, it is subject to the California Environmental Quality Act (CEQA), usually requiring an environmental impact report (EIR). The Fontana General Plan Update will be accompanied by an EIR prepared concurrently with the plan. The purpose of the EIR is to identify potential significant environmental impacts of proposals, alternatives with fewer adverse impacts, and potential ways to reduce or avoid environmental damage, thereby addressing significant environmental impacts and mitigation options. The EIR evaluates the proposed plan's effect on the physical environment as it is now, and the impact on the environment that would exist under the proposed plan, including secondary and cumulative effects.

## C. Fontana's 2003 General Plan

The 2003 Vision. The vision for Fontana in the 2003 General Plan is a short statement with themes of growth, unity, quality, and connectivity:

"Fontana is a modern city benefiting from rapid growth while preserving its hometown atmosphere. Our City is unified by a strong sense of community and a common goal: to be second to none in achieving high standards of quality as we grow and develop. We take great pride in our safe and attractive residential neighborhoods, which are complemented by recreational and educational facilities, and diverse and growing employment opportunities. Our Downtown and Civic Center district is the lively, thriving heart of Fontana. Our whole City is served by a network of efficient roads and infrastructure that connects us into a complete community in which we can live, learn, work and enjoy the fullness of life that Fontana has to offer."

The 2003 Vision also gives importance to a thriving downtown and additional, diverse jobs. While succinct, the Vision does not provide much guidance in terms of the character of quality growth and development, or what the "fullness of life" means in Fontana. The City was successful in implementing many important aspects of the 2003 General Plan that called for new community and transportation facilities and initiatives to reduce crime. The recession and market crash affected the City's ability to implement some actions.

## D. Major Goals of The 2003 General Plan

The major goals of the 2003 GP are shown in Exhibit 1. These goals expand on the themes of growth, unity, quality, and connectivity found in the 2003 Vision. A number of the goals are mutually reinforcing, such as the goals for bicycle and pedestrian connections, improved public transportation, and air-quality improvements.

**EXHIBIT 1 GOALS OF THE 2003 GENERAL PLAN**

General Plan Element	Goals
HISTORIC RESOURCES	Preservation and adaptive re-use of historic resources
	Preservation of archaeological resources
CONSERVATION AND OPEN SPACE	Preservation of environmentally sensitive, natural open space
	Multiple use of natural spaces for recreation and other open space uses
	Multi-use trail network on utility corridors
	Mixed-use open spaces in the city's core areas
	Attention to wildfire danger
ECONOMIC DEVELOPMENT	Fiscally healthy balance of land uses
	Improved and diversified industrial base
	Revitalized downtown
	Strengthened workforce
	Optimum mix of retail and services
	Strategic planning for economic development
MOBILITY	Improved thoroughfares and transportation routes, including highway interchanges
	City linked to regional system of bikeways and multi-use trails
	Public transit with Bus Rapid Transit
	Truck route plan reviewed
	Railroad crossings reviewed
INFRASTRUCTURE AND ENERGY	Efficient water resource use
	Xeric landscaping on public and private lands
	Water shortage contingency plan
	Solid waste reduction and recycling programs
	Utilities with high levels of service at competitive rates
PUBLIC FACILITIES AND SERVICES	High-quality schools with adequate facilities and capacity
	Law enforcement and fire protection
	Healthcare services for all segments of the population
	New Civic Center Campus with library, civic center, and auditorium
PARKS, RECREATION AND TRAILS	Parks for all segments of the population
	Adequate parks in newly developed areas
	Safe and well-maintained parks
	Parks jointly used with school districts
	Parks conveniently located and accessible to residents
	Bike and pedestrian uses supported
	Parks and trails funded through the capital improvement program
SAFETY	Risk from seismic and geologic hazards minimized
	Risk from flooding hazards minimized in line with most recent FEMA Flood Insurance Rate Maps (FIRM)
	Risk from urban and wild fire minimized
	Risk from contamination from hazardous materials minimized
	Plans for emergency response and recovery prepared

**EXHIBIT 1 GOALS OF THE 2003 GENERAL PLAN**

General Plan Element	Goals
AIR QUALITY	Air quality improvements achieved while sustaining economic growth
	Ground transportation generates minimum pollutants
	Energy consumption and reduced resulting in reduced emissions
	Release of particulate emissions from construction, roads and buildings minimized
LAND USE, URBAN DESIGN AND COMMUNITY DESIGN	Balance of land uses, including mixed-use development
	Land uses are compatible, including review of impact rules
	"One Fontana" program for physical and aesthetic unity with consistent character
	Infill and revitalization of core areas
	Revitalized downtown
	Unifying design theme while creating several distinct neighborhoods
	View corridors preserved with design guidelines
	Appearance of major arterials enhanced
	Vibrant, identifiable downtown created
	New Civic Center Campus created
	New development has high-quality, contemporary, unifying design elements
Design standards used to minimize conflict and spillover effects of differing land uses	
HOUSING (2014)	2004-2014 shortfall in affordable housing production
	Actions taken to promote development of 4,282 units for both seniors and very-low- and low-income households

# Major Accomplishments of the 2003 General Plan



## 2003 GENERAL PLAN VISION STATEMENT

Fontana is a modern city benefiting from rapid growth while preserving its hometown atmosphere. Our City is unified by a strong sense of community and a common goal: to be second to none in achieving high standards of quality as we grow and develop. We take great pride in our safe and attractive residential neighborhoods, which are complemented by recreational and educational facilities, and diverse and growing employment opportunities. Our Downtown and Civic Center district is the lively, thriving heart of Fontana. Our whole City is served by a network of efficient roads and infrastructure that connects us into a complete community in which we can live, learn, work and enjoy the fullness of life that Fontana has to offer.

## MAJOR ACCOMPLISHMENTS



**Healthy Fontana** program started in 2004



**Lewis Library and Technology Center** opened in 2008



**Center Stage Theatre** renovated and opened in 2008



Fontana named **one of 20 safest communities with over 200,000 residents in the U.S.** in 2013



**First Zero Net Energy (ZNE) neighborhood in California** in 2015



**Development Services Organization building** opened in 2007



**Fontana Park and Aquatic Center** opened in 2008



**Pacific Electric Trail** opened in 2012



**Three highway interchange improvements** in 2014

### 3. WHO WE ARE: POPULATION TRENDS

**N**ow the third-most populous city in the Inland Empire, after Riverside and San Bernardino, Fontana more than doubled its population between 1960 and 1980, and more than quintupled its population between 1980 and 2014. This tremendous growth has been made up of families seeking an affordable suburban lifestyle. Over the next 20 years, will these families decide to stay in Fontana as they get older, or will a new cohort of young families replace them? The Southern California Association of Governments (SCAG), in its 2016-2040 Regional Transportation Plan, projects a Fontana population in 2040 of 280,900 with 74,000 households. This assumes an average household size of 3.8 persons, slightly lower than the 2015 estimated average of 4.0 persons. Population projections are based on interpretation of historical trends in natural increase (births and deaths) and net migration. Future population and household growth in Fontana will also depend on housing and employment markets.

## rFindings

- Fontana is a growing community of over 200,000 people.
- Fontana is the 21st largest city in California, 3rd largest in the Inland Empire and 2nd largest in San Bernardino County.
- Fontana has a young population, with a median age of 29, compared to the state median of 36.
- Fontana is a family community: 58% of total households include children under 18.
- Fontana has more children and fewer seniors by percentage than the county or the state.
- The average household size in the city is 4.0 people, compared to the state average of 2.9 people.
- Most current residents came to Fontana recently. Seven percent arrived in 2010 or later, and 90% arrived in 1990 or later.
- Fontana is racially diverse: 46% of the population identifies as White, 9% as Black or African-American, and 36% identifies as "other" or two or more races. The last category indicates multiracial identify, often chosen by persons of Hispanic background.
- Hispanics can be of any race. Fontana is 69% Hispanic.
- SCAG projected (as of 2015) that Fontana's population in 2040 would reach 280,900. That means the city would have nearly 74,000 more people 25 years from now, living in 20,000-24,000 new households, depending on average household size.



## A. Population Trends<sup>7</sup>

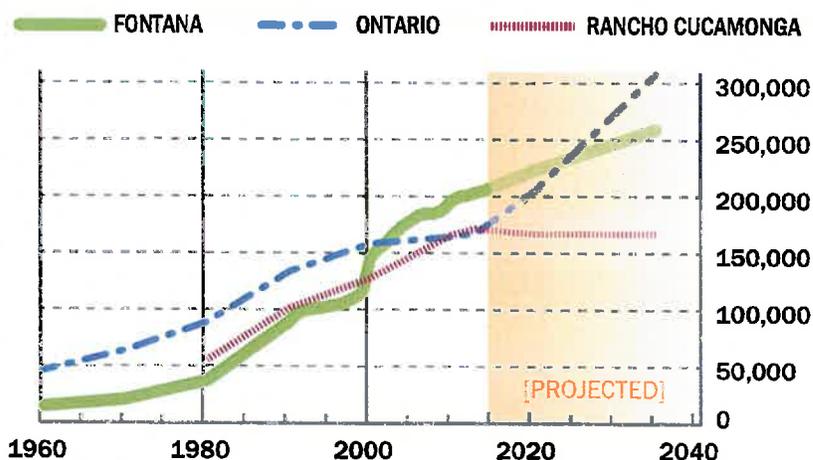
In 1960, at the time of the city's first census after incorporation in 1952, the City of Fontana was still a relatively small community of 14,659 people. As southern California attracted millions of migrants from other parts of the country after World War II, Fontana's population grew almost 2.5 times between 1960 and 1980. In the next twenty years, after Kaiser Steel closed in 1983 and the city focused on residential development, population grew 3.5 times to reach 128,929 in 2000.

Year	Population	Growth
1960	14,659	
1970	20,673	41%
1980	36,804	78%
1990	87,535	138%
2000	128,929	47%
2010	196,009	52%
Est. 2014	206,950	4%

Source: U.S. Census Bureau; ACS (2014)

Fontana's growth in residential population since 2000 has outpaced the growth in population by nearby communities and San Bernardino County. Between 2000 and 2015, Fontana's residential population increased approximately 58%, compared to an overall 23% growth rate for San Bernardino County. During this period the City annexed 2,912 acres with a population of 13,817 people. Not counting this population, the city grew 50% in the period 2000-2015. In the same time period, nearby cities of Ontario, Rancho Cucamonga, and San Bernardino grew by 7%, 36%, and 15%, respectively.

EXHIBIT 3 FONTANA POPULATION 1960-2014



The Southern California Associated Governments (SCAG) projected gradual population growth for San Bernardino County, which would reach 2,731,900 residents in 2040. SCAG develops, refines and maintains

<sup>7</sup> Primary data sources include U.S. Census Bureau, the California Department of Finance (DOF), the Southern California Association of Governments (SCAG) and the Department of Housing and Urban Development (HUD). These data sources are the most reliable for assessing existing conditions and provide a basis for consistent comparison with historical data and the basis for forecasts. This section also includes data from the 2009-2013 American Community Survey 5-year Estimates (ACS). The ACS provides estimated data based on surveys between the decennial censuses.

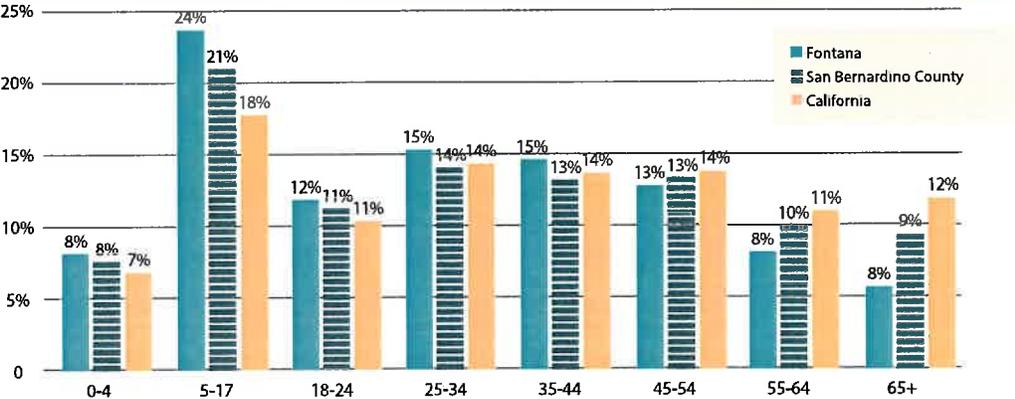


a regional population-forecasting model. Projections are used for federal- and state-mandated long-range planning efforts. SCAG's most recent forecast for Fontana, incorporated in the 2016-2040 Regional Transportation Plan, estimates the 2040 population at 280,900.

### B. Age

Fontana's attraction for families since the 1990s and its identity as a bedroom community are reflected in the city's age profile. The median age of residents in 2013 was 29.4 years, below both the state median of 35.7 and the San Bernardino County median of 32. Fontana's largest age demographic in 2013 was the 5-17 age group, representing 24% of the total population. While Fontana's population has a similar distribution to San Bernardino County and California among the 25-34 and 35-44 age groups, Fontana has a higher-than-average youth population (0-4, 5-17, and 18-24) and lower-than-average senior population. Just 6% of the city's population is over the age of 65, compared to 9% of San Bernardino County, and 12% of California. If today's Fontana parents decide to stay in the city after their children grow up, the city is likely to have a higher proportion of people over the age of 65 in the next few decades. However, Fontana is also likely to continue to attract new households with children.

**EXHIBIT 4 FONTANA AGE DISTRIBUTION, 2013**

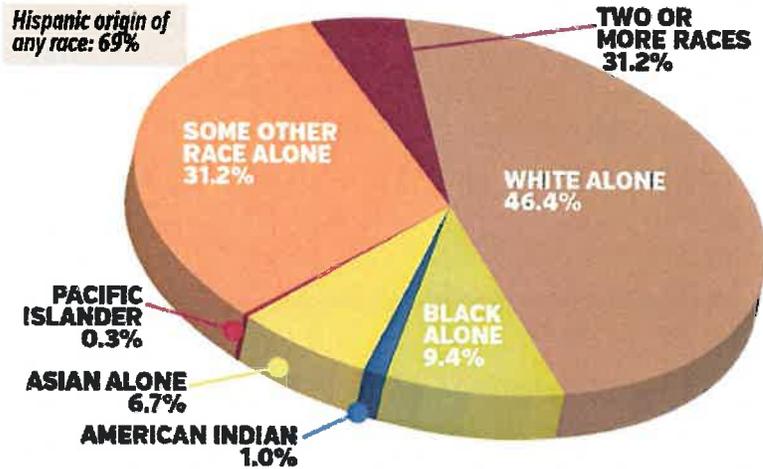


Note: Bars representing the same value may have different heights due to rounding.  
 Source: Census Bureau, American Community Survey 2009-2013, estimates.

## C. Race And Ethnicity

Like Southern California and San Bernardino County, Fontana is racially diverse. Fontana's racial distribution has similar characteristics to the those of the county and the state. The majority of Fontana residents (69%) identify as Latino (any race), compared to 50% of San Bernardino County residents and 38% of California residents.

EXHIBIT 5 FONTANA RACE AND ETHNICITY



Source: U.S. Census Bureau, American Community Survey 2009-2013, estimates.  
Note: The U.S. Census Bureau defines race and ethnicity as two separate and distinct identities. One Census question asks respondents which socio-political race (among categories shown in this chart) they most closely associate with, and a separate question asks whether they associate with "Hispanic, Latino, or Spanish origin" or not (defined as ethnicity). Sources: U.S. Census Bureau (2010); ESRI (2015)

## D. Households

The California Department of Finance estimated that as of January 1, 2015, Fontana had 50,197 households with an average of 4.06 persons per household, well above the State average of 2.95 persons per household.<sup>8</sup>

The U.S. Census distinguishes between "family households" and "non-family households." Family households include people who are related by blood, marriage, or adoption. This means that a married couple with no children in the home is a family household. Non-family households include single-person households and households where unrelated people live together—for example, a household of roommates.

The vast majority of households in Fontana today are family households. Eighty-five percent of Fontana households are family households, of which 61% are married couple family households (with or without children in the home). Single parents live with their own children under 18 in almost 14% of households and another 10% of family households are headed by men or women without married spouses but with other family

<sup>8</sup> California Department of Finance, E-5 City/County Population and Housing Estimates, 1/1/2015)

EXHIBIT 6 FONTANA AGE DISTRIBUTION, 2013

Households By Type	% of Total Households
Families (related by blood, marriage or adoption)	85.7%
With own children under 18 years	50.5%
Married-couple family	61.2%
With own children under 18 years	36.8%
Male householder, no wife present, family	7.7%
With own children under 18 years	4.5%
Female householder, no husband present, family	16.7%
With own children under 18 years	9.2%
Nonfamily households	14.3%
Householder living alone	9.7%
65 years and over	3.4%
Households with one or more people under 18 years	58.0%
Households with one or more people 65 years and over	16.5%

Source: U.S. Census ACS 2009-2013)

members. Fontana has relatively few non-family households, with fewer than 10% single person households. Overall, 58% of households include at least one person under 18 years old, while 16% include at least one person 65 or older.

## E. Incomes

Fontana is a solidly middle-income community, with an estimated median household income in 2014 of \$64,995 (2010-2014 ACS), slightly above the state median of \$61,933.<sup>9</sup> (The median means half of the households have higher incomes and half of the households have lower incomes.) The average household income in 2013 was estimated at \$75,825, which indicates that there are not a large number of high-earning households

<sup>9</sup> U.S. Census ACS 1-year survey, 2014.

EXHIBIT 7 FONTANA HOUSEHOLD INCOME DISTRIBUTION



Source: U.S. Census Bureau, ACS 2009-2013

that would make the average a great deal higher than the median.<sup>10</sup> Median household income in Fontana is expected to grow 2.73% annually between 2015 and 2020, a slower pace than the state's projected 3.36% income growth rate.

Approximately 31,450 residents, or 16%, live in poverty, the same percentage as the state, but higher than the national poverty rate of 15.4%. San Bernardino's poverty rate is higher at 18.7%. An estimated 21% of children and youth (people under 18 years old) in Fontana live in poverty, as do 10% of people 65 or older.<sup>11</sup>

Students from households with incomes of up to 130% of poverty level are eligible for free lunches at school, and students from households with incomes of up to 185% of poverty level are eligible for reduced-price meals. (The poverty level guidelines for this program are based on the number of persons in the family.) Eighty percent of Fontana K-12 students qualify for free or reduced-price lunch at school, a greater proportion than in the county or state.

<sup>10</sup> U.S. Census ACS 2009-2013

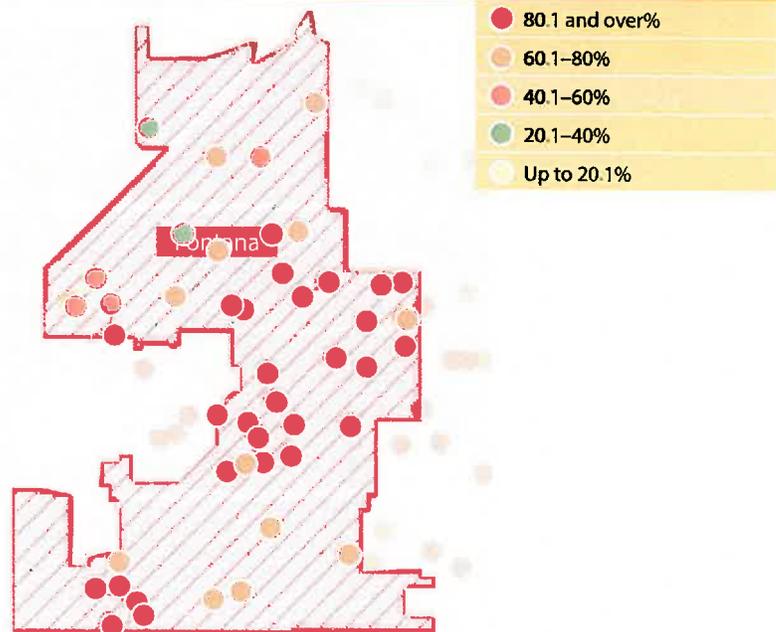
<sup>11</sup> Ibid.

**FIGURE 8 STUDENTS ELIGIBLE FOR FREE OR REDUCED-PRICE LUNCHES**

Report Area	Total Students	Number Eligible for Free/Reduced-Price Lunch	Percent Eligible for Free/Reduced-Price Lunch
Fontana	41,709	33,405	80.1%
San Bernardino County	410,285	282,313	69.0%
California	6,213,194	3,478,407	56.3%
United States	49,936,793	25,615,437	51.7%

Source: National Center for Education Statistics, NCES—Common Core of Data. 2012-13.

**EXHIBIT 9 STUDENTS ELIGIBLE FOR FREE OR REDUCED-PRICE LUNCHES**

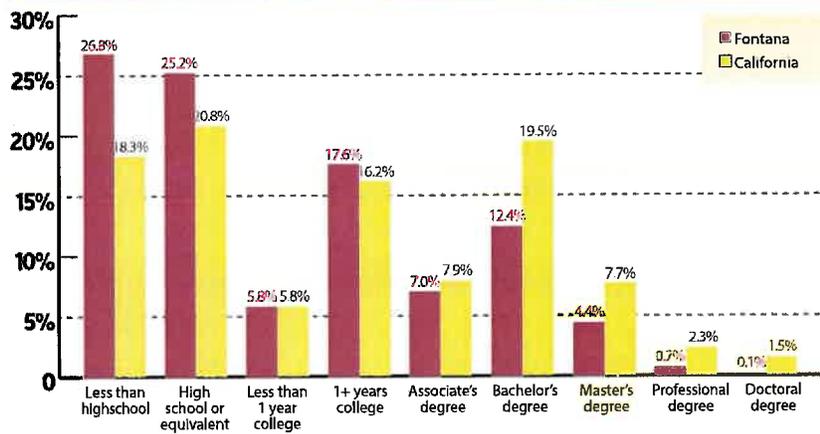




## F. Educational Attainment

Compared to the state as a whole, most Inland Empire communities have lower rates of educational attainment. Fontana is no exception. Most adults in Fontana do not have a post-secondary degree of any kind (associate's, bachelor's or graduate degree).

EXHIBIT 10 RESIDENTS 25 YEARS AND OLDER BY EDUCATIONAL ATTAINMENT



## 4. LIVING IN FONTANA

This section includes a broad array of conditions that influence quality of life for Fontana residents. The city's historic heritage, older and newer housing options, natural heritage and parks, health and wellness, and the community services that provide amenities and activities all shape what it is like to live in Fontana.

### A. Historic Heritage

Fontana has archaeological remains of the area's Native American presence in the foothills of the Jurupa and San Gabriel mountains and a limited number of historically significant structures or sites more than 50 years old.

## rFindings

- There are 3 individual National Register of Historical Places (NRHP) sites in the City of Fontana.
- There is one California Register of Historical Landmarks site in the City of Fontana.
- There are 4 California Points of Historical Interest in the City of Fontana.
- A Historical Landmarks list for the City of Fontana was created by the Fontana Historical Society circa 1990.
- Article XIII of the Fontana Code, Preservation of Historic Resources, provides for protection of historic resources. The Planning Commission acts as a Historical Commission. The code designates 22 historic resources for protection, of which 10 are national- or state-listed sites.
- Alteration of the sites listed in the code, including change of use and demolition, requires a Certificate of Appropriateness.
- National- and state-listed resources are also covered under Section 106 of the National Historic Preservation Act (NHPA) for federally-funded projects and the California Environmental Quality Act (CEQA) for state-funded projects.
- The Fontana Historical Society is working to increase awareness of the city's historic assets.
- The City has obtained property at Sierra Avenue and Spring Streets for a Fontana Historical Museum to be run by the historical society.
- Downtown is the hub of historic-era buildings and structures.

**Early History.** The area of the present City of Fontana was first inhabited by Native Americans known as the Yuhaviatam (called the Serrano ("Mountain") Indians by the Spanish) in approximately 1000 B.C. Archaeological remnants are present in the form of petroglyphs, caves, and habitation sites, but most evidence of their lives on the valley floor has been lost to development over the last two centuries.

While the area was nominally under Spanish and then Mexican rule in the eighteenth and early nineteenth centuries, and became part of the United States after 1848, there was little settler activity in the area until

the 1870s. A small Mormon settlement lasted a few years in the 1850s, but continuous settlement began with the arrival of the Sansevain brothers in 1874, who began moving their grape and wine-making operations from Los Angeles to the northern part of present day Fontana where a small settlement grew at the mouth of Lytle Creek and San Sevaine Canyon. By the mid-1890s there were three small centers within a rural landscape: Rosena, at today's downtown, Grapeland at the foot of the San Gabriel Mountains and the Declzville quarry at the foot of the Jurupa Hills.

**The Birth of Fontana.** The year 1905 saw the arrival of the most important individual in the development of modern Fontana, Azari-el Blanchard (A.B.) Miller. He purchased 17,000 acres in the modern Fontana area and began transforming his land into orchards, poultry and livestock farms. Irrigation made the Fontana desert into an agricultural oasis. Miller created a unique combination of industrial agriculture and real estate development that allowed working class and middle class city dwellers in Los Angeles to buy a small farm in installments, plant trees and raise poultry (bought from Fontana Farms), and buy water and power from Miller's water and power companies. Immigrants from Hungary, Slovakia, and Sicily were among the small farmers.



Orange groves in Fontana

A.B. Miller was the founder and president of Fontana Farms (citrus), Fontana Union Water Company, Fontana Power Company, B. B. Company, Miller Livestock Company, and Fontana Land Company. Rosena was renamed Fontana in 1913 and the Sierra Avenue downtown developed in the 1920s and 1930s. From 1915 to 1920 Fontana Farms began to actively plant citrus, with an original planting of 2,000 acres, giving Fontana the largest single citrus grove in the world. A.B. Miller established a hog ranch in the Declz region of the city near the Jurupa Hills in 1921, feeding the hogs for a time through a garbage contract with the City of Los Angeles. Citrus growers raised poultry as a complementary business for fertilizer and year-round income from eggs. In many respects, A.B. Miller's business model was a precursor of what today is called "industrial ecology." The waste products produced by his operations were used as inputs for production of other products.

**Fontana as an industrial community.** Fontana entered the industrial age in 1942 when Henry J. Kaiser established the Kaiser Steel mill to aid the war effort on the former hog ranch in what is now the city's sphere of influence. This was the first steel mill west of the Mississippi and the first steel mill independent of US Steel, Bethlehem Steel, and the other big steel companies in the east. Kaiser Steel had good relations with the steelworkers union and the Kaiser health system was established



Left: Fontana Farms citrus packing plant/ Fontana Citrus Association (FCA Building). Right: as it exists today, used as a school district storage warehouse

to serve the steelworkers. Experienced steelworkers were attracted to Fontana from Pennsylvania, West Virginia and eastern Kentucky. As the mill attracted workers, the area between downtown and the steel mill became increasingly dense, and agriculture began a slow decline as land was converted to residential and suburban commercial uses. The city incorporated in 1952, not including the steel mill itself. Fountain Square, the first suburban shopping mall in San Bernardino County, was built in 1960 near the corner of Foothill and Sierra.

After the death of Henry Kaiser, management neglected modernization of the mill as the American steel industry passed through a period of intense downsizing because of competition from cheaper foreign steel. The mill ceased operations in 1983.

Residential growth. With the closing of the Kaiser Steel mill in the 1980s, the economic growth of the city depended on new residential growth. City officials used the Redevelopment Agency to attract developers and give them incentives to build in Fontana. The first specific plan and development agreement was the Southridge residential area between the Jurupa Hills and Jurupa Avenue. Residential development continued into the northern and southern areas of Fontana during the late 1990s and beyond as the city has evolved into a bedroom community of the larger Los Angeles region. Downtown commercial activities declined as commercial developments closer to new freeways and housing drew shopping away from the historic downtown.

### Historic Resources

Fontana's cultural and historic legacy is evident in its remaining historic landmarks. Nevertheless, the area lacks a cohesive cultural narrative and identity. In April 1974, the Fontana Historical Society was formed out of concern about the loss of historical resources. Its mission is to collect, preserve, research, and provide access to the knowledge of Fontana's past. This 501(c)3 nonprofit is staffed by volunteers. Preservation of Fontana's historic and cultural assets can infuse local identity with a stronger sense of its historic roots, and can create a critical mass of cultural resources.

Fontana's historic assets are landmarks—the downtown corridor and neighborhoods/blocks, as well as individual structures of special historic value. Some of these historic resources have been moved from their original sites or are surrounded by incompatible development or vacant land. Downtown Fontana is probably the city's most recognized and publicly-valued historic asset, yet many of its historic structures are threatened by neglect, incompatible redevelopment, and deferred maintenance.



Above and on the facing page: four views of Sierra Avenue in the early and mid-20th century.

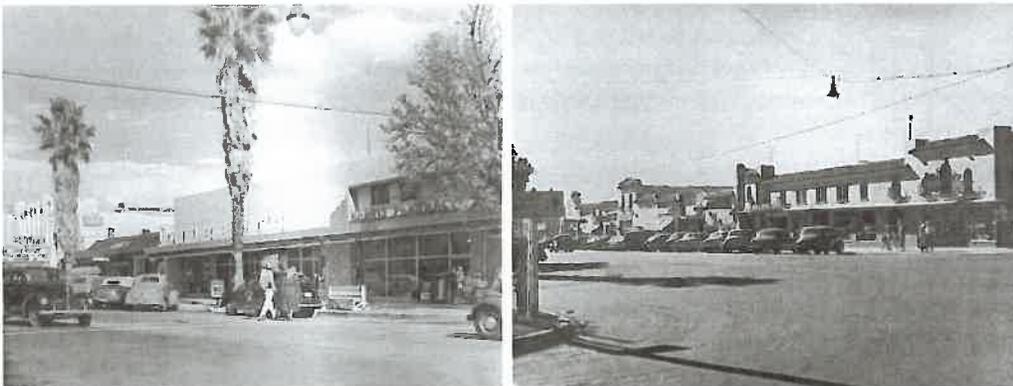
A small number of the area's historic assets are listed on the National Register of Historic Places or state registers and listed as landmarks or points of historical interest. In addition, Article XIII in the Fontana Code, Preservation of Historic Resources (sections 5-351 to 5-365), provides for the Planning Commission to act as the Historical Commission. Twenty-two sites are designated as historical resources. Article XIII includes criteria and procedures for designation and requires a Certificate of Appropriateness for significant alterations, including changes in use and demolition. The Commission holds a public hearing and makes a recommendation to the City Council. Most of the sections of Article XIII date from no later than 1998, except for the list of designated resources, which was revised as late as 2004.

National- and state-listed resources are also covered under Section 106 of the National Historic Preservation Act (NHPA) for federally-funded projects and the California Environmental Quality Act (CEQA) for state-funded projects.

The criteria for local designation of a historical resource are:

1. It has a special historical, archaeological, cultural, architectural, community or aesthetic value.
2. It is identified with people, a business use or events significant in local, state or national history.
3. It embodies distinctive characteristics of a style, type, period or method of construction, or is a valuable example of the use of indigenous materials or craftsmanship.
4. It has a unique location or singular physical characteristic that represents an established and familiar visible feature of a neighborhood, a community, or the city.
5. Its integrity as a natural environment or feature strongly contributes to the well-being of residents or a neighborhood of the city.
6. Or it is a geographically definable area possessing a concentration of sites, buildings, structures or objects that are unified by past events or are unified aesthetically by plan or physical development.

In addition to the designated resources in Article XIII of the code as of 2015, an inventory of historic resources, prepared in the early 1990s, contains a list of resources with indications that other local sites were designated by the City Council in 1992 and 1994. They may have been removed at some point.



The Fontana Farm Company Ranch House, Camp No. 1, at 8863 Pepper Street, is a National Register Of Historic Places Landmark.



### Individual National Register of Historic Places and Landmarks

The National Register of Historic Places (“National Register”) is the nation’s official list of significant historic properties. Listing of a historic district on the National Register denotes the architectural, historical, cultural, ethnic, or other significance of a site that is at least 50 years old. Being listed is an honor and also qualifies the owner for certain tax incentives to offset the cost of restoration. However, National Register designation provides no regulatory protection against demolition or exterior change—except in the case of federally-funded projects, which are required to undertake a special review process if a the proposed project may affect a designated historic district or landmark. Otherwise, owners of National Register properties are free to do with their property whatever they wish, including demolition, unless subject to local regulation. The Fontana Farm Company Ranch House and the South Fontana Pit and Groove Petroglyph sites are listed in Article XIII of the Fontana Code. Bono’s Restaurant was placed on the national list in 2008, after the last addition to Article XIII.

There are three individual National Register historic places in Fontana:

- The Fontana Farm Company Ranch House, Camp No. 1 dates from 1905-1906 and is located at 8863 Pepper Street. The Fontana Farm was started in 1905 by A.B Miller near the Santa Fe Railroad lines. The camp originally consisted of a ranch area, with barns and barracks for 200 men, as well as sheds, stables, pens, corrals, and the foreman’s house.
- The Fontana Pit and Groove Petroglyph Site is a prehistoric archaeological site of national significance. It is located within the Mary Vagle Nature Center property and is a protected resource. There are relatively few pit-and-groove sites in southern California, making this resource very rare.
- Bono’s Restaurant and Deli, located at 15395 Foothill Blvd., is the most recently listed national historic landmark in Fontana. The restaurant opened in 1936 to serve travelers on U.S. Route 66, and

originally operated as a produce stand. In 1943, increased traffic on the highway prompted the owners to expand, and the current building was built as a full-service restaurant. As Fontana's Italian immigrant community grew in the 1940s, the restaurant also became a local source of Italian foods previously unavailable in the area. The Big Orange, a 7-foot tall orange-shaped citrus stand, is located on the property of the restaurant. The structure was originally located 3 miles to the east but was purchased in the 1990s and moved to its current site.

### California Points of Historical Interest

There are 12 California Points of Historical Interest (CPHI) in Fontana. CPHIs are buildings, features, or events of local significance. CPHIs designated after December 1997 and recommended by the State Historical Resources Commission are also listed on the California Register of Historic Places. To be eligible for designation as a CPHI, a resource must meet at least one of three criteria:

- Be the first, last, only, or most significant of its type within the local geographic region (City or County);
- Association with an individual or group having a profound influence on the history of a local area; or
- A prototype of, or an outstanding example of, a period, style, architectural movement or construction, or an example of the more notable works or the best surviving work in the local region of a pioneer architect, designer, or master builder.

### Archaeological Sites

Prehistoric and historic-era archaeological resources have been identified throughout Fontana, including numerous sites and isolates. The location of these resources is restricted in order to limit disturbance of the sites. Information and locations on the sites and isolates is held on file at the South Central Coastal Information Center (SCCIC) of the California Historical Resources Information System (CHRIS). Prehistoric sensitivity in Fontana is mostly concentrated in the southern and northern portions of the city. A cluster of prehistoric sites was previously identified in the southern portion of the city and has been interpreted by archaeologists as the remains of an important Native American village with associated campsites and habitation sites nearby. The majority of the prehistoric sites within the city represent evidence of Native American food-processing activity, such as bedrock milling features, which are common to the area. All of the prehistoric sites previously identified are clustered along the foothills of the San Gabriel Mountains and the Jurupa Hills.

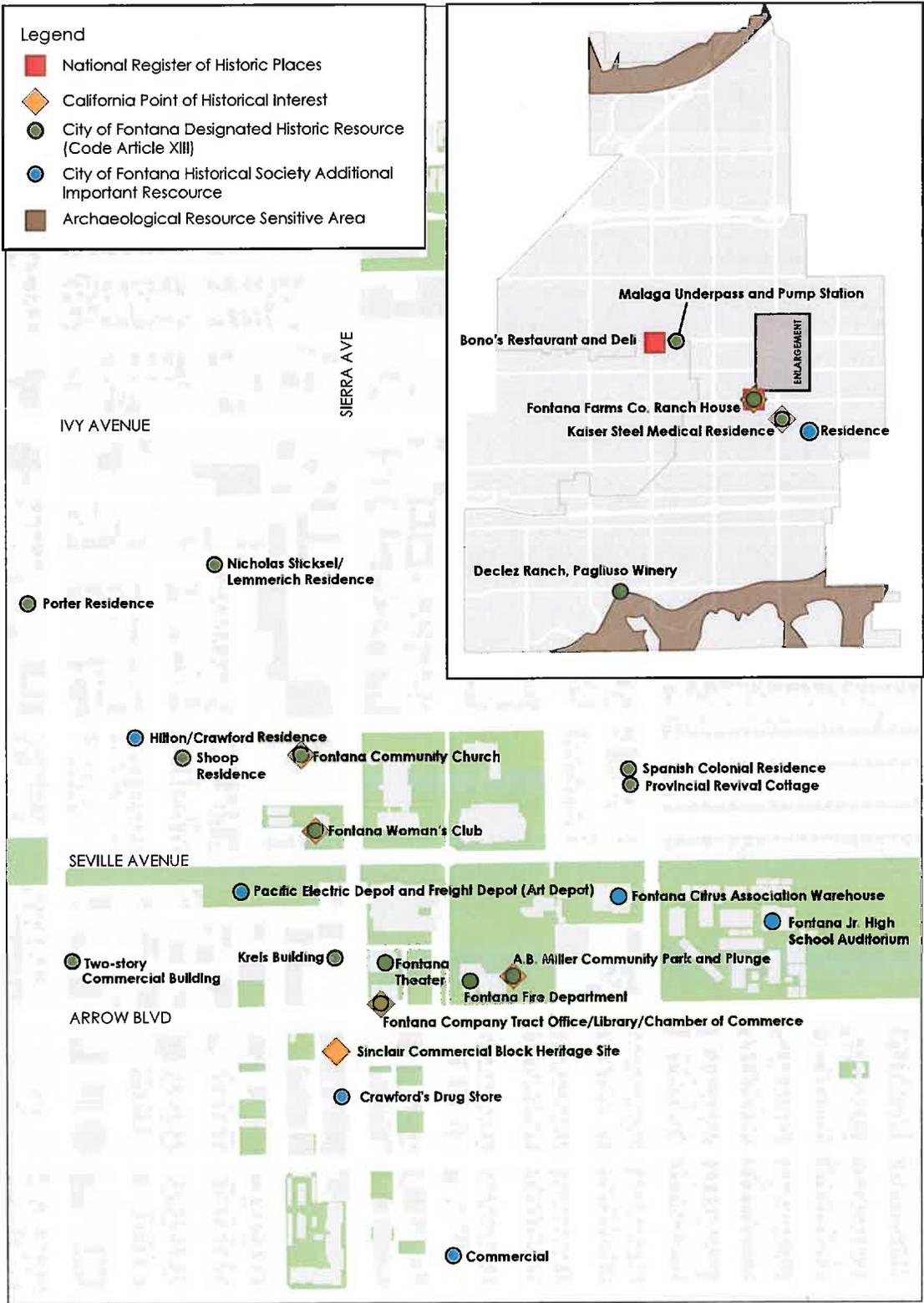


A Fontana hog ranch

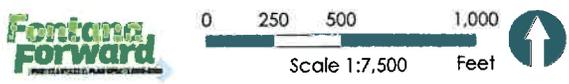
**EXHIBIT 11 DESIGNATED HISTORIC SITES**

HISTORIC NAME	ADDRESS
<b>NATIONAL REGISTER OF HISTORIC PLACES</b>	
Fontana Farms Company, Foreman's Ranch House, Camp No. 1 *	8863 Pepper Street
Fontana Pit and Groove Petroglyph Site *	Address restricted
Bono's Restaurant and Deli	15395 Foothill Boulevard
<b>CALIFORNIA POINTS OF HISTORICAL INTEREST (with plaque number)</b>	
P463 Fontana Pit and Groove Petroglyph Site *	Address restricted
P594 Fontana Farms Company, Foreman's Ranch House, Camp No. 1*	8863 Pepper Street
P595 Fontana Farms Company Tract Office/Library/C of C Building *	8459 Wheeler Avenue
P596 Decluz Ranch, Felice Pagliuso Winery *	11401 Cypress Avenue
P597 Fontana Woman's Club *	16880 Seville Avenue
P608 Fontana Community Church *	8316 Sierra Avenue
P617 Sinclair Commercial Block	8150 Sierra Avenue
P626 A.B. Miller Community Park and Plunge *	17004 Arrow Boulevard
P736 Grapeland Homesteads and Water Works	Foothills of San Gabriel Mountains
<b>FONTANA CODE ARTICLE XIII DESIGNATED HISTORICAL RESOURCES</b>	
Fontana Fire Department	16980 Arrow Boulevard
Fontana Theatre	8463 Sierra Avenue
Foothill Boulevard between Hemlock and Almeria Avenues	Foothill Blvd. b/t Hemlock & Almeria
Kaiser Steel Medical Residence	9107 Sierra Avenue
Kreis Building	8462 Sierra Avenue
Malaga Underpass Bridge	Foothill Boulevard
Malaga Underpass Bridge Pumping Station	Foothill Boulevard
Porter Residence	8222 Juniper Avenue
Provincial Revival Cottage	8350 Mango Avenue
Shoop Residence	8323 Bennet Avenue
Schultze Residence	17006 Ivy Avenue
Spanish Colonial Residence	8336 Mango Avenue
Sticksel/Lemmerich Residence	16805 Ivy Avenue
Two-story commercial building	8461 Juniper Avenue
<b>FONTANA HISTORICAL SOCIETY IMPORTANT RESOURCES LIST</b>	
Bullock Ranch	Cherry Avenue at Duncan Canyon Road
Commercial	8661 Wheeler Avenue
Crawford's Drug Store	8554 Sierra Avenue
Fontana Citrus Association Citrus Warehouse	8426 Mango Avenue
Fontana Jr. High School Auditorium	8425 Mango Avenue
Fontana Mercantile	8435 Sierra Avenue
Hilton/Crawford Residence	8308 Bennett Avenue
Pacific Electric Depot & Freight Depot	16824 Spring Street
Residence	9310 Palmetto Avenue

\* Article XIII of the Fontana code also lists this site as a Designated Historic Resource.



Historic Resources  
 August 2016  
 Data sources: City of Fontana, National California Register of Historic Places 2015, California Office of Historic Preservation, Fontana Historical Society



Historic-era archaeological sites in the city consist mainly of residential areas, although irrigation systems, transportation features, and other types of resources are also represented. Sites are scattered throughout the city. The historic U.S. Route 66 (now Foothill Boulevard), the former Kaiser Steel Mill, and the Boulder-Los Angeles power transmission lines are among previously recorded archaeological resources. The Southern Pacific Railway (now Union Pacific), completed in the 1870s, and the Atchison, Topeka, and Santa Fe Railway (now Burlington Northern and Santa Fe), completed in the 1880s, have also been recorded as sites.

In sum, there are over 80 previously recorded archaeological sites in the city. These sites are formally recognized on Department of Parks and Recreation (DPR) 523 site records and their information is kept in perpetuity at the SCCIC of the CHRIS. The sites require mitigation, evaluation, and/or protection for all state and federal undertakings that have the potential to impact them. Access to these sites is protected and therefore not publicized widely because of the danger of theft and destruction of the resources. Information on the sites is typically available to professionally qualified archaeologists.

### Route 66

A portion of historic Route 66, also known as Foothill Boulevard, runs through Fontana. Route 66 was one of the original highways in the United States, established in 1926. The highway became one of the most famous roads in America, originally running from Chicago and ending in Santa Monica, covering a distance of 2,448 miles. The road served as a major route for those who migrated west, especially during the Dust Bowl of the 1930s, and it supported the economies of the communities through which it passed before the interstate era. The area of Foothill Boulevard in Fontana began to lose much of its historic business and character in the 1970s as freeways were built and became the preferred route of traffic movement. Foothill Boulevard remains the second most traveled street in Fontana, but it has lost most of its historic character. Strip commercial development on the street has “Anywhere USA” design characteristics, and there are a number of underutilized or vacant sites.

### Fontana Historical Society

The Fontana Historical Society seeks to identify, document, and encourage preservation. The Historical Society occupies a building at 16830 Spring Street that is owned and operated by the Fontana Community Services Department. This building contains numerous archives and data. The Historical Society is also in possession of the archives and artifacts from the former Kaiser Steel Museum in Rancho Cucamonga, which it hopes to display once the Fontana Museum is created.

The Historical Society compiled a list of potential historical sites that the community considered significant. In 1992 and 1994 the City Council designated some of these properties as historically significant, and a modified list can now be found in Article XIII of the Fontana code, as noted earlier. While the Planning Commission acts as a Historical Commission, the City does not have programs focused on historic preservation, delegating that role in practice to the Fontana Historical Society.

## Accomplishments since the 2003 General Plan

The 2003 plan's goals for historic preservation generally promoted preservation of historic resources, adaptive reuse of historic resources, and preservation of archaeological resources. Major accomplishments include the rehabilitation of the Center Stage Theatre, inclusion of historic preservation in the city code, and acquisition of a site for a Museum of Fontana History.

## B. How We Live: Housing

The Housing Element of a general plan is the only element that requires review and certification by the State of California, which has identified attainment of a decent home and living environment for every resident as the State's primary housing goal. In practice, this means that the Housing Element is organized according to State requirements and focuses primarily on provision of housing affordable to low- and moderate-income households.

The State requires that municipalities update the housing element of their general plans every five years. A Fontana Housing Element was adopted and approved by the State in 2006 for the 2006-2014 period and again in 2014 for the period 2014-2021 to satisfy this requirement. The 2014-2021 certified Housing Element serves as the housing element in the update of the general plan being prepared in 2015-2016.

Fontana had a shortfall of 4,282 affordable units that were to be created during the 2006-2014 period (most of which had not been created as of 2015). The current Housing Element commits the City to creation of another 3,137 units affordable to very-low-income and low-income households (as defined by the State). This is a significant number of assisted units to produce, especially since redevelopment agencies were dissolved statewide in 2012 (eliminating Housing Set-Aside funds), which makes financing affordable units more difficult.

The 2014 Housing Element reflects data from 2013 or earlier. The existing conditions data in the discussion below includes more recent data.

## rFindings

- The California Department of Finance estimated that there were 53,358 housing units in Fontana as of January 1, 2016, with a 3.5% vacancy rate.
- Eighty-two percent of housing units are single-family homes.
- Over two-thirds of Fontana households own their homes.
- Over two-thirds of Fontana housing units were built after 1980.
- The median home value in Fontana was \$312,500 as of 2015.
- Fontana home values rose 5.3% in the period 2014-15, and are predicted to rise 4.7% in 2016.
- The median rent for a 2-bedroom housing unit in late 2015 in Fontana was approximately \$1,300, according to real estate website Trulia.com.
- The city has a significant regional allocation of affordable housing units in its State-certified Housing Element, which may be difficult to finance.

EXHIBIT 12: HOUSING UNITS

Housing Unit Type	Number	Percent of total
Single detached	42,372	80%
Single attached	1,231	2%
Two to four	2,122	4%
Five plus	5,704	11%
Mobile homes	1,540	3%
Total	52,969	100%

Source: California Department of Finance, E-5 City/County Population and Housing Estimates, 2015

According to the California Department of Finance, as of January 1, 2016, there were the 53,358 housing units in Fontana, of which 96.5% were occupied and 3.5% were vacant. Vacancy rates are an indicator of housing supply and housing demand. Low vacancy rates produce greater upward price pressures and suggest households may have trouble finding housing with an affordable monthly payment. A higher vacancy rate indicates downward price pressure and may suggest an oversupply of housing units. A four to five percent vacancy rate is considered "healthy."

In 1990 the City of Fontana had 29,383 housing units. The number of housing units increased 180% between 1990 and 2015. The vast majority of Fontana's housing units are single family homes, while 15% of housing units are in multi-unit structures.

### Housing tenure

Sixty-eight percent of Fontana households are homeowners, according to U.S. Census Bureau estimates (ACS 2009-2013). The remaining 32% are renters, at least half of whom live in single-family homes. The 2007-2011 ACS reported that the majority of owner-occupied housing was single-family detached units, accounting for 93.9% of the total owner-occupied housing units. Renter-occupied units were mostly in single-family detached units (47 percent) or multi-family complexes with 5 or more units (34.9 percent). The City of Fontana has a higher owner occupancy rate than the statewide average of 53.6%. The higher owner occupancy rate in Fontana may be attributable to greater home affordability in the Inland Empire compared to the statewide average.

## Age of housing stock

Most of the housing in Fontana is relatively new, with a quarter of units built since 2000. Approximately 69% of Fontana’s housing stock was built between 1980 and 2013. The two major waves of housing construction were in the 1980s and the 2000-2006 period. In contrast, about 5% of the city’s housing stock dates from the period before incorporation of the city. Depending on the quality of original materials and construction, older housing may need more regular maintenance and repair than newer housing. However, the age of housing does not in itself indicate the quality of the housing stock, since newer construction may be of variable quality.

## Housing costs

Housing in the Inland Empire is less expensive than in any other region of California. The California Association of Realtors (CAR) calculates an “affordability index” every quarter for regions and counties in California. This is the percentage of households that can purchase the median-priced home based on traditional assumptions of a 20% down payment, average fixed-mortgage interest rates, and monthly payments of no more than 30% of income. CAR determined that in the 3rd quarter of 2015, the Inland Empire sub-region had an affordability index of 45%, and San Bernardino County had a 54% affordability index. These indices are higher than the state (29%) and Los Angeles County (24%) for the same period. The Inland Empire as a whole also enjoys a higher affordability rate than Riverside County alone, which had a 39% affordability rate for the same period.

CAR also calculates an affordability index for first-time home buyers—the percentage who can purchase a median-priced home assuming a 10% down payment, an adjustable mortgage rate, and a monthly payment of no more than 40% of monthly income. The Inland Empire in the third quarter of 2015 had a first-time home buyer affordability index of 65%.<sup>12</sup> Access to homeownership is more difficult since the recession because of more stringent underwriting standards. Even if a buyer can afford monthly payments from monthly income, a good credit score and at least a 10% down payment is necessary to get a mortgage.

While the region is more affordable than other parts of California, in Fontana a significant proportion of both owner-occupants and renters pay more than 30% of their income for housing costs—a condition known as “cost burden.” Over half the total households are cost-burdened: 46% of owners and 64% of renters.

Year built	Number of units	Percent of total
2000 or later	13,073	25.8%
1990-1999	8,410	16.6%
1980-1989	13,410	26.4%
1970-1979	5,602	11%
1960-1969	3,128	6.2%
1950-1959	4,540	9.0%
1949 or earlier	2,553	5.1%
Total	52,969	100%

Source: U.S. Census, ACS 2009-2013

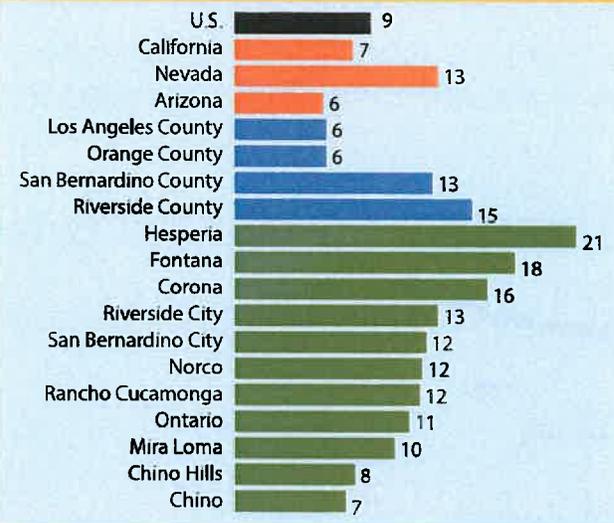
EXHIBIT 14: HOUSING COST BURDEN IN FONTANA

Jurisdiction	Total Households	Cost-Burdened Households	% of Cost-Burdened Households
Fontana	48,141	24,833	51.6%
San Bernardino County	603,879	279,106	46.2%
California	12,542,460	5,755,554	45.9%
United States	115,610,224	41,002,236	35.5%

Source: US Census Bureau, American Community Survey. 2009-13.

<sup>12</sup> [www.car.org/marketdata/data/haitraditional/](http://www.car.org/marketdata/data/haitraditional/) ; <http://www.car.org/marketdata/data/ftbhai/>

**EXHIBIT 15 FORECLOSURE RATES—FORECLOSURES PER 10,000 ELIGIBLE PROPERTIES, NOVEMBER 2014**



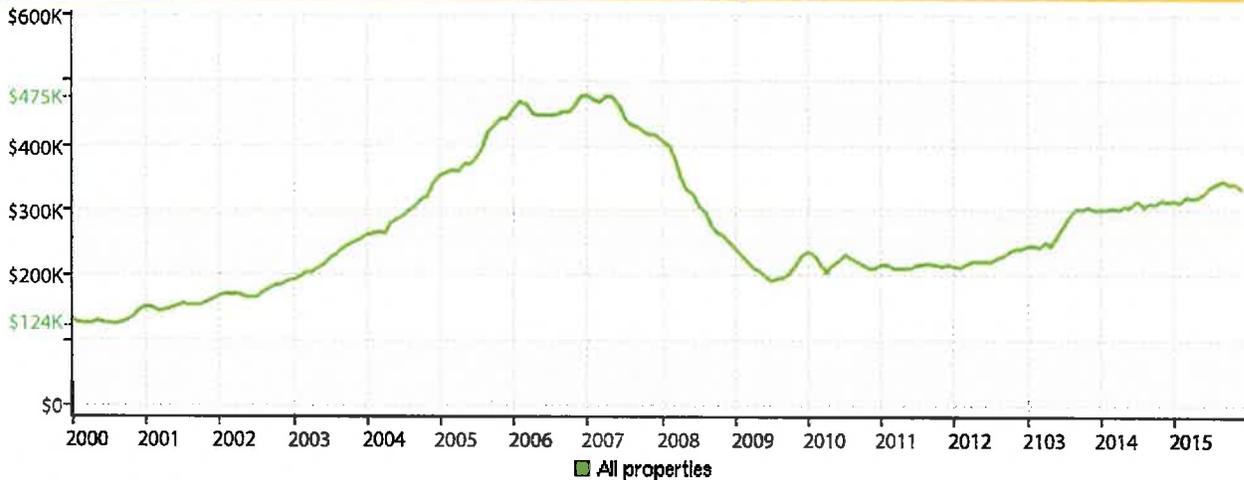
Source: Joel Kotkin et al. "Housing the Future: The Inland Empire as Southern California's Indispensable Geography" (2015 Symposium on the Affordability of Housing, Inland Valleys Association of Realtors, February 4, 2015.)

Fontana experienced the housing bubble of the early 2000s, and the median price of a single-family house rose to a high of about \$425,000 in 2006. Like the rest of the Inland Empire, Fontana's housing market crashed during the Great Recession and many homeowners were "underwater" (the market value of their houses were less than they paid for them) or went through foreclosure.

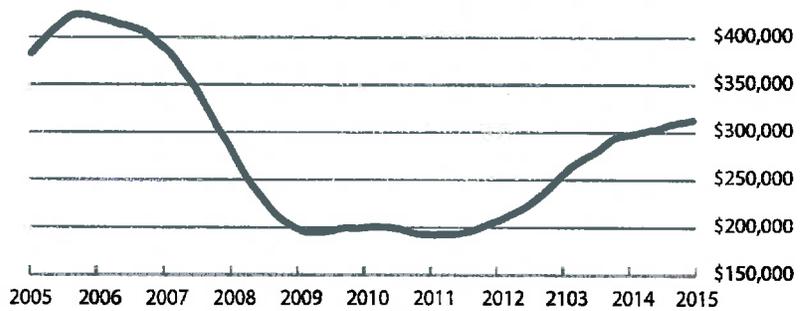
As late as November 2014, Fontana had one of the highest rates of housing units in foreclosure in the Inland Empire. However, by July 31, 2015, 14.5% of homeowners in Fontana had negative equity, in line with the US average of 15.4%. Also, 7.8% of Fontana homeowners are delinquent on their mortgage payments, compared to a 6% US average.

However, housing prices are rising again, with a median home price of approximately \$326,000 at the end of 2015. According to the Trulia.com real estate website, sale prices have appreciated 57.6% over

**EXHIBIT 16. MEDIAN SALES PRICE REPORTED BY TRULIA.COM FOR ALL HOUSING IN FONTANA, 2000-2015**

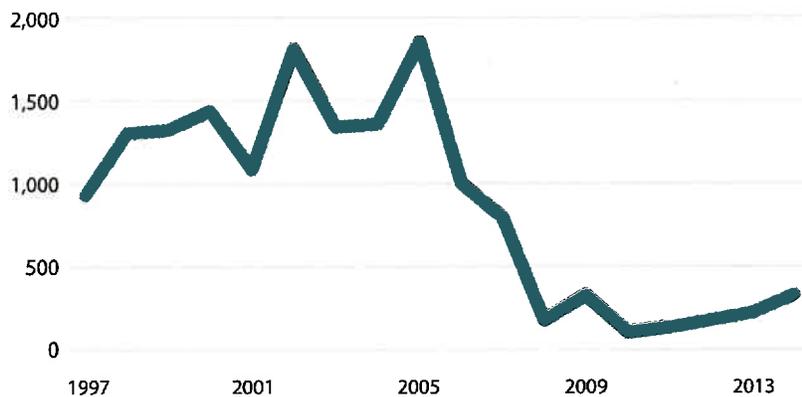


**EXHIBIT 17 MEDIAN HOUSING VALUES, 2006-2015**



Through August 31, 2015. Source: Zillow.com Home Prices Index

#### EXHIBIT 18 FONTANA RESIDENTIAL BUILDING PERMITS, 1997-2014



Permits for single-family houses built in Fontana. Source: Construction Industry Research Board

the last 5 years in Fontana.<sup>13</sup> Housing values are predicted to increase in 2016. The real estate website Zillow.com forecasts that median housing prices in Fontana will reach approximately \$377,000 by November 2016, ten years after the peak price of \$425,000 in 2006.<sup>14</sup>

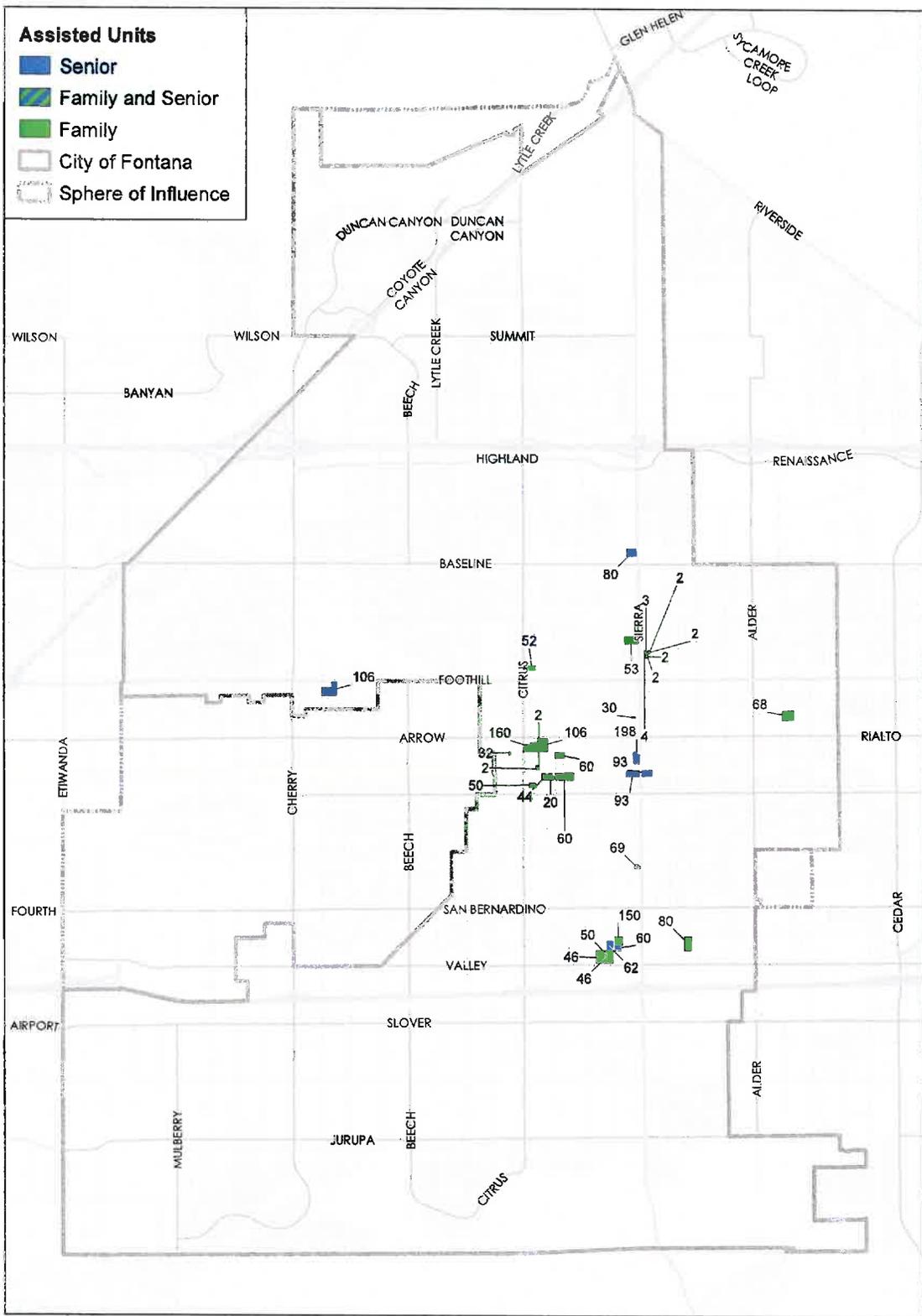
While home construction is returning to Fontana, permits have not rebounded to pre-recession levels. Housing permits peaked in 2005, when the City issued 1,851 building permits. From 1998 to 2006, the city issued no fewer than 1,001 single-family permits annually. Housing permits fell from the 2005 peak of 1,851 to a low of 103 permits in 2010. Fontana had 13 active communities selling new homes in the fourth quarter of 2014. Each development was selling at an average pace of 2.4 homes per month. At the peak of the market, Fontana had 24 active communities, each selling at a pace of approximately five homes per month.

### Assisted Affordable Housing

As of 2016, Fontana has 1,885 units of assisted affordable housing—that is, housing with some kind of subsidy to make the units affordable to families or senior citizens. This figure includes a 69-unit project in development in mid-2016 and constitutes 3.5% of all housing units in Fontana. Of the total, 707 or 38% are units for senior citizens. Most of the assisted housing is located in the central part of the city, in some cases with concentrations in small areas.

<sup>13</sup> [www.trulia.com/real\\_estate/Fontana-California/market-trends/](http://www.trulia.com/real_estate/Fontana-California/market-trends/)

<sup>14</sup> [www.zillow.com/fontana-ca/home-values/](http://www.zillow.com/fontana-ca/home-values/)



**EXHIBIT 19: ASSISTED AFFORDABLE HOUSING IN FONTANA**

SENIOR PROPERTIES	ASSISTED UNITS	EXPIRATION OF AFFORDABILITY
The Gardens at Sierra	93	2060
The Fountains at Sierra	93	2062
Minerva Manor	62	2013
Nuevo Avenue Senior Apartments	15	Life of project
Oldtimers Senior Highrise	150	life of project
Piazza Senior Apartments	60	2065
Plaza at Sierra	90	2065
Redwood Terrace	106	Life of project
Sonrise Senior Citizen Villa	80	Life of project
The Village at Sierra	108	2058
<b>SENIOR SUBTOTAL</b>	<b>857</b>	
FAMILY PROPERTIES		
Aventerra I	160	2024
Aventerra II	106	2024
Ceres Court Apartments Phase 1	43	2060
Ceres Court Apartments Phase 2	20	2063
Ceres Court Apartments Phase 3	60	2066
Citrus Grove Townhomes (acquisition/rehab)	50	[unknown]
16000-16090 Dorsey	32	2022
Laurel Woods	68	2022
Marygold Gardens	80	2066
8361 Nuevo Avenue	14	[unknown]
Paseo Verde Phase 1 Apartments	50	2067
Paseo Verde Phase 2 Apartments	46	2068
Paseo Verde Phase 3 Apartments	46	2069
16966 Reed Street	2	2025
16976 Reed Street	2	2025
16947 Reed Street	2	2025
16955 Reed Street	2	2025
16940 Reed Street	4	2025
16945 Reed Street	3	2026
Sierra Apartments (in development)	69	[unknown]
Toscana Apartments	53	2069
Terrace View	52	2056
Valencia Woods	60	2060
16200 Whittram Court	2	life of project
16210 Whittram Court	2	life of project
<b>FAMILY SUBTOTAL</b>	<b>1,028</b>	
<b>TOTAL OF BOTH CATEGORIES</b>	<b>1,885</b>	

## State-approved Housing Element

Fontana has a Housing Element covering the years 2014-2021 that has been approved by the State. Since 1980, the State of California has required cities and counties to include in general plans a Housing Element that makes adequate provision for housing and housing growth through zoning at appropriate densities and with sufficient infrastructure to meet the “fair share” of the regional need for affordable housing. (California Government Code Article 10.6, Sections 65580-65590). This is the only element in a General Plan whose methodology and content must be certified by state government. Current law requires that the Housing Element be updated every eight years.

The State has identified attainment of a decent home and living environment for every resident as the State’s primary housing goal. In practice, this means that the Housing Element is organized according to state requirements and focuses primarily on providing housing affordable to low- and moderate-income households. Cities are required to plan for their fair share of affordable housing, but are not required to produce the affordable housing. The purpose of this requirement is to eliminate “exclusionary zoning” and other land use regulations that are designed to keep affordable housing out by making it impossible to build in the jurisdiction. For planning purposes, land must be zoned to accommodate housing by right at densities appropriate to providing affordable housing. The Housing Element must establish the maximum number of units for construction, rehabilitation or conservation; establish a program for removing any local governmental restraints to development of affordable housing, transitional housing, and homeless shelters; and identify appropriate sites.

SCAG is responsible for allocating the region’s projected new housing demand in Fontana and other jurisdictions, a process known as the Regional Housing Needs Assessment (RHNA). This process identifies Fontana’s “regional share” for new housing construction and is intended to avoid over-concentration of low-income households in any one jurisdiction. The allocation is divided into four income categories:

- very-low-income: up to 50% of median income;
- low-income: 51% to 80% of median income;
- moderate-income: 81% to 120% of median income; and
- above-moderate-income: more than 120% of median income.

Cities also have to address housing growth needs for very-low-income households (30% or below median income), which state law defines as constituting half of the very-low-income group. The RHNA requires that communities plan to provide for these housing units through appropriate zoning and other efforts. However, construction of affordable units depends on market conditions and availability of subsidies. There are no consequences if the units are not built.

Through the certified Housing Elements for 2006-2014 and the 2014-2021 period, the City of Fontana has to plan for potentially producing 4,282 units of very-low- and low-income-housing. In practice this means zoning sufficient land at higher densities for the potential development of this number of affordable units.

## Housing need performance shortfall in the 2006-2014 Housing Element

Fontana's 2006-2014 RHNA identified a need of 5,699 housing units and the City's Housing Element was certified. The city met the need for moderate and above-moderate-income housing but did not meet the planning need for a total of 1,866 very-low and low-income housing units. The certified Housing Element included a rezoning program, which was not completed.

Because of the rezoning program and because the City had underutilized land that could meet the need, the City was required by state law to rezone land to accommodate the need according to several criteria:

- Sites must be rezoned to accommodate 100 percent of the RHNA shortfall for very-low and low-income units;
- Rezoned sites must accommodate owner-occupied and multi-family residential uses by-right; and
- At least 50% percent of the very-low and low-income housing need must be accommodated on sites designated for residential use and for which nonresidential use or mixed uses are not permitted.

In order to resolve this shortfall from the previous RHNA and Housing Element, the City had to rezone a minimum of 107.05 acres. The City created an R-5 zoning district allowing 50 units per acre and established the zone on locations on Foothill Boulevard (close to expected Bus Rapid Transit stops), Sierra Avenue, and in the Westgate Specific Plan. The City also created an R-4 zoning district allowing 25-39 units per acre that were assumed to accommodate moderate- and above-moderate-income units on 18.8 acres at Cypress and Valencia avenues, within walking distance of the Metrolink station.

## 2014-2021 Housing Need

The RHNA prepared by SCAG projects Fontana's share of the need for 2014-2021 as 5,977 new housing units. Forty percent of this total comprises housing need for extremely low-income, very low-income, and low-income households.

The state-approved 2014-2021 Housing Element is organized into four policy strategy areas:

Strategy 1—Production of Housing establishes policy actions for the future production of a range of rental and for-sale housing units in the city.

- Provision of adequate sites to meet RHNA goals (establishment of R-4 and R-5 zoning districts completed);
- Expansion of affordable housing opportunities through new construction to create an average of 10 units annually;
- Annual monitoring of housing production;
- Compliance with the State Density Bonus Law that provides by-right development of second units on existing single-family properties, by updating the current ordinance to comply with new state requirements with a goal of 5 new second dwelling units annually;
- Optional density standards review to ensure that the policy provides for an additional means to provide housing opportunities for extremely low-income to moderate-income households;

- Monitor implementation of the Inclusionary Housing Ordinance adopted in 2012 which requires new construction to pay a fee designated for affordable housing;
- A program to educate the public and developers on the advantages of manufactured and modular housing;
- Facilitation of acquisition, rehabilitation, and management of large-scale multi-family projects by private developers (typically nonprofits);
- An infill housing program to develop quality housing units on infill sites through reduction of development fees in the core area of the city and other incentives, with a goal of 2 infill units annually;
- Monitoring of development fees to ensure that they are not an undue constraint on affordable housing development;
- Encouragement of development of rental and for sale housing for larger families with a goal of 5 family units annually “based on developer interest;”
- Encourage the development of senior housing through incentives, with a goal of 10 senior units annually “based on developer interest;”
- Incentives and regulatory concessions to promote a variety of housing options through mixed-income development and to avoid concentration of affordable development;
- Expedited permit processing for low- and moderate-income housing and senior housing.

EXHIBIT 20: FAIR SHARE HOUSING NEEDS ALLOCATION, 2014-2021	
EXTREMELY LOW INCOME*	(721)
VERY LOW INCOME	1,442
LOW INCOME	974
MODERATE INCOME	1,090
ABOVE-MODERATE INCOME	2,471
TOTAL CONSTRUCTION NEED	5,977
* Regional share of extremely low-income units assumed 50% of the very low-income units	

Source: Regional Housing Needs Assessment, Southern California Association of Governments, 2012

**Strategy 2—Conservation and Preservation of Existing Housing**

establishes policy actions to conserve the existing housing stock and preserve housing opportunities for Fontana’s residents. There are 418 “assisted” units (with government rental or mortgage subsidies) in Fontana that are at risk during 2013-2023 of converting to market rate units.

- Monitoring of at-risk units;
- Establishment of partnerships with non-profit housing developers;
- An affordability-preservation strategy;
- Pre-emptive code enforcement; acquisition and rehabilitation of existing multifamily housing (dependent on the availability of federal HOME program funds);
- A program to revitalize neighborhoods bounded by Arrow Highway, San Bernardino Avenue, Citrus Avenue and Juniper Avenue through acquisition, substantial rehabilitation, and professional management of selected multifamily buildings by the housing authority.

**Strategy 3—Design and Quality of Housing and Neighborhoods**

establishes policy actions for providing high-quality, environmentally responsible, well designed living environments for Fontana’s residents.

- Promotion of water-conservation practices, such as the use of low water-demand fixtures and drought-tolerant landscaping and materials;
- Promotion of green/sustainable development practices by continuing the Green Fontana rebate program and evaluating the potential for other incentives, such as streamlined permitting.

**Strategy 4—Accessibility to Affordable Housing** establishes policy actions to enhance opportunities for affordable housing for all segments of Fontana’s population.

- Adoption of reasonable accommodation procedures related to code regulations and permitting procedures for persons with disabilities;

- Compliance with Senate Bill 2 to allow for emergency shelters, transitional housing and supportive housing to homeless individuals and families by amending zoning and the municipal code and enforcing the provisions of the housing accountability act;
- Encouraging the development of mixed-income housing developments, with a goal of 20 units annually within mixed-income developments;
- Participation in and support for regional fair housing through Fontana’s contract with the Inland Fair Housing and Mediation Board and continued provision of fair housing information;
- Referrals to the family Self-Sufficiency Program administered by the San Bernardino County Housing Authority for housing choice voucher (Section 8) participants;
- Referrals to the County Department of Mental Health program for mentally ill homeless adults; referrals to the county transitional-housing and case-management programs for homeless families and individuals with a goal of rehabilitation of one housing unit and assistance to up to 200 persons with transitional housing annually;
- Support for the Fontana domestic violence facility and programs in the existing 10-unit program, with the goal of assisting 20 homeless victims of domestic violence each year;
- Referrals of homeless persons to the County’s community assistance program;
- Support for the City’s housing authority antipoverty programs;
- Referrals to the County housing authority for Housing Choice Voucher (Section 8 ) programs;
- Provision of housing opportunities for extremely-low-income households by coordinating with the county and social service agencies;
- Facilitating housing provision through incentives;
- Coordinate with nonprofit developers and others to establish best practices;
- Review and amend the zoning code to comply with California Code sections related to employee housing (related to agriculture); and
- Identify the housing needs of persons with developmental disabilities.

**EXHIBIT 21: QUANTIFIED OBJECTIVES FOR HOUSING NEEDS, 2014-2021**

PROGRAM/INCOME LEVEL	QUANTIFIED OBJECTIVE (DWELLING UNITS OR HOUSEHOLDS)
<b>NEW CONSTRUCTION</b>	
Extremely low-income (subset of very low-income objective)	(721)
Very low-income	1,442
Low-income	974
Moderate-income	1,090
Above moderate-income	2,471
Total (Very Low Income includes Extremely Low Income)	5,977
<b>REHABILITATION</b>	
Extremely low-income (subset of very low-income objective)	50
Very low-income	50
Low-income	100
Moderate-income	27
Above moderate-income	13
Total (Very Low Income includes Extremely Low Income)	240
<b>PRESERVATION/CONSERVATION</b>	
Extremely low-income (subset of very low-income objective)	0
Very low-income	55
Low-income	286
Moderate-income	77
Above moderate-income	0
Total	418

Source: City of Fontana

## C. Land Use

“Land use” is an umbrella term for the activities that actually occur on a given parcel of land, such as residential, retail, industrial, agricultural, or transportation uses. Land uses can change over time—for example, when a farm becomes fallow land and then is turned into a residential subdivision. Zoning is the tool that a local government uses to regulate the uses of the land, but land use and zoning are not identical. Vacant land can be zoned for a use that has not yet been developed; uses can be “grandfathered” or “nonconforming” (meaning that they existed before the land was zoned for a different use); and zoning categories can permit more than one use—for example, an area zoned for industrial uses may also permit commercial uses, which may come to predominate in the area.

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## rFindings

- Residential land uses account for nearly 50% of the occupied/used (not vacant) land in Fontana. Since much of the vacant land has been entitled for residential development, the majority of land is expected to be in residential use in the future.
- Foothill Boulevard, Sierra Avenue, Valley Boulevard, and SR-210 are the primary commercial corridors of the city.
- The heaviest industrial land uses are concentrated in the southwest, including areas within Fontana’s Sphere of Influence.
- Fontana has 27 specific plans, of which 17 are fully developed, 5 are partially developed, and 5 are undeveloped.

The City of Fontana encompasses approximately 37 square miles of incorporated area, with an additional fifteen square miles in the City’s Sphere of Influence (SOI). The majority of the SOI is located in the unincorporated “island” west of the city limits. Also located within the SOI is an area north of I-15 to the national forest boundary and pockets of land adjacent to the eastern city limits.

The highest concentration of development is within the central “City Core” area, which includes single- and multi-family dwelling units and numerous businesses located along Sierra Avenue, the main north-south corridor in the city. Industrial development is located primarily along I-10 in the southern portion of the city and in the western SOI. This area also contains the California Speedway and over 5,000 predominantly single-family residences. The most northern edge of the city and the northern SOI are largely undeveloped, with some agricultural uses and scattered residential development.

### Residential

The majority of land that is occupied or used in Fontana is residential, and the vast majority of residential land is in the form of single-family homes. Multifamily development is predominantly located between Foothill Boulevard and I-10, and especially clustered in the older part of the city, in a rectangle formed by Sierra Avenue to the east, Arrow Boulevard to the north, Citrus to the west, and San Bernardino Avenue to the south.

### Commercial (Including Office)

Fontana has three predominant commercial area types: strip retail, neighborhood centers on arterial corridors, and stand-alone chain retail. They are located mostly along Foothill Boulevard and Valley Boulevard, and along Sierra Avenue, with large neighborhood centers and power centers off major roads and freeways. There is a limited amount of main-street-style mixed-use commercial area within a walkable urban grid in the heart of downtown on Sierra Avenue. Fontana also has a significant amount of auto-oriented commercial uses, including sales and repairs, especially along Valley Boulevard. The Fontana Auto Center along I-210 is designated for dealerships. Office uses account for about 12% of commercial uses. Small- and medium-scale office buildings are scattered between Foothill Boulevard and Jurupa Avenue, with a small amount of office use in or adjacent to the large retail centers off SR-210.

### Industrial

Fontana’s industrial land uses in 2015 are almost entirely light industry, often linked to the logistics and warehousing industries. Within the city limits, most industry is located south of I-10 to Jurupa Avenue, and along Cherry Avenue between Baseline Avenue and Foothill Boulevard, where a large Target distribution center is located. Fontana’s industrial real estate market remains strong and has a lower-than-average industrial vacancy rate than other cities in the Inland Empire West industrial submarket. Because of the robust industrial market, one area approved for residential development has become an industrial project, the West Valley Logistics Center in South Fontana. Outside the city limits, industrial land uses can be found between Arrow Route and I-10.

### Institutional and Public Uses

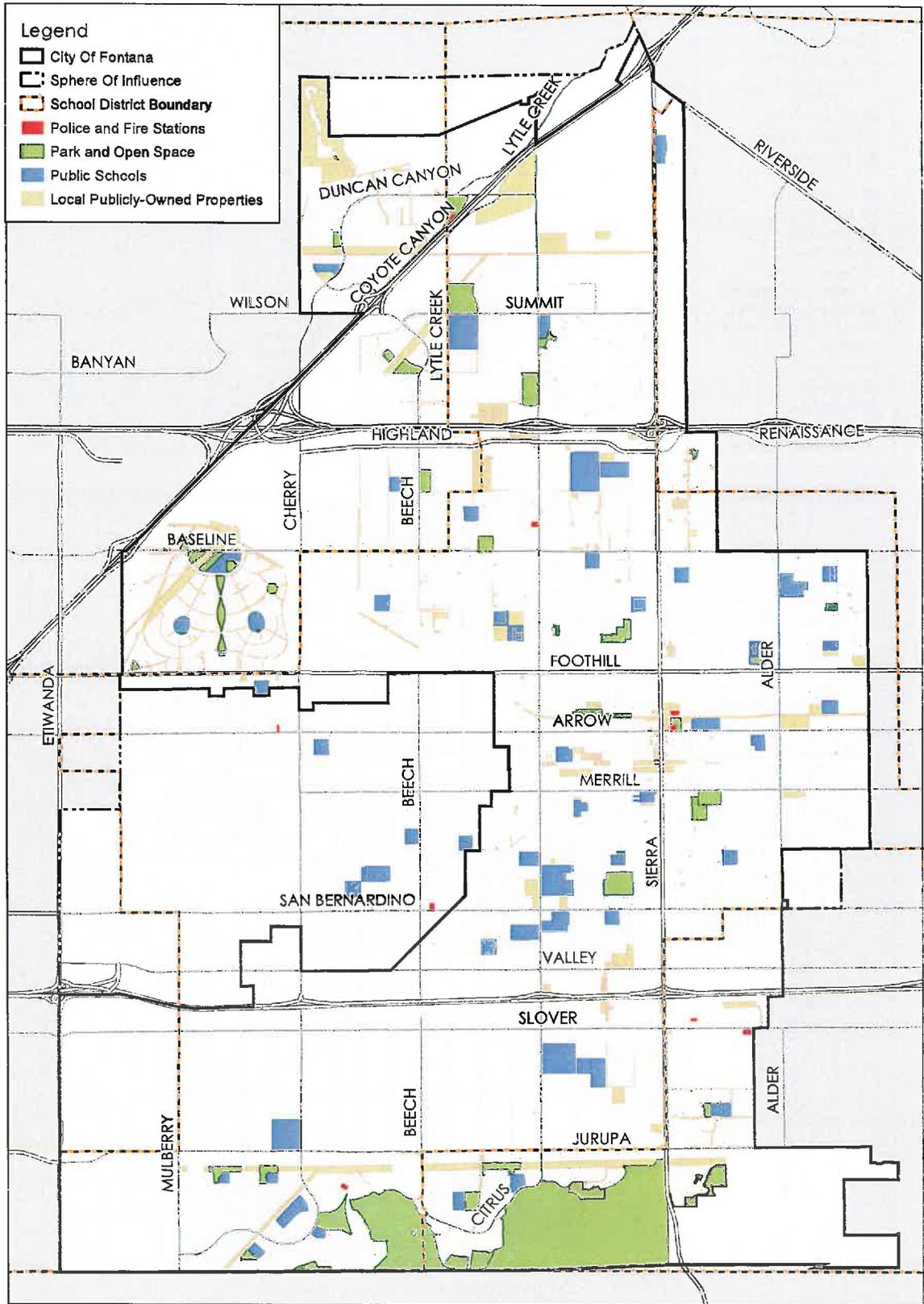
Public and non-profit institutions are distributed throughout Fontana, with schools, police and fire stations, and community centers in neighborhoods. Fontana has one major hospital, Kaiser Permanente, and several smaller health centers. Post-secondary educational institutions in Fontana are Chaffey College, a branch of the community college whose main campus is in Rancho Cucamonga, and Westech College, which provides training in health-related careers. The Civic Campus around City Hall, completed since the 2003 General Plan, is a central institutional focus point for downtown, including the Lewis Library and Technology Center, which opened in 2008.

### Vacant land

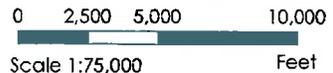
Compared to Fontana’s more built-out neighbors, Ontario and Rancho Cucamonga, Fontana still has a relative abundance of vacant land. However, most major unbuilt sites were entitled for development before the housing crash and many are moving toward development in the short term. Fontana has 27 specific plans that are in various stages of entitlement (see the section on specific plans on page 46). Vacant land for infill opportunities is available, particularly throughout the core area.

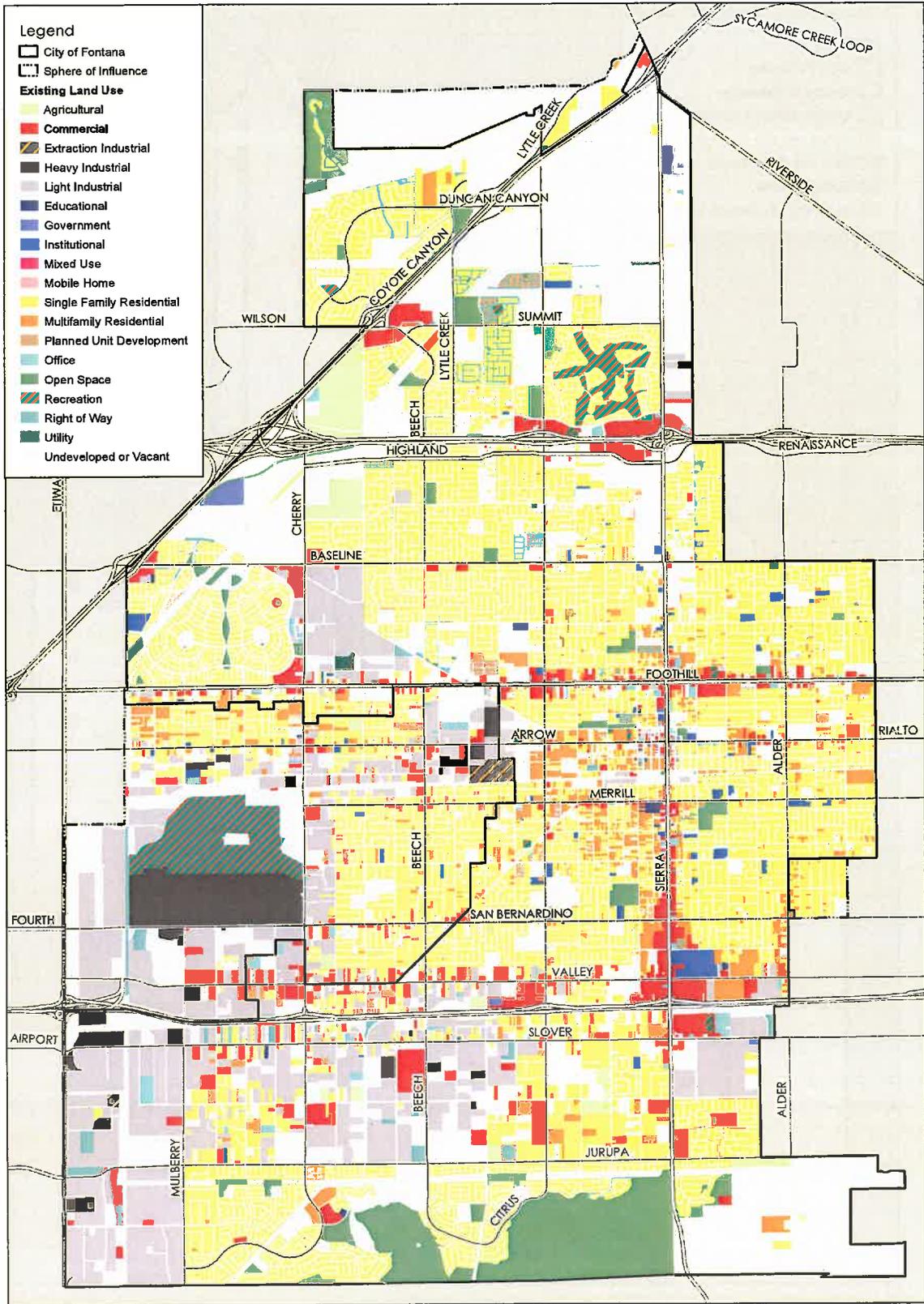
Land Use in Fontana	Area (acres)	Percent
Residential	9,022	32.71%
Vacant (including entitled land)	8,500	30.81%
Right of Way	5,130	18.60%
Industrial	2,563	9.29%
Commercial and Office	1,347	4.88%
Agriculture	332	1.21%
Institutional	233	0.84%
Recreation	199	0.72%
Open Space	154	0.56%
Government	49	0.18%
Utility	47	0.17%
Mixed Use	8	0.03%
<b>Total</b>	<b>27,584</b>	<b>100.00%</b>

Source: Calculations based on GIS data

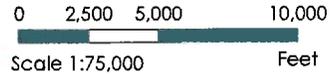


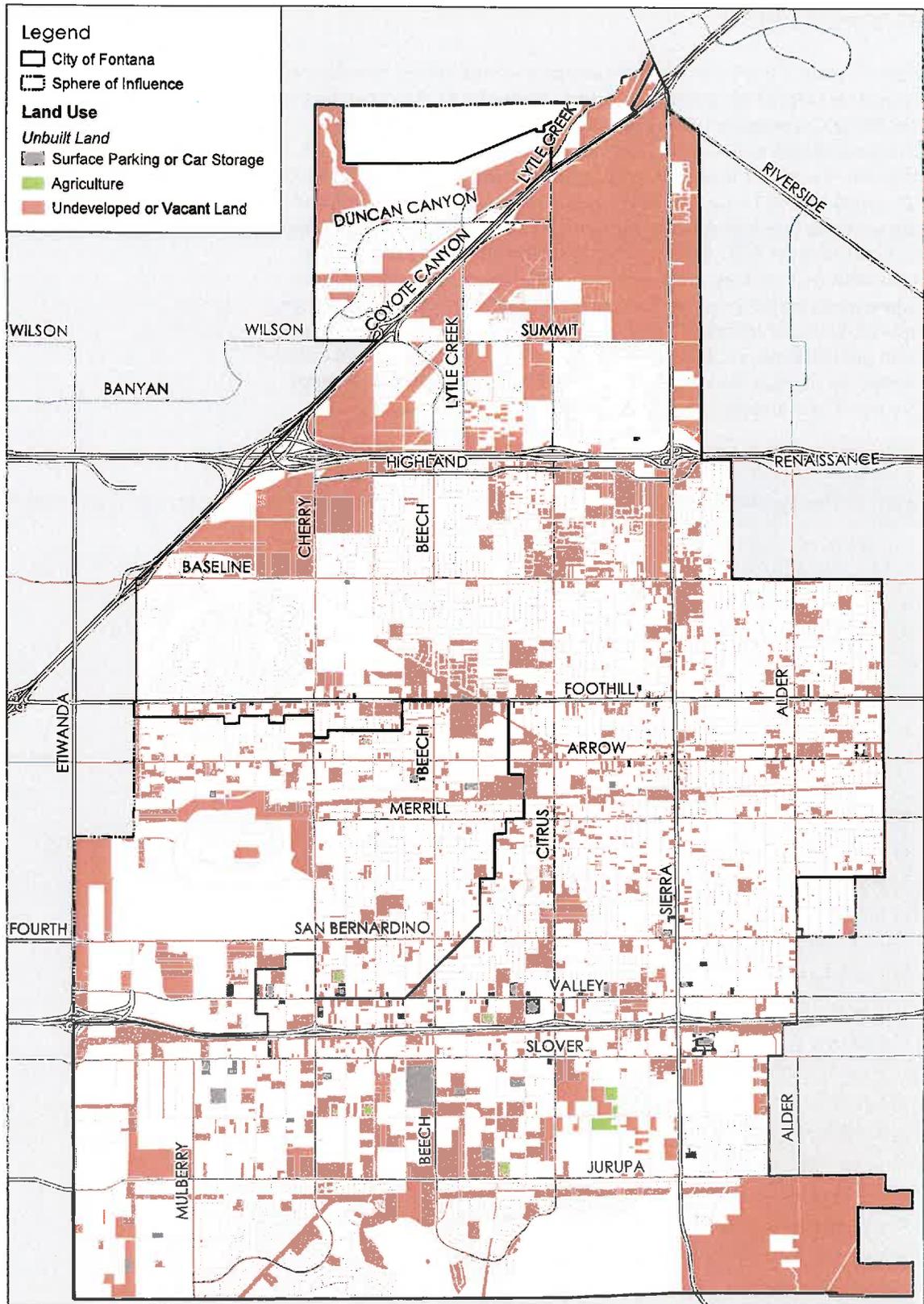
Publicly Owned Land  
 October 2015  
 Data source: City of Fontana, 2015



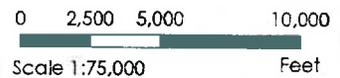


Existing Land Use  
 October 2015  
 Data source: San Bernardino County, 2015





Unbuilt Land  
 October 2015  
 Data source: City of Fontana,  
 San Bernardino County, 2015



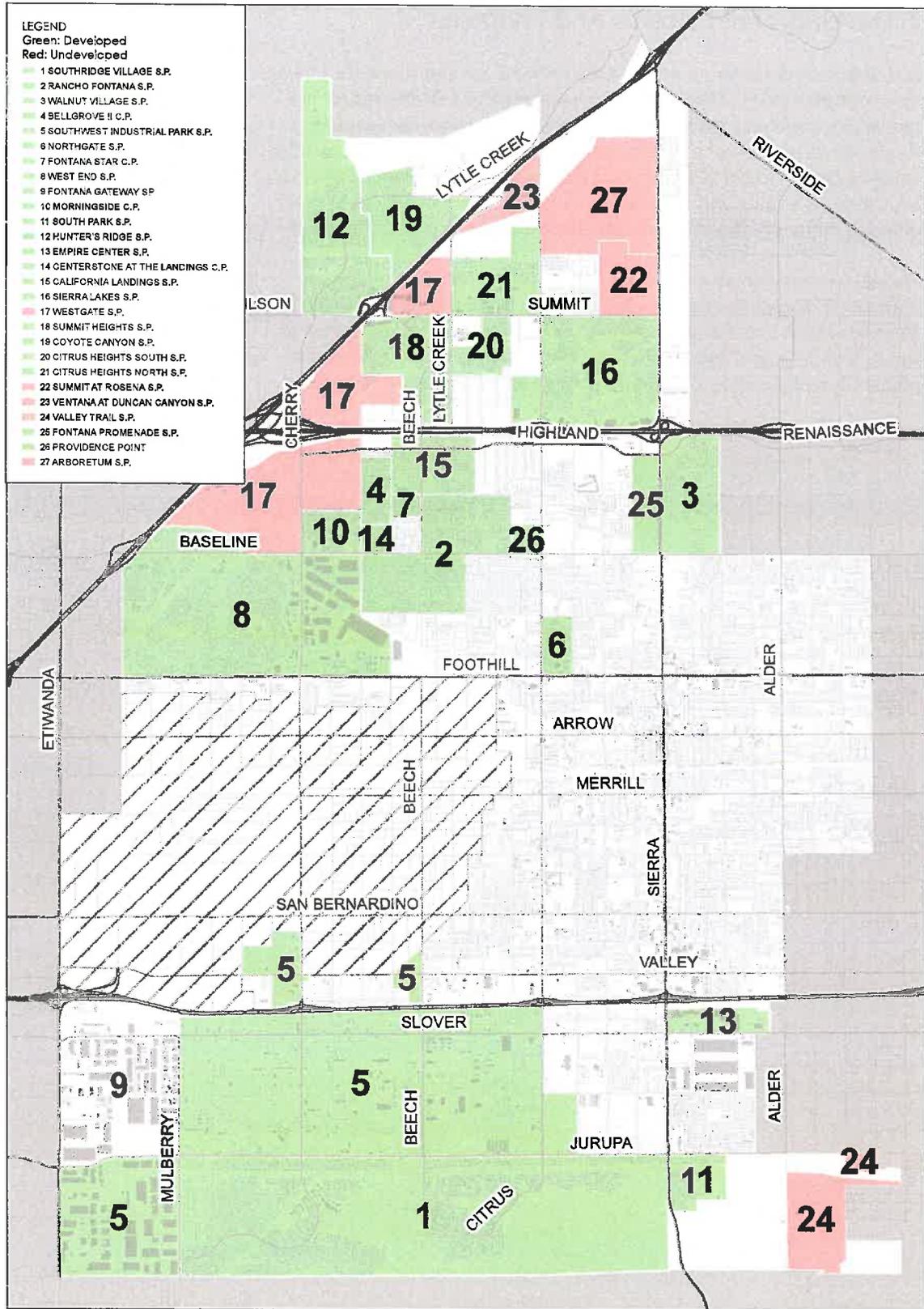
## D. Specific Plans

Specific plans allow for flexibility in design and customized development standards tailored to specific needs and conditions. As described by the California Government Code, a specific plan must be consistent with the general plan and must respond to all of the required general plan topics to the extent that they apply to the area in question. Of Fontana’s 27 specific plans, 16 are fully developed, 5 are partially developed, and 6 are yet to be developed. Under current approved specific plans for these 6, a maximum of 8,257 housing units could be built in the future. Specific plans that are fully developed and built out, and whose developer agreements are no longer in force, may be suitable for sunseting. These specific plans, which appear on the zoning map, would then be replaced with general zoning appropriate to the existing development and become subject to citywide development standards, as long as those standards are equal to or superior to the older specific plan standards.

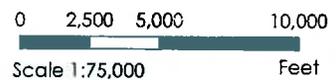
EXHIBIT 23 SPECIFIC PLAN STATUS

NAME & NUMBER*	STATUS	OVERALL ACREAGE	MAXIMUM RESIDENTIAL UNITS
1 Southridge Village S.P.	Developed	2,657.0	8,800
2 Rancho Fontana S.P.	Developed	510.0	2,392
3 Walnut Village S.P.	80% Developed	342.0	1,644
4 Bellgrove II C.P.	Developed	90.0	248
5 Southwest Industrial Park S.P.	Developed	3,281.0	180
6 Northgate S.P.	Developed	86.6	165
7 Fontana Star C.P.	Developed	30.1	111
8 West End S.P.	Developed	1,478.0	3,268
9 Fontana Gateway S.P.	90% Developed	776.0	—
10 Morningside C.P.	Developed	120.0	440
11 South Park S.P.	Developed	118.0	366
12 Hunter’s Ridge S.P.	Developed	567.6	1,936
13 Empire Center S.P.	Developed	117.9	—
14 Centerstone At The Landings C.P.	Developed	40.0	149
15 California Landings S.P.	Developed	223.2	791
16 Sierra Lakes S.P.	Developed	700.0	2,035
17 Westgate S.P.	Undeveloped	954.0	2,377
18 Summit Heights S.P.	Developed	316.0	1,051
19 Coyote Canyon S.P.	Developed	283.3	—
20 Citrus Heights S.P.	Developed	109.5	495
21 Citrus Heights North S.P.	In progress	206.9	1,161
22 Summit at Rosena S.P.	Undeveloped	185.5	856
23 Ventana at Duncan Canyon S.P.	Undeveloped	99.0	334
24 Valley Trails S.P.	Undeveloped	291.0	1,154
25 Fontana Promenade S.P.	50% of area under construction	119.0	801
26 Providence Pointe S.P.	75% developed	34.0	205
27 Arboretum S.P.	Undeveloped	487.0	3,526

\* Numbers correspond to the numbers on the “Specific Plans” map on the facing page.



Specific Plans  
 October 2015  
 Data source: City of Fontana, Esri, 2015

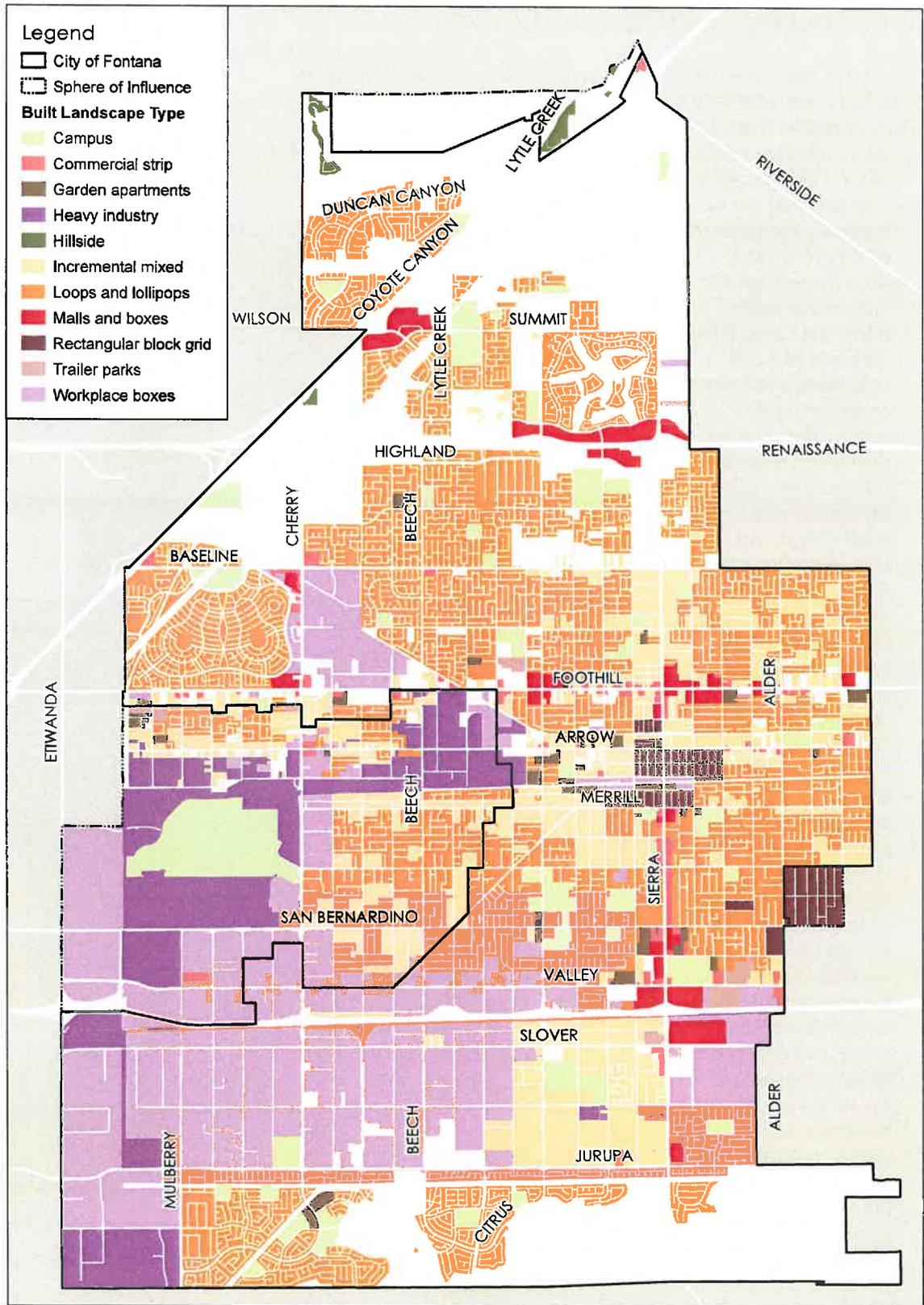


## E. Development Patterns And Character

Development patterns are independent of land use and shape the character of different parts of the city. These development patterns reflect the prevailing models during the time of their construction. For example, a single-family residential neighborhood in the downtown's older modified rectangular block grid has a different feeling than the same land use in a suburban-style development with curving streets and cul-de-sacs. These differing models of development also have implications for connectivity.

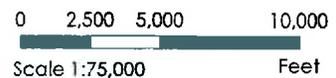
Professor Stephen M. Wheeler of UC Davis has developed a set of development typologies that can be applied to any city in the world. Exhibit 23 identifies which of these types of development—defined by the layout of streets, buildings and space between—are present in Fontana. The Development Typologies map shows where they occur.

EXHIBIT 24 DEVELOPMENT TYPES		
TYPE	DESCRIPTION	FONTANA EXAMPLE
<b>RESIDENTIAL AND MIXED-USE</b>		
Hillside	Irregular winding streets shaped by steep terrain. Often an upper-class residential retreat from the city.	Foxborough Drive
Incremental mixed	Small-scale land subdivision and development within an existing large-scale road system, resulting in a non-uniform mix of forms.	Most of Areas 2 and 3
Loops and lollipops	Large-scale, mass-produced residential landscapes with regular, curvilinear streets and cul-de-sacs.	West End
Trailer parks	A dense enclave of mobile homes on small lots with narrow access roads. Often screened from surrounding landscapes.	Capri Mobile Estates
Rectangular block grid	A rectangular-block grid form with small squarish blocks with varied land use and high street connectivity.	Valencia Avenue and Sierra Avenue area
<b>COMMERCIAL AND INSTITUTIONAL</b>		
Civic	Urban landscape dominated by large civic buildings and spaces.	Civic campus downtown
Campus	Large institutional sites often with formal or picturesque design of spaces. Can include universities, corporate campuses, office parks, palaces, prisons, fairgrounds, and military bases.	Kaiser Permanente
Commercial strip	Low-density linear commercial development along highly trafficked streets. Building footprints small.	Foothill Boulevard
Malls and boxes	Large commercial buildings or a single large enclosed pavilion, usually with ample parking.	Palm Court Empire Center
<b>WORKPLACES AND INDUSTRIAL</b>		
Heavy industry	Industrial uses on large parcels. Often includes large-footprint buildings, specialized equipment, outdoor storage of materials, fuel tanks, and rail access.	California Steel Industries sites in the Sphere of Influence
Workplace boxes	Landscapes of boxy buildings serving industrial or commercial uses. Office park subtype has extensive, landscaped parking. Warehousing/distribution subtype features prominent loading docks and is near major roads.	Distribution centers



**Development Typologies**  
October 2015

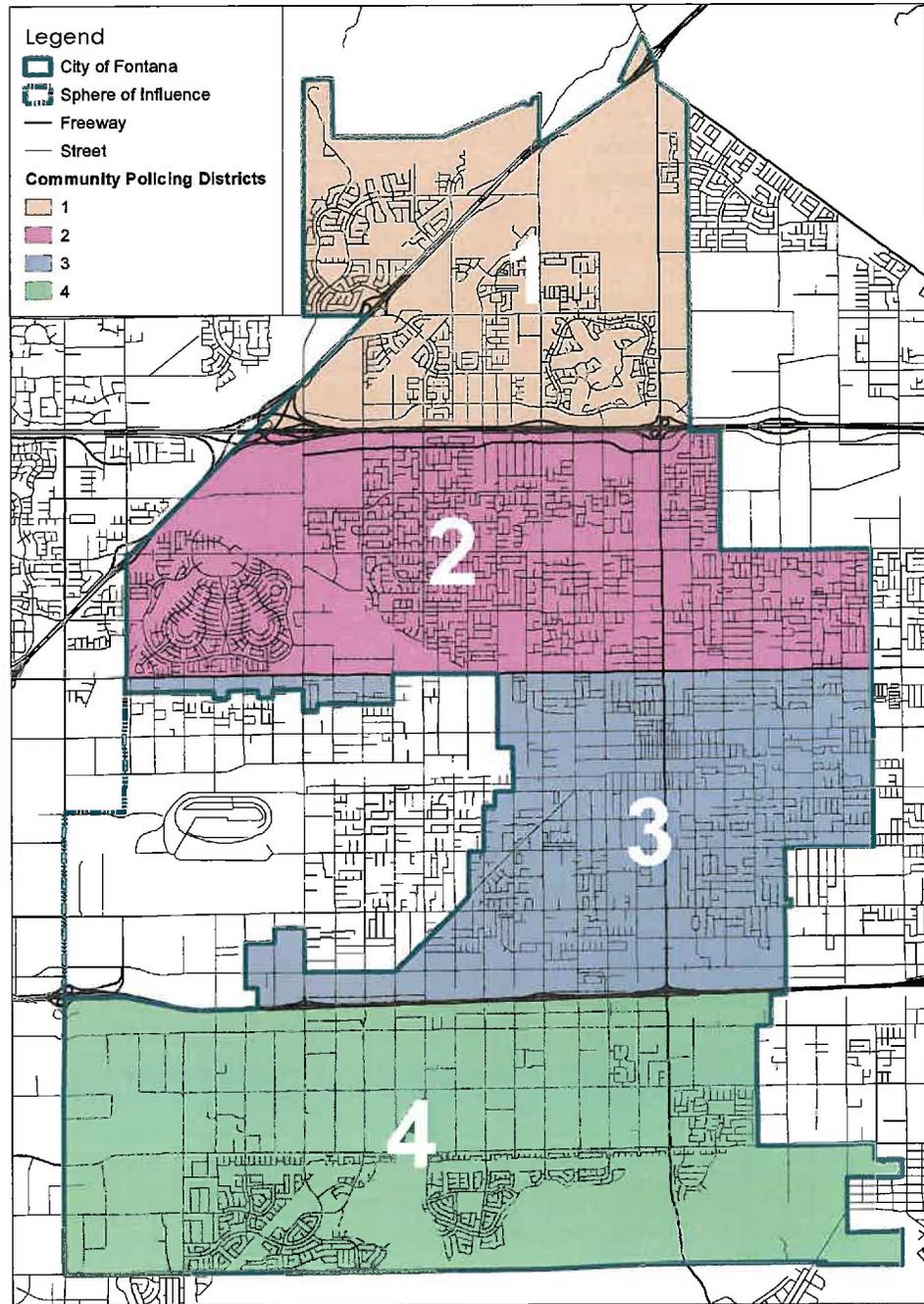
Data source: San Bernardino County, 2015.  
Stephen M. Wheeler (2015), "Built Landscapes of Metropolitan Regions: An International Typology," *Journal of the American Planning Association*.



## F. Community Areas/Planning Districts

The police department community policing program divides Fontana into four areas, which are used in the general plan update process as planning districts and community outreach zones.

- Area 1 (all areas north of the 210 freeway) is characterized by inward-focused planned communities and otherwise vacant and fallow land. To the north, the topography becomes hilly and transitions into open space with sparse estates. This area has the newest development and the highest median income and adult educational attainment in the city.
- Area 2 (from the 210 freeway south to Foothill) has a mix of the planned communities found in Area 1 and the more traditional street grid of downtown found in Area 3. There are few vacant parcels in this area.
- Area 3 (between Foothill and the 10 freeway) has a rectilinear street grid pattern that contains the downtown core, the civic campus, and some industrial uses to the west near the Sphere of Influence. Area 3 has neighborhoods with the highest residential density in the city. As the oldest part of the city, with the most multifamily housing, Area 3 has the lowest median income and adult educational achievement levels.
- Area 4 (all areas south of the 10 freeway) contains remnants of Fontana's agricultural past, a significant industrial sector, and planned communities on the edge of the Jurupa Hills.



Community Policing Districts  
September 2015  
Data source: City of Fontana, Esri 2015

Fontana  
Forward

0 2,500 5,000 10,000  
Scale 1:75,000 Feet

Stantec

# DISTRICT 1



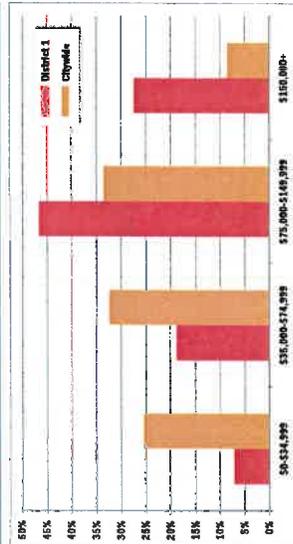
POPULATION CHARACTERISTICS	DISTRICT 1	FONTANA
Total population	22,552*	204,950**
Total households	5,662*	48,130**
Total housing units	6,108*	51,857**

DEMOGRAPHIC CHARACTERISTICS	DISTRICT 1	FONTANA
White	49%	47%
Black	15%	10%
American Indian	1%	1%
Asian	15%	6%
Pacific Islander	0%	0.3%
Some other race	15%	30%
Population reporting two or more races	5%	5%
Total Hispanic population, any race	40%	67%

HOUSEHOLD CHARACTERISTICS	DISTRICT 1	FONTANA
Average household size	3.8	4.1**
% Family households	89%	87%
Median age	31	29
% Under age 18	28%	25%
% Age 65 or older	5%	6%
Median household income	\$102,117*	\$61,094**
Average household income	\$116,290*	\$74,894**
Owner-occupied	88%	68%**
Renter-occupied	13%	32%**
Overall vacancy rate	5%	5%

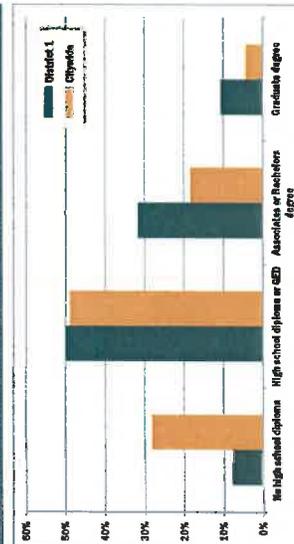
\*Source: US Census Bureau American Community Survey 2005-2013 Estimate  
 \*\*Source: ESRI Business Analyst Online  
 All other data from: 2010 US Census Profile, ESRI Business Analyst Online

## HOUSEHOLD MEDIAN INCOME CHARACTERISTICS



Source: 2005-2013 US Census American Community Survey Estimate

## EDUCATIONAL ATTAINMENT (25+ YEARS OF AGE)



Source: 2005-2013 US Census American Community Survey Estimate

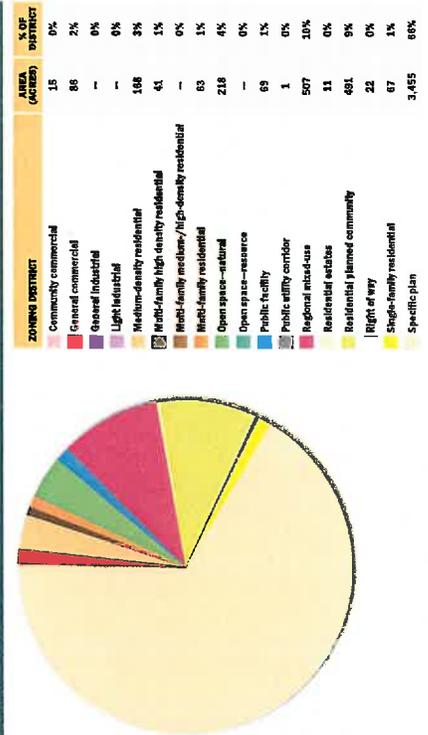
## EXISTING ZONING

- Zoning
- R-1 Single-family residential
  - R-2 Medium-density residential
  - R-3 Medium-family residential
  - R-4 Multi-family medium/high density residential
  - R-5 Multi-family high density residential
  - R-E Residential estates
  - R-P-C Residential planned community
  - C-1 Community commercial
  - C-2 General commercial
  - M-1 Light industrial
  - M-2 General industrial
  - OS-N Open space - natural
  - OS-R Open space - resource
  - P-FF Public facility
  - P-U-C Public utility corridor
  - R-M-U Regional mixed-use
  - SP Specific plan
  - ROW Right of way



Source: City of Fontana, as of October 2013

## ZONING - LAND BUDGET





**POPULATION CHARACTERISTICS**

	DISTRICT 2	FONTANA
Total population	70,383*	204,950**
Total households	16,652*	48,130**
Total housing units	17,243*	51,857**

**DEMOGRAPHIC CHARACTERISTICS**

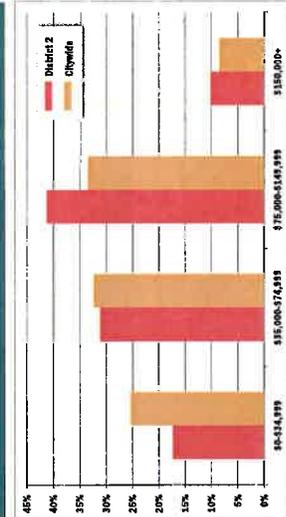
	DISTRICT 2	FONTANA
White	46%	47%
Black	12%	10%
American Indian	1%	1%
Asian	9%	6%
Pacific Islander	0%	0.3%
Some other race	27%	30%
Population reporting two or more races	5%	5%
Total Hispanic population, any race	62%	67%

**HOUSEHOLD CHARACTERISTICS**

	DISTRICT 2	FONTANA
Average household size	4.0	4.1**
% Family households	89%	87%
Median age	30	29
% Under age 18	26%	25%
% Age 65 or older	6%	6%
Median household income	\$76,277*	\$61,094**
Average household income	\$84,143*	\$74,894*
Owner-occupied	79%	68%**
Renter-occupied	21%	32%**
Overall vacancy rate	5%	5%

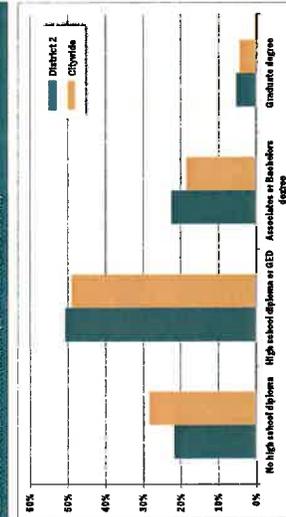
\*Source: US Census Bureau, American Community Survey 2018-2022 Estimate  
 \*\*Source: US Census Bureau 2014 Estimate  
 All other data from 2020 US Census Profile, ESRI Business Analyst Online

**HOUSEHOLD MEDIAN INCOME CHARACTERISTICS**



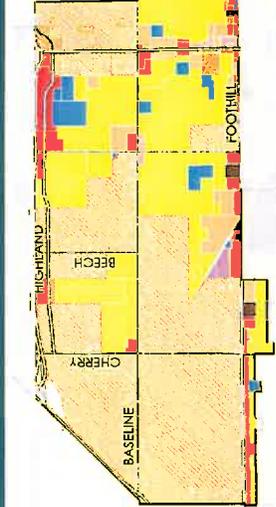
Source: 2019-2022 US Census Bureau, American Community Survey Estimate

**EDUCATIONAL ATTAINMENT (25+ YEARS OF AGE)**



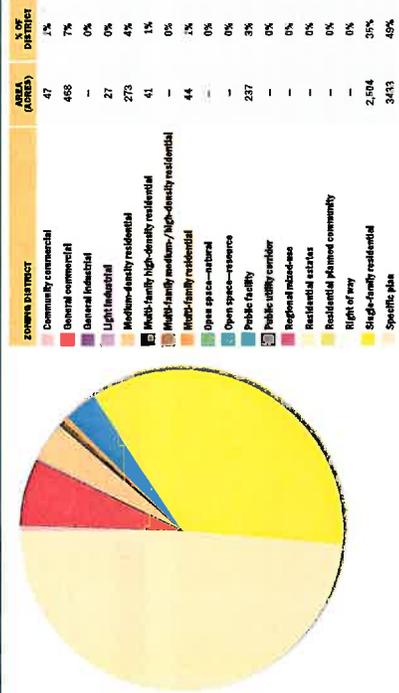
Source: 2019-2022 US Census Bureau, American Community Survey Estimate

**EXISTING ZONING**



Source: City of Fontana, as of October 2022

**ZONING - LAND BUDGET\***







# DISTRICT 4

## POPULATION CHARACTERISTICS

	DISTRICT 4	FONTANA
Total population	37,485*	204,950**
Total households	9,010*	48,130**
Total housing units	9,569*	51,857**

## DEMOGRAPHIC CHARACTERISTICS

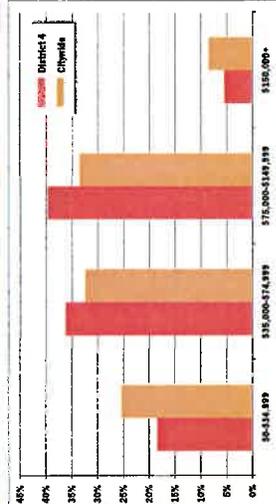
	DISTRICT 4	FONTANA
White	48%	47%
Black	10%	10%
American Indian	1%	1%
Asian	6%	6%
Pacific Islander	0%	0.3%
Some other race	29%	30%
Population reporting two or more races	5%	5%
Total Hispanic population, any race	71%	67%

## HOUSEHOLD CHARACTERISTICS

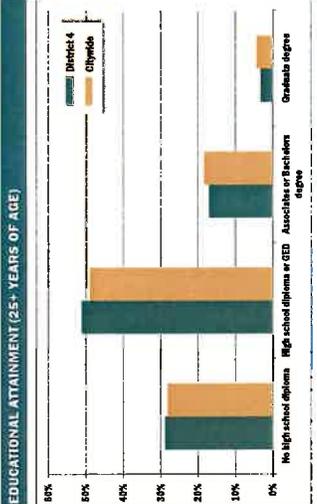
	DISTRICT 4	FONTANA
Average household size	4.1	4.1**
% Family households	88%	87%
Median age	29	29
% Under age 18	28%	25%
% Age 65 or older	5%	6%
Median household income	\$40,350*	\$61,094**
Average household income	\$51,137*	\$74,694*
Owner-occupied	77%	68%**
Renter-occupied	23%	32%**
Overall vacancy rate	5%	5%

\*Source: US Census Bureau, American Community Survey 2008-2012 Estimates  
 \*\*Source: US Census Bureau 2014 Estimates  
 All other data from: 2010 US Census Profile, BAW Business Analyst Office

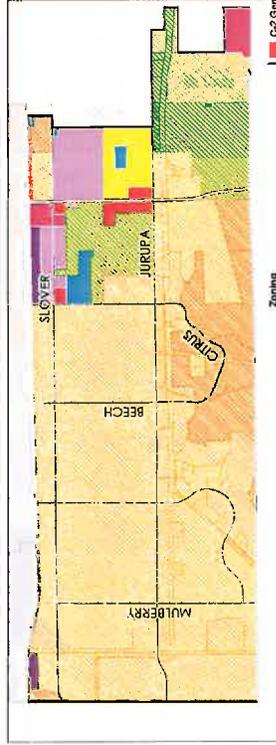
## HOUSEHOLD MEDIAN INCOME CHARACTERISTICS



## EDUCATIONAL ATTAINMENT (25+ YEARS OF AGE)

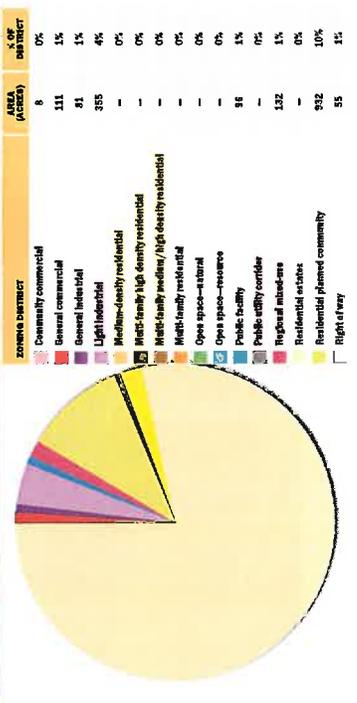


## EXISTING ZONING



- Source: City of Fontana, as of October 2015
- R-1 Single-family residential
  - R-2 Medium-density residential
  - R-3 Multi-family residential
  - R-4 Multi-family medium/high density residential
  - R-5 Multi-family high density residential
  - R-E Residential estates
  - R-PC Residential phased community
  - C-1 Community commercial
  - C-2 General commercial
  - C-2 General commercial
  - M-1 Light industrial
  - M-2 General industrial
  - OS-N Open space - natural
  - OS-R Open space - resource
  - P-PF Public facility
  - P-UJ Public utility corridor
  - R-AU Regional mixed-use
  - SP Specific plan
  - ROW/Right of way

## ZONING "LAND BUDGET"





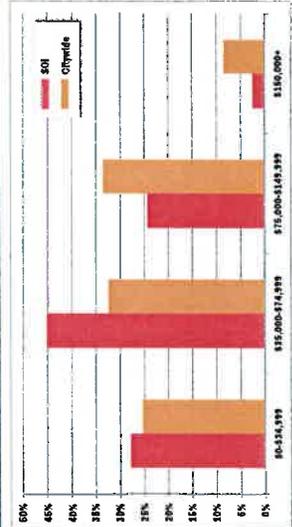
POPULATION CHARACTERISTICS	S.O.I.	FONTANA
Total population	25,340*	204,950**
Total households	5,106*	48,130**
Total housing units	5,361*	51,857**

DEMOGRAPHIC CHARACTERISTICS	S.O.I.	FONTANA
White	49%	47%
Black	3%	10%
American Indian	1%	1%
Asian	2%	6%
Pacific Islander	0.3%	0.3%
Some other race	40%	30%
Population reporting two or more races	4%	5%
Total Hispanic population, any race	87%	67%

HOUSEHOLD CHARACTERISTICS	S.O.I.	FONTANA
Average household size	4.8	4.1**
% Family households	89%	87%
Median age	27	29
% Under age 18	30%	25%
% Age 65 or older	5%	6%
Median household income	\$69,071*	\$61,094**
Average household income	\$76,267*	\$74,894*
Owner-occupied	94%	68%**
Renter-occupied	33%	32%**
Overall vacancy rate	5%	5%

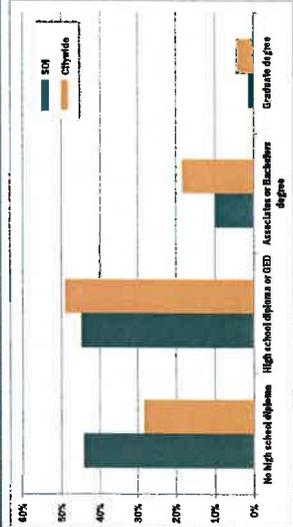
\*Source: US Census Bureau American Community Survey 2008-2013 Estimate  
\*\*Source: US Census Bureau 2014 Estimate  
All other data from 2010 US Census Profile, EB5 Business Analyst Center

**HOUSEHOLD MEDIAN INCOME CHARACTERISTICS**



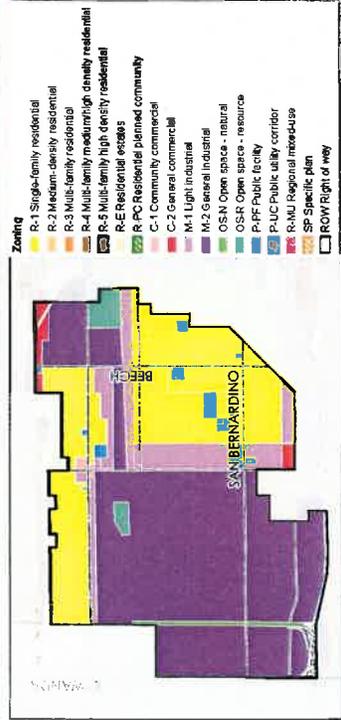
Source: 2009-2013 US Census American Community Survey Estimate

**EDUCATIONAL ATTAINMENT (25+ YEARS OF AGE)**



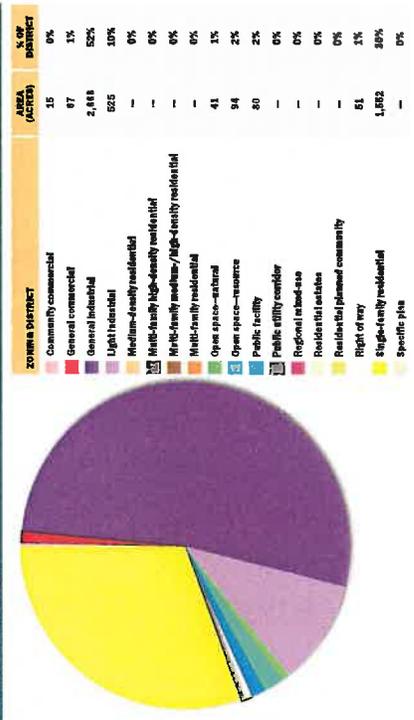
Source: 2009-2013 US Census American Community Survey Estimate

**EXISTING ZONING**



Source: City of Fontana, as of October 2015

**ZONING "LAND BUDGET"**



## G. Green Networks

Fontana's green networks include conservation lands, parks, and public and private green spaces. There are over 1,000 acres of land for public use. While most of the city is developed, habitat for native species still exists, especially in the far north and south. A majority of the residential areas are within approximately one-half-mile walking distance of a park. The extended drought has led to the replacement of landscaping in some public areas, such as medians, with decorative "hardscape." Xeriscaping—plantings of drought-tolerant species appropriate to a desert environment, such as succulents and cacti—will become more prevalent as water conservation initiatives continue.

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## rFindings

- Fontana's location between Jurupa Hills and the San Gabriel Mountains creates a unique environment and contributes to city identity.
- 41 public parks on 366 acres provide recreational opportunities.
- There are more than 1,000 acres for public use.
- Mary Vagle Nature Center and Martin Tudor Jurupa Hills Regional Park and Splash Park in southern Fontana are popular attractions for the entire city.
- Five community centers, including the Senior Center, serve all parts of the city.

## Landscape character

The City of Fontana is located on a desert valley floor between the San Gabriel Mountains to the north and the Jurupa Hills to the south. The San Gabriel Mountains are the city's most prominent visual feature, rising dramatically above the community with scenic view corridors toward the mountains. Panoramic views also exist from the base of the mountains toward Fontana. The Jurupa Hills offer scenic vistas of the San Gabriel Mountains and surrounding valleys, particularly from Martin Tudor Jurupa Hills Regional Park, which contains bicycle and hiking trails. Other significant natural landforms in Fontana include Lytle Creek and other dry washes, that have intermittent water flow from the mountains and are visible from the I-15 corridor in the northern portion of the City.

Fontana's open space is a mix of foothills, utility corridors, and parks. Open space on foothills is found to the north at the base of the San Gabriel Mountains and to the south in the Jurupa Hills. The nearby mountains are part of the Angeles and San Bernardino National Forests, and trailheads in their foothills connect to the Pacific Crest Trail that eventually reaches as far as Mexico and Canada.

## Habitat

Because most of the city has been developed, naturally occurring habitat tends to be limited to the far north and south of the city, at the base of the San Gabriel Mountains and the Jurupa Hills.

There are two land cover types classified as “developed” and “disturbed,” and eight plant communities in the city:

- Riversidean sage scrub
- Northern mixed chaparral
- Riversidean alluvial fan sage scrub
- Southern sycamore alder riparian woodland
- California walnut woodland
- Non-native grassland
- Vineyard
- Ornamental woodland

Likely sensitive plant species based on records and habitat availability include:

- Plummer’s mariposa lily (*Calochortus plummerae*)
- Parry’s spineflower (*Chorizanthe parryi* var. *parryi*)
- Mesa horkelia (*Horkelia cuneate* var. *puberula*)
- Robinson’s pepper-grass (*Lepidium virginicum* var. *robinsonii*)
- Short-joint beavertail (*Opuntia basilaris* var. *brachyclada*).

Thirteen (13) sensitive wildlife species are known to regularly occur within the City of Fontana and are assumed to be present:

- California horned lark (*Eremophila alpestris actia*)
- Cooper’s hawk (*Accipiter cooperii*)
- Southern California rufous-crowned sparrow (*Aimophila ruficeps canescens*)
- Golden eagle (*Aquila chrysaetos*)
- Bell’s sparrow (*Artemisiospiza belli*)
- Burrowing owl (*Athene cunicularia*, BUOW). Suitable habitat for BUOW is present in many areas in the northern city limits where extensive non-native grasslands remain, as well as along a series of flood-control basins located immediately east of Etiwanda Avenue, particularly between San Bernardino Avenue and Slover Avenue, and in many vacant lots located throughout the city.
- Northwestern San Diego pocket mouse (*Chaetodipus fallax fallax*),
- Northern harrier (*Circus cyaneus*)
- Loggerhead shrike (*Lanius ludovicianus*)
- Los Angeles pocket mouse (*Perognathus longimembris brevinasus*),
- Coast horned lizard (*Phrynosoma blainvillii*)
- Coastal California gnatcatcher (*Polioptila californica*, CAGN). Suitable habitat for CAGN is present in both the northern and southern city limits where RSS grows in the San Gabriel Mountains and Jurupa Hills, respectively.
- Delhi Sands flower-loving fly (*Rhaphiomidas terminatus abdominalis*, DSF). Suitable habitat for DSF is located along the city’s southern boundary in the Jurupa Hills, particularly along the southern terminus of Poplar Avenue, where a preserve has been set aside specifically for this species.

There is potential for an additional nine sensitive wildlife species based on habitat requirements:

- Silvery legless lizard (*Anniella pulchra pulchra*),
- Orange-throated whiptail (*Aspidoscelis hyperythra*),
- Swainson's hawk (*Buteo swainsoni*),
- Red-diamond rattlesnake (*Crotalus ruber*)
- Western mastiff bat (*Eumops perotis californicus*)
- San Diego black-tailed jackrabbit (*Lepus californicus bennettii*)
- San Diego desert woodrat (*Neotoma lepida intermedia*)
- Southern grasshopper mouse (*Onychomys torridus ramona*)
- Yellow warbler (*Setophaga petechia*).

Suitable habitat for the San Bernardino kangaroo rat (*Dipodomys merriami parvus*) exists in the north, but it has been cut off from natural water processes by I-15 and associated flood control, and recent surveys for this species have not found it. Protocol surveys are required for this species in north Fontana under the North Fontana Multiple Species Habitat Conservation Plan. Regular surveys within preserved habitat for the Delhi Sands flower-loving fly are required every three years or after disturbance, based on a US Fish and Wildlife Service Biological Opinion.

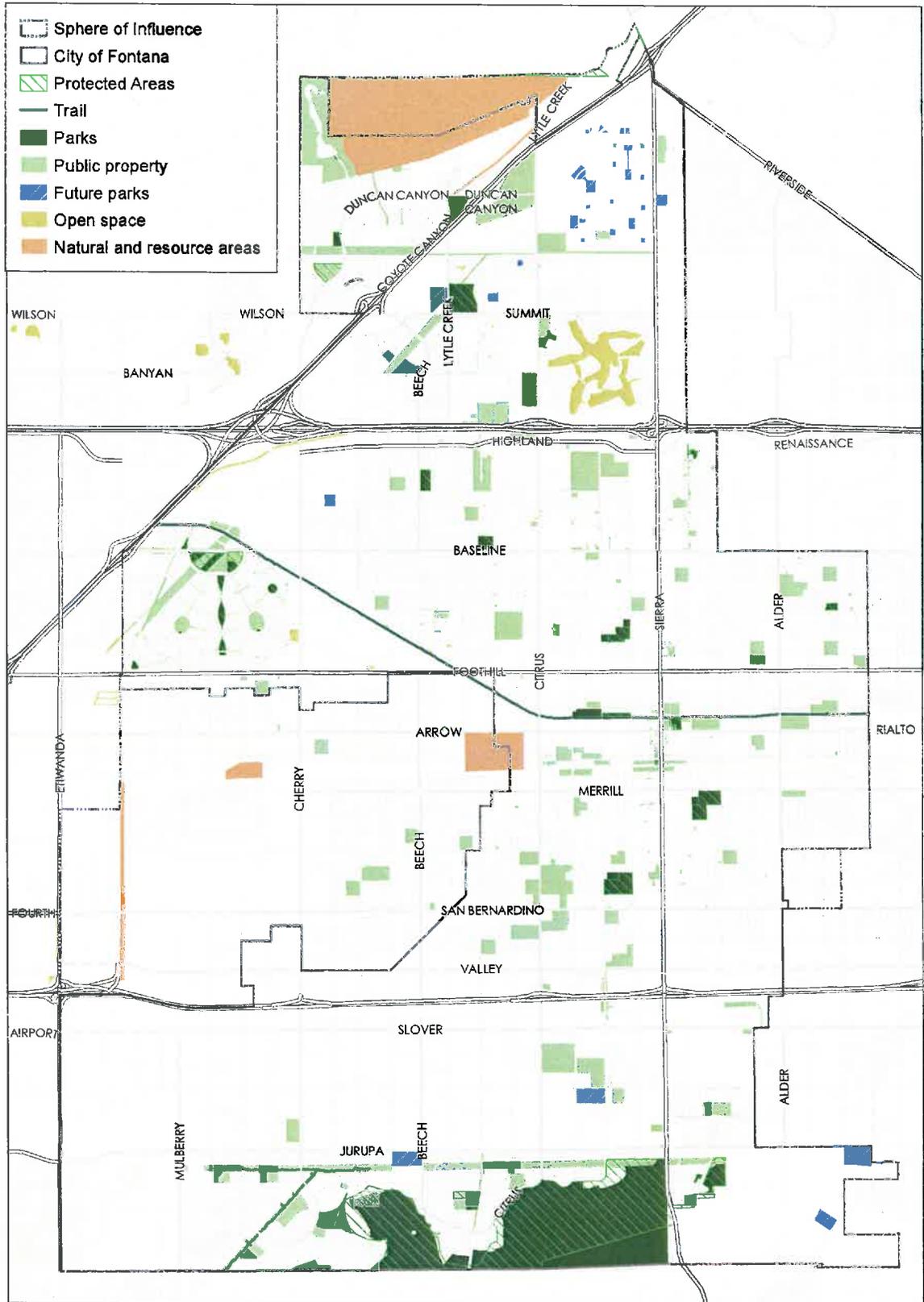
Fontana has five areas that are designated as “waters of the United States” and wetlands that fall under the jurisdiction of the U.S. Army Corps of Engineers. Areas of California Department of Fish and Wildlife jurisdictional riparian resources occur within the city. There are three (3) main drainage features flowing from the foothills in the northern section of the city and two (2) or three (3) small drainages in the south, which flow from the Jurupa Hills. Within the developed areas are two (2) main drainage features, which have been previously modified for flood control.

## Parks

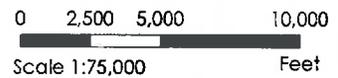
The City owns and manages 41 parks over 366 acres and 1,255 acres of land for public use, including large regional parks. The City defines its parks in two categories, Neighborhood Parks and Community Parks. Neighborhood Parks serve an area within a half mile (a “comfortable walking distance” as defined by the Public Works Department), while Community Parks serve a larger area within a 1.5-mile radius.

The City of Fontana partners with three school districts in joint/exclusive-use agreements of public land to provide for the recreational needs of the community. In 2008, the City partnered with 49 schools within the Fontana Unified School District, the Colton Joint Unified School District and the Etiwanda School District for use of approximately 650 acres of land on school sites. The City counts 25% of this land as usable recreation areas in its reporting, resulting in a measure of 163 acres of “joint-use” facilities.

Additional public lands that are not classified as parks are utility corridors, school sports fields, land in the foothills, and pockets of open space



Parks and Open Spaces  
 October, 2015  
 Data source: City of Fontana, Esri 2015



throughout Fontana's neighborhoods. These public lands are sometimes upgraded with trails and amenities, and in other locations are simple open areas. Open spaces are also included in the City's zoning as Natural area (OS-N) and Resource area (OS-R).

### Park level of service

The Trust for Public Land has developed a metric called ParkScore® to measure park system quality and compare communities.<sup>15</sup> Their methodology includes acreage, facilities and investment, and access:

- Acreage: median park size plus park acres as a percent of city area (adjusted for airports and similar areas)
- Facilities and investment: total spending per resident and the average of per capita provision of four types of facilities—basketball hoops, dog parks, playgrounds, recreation/senior centers
- Access: the percent of population living within a ten-minute walk (1/2 mile) on the public road network of a park

With an estimated population of 204,312 residents in 2015, the city provides approximately 6.1 acres of park per 1,000 residents, including trails and active parks. This is higher than the park acreage standard of 5 acres of park per 1,000 residents called for by the 2003 Fontana General Plan. A majority, but not all, of the residential areas within the city are within walking distance (0.5 miles) as the crow flies (i.e., not adjusted for actual use of the road system) or short driving distance (1.5 miles) of a park (see Exhibit 3-5 on the facing page from the City of Fontana's 2008 Parks, Recreation and Trails Master Plan).

### New park land

The City currently collects three acres of parkland or in-lieu fees from new residential subdivisions for every 1,000 residents in accordance with California Government Code Section 66477 (Quimby Act). Additional sources for the City to obtain parkland include general fund revenues, developer impact fees, state and federal grants, user group contributions, school district joint use contributions, and concessions. Other methods that the City pursues to supplement parkland include encouraging the development of private open space and recreational amenities, in addition to required parks, in large residential projects.

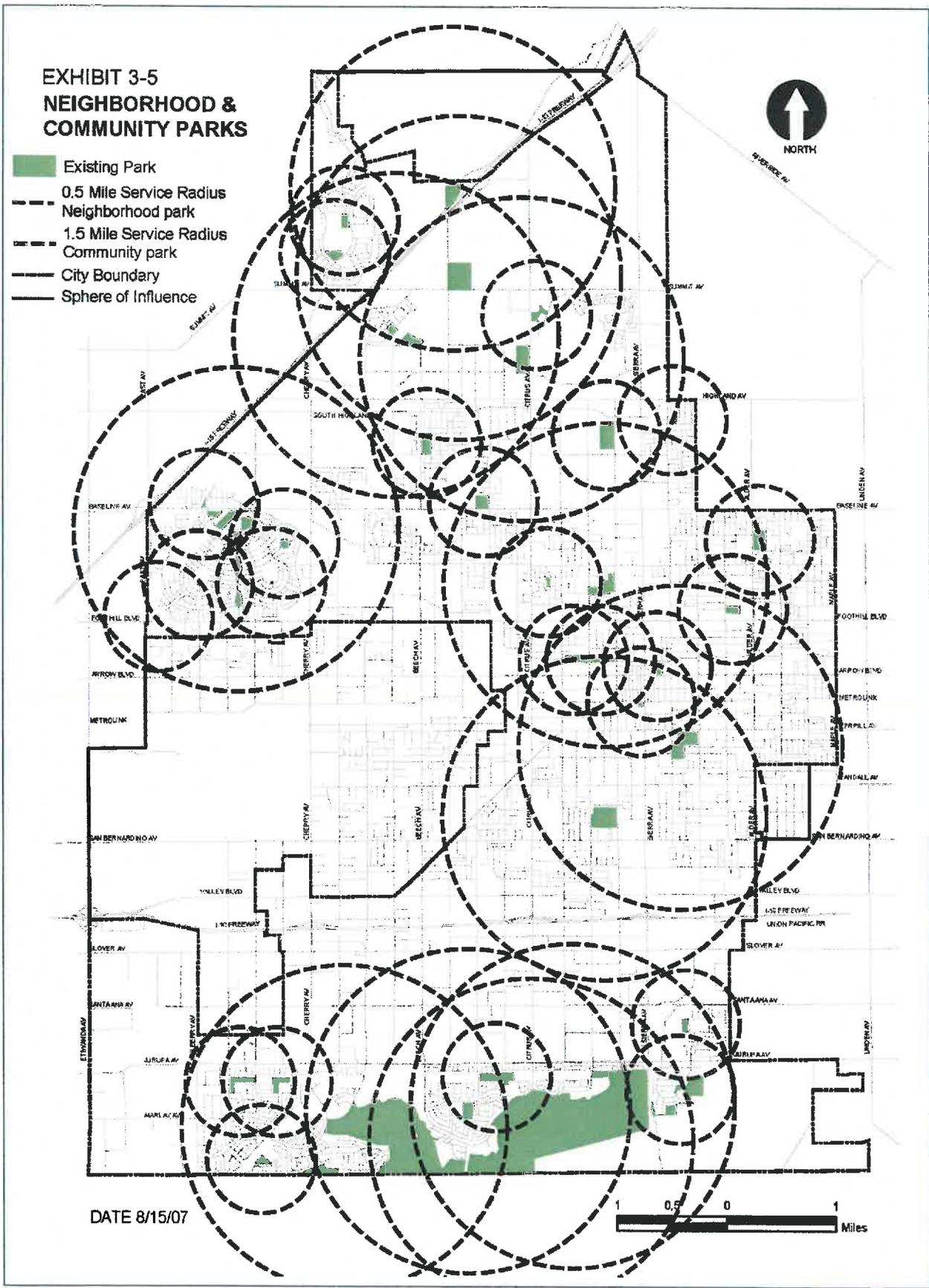
### The 2008 Parks, Recreation and Trails Master Plan

The City of Fontana created a Parks, Recreation and Trails Master Plan in 2008 in order to review current facilities and plan for expansions and improvements to City-owned parks and trails. This plan included analysis of unincorporated areas within the city's Sphere of Influence. The 2008 plan recommended expansion of existing parks and recreation centers, improvements to existing City parks and joint-use facilities, development of new parks in the city and its Sphere of Influence, and development of more recreational trails and open space. The plan recommended specific improvements at individual parks, including enhancements like resurfaced parking lots, picnic shelters, new athletic fields and courts, trail extensions, and more. Recommendations included

<sup>15</sup> See [www.parkscore.tpl.org](http://www.parkscore.tpl.org).

**EXHIBIT 3-5  
NEIGHBORHOOD &  
COMMUNITY PARKS**

- Existing Park
- 0.5 Mile Service Radius  
Neighborhood park
- 1.5 Mile Service Radius  
Community park
- City Boundary
- Sphere of Influence



DATE 8/15/07



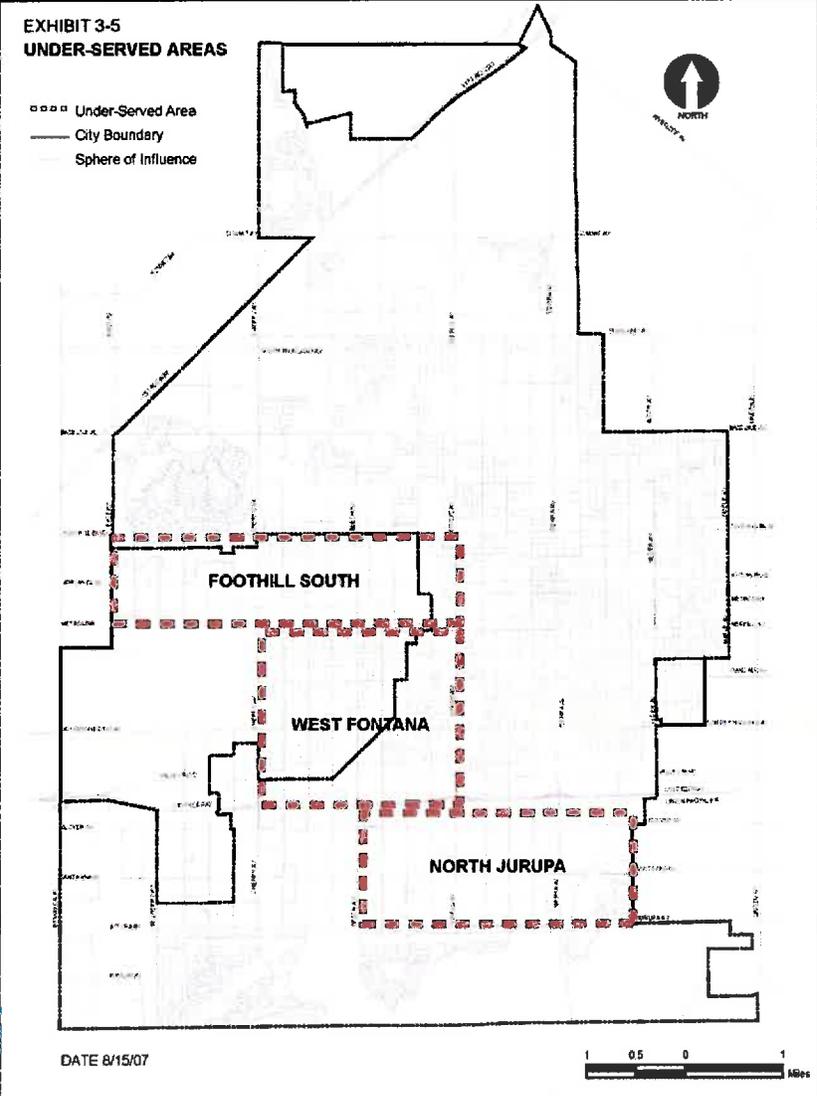
Source: Fontana Parks, Recreation and Trails Master Plan, 2008.

improvements for existing parks, expansion of existing parks (including Mango Linear Park, Seville Park, Northgate Park and Southridge Community Park) and development of new parks (including 13 acres of park in the Arboretum Specific Plan area, 20 acres within the Valley Trail Specific Plan area, and 19 acres within the Westgate Specific Plan area—most of which have been designated, as of 2015). The plan also identified three “under-served” areas where new parks should be created to serve existing and future populations. Since 2008, new community centers have been constructed, including the Jessie Turner Health and Wellness Center, the Fontana Senior Community Center on Ceres Avenue, and the Heritage Neighborhood Center.

The 2008 plan proposed a network of trails, including recreational trails, following utility and flood-control corridors and bicycle routes through the existing city street network. The proposed network of trails was intended to connect Fontana to nearby regional open spaces and neighboring cities. The plan recommended adaptations of existing streets to create bicycle infrastructure and the use of bike-friendly design standards for future development. (See section 7.A of this report for more information on bicycle routes.)

**Accomplishments since the 2003 General Plan**

Park goals in the 2003 Plan included providing parks accessible to all segments of the population and in newly developed areas; joint use agreements with school districts; and funding of parks and trails through the capital improvement program. The City has made significant investments in the parks and trail system including creation of Fontana Park, the Parks and Recreation Master Plan, the San Sevaive Trail Connectivity Plan, the Pacific Electric Trail, and a plan for a downtown amphitheater.



Source: Fontana Parks, Recreation and Trails Master Plan, 2008.

## H. Health and Wellness

Health was not a focus in the 2003 General Plan, but in 2004 the City created the Healthy Fontana program as a result of concerns about city health statistics. The City is one of a growing number of jurisdictions recognizing the importance of health and wellness to quality of life. Individual and community health can be influenced by both physical and socioeconomic factors. The socioeconomic determinants of health include factors such as income level, education, social support, and public safety, while physical determinants include housing and community design, physical barriers, and exposure to toxic substances. Health and wellness conditions are related to five key domains: population characteristics, personal well-being, neighborhoods and place, community, and learning and opportunity.

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### rFindings

- Fontana's health profile includes:
  - > Higher-than-average rates of asthma (17.7% percent diagnosed, compared to 15.4% statewide)
  - > High rate of adult obesity (28.7%, compared to 22.3% statewide)
  - > Low percentage of students meeting physical fitness standards (38.5% 5th grade, 44.5% 7th grade, 50.2% 9th grade)
  - > High percentage of students reporting alcohol or drug use (26% in 7th grade, 38% in 9th grade, 41% in 11th grade, compared to Healthy People 2020 objective of 16.6%)
- One fifth of Fontana's children live in poverty, an indicator for health and wellness concerns.
- Fontana, like the rest of the Inland Empire, is under-served by primary care physicians, despite being the location of a major regional hospital.
- The Fontana Kaiser Permanente Hospital, built in 1955, opened a new, state-of-the-art facility in 2013.

### Health conditions and disparities in Fontana

The table on the next page provides health data by ZIP code and includes comparisons to the city as a whole, the county, and the state. The data comes from the Ask CHIS Neighborhood Edition, which provides health estimates at the local level through the California Health Interview Survey (CHIS) and the UCLA Center for Health Policy Research. Fontana health conditions that indicate worse outcomes than in San Bernardino County and California as a whole include child asthma; adult diabetes; adult food insecurity; fair or poor health in both children and adults; adult obesity; and overweight in children and teens. In general, health conditions are worse in central Fontana than in the north or the south. The northern part of Fontana tends to be more affluent, and health status is often tied to income levels. However, the data below indicate that this may not always be the case. For example, reported adult diabetes levels are lower in central Fontana than in the northern and southern parts of the city. This could also result from under-diagnosis because of less access to health care in central and SOI Fontana.

EXHIBIT 24 HEALTH CONDITIONS

CONDITION	FONTANA				SAN BERNARDINO COUNTY	CALIFORNIA
	92335 (CENTRAL AND S.O.I.)	92336 (NORTH OF FOOTHILL BLVD)	92337 (SOUTH OF I-10)	CITYWIDE		
Asthma (children)	16.6%	18.4%	N/A	17.7%	17.6%	15.4%
Asthma (adults)	10.8%	13.3%	14.5%	12.2%	13.6%	13.7%
Diabetes (adults)	12.4%	14.4%	15.5%	13.1%	10.3%	8.4%
Food Insecurity (adults)	22.8%	11.6%	14.0%	15.5%	11.3%	8.4%
Fair or poor health (children)	4.2%	3.1%	N/A	3.2%	2.8%	6.0%
Fair or poor health (adults)	31.5%	24.5%	21.5%	26.0%	22.2%	17.9%
Heart Disease (adults)	5.4%	4.8%	4.7%	5.1%	6.5%	6.3%
Serious psychological distress (adults)	7.6%	7.0%	6.2%	7.1%	7.6%	7.9%
Obesity (adults)	40.0%	32.4%	36.9%	35.5%	32.7%	24.8%
Overweight for age (2-11 yrs)	24.4%	N/A	N/A	19.6%	16.3%	13.6%
Overweight for age (12-17 yrs)	N/A	N/A	N/A	38.1%	34.7%	32.4%
Regular physical (5-17 yrs)	20.0%	21.2%	N/A	21.2%	23.2%	20.8%
Walked at least 150 minutes (adults)	28.1%	29.0%	27.9%	28.6%	28.1%	33.3%
Less than high school (adults)	39.4%	18.1%	27.3%	27.0%	21.6%	18.7%
English only (adults)	27.9%	50.3%	36.3%	40.8%	59.0%	56.9%
Children living in poverty (0-17 years)	31.4%	12.2%	14.2%	20.3%	23.8%	20.9%
Adults living in poverty (adults)	19.5%	7.7%	9.3%	12.3%	14.5%	13.0%
Not working (adults)	46.7%	39.0%	42.4%	42.3%	46.1%	42.5%
Working (adults)	53.2%	61.0%	57.5%	57.6%	53.0%	57.0%

Sources: AskCHIS Neighborhood Edition, launched in 2014. All health estimates in AskCHIS Neighborhood Edition are based on data from the 2011-2012 California Health Interview Survey. All socio-demographic indicators come from the 2008-2012 American Community Survey (ACS) 5 year summary tables. Data retrieved June 30, 2015, at [http://askchisne.ucla.edu/ask/\\_layouts/ne/dashboard.aspx#/](http://askchisne.ucla.edu/ask/_layouts/ne/dashboard.aspx#/)

Fontana residents have lower rates of physical activity compared with county and state and averages, and elementary school students in Fontana have comparatively lower levels of physical fitness compared with the county and the state. While levels of fruit and vegetable consumption in Fontana are roughly on par with the county and the state, they are still quite low, with nearly three-quarter of Fontana adults consuming inadequate amounts of fruit and vegetables each day.

### Health care facilities

Fontana, like the rest of the Inland Empire, is under-served by primary care physicians, compared to the state and the nation, despite the presence of a major regional hospital.

- Kaiser Permanente Hospital. Kaiser Permanente first built a hospital in Fontana in 1955. A new, state-of-the-art hospital opened in 2013 with 490,000 square feet and 314 beds. It offers more than

20 specialty services and serves some 440,000 members of the Kaiser Permanente health care system. The seven-story building was designed and built to meet high standards of sustainability and resilience, using reclaimed water for landscape and cooling, LEED certification to make the building more energy efficient and sustainable, a white roof to reflect heat, and earthquake-resistant design. The hospital is also a multi-residency teaching hospital. Additional medical services and medical office buildings are adjacent to the hospital.

- Kaiser Permanente Clinic. A clinic staffed with nurse practitioners is in the Target store in North Fontana at 15272 Summit Avenue.
- Water of Life Mobile Medical Clinic. Water of Life Community Church provides free health screenings, health management, and health education on the first Saturday of every month at 16779 Spring Street. The clinic includes an on-site lab and performs EKGs and blood work. It is staffed by volunteer physicians, nurses, and nursing students.

### Healthy Fontana

The City of Fontana and community organizations created the award-winning Healthy Fontana program in 2004. The program promotes wellness through healthy eating, active lifestyles, behavior change, sports, gardening, and farmers' markets. One of the stated goals of the Healthy Fontana program is also to promote physical design for healthy living. The programs within Healthy Fontana include:

- Steps Along the Way Walking Club. Healthy Fontana's Steps Along the Way Walking Club promotes the health benefits of walking and exercising in a safe and community-oriented environment.
- Fontana After-School Program (FASP). The program gives K-6 students an opportunity to enrich their minds toward a healthy lifestyle with healthy snacks, fitness training and computer fundamentals.
- Junior Chef Cooking Classes. The Junior Chef Cooking class teaches children how to cook/prepare healthy dishes and snacks.
- Healthier Living: Managing Ongoing Health Conditions. A six-week workshop helps participants take control of ongoing health conditions on a daily basis.
- Pathways to Wellness Program. Teaches participants behavioral approaches to managing and controlling stress and cravings and developing new eating and fitness habits.
- Smoking Cessation Program. Helps participants learn techniques to become smoke-free..
- Let's Move! Child Care Program. The City of Fontana and Healthy Fontana partner with Let's Move! to provide early child care that includes physical activity and healthy food.



- Sports Programs. Provides residents of all ages an organized recreational sport experience during evenings and weekends to meet the needs of the commuting population
- Re-think your Drink. In 2013, Healthy Fontana staff included 1,133 children in the “Re-Think Your Drink” campaign focused on consuming beverages with zero or no added sugars.
- Student Gardens. Healthy Fontana helped plant student gardens and provided samples of fresh garden-grown vegetables in schools.
- Farmers’ Markets. The downtown market is a great success and averages 200-250 people each Saturday morning. Sales average \$3,000-\$3,500 on market days. In 2014, market staff educated 3,600 students, providing hands-on information about where fruits and vegetables come from, how they are grown, and the benefit of buying produce from a local farmer. Additional farmers’ market locations include the library, Senior Center, Kaiser Hospital, and South Fontana.



- Communities of Excellence in Nutrition, Physical Activity, and Obesity Prevention. (CX3). Healthy Fontana participated in CX3, an initiative of the California Department of Public Health, to assess neighborhoods in relation to a variety of healthy nutrition and physical activity benchmarks.
- Safe Routes to Schools Program. The City is improving pedestrian safety and access to schools in order to promote walking to school.
- Food Desert Map. A food desert map was prepared in 2011 to identify areas where residents do not have easy options for buying fresh fruits and vegetables and other nutritious foods.
- City Community Garden. Garden plots are available to residents at 8380 Cypress Avenue.

## I. Community Facilities And Services

Fontana's public community facilities, including public schools, are owned and operated by the City and by a variety of other agencies, including three school districts and San Bernardino County.

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### rFindings

- Fontana has a variety of strong community-policing programs designed to prevent crime.
- Fire protection is provided through an agreement with the San Bernardino County Fire Department from seven fire stations around the city.
- Fontana has a full array of facilities to serve the needs of the community, including community centers, sports centers, public service buildings, cultural centers such as the theater, county libraries, auditorium, senior center, and a veterans' service center. These facilities are used by a variety of community organizations for meeting space and activities.
- The City organizes and promotes many recreational and cultural programs and events for all members of the community.

### Public safety

- **Fontana Police Department.** Fontana had relatively high crime rates in the 1990s but took steps to reduce crime, resulting in its being listed as one of the 20 safest cities in the country 2013. The police department has 188 sworn officers and operates out of the central police station downtown. The department is particularly known for its strong community policing/area commander program; the Fontana Reentry Support Team to assist early release prisoners, probationers, and parolees; and the Fontana Leadership Intervention Program for at-risk teens. The police also collaborate with owners and managers of multifamily housing developments in the Crime-Free Multi-Housing Program. Crime, as described by area commanders, appears to be more a question of opportunity than anything else. For example, isolated areas, particularly those with inadequate lighting, group mail boxes, and similar conditions can attract thieves. Neighbor disputes can sometimes involve the police. In general, however, there are no ongoing serious crime problems in Fontana, according to the Police Department and crime statistics. The area commanders would like to see the Crime Enforcement through Environmental Design guidelines incorporated into design standards.
- **Fontana Fire Protection District.** Created in 2008, this district provides emergency, preventive and administrative services within the city limits and the SOI through a contract with the San Bernardino County Fire Department. There are seven fire stations. One of the two Hazardous Materials Response Teams in the county is located in Fontana. In the northern part of the city, firefighters also have special expertise in dealing with wildfires in the urban/wildland interface.

## Community facilities

Public facilities in Fontana include parks, three sports centers, five community centers, three cultural centers, one nature center, four public services facilities (including city hall, the community services department building, and the public works center); one veterans' resource center; the auditorium and the library. The City's Community Services Department has responsibility for parks, recreation and programming.

## Schools

Fontana Unified School District (FUSD) serves most of the city and has an enrollment of 40,674 students in 46 schools during the 2015-16 academic year. Overall, each household in Fontana generates 0.7 school-children. About one-third of the FUSD students are classified as English learners, and 82% receive free or reduced-cost lunch.

This is the eighth consecutive year of enrollment decline. Peak enrollment was 42,050 students during the 2004-2005 academic year. The enrollment decline coincides with the Great Recession and abrupt decrease in new housing construction in Fontana.

Although enrollment has declined somewhat in recent years, the district does not have capacity where it will need it most—where entitled developments are likely to be built as residential development returns during the next ten years. FUSD expects to build a new middle school and one or two elementary schools in the next decade, depending on the pace of development. In addition, a new magnet school will be built at Merrill and Alder that will be available by lottery and include dual-language immersion and a pre-international baccalaureate curriculum. When FUSD disposes of property it owns, the decision-making process includes a community advisory committee and first right of refusal to public entities.

The Etiwanda School District has five schools located in Fontana serving over 4,000 students in the 2014-2015 school year. The Colton Joint Unified School District has three elementary schools in Fontana enrolling approximately 1,900 students. One elementary school located in Fontana is part of the Rialto School District. Neither the Chaffey Joint High School District nor the Rialto School District has a school located in Fontana but each serves some students.

Facilities and improvements completed since the 2003 General Plan include the Civic Center Campus, rehabilitation of the downtown theater, the Pacific Electric Trail, Fontana Park Aquatic Center, the Jessie Turner Health and Fitness Center, the Fontana Community Senior Center, on Ceres Avenue, the Heritage Neighborhood Center, and expansion of the police facility. Downtown murals were installed, and both a history museum and a downtown amphitheater are in the works. There is extensive recreational programming throughout the city as well as a range of downtown programming, including a half marathon, holiday parade, car shows, summer concerts, and arts programs

## 5. PROSPERITY AND OPPORTUNITY

The service sector dominates Fontana's economy, with the hospital, school district and city government ranking as the top employers. The logistics industry plays an important role, as does retail and wholesale trade. During the housing boom, there were many construction jobs in the city. However, over 90% of employed residents do not work in Fontana. The City's approach to economic development in recent decades, as Fontana became a bedroom community, has been to focus on development that brings fiscal benefits, such as retail, rather than jobs for residents. The general plan update offers the opportunity to consider new approaches to economic development for a growing community of over 200,000 people in a changing economic environment.

### rFindings

- Fontana is a middle-income community, with a median household income in the \$60,000 to \$65,000 range, slightly above the state median income. It is expected to grow 2.7% annually between 2015-2020.
- Approximately 90 percent of employed Fontanans work outside the city limits. Ten percent work in Los Angeles, 36% in Inland Empire cities, and 45% elsewhere.
- Fontana is now the westernmost city with available space to accommodate both residential and industrial development in the Inland Empire. However, a significant portion of unbuilt residential land has already been entitled.
- 15% of all residents and 21% of children live in poverty.
- There are 43,018 jobs in Fontana, but only 13.7% are held by residents, and only 8.8% of employed residents work in Fontana. Over 70% of jobs in Fontana are in services, retail or wholesale.
- Kaiser Medical Group, Fontana Unified School District, and the City of Fontana are the top three employers.
- The construction, warehousing and logistics industries remain important economic drivers to Fontana's economy.
- City economic development efforts tend to focus on fiscal outcomes rather than employment.

### A. Economic Conditions

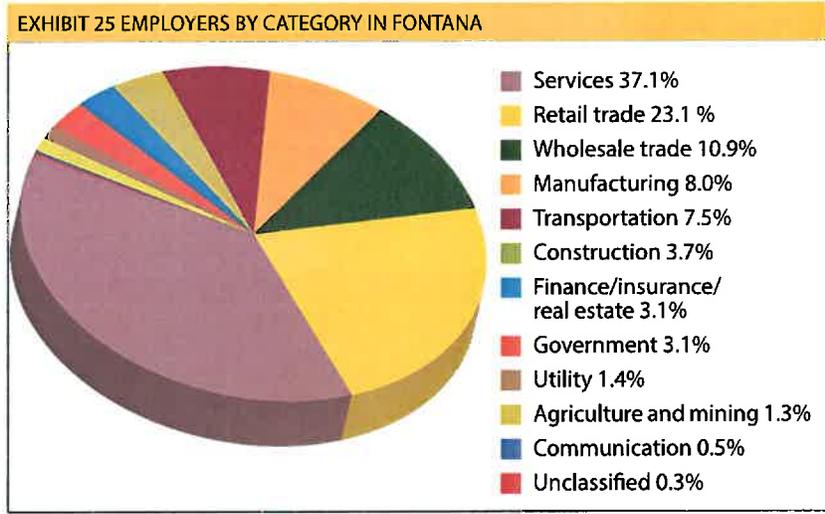
#### Employers and jobs in Fontana

As of 2013, there were approximately 49,000 jobs in Fontana, an increase of 0.3% since 2007, including self-employed and business owner employment.<sup>16</sup> Most of those jobs are not held by residents of Fontana. Services, retail trade, and wholesale trade constitute the top three employers by industry in the city. Kaiser Medical Group and two governmental agencies (Fontana Unified School District and the City of Fontana) make up the top three employers by count in the city. The construction, warehousing and logistics industries remain important economic drivers for Fontana's economy. Some of the jobs listed as being in Fontana may not actually have many employees working in the city at any one time. For example, the payroll of trucking companies may be listed as paid in Fontana, but trucking employees may be dispersed across the region rather than working in the city.

<sup>16</sup> SCAG, "Profile of the City of Fontana," May 2015, p. 22.

Between 2007 and 2013, during the Great Recession, the number of Fontana jobs in manufacturing and construction declined precipitously, while jobs in retail and in professional/management fields increased.<sup>17</sup>

- Manufacturing: -27.6%
- Construction: -18.7%
- Retail trade: +3.3%
- Professional and management: +22.1%



**EXHIBIT 26 TOP FIVE EMPLOYERS IN FONTANA**

Employer	Estimated # Employees	% Total City Employment
1. Kaiser Hospital and Medical Group	4,931	7.9%
2. Fontana Unified School District	4,506	7.3%
3. City of Fontana (includes part-time employees)	1,061	1.7%
4. Swift Transportation Company	1,035	1.7%
5. Target	657	1.1%
<b>Top 5 Total</b>	<b>12,190</b>	<b>19.7%</b>

Source: City of Fontana Comprehensive Annual Financial Report, 2014.

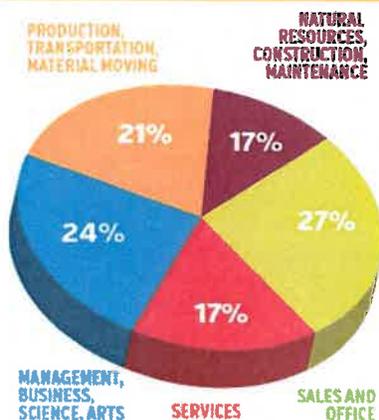
### Workers who live in Fontana

The unemployment rate for Fontana residents has dropped steadily to 6.5% in late 2015 since the peak unemployment rate of close to 15% in 2010. The city's unemployment rate generally aligns with California and San Bernardino County rates. Employed residents of Fontana work predominantly in several industry sectors: education, health care and social assistance (19%); transportation/warehousing and wholesale trade (20%); retail trade (14%); manufacturing (13%). These sectors can have both higher- and

<sup>17</sup> Ibid.

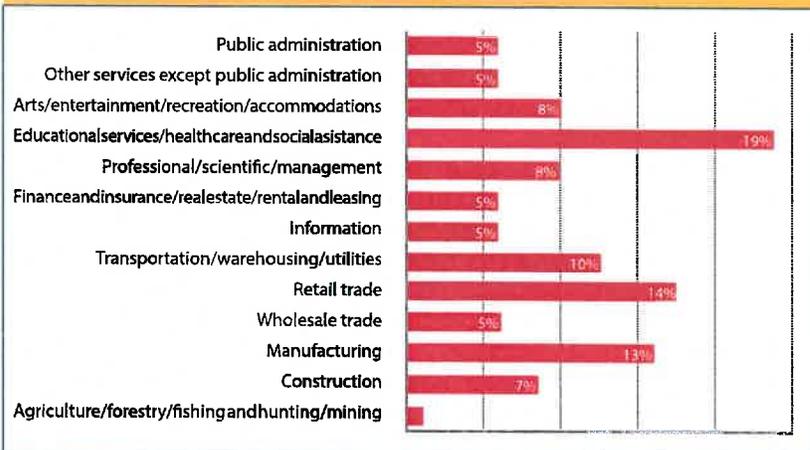
lower-paying occupations (health care, for example, includes highly paid physicians as well as hospital orderlies), but the last three tend to have lower median incomes overall. As noted earlier, the educational achievement of adults over 25 who live in Fontana shows a high percentage without a high school diploma (27%) and a relatively low percentage with bachelor's degrees or above (17.6%). Over the next 20 years, a high school diploma will increasingly be required even for insecure, lower-wage jobs. With increases in educational attainment, more Fontana residents will be able to earn more over their careers and avoid unemployment.

**EXHIBIT 28 OCCUPATIONS OF FONTANA RESIDENTS**



Source: US Census ACS 2009-2013

**EXHIBIT 27 JOB SECTORS OF FONTANA RESIDENTS**



Source: US Census ACS 2009-2013

**EXHIBIT 29 MEDIAN ANNUAL PAY BY SELECT OCCUPATION TYPES IN THE INLAND EMPIRE, 1ST QUARTER, 2015**

Management occupations	\$105,270
Healthcare practitioners and technical	\$83,713
Architecture and engineering	\$81,077
Education, training and library	\$59,013
Office and administration support	\$53,542
Construction and extraction	\$51,145
Community and social services	\$50,901
Installation, maintenance, repair	\$47,399
Sales and related	\$35,668
Transportation and material moving	\$34,590
Production	\$33,537
Healthcare support	\$31,749
Building, grounds and maintenance	\$27,242
Personal care and service	\$25,240
Food preparation and serving	\$22,511

Source: California Employment Development Department, Median Pay Level by Sector, Inland Empire, First Quarter 2015

Fontana residents work all over Southern California. While about 10% work in Fontana and nearly 16% work in Ontario or Rancho Cucamonga, more than 8% work in the City of Los Angeles. The remaining 65% work in scattered locations across the metropolitan area and beyond.

## Most workers commute to jobs outside of Fontana

Census Bureau, Center for Economic Studies (2013), number of employees



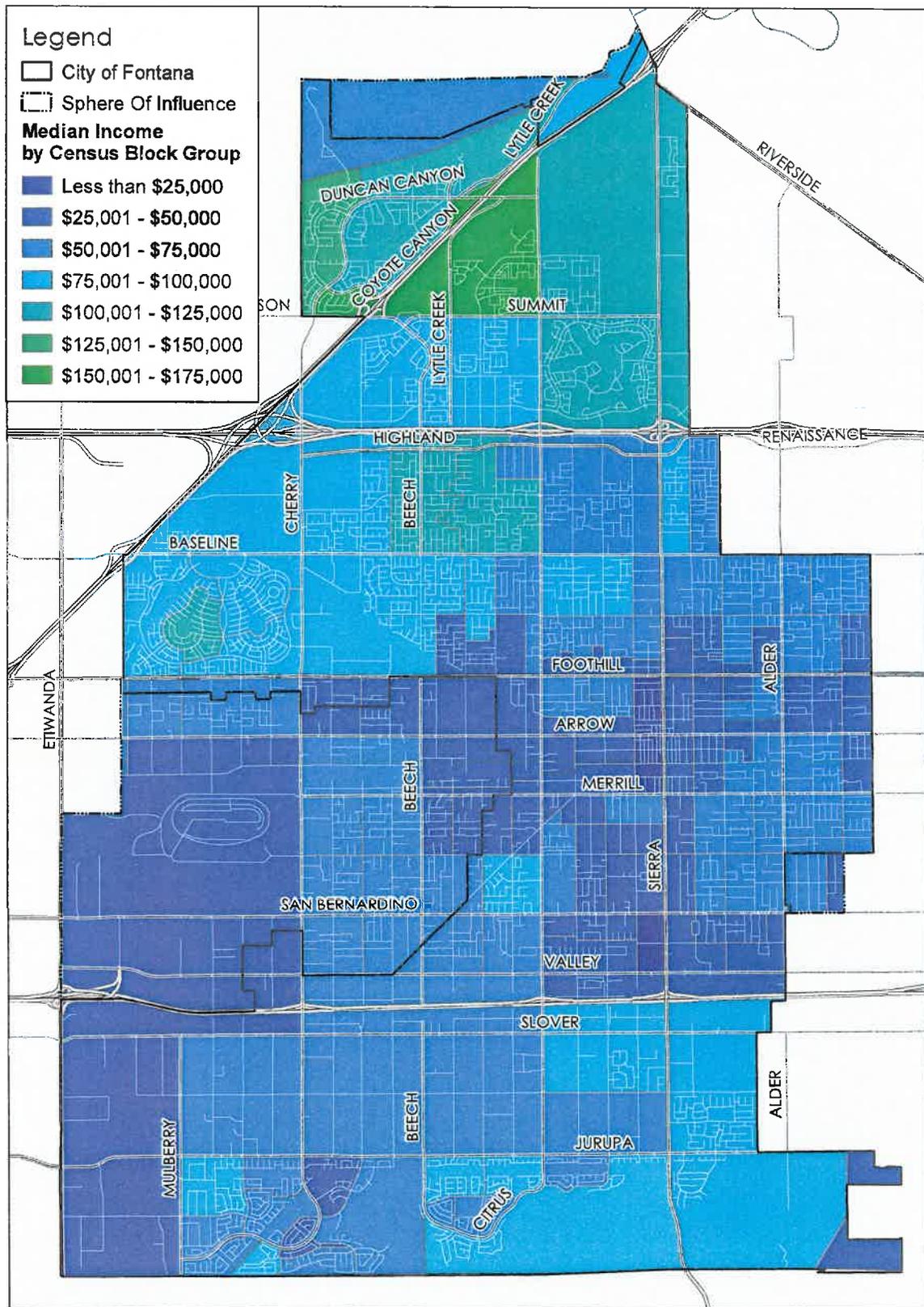
### EXHIBIT 30 TOP TEN PLACES WHERE FONTANA RESIDENTS COMMUTE TO WORK

Jurisdiction	Number of Commuters	% Total Commuters
1. Fontana	5,809	9.94%
2. Ontario	5,176	8.86%
3. Los Angeles	5,018	8.59%
4. San Bernardino	4,169	7.14%
5. Rancho Cucamonga	4,102	7.02%
6. Riverside	2,810	4.81%
7. Pomona	1,411	2.41%
8. Upland	1,256	2.15%
9. Rialto	1,180	2.02%
10. Chino	1,103	1.89%
All other destinations	26,395	45.17%

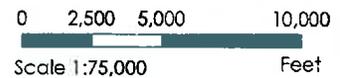
Sources: Sources: U.S. Census Bureau, 2014, LODES Data; Longitudinal-Employer Household Dynamics Program, 2011

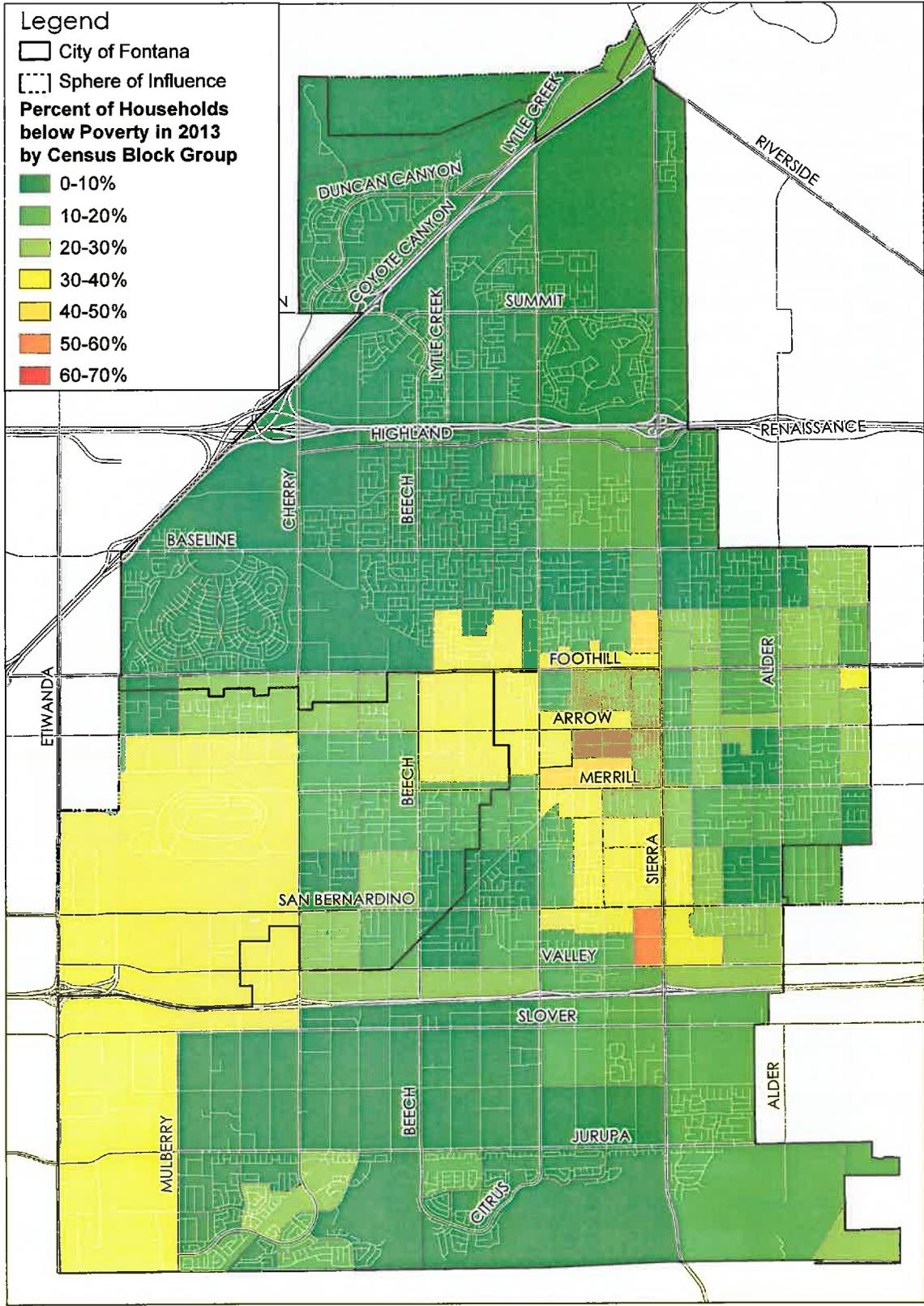
## Retail

The City of Fontana has a generally well-balanced retail gap that shows a small surplus of retail sales. Fontana's total retail sales amount of \$1,575,513,436 is slightly higher than the estimated retail potential of \$1,565,252,356, a \$10,261,080 or 0.3% retail surplus. This means that there is more supply than there is demand within the city and people from outside the city are making purchases in these categories. The surplus is in the categories of motor vehicles and parts dealers (14.3% surplus), automobile dealers (13.1% surplus), and auto parts, accessories and tire stores (34.3% surplus). The city also has retail surpluses in the building materials (4.4%), health and personal care stores (10.5%), gasoline stations (18.4%), general merchandise stores (11%) and food services (4.4%) sectors. Retail "leakage," which means that Fontana residents have to go outside the city to satisfy their demand, is in the categories of electronics and appliances (65.4% leakage), furniture and home furnishings (56.3%), clothing and clothing accessories (27.8%) and clothing stores (24.5%).



Median Income  
 October 2015  
 Data source: US Census 2013 ACS Estimate





Poverty  
 October 2015  
 Data source: US Census 2013 ACS Estimate



## Industry

Fontana is experiencing high demand for logistics and warehousing space, but these industries typically produce few jobs. Fontana has 54,250,700 square feet of industrial space. The market for such space remains strong, and there are lower vacancy rates in Fontana than in other cities in the Inland Empire. Average rents for industrial space in Fontana are above average in the Inland Empire.

Most Fontana jobs in industry do not require higher education, though the Fontana Commerce Center does have a few technology businesses with better jobs. There are three industrial parks in South Fontana with logistics industry establishments and small manufacturing. Chaffey College has a program with California Steel Industries (smaller successor to Kaiser Steel) for welding certification.

## Economic development activities

The economic development goals in the 2003 General Plan were:

- Fiscally healthy balance of land uses
- Improved and diversified industrial base
- Revitalized downtown
- Strengthened workforce
- Optimal mix of retail and services
- Economic development strategic planning

The City's main goal for economic development continues to be sales tax revenue, but the recession affected other economic development efforts. Accomplishments since the 2003 General Plan include establishment of a stable fiscal condition with a healthy reserve fund, development of a major industrial park for the logistics industry, and establishment of an Auto Center and chain retail in the SR-210 corridor. A restaurant study was initiated in July 2015.

Since 2006, arts and culture programs and services have played an important role in downtown revitalization. In addition to public improvements such as the library and auditorium, and the rehabilitation of the Center Stage Theatre, the City hired a staff person with an arts background, acquired the Art Depot, and began offering fine arts programs and services. Successful downtown revitalization will require a critical mass of new housing opportunities.

## A. Mobility And Connectivity

An excellent transportation system provides an efficient and effective balance between access and mobility. The overall goal of transportation is access: we travel to reach destinations and the opportunities that those destinations represent. Transportation is accomplished through mobility: our physical movement through space. We often hear about the importance of integrating transportation decisions and investments with land use choices. This means that transportation systems should serve land use choices—not the reverse. In making transportation decisions, it is important to weigh potential conflicts and trade-offs according to the specific community goals for a particular area. If we always opt for increased auto-travel mobility—that is, higher speeds and shorter travel times—land use access needs to be reduced, as in a limited-access interstate highway. Enhanced auto travel tends to reduce other types of access, while enhanced nonmotorized travel and public transit sometimes can result in less speed for auto travel.

The modern Inland Empire was built for the car. Like many other Inland Empire communities, Fontana is particularly dependent on its regional transportation systems, both because so many residents commute to jobs outside of the city and because its major economic sector, logistics, is by definition linked to freight traffic, both truck and rail. The expansion of the freeway system over the last 50 years fueled the growth of Southern California, filling in the spaces between older cities with auto-dependent suburban communities. I-10 reached San Bernardino in the 1950s, most of I-15 was built in the 1970s, and SR-210, built as relief for I-10, includes a section from Etiwanda Avenue to Sierra Avenue completed in 2001. When containerization and limited warehouse space at the Ports of Los Angeles and Long Beach resulted in the need for warehouse space on low-cost land, Inland Empire cities like Fontana, with access to I-10 and railroads, attracted the logistics industry.

The car-centric culture that seemed the epitome of freedom to move around the region in the early decades of suburbanization also brought increasing air pollution. With population and residential growth, traffic congestion became a chronic problem. Fontana now has bus and commuter rail options, and bus rapid transit (BRT) routes are planned, and these newer modes of transportation are likely to help reduce the growth in traffic somewhat. Moreover, a recent study for the California Department of Transportation (Caltrans) showed that widening of roads often does not ease traffic congestion, as many believe. This is because of the phenomenon of “induced demand”—more roads mean more traffic over both the short and the long term because the extra capacity attracts new trips.<sup>18</sup> At the same time, the dispersed residential and employment patterns characteristic of the Inland Empire and Southern California in general will continue to require transportation modes that accommodate this reality.

<sup>18</sup> [www.citylab.com/commute/2015/11/californias-dot-admits-that-more-roads-mean-more-traffic/415245/](http://www.citylab.com/commute/2015/11/californias-dot-admits-that-more-roads-mean-more-traffic/415245/)

Innovations now in the early stages of development, such as self-driving vehicles (both passenger cars and trucks) to make traffic more efficient as well as safer, may provide solutions to increasing traffic congestion in the future.

State and federal transportation policy is now based on concepts of integrating land use and transportation to provide multimodal systems. Roadway level of service (LOS), a grading scale assigned to roadways based on congestion levels, is no longer the sole force behind transportation funding decisions. The federal Departments of Transportation, Housing and Urban Development, and the Environmental Protection Agency have together adopted six Livability Principles to guide planning and implementation:

- Provide more transportation choices.
- Promote equitable, affordable housing.
- Enhance economic competitiveness.
- Support existing communities.
- Coordinate policies and leverage investment.
- Value communities and neighborhoods.

Transportation policy and planning in California is also guided by these Livability Principles, because federal funding is often a significant resource for transportation improvements, and by state law. The State of California has established policies for all communities in the state. SB 375 is a land use and environmental law intended to reduce greenhouse gas production. It calls for the integration of land use, housing, and transportation. Transportation planning agencies are required to develop a Sustainable Communities Strategy to integrate transportation, land use, housing, and environmental plans in order to reduce greenhouse gas (GHG) emissions. The transportation guidelines in SB375 and in SB226, which are intended to promote infill development, focus on development of multimodal transportation networks and diversification of land uses, as well as reduction of GHG emissions. SB743, which goes into effect in 2017, requires that the primary metric for improving the transportation system be vehicle miles traveled (VMT), rather than vehicle level of service (LOS), the previous metric, which focuses only on speed and congestion levels for vehicles.

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## rFindings

- Fontana is a major transportation hub with convenient access to Interstates 10, 15 and SR-210, two east-west freight rail lines, and one commuter rail line.
- Within Fontana, I-10 carries 200,000 average daily trips (ADT).
- SANBAG is planning high-occupancy toll (HOT) lanes on I-10 between Los Angeles County and Redlands and on I-15 between Riverside County and the Victor Valley.
- Sierra Avenue is the most heavily traveled street in Fontana. Immediately north of I-10 it carries an average of 51,000 per day, rapidly declining to 30,000 with distance from I-10.
- The City maintains 497 miles of streets and has a computerized pavement-management system to set priorities for maintenance and improvements.
- Fontana is served by Omnitrans with 10 bus routes and the Victor Valley Transit Authority, which provides commuter bus service to Barstow and Victorville.
- Omnitrans has proposed a bus rapid transit route along Sierra Avenue and Foothill Boulevard.
- Metrolink provides passenger rail service to Los Angeles, Orange, Riverside, San Bernardino, San Diego and Ventura counties from downtown, with weekend service and 38 weekday trains serving an average of 372 riders per weekday, as of late 2015.
- Fontana's bicycle network expanded in recent years, especially with the Pacific Electric Trail linking to other Inland Empire communities.
- According to Walk Score, Fontana is very car-dependent. Downtown is the most walkable area, with the Morningside and Summit Heights neighborhoods being more walkable than other parts of the city.
- Approximately 42% of Fontana's working population travels 25 miles or more to work, and 14% travels more than 50 miles to work.
- Average daily vehicle miles traveled is among the highest in the county (115.3 miles per day, ranking Fontana fourth among 24 cities in the county).

### Transportation Planning for Fontana

Transportation planning for Fontana involves several agencies with a variety of implementation responsibilities. The federally mandated metropolitan planning organization (MPO) is the Southern California Association of Governments (SCAG), which covers six counties, including San Bernardino County. SCAG also prepares the state-mandated Sustainable Communities Strategy (SCS). The current long-range transportation plan is the "SCAG Regional Transportation Plan 2012-2035 Sustainable Communities Strategy: Towards a Sustainable Future."

The San Bernardino Associated Governments (SANBAG) serves as the San Bernardino County Transportation Commission. SANBAG's role is to enhance planning and implementation within the county of the SCAG Regional Transportation Plan. SANBAG is responsible for planning and implementing a multimodal transportation system for the county's 2.1 million residents through support for freeway construction, regional and

local road improvements, public transit (rail and bus), ride-sharing programs, congestion management, and planning studies. SANBAG is also responsible for planning projects funded by voter-approved local sales tax measures. The City of Fontana manages local streets and traffic signals, and pedestrian facilities. It also helps develop projects for funding through SANBAG and SCAG.

The main transportation goals of the 2003 General Plan were:

- Improve transportation including highway interchanges
- Create regional links to trails
- Establish bus rapid transit (BRT)
- Establish a truck route plan
- Improve railroad crossings

Major accomplishments include the construction of three new highway interchanges and improvement of existing overpasses; construction of the Pacific Electric Trail as part of a 22-mile regional trail; a grant for an Active Transportation Plan; a Safe Routes to Schools grant; and progress through SANBAG on a preferred option for a Rapid Bus system (sometimes called "BRT light") on Sierra Avenue and Foothill Boulevards.

## Existing roadway system

### Roadway Classifications

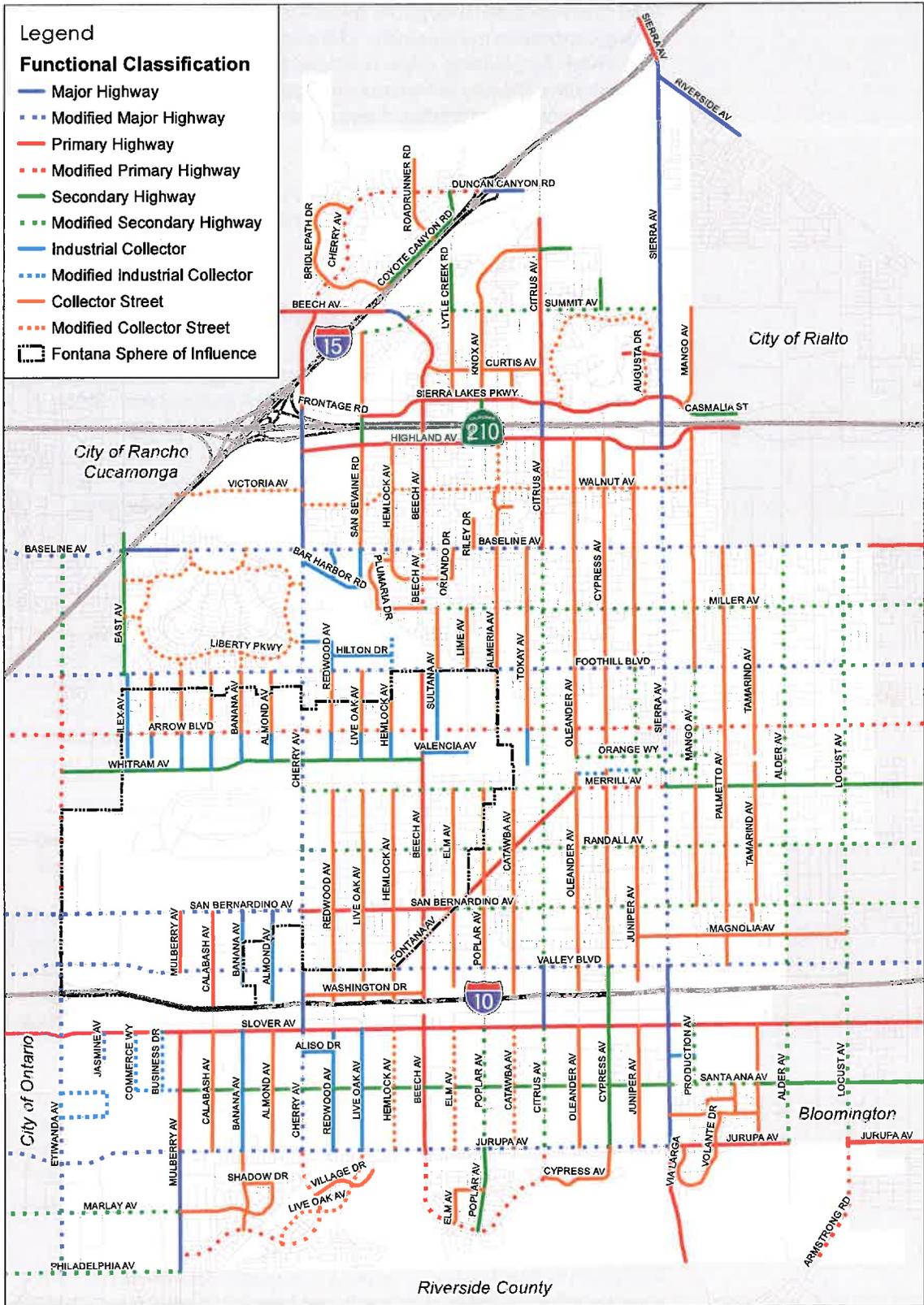
Roads are grouped according to the type of service they provide. A balance of all road types is needed to achieve mobility for all users. The classification of roadways is described by size and function, and has specific physical dimensions, particularly with respect to the number of lanes. The existing roadway classification system in Fontana is illustrated in the Roadway Functional Classifications map on the next page.

### Truck Routes

Significant truck travel exists within the city due to the many industrial facilities in Fontana and neighboring communities. The Truck Network maps shows the truck routes throughout the city. Industrial facility locations cause higher than average volumes of trucks to mix with local traffic. High percentages of truck trips originate from the I-10, I-15, and SR-210 freeways within the city limits and SR-60 just outside the city's boundaries, as well as some arterials connecting nearby populations. The freeway interchanges specifically along the I-10 freeway experience heavy truck volumes.

### Bike Facilities

Fontana's bicycle network has expanded significantly over recent years. The Mobility map on page 82 illustrates existing and proposed bike facilities in the City of Fontana. Detailed descriptions of proposed improvements to existing facilities, recommended programs, and cost estimates for construction of bike infrastructure can be found in the 2011 San Bernardino County Non-Motorized Transportation Plan (last updated in May 2015). Fontana was awarded a \$1.6 million Safe Routes to School grant to install 2.2 miles of sidewalk and bicycle infrastructure to benefit over 20 schools.



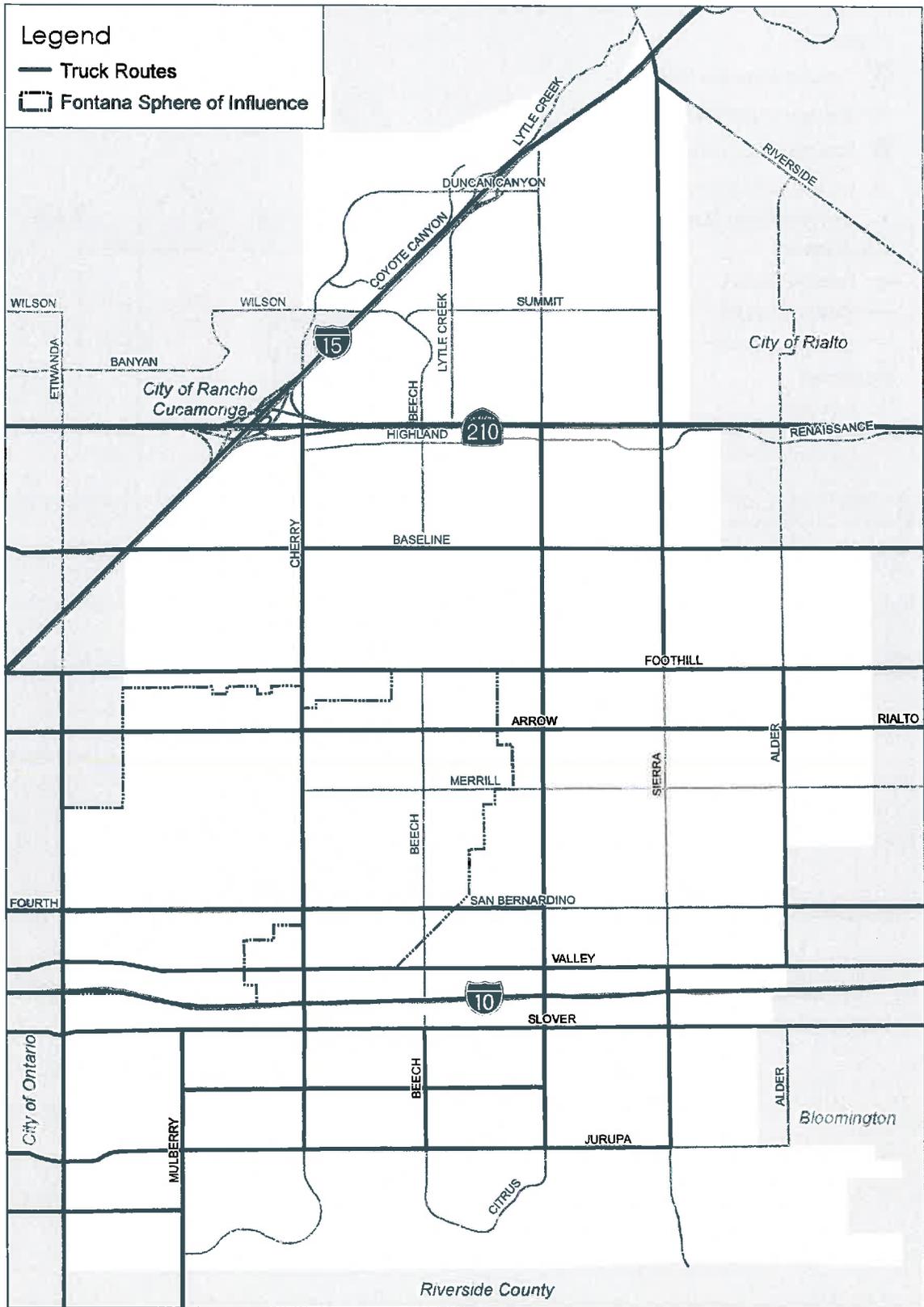
**Legend**

**Functional Classification**

- Major Highway
- - - Modified Major Highway
- Primary Highway
- - - Modified Primary Highway
- Secondary Highway
- - - Modified Secondary Highway
- Industrial Collector
- - - Modified Industrial Collector
- Collector Street
- - - Modified Collector Street
- ▭ Fontana Sphere of Influence

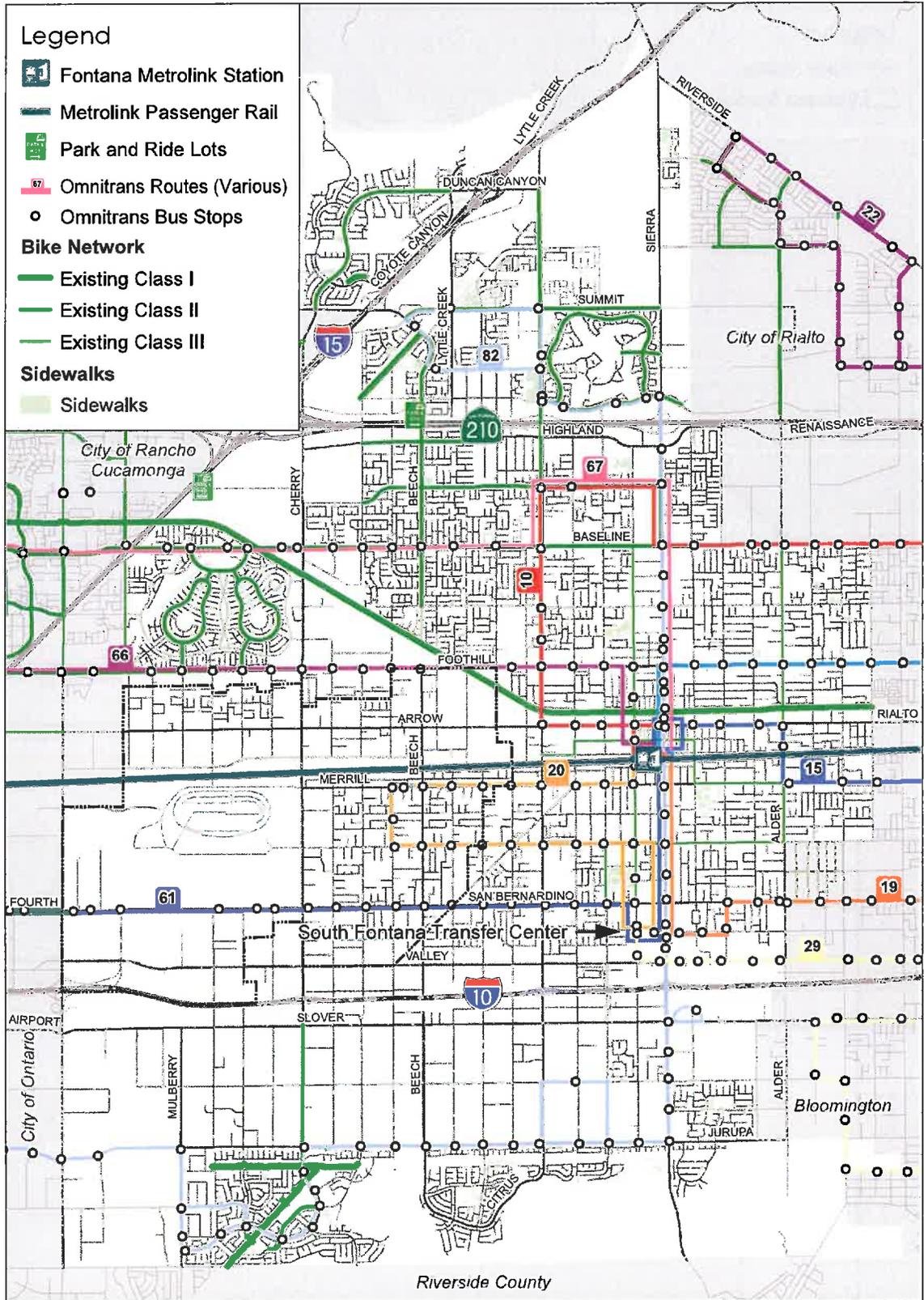
Roadway Functional Classifications  
 August 2015  
 Data source: City of Fontana, 2014



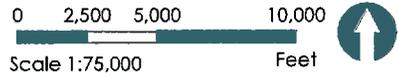


Trucking Network  
 August, 2015  
 Data source: City of Fontana, 2014





Mobility  
 October, 2015  
 Data source: City of Fontana, Metrolink,  
 Omnitrans, SANBAG



#### Sidewalk Connectivity and Walkability

As the Sidewalk Connectivity map shows, the majority of streets in the city have sidewalks. Walkability in Fontana varies in different parts of the city. For example, the mix and concentration of uses, transit, and public facilities in downtown Fontana provides access to more transportation modes compared to newer subdivisions along the edges of the city where services are less concentrated. WalkScore.com provides a metric for walkability on 0-100 scale based on criteria such as population density, average block length, route directness, concentration of destinations such as schools, parks, retail, etc. Based on this metric, Fontana scores favorably in the downtown area, but is more car-dependent in planned communities. The city's overall Walk Score is 32 ("car-dependent, most errands require a car") but the Sierra Avenue/Downtown Fontana area Walk Score is 77 ("very walkable, most errands can be accomplished on foot").

#### Control Types

The majority of intersections in Fontana are either uncontrolled or controlled by stop signs due to their low traffic volumes. The intersection of Wheeler and Seville avenues, near City Hall, is unique in that it is controlled by a decorative roundabout. Intersections with higher traffic volumes are typically controlled with traffic signals.

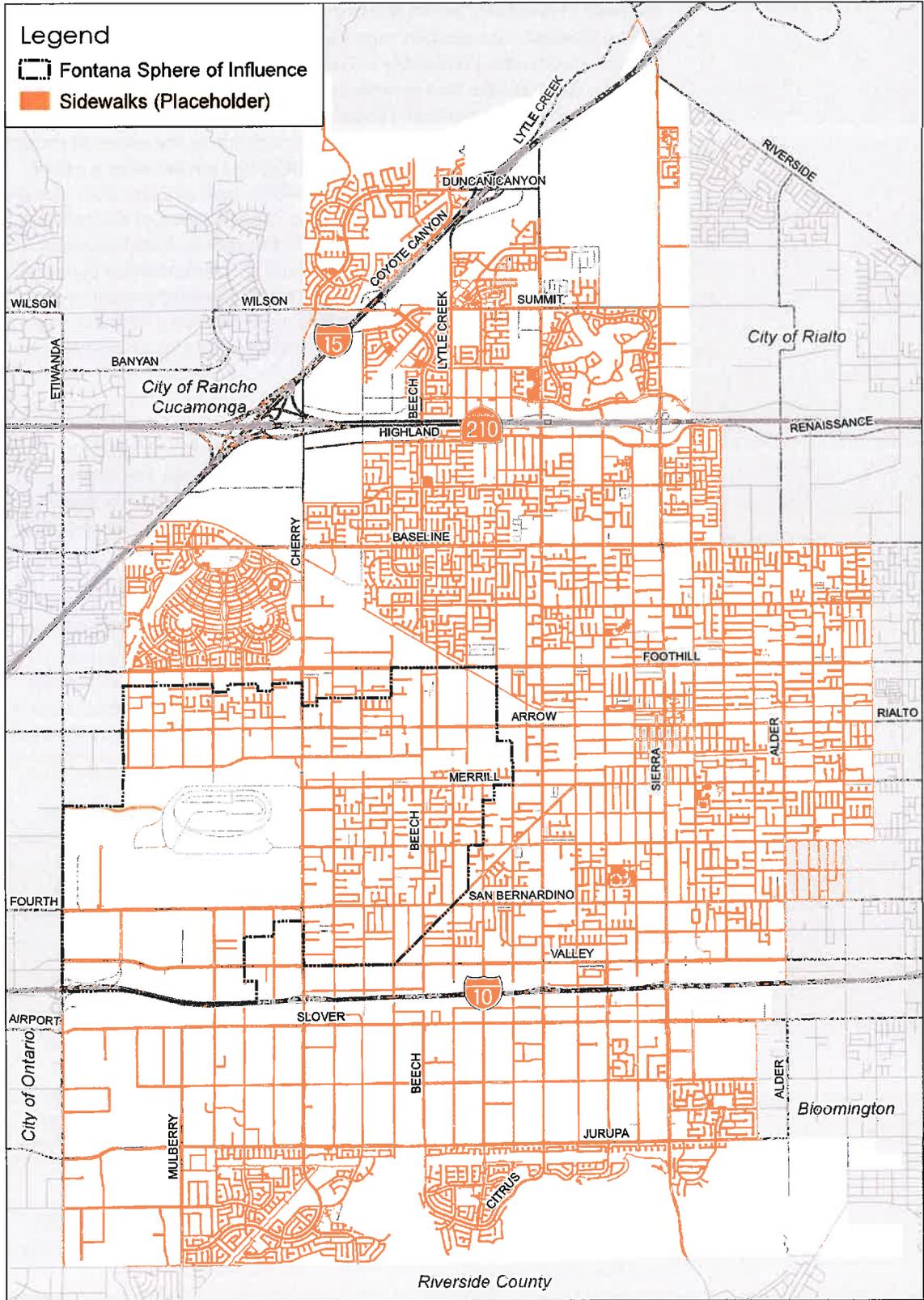
#### Daily Traffic Volumes (ADT)

Existing average daily traffic (ADT) volumes on the arterial highway plan are shown on the Average Daily Trips map. These traffic volumes are from Caltrans data published in 2015 and data from the City of Fontana. Freeway counts were recorded from 2008 to 2014 and local street counts were recorded between 2001 and 2011 (the majority of counts date from 2006 or 2007).

Since the traffic volumes were collected over several years, for consistency all volumes were factored to one existing baseline year. An annual growth rate of 2.1 percent per year from the count date to 2015 was applied to the traffic volumes to obtain baseline conditions. The City provided the annual growth rate. At some locations, missing local street volumes were estimated by factoring adjacent link volumes.

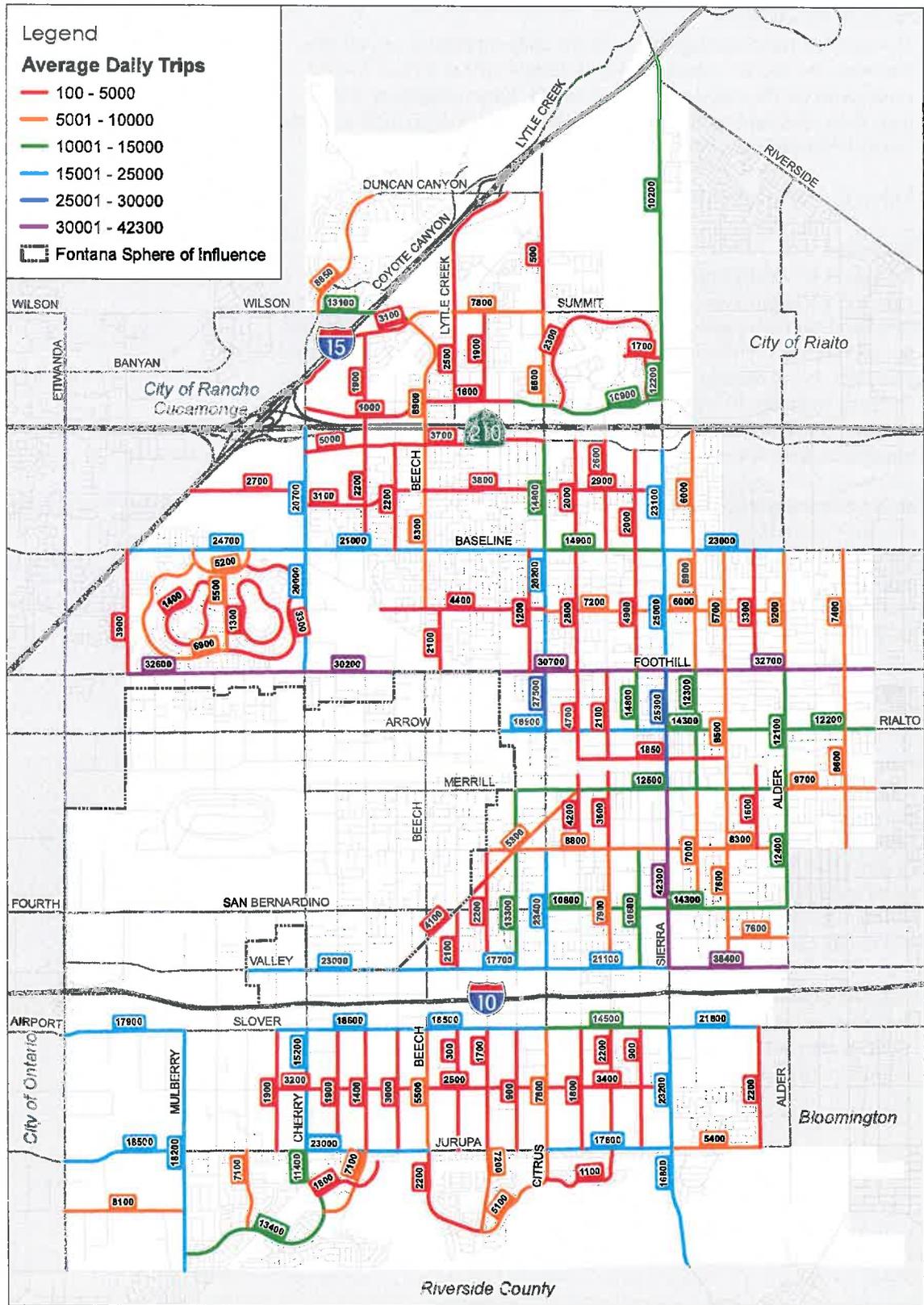
Fontana's traffic volumes range from 100 to 51,800 ADT, with the highest volumes occurring on major highways that carry traffic to and from the I-10, I-15, and SR-210 freeways. Sierra Avenue north of I-10 carries the most traffic of any single local roadway segment in the city at 51,800 ADT. Foothill Boulevard consistently carries over 35,000 ADT throughout the city limits, whereas Sierra Avenue traffic volumes quickly drop off to approximately 30,000 ADT as they travel north or south away from I-10.

Freeway traffic volumes are highest on I-10, which carries over 200,000 ADT through the city and 250,000 ADT in the western portion of the city and the City of Ontario.

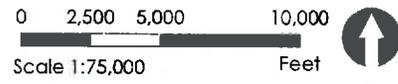


Sidewalk Connectivity  
 August, 2015  
 Data source: City of Fontana, 2015





Average Daily Trips  
 August, 2015  
 Data source: City of Fontana, 2015



### Volume/Capacity Ratios

The baseline volumes, together with the daily capacity based on the roadway classification, were used to determine the volume/capacity (V/C) ratios for the city's arterial system. The Volume/Capacity Ratios map shows V/C ratios and resulting Level of Service (LOS) for the major, primary, and secondary highways and collector streets in Fontana.

## Existing transit system

### Bus Routes

Fontana is served by both fixed-route transit services and demand-responsive paratransit services to meet the needs of riders with disabilities. Fixed-route bus services include bus lines that are operated primarily by Omnitrans, while demand-responsive services have defined service areas but do not operate based on fixed schedules or routes. Omnitrans currently operates 10 bus routes through the city, and adjusts the number of routes and lines periodically based on ridership patterns. Only one transit line (Omnitrans 82) extends to the north end of the city, limiting connectivity for people who live north of the 210 Freeway, and limiting access to commercial and recreational amenities by transit-dependent residents in South or Central Fontana. (See the Bus Routes map.) The Victor Valley Transit Authority (VVTA) also operates one bus route with stops in Fontana. Omnitrans operates the Access ADA Service which provides curb-to-curb service for those who are unable to use the fixed route service independently.

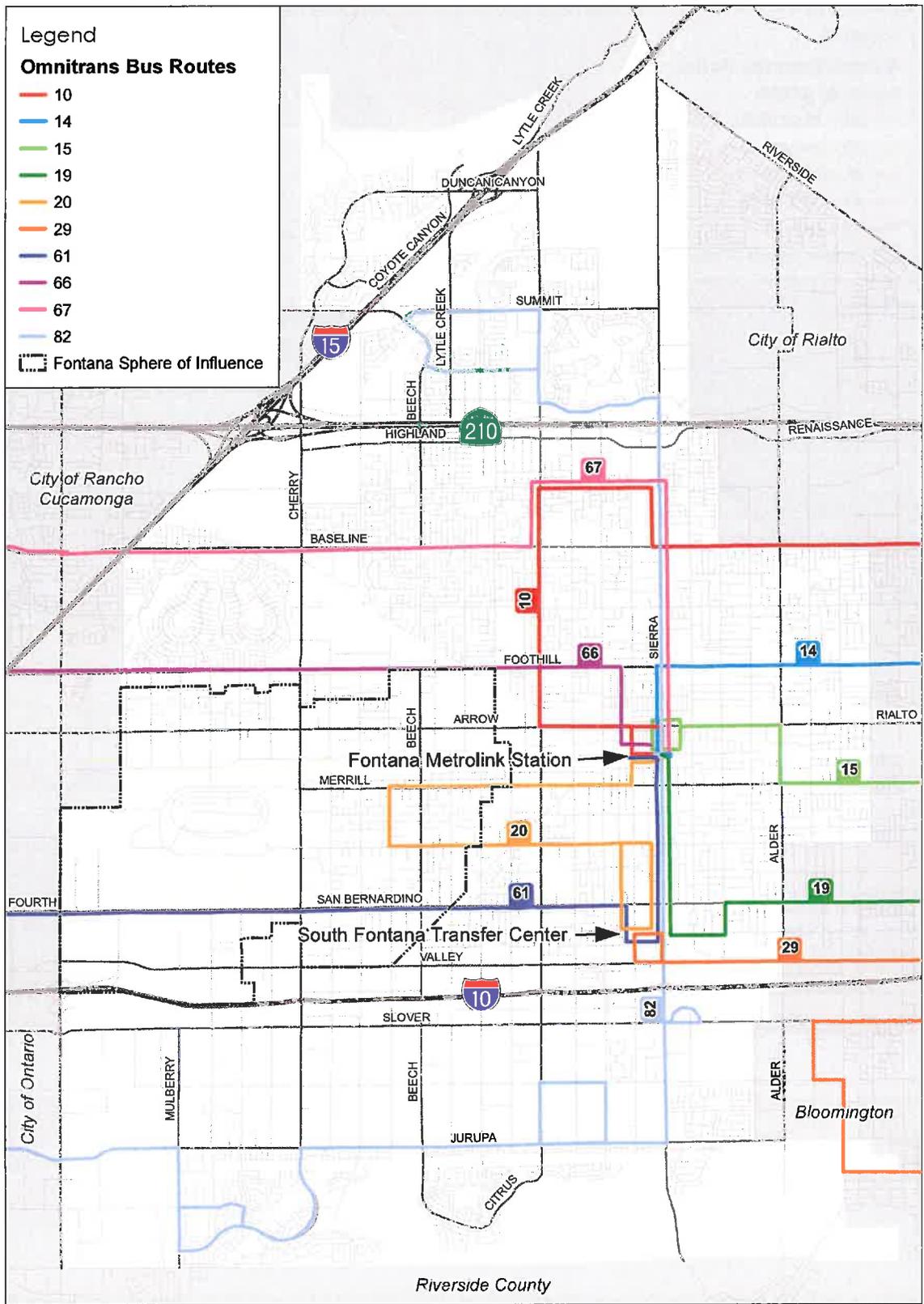
### Park-and-Ride facilities

Two park-and-ride facilities are located in Fontana. The first is located at the Caltrans Transportation Management Center just east of I-15 on Victoria Street. A second is just north of SR-210 on Beech Avenue. Park-and-ride facility locations, as well as bus stops in and around the city, are shown on the Mobility map. The Fontana Metrolink Station Transfer Center (at the intersection of Sierra Avenue and Orange Way) and South Fontana Transfer Center (at the intersection of Sierra and Marygold avenues) provide transfer opportunities to multiple bus routes. The Fontana Metrolink Station Transfer Center also provides park-and-ride facilities and transfer access to the Metrolink regional commuter rail service.

### West Valley Connector Bus Rapid Transit (BRT) project

Omnitrans proposed a bus rapid transit (BRT) project to provide faster service from Fontana to Pomona. The "West Valley Connector Corridor Alternatives Analysis Report" recommended a "rapid bus service" system for this corridor, including 8.2 miles in Fontana starting at Kaiser

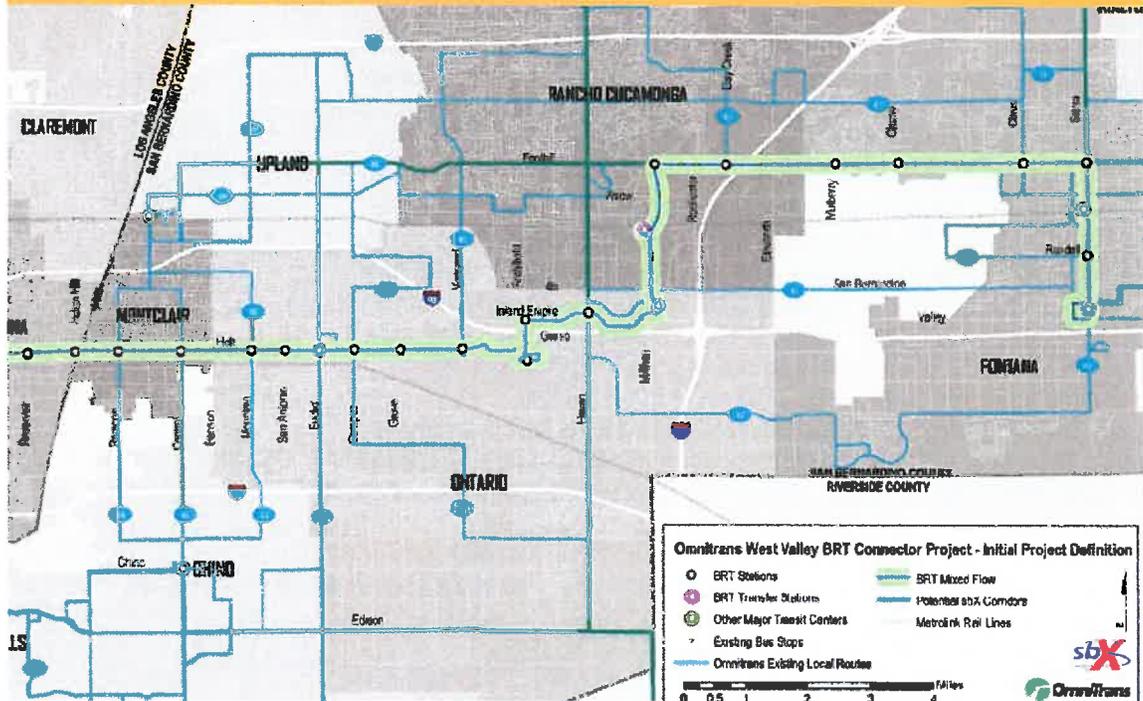




Bus Network  
 August, 2015  
 Data source: Omnitrans, 2015



EXHIBIT 31 RECOMMENDED ROUTE OF THE WEST VALLEY BRT SERVICE



Source: Omnitran, "West Valley Connector Corridor Alternatives analysis Report"

Hospital on Sierra Avenue and turning west on Foothill Avenue. Rapid Service includes limited-stop service, enhanced stations, intelligent transportation system improvements, transit-signal priority, queue jump lanes, and specialized branding. It is sometimes called "BRT light" because it does not include exclusive lanes, offboard fare collection and other enhancements. The Fontana segment of the line would include four stops on Foothill Blvd at Mulberry, Cherry, Citrus, and Sierra avenues; and three stops on Sierra Avenue at the Metrolink Station, Randall Avenue, and Kaiser Hospital.

#### Passenger Rail

Commuter rail service in Fontana is provided by the Southern California Regional Rail Authority's (SCRRA) regional "Metrolink" service which provides passenger rail service to Los Angeles, Orange, Riverside, San Bernardino, San Diego (Oceanside only) and Ventura Counties. The San Bernardino Line traverses east to west through the city along a former Santa Fe Railroad line, now operated by the Burlington Northern Santa Fe (BNSF) railroad. A Metrolink rail station is located downtown.

Metrolink service along the 56.2 mile, 13-station San Bernardino line operates seven days a week with 38 trains a day during the week, 20 on Saturdays, and 14 on Sundays. The nearest station with access to longer-distance Amtrak service is Santa Fe Depot in the City San Bernardino to the east. Amtrak trains operate on the Union Pacific (UP) Railroad south of I-10.

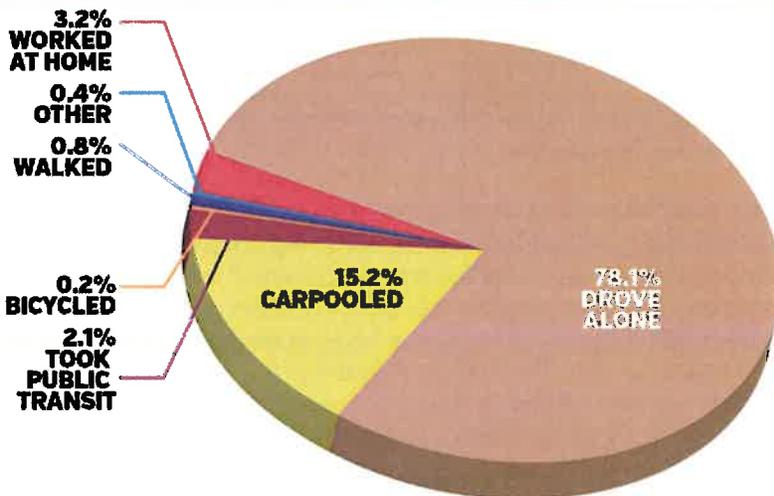
### Transit Ridership

Despite a number of bus routes and regional commuter rail access, Fontana remains largely auto-dependent. The Fontana Metrolink Station is one of the busiest on the route, but averaged 372 weekday boardings in 2014 (down 10.6% from 2013) contributing to the average of 11,036 weekday riders on the Metrolink San Bernardino line. Omnitrans bus ridership was also down 2.8% system-wide in 2014. Metrolink experienced system wide declines in ridership during the recession, saw increases in 2013 and then declined again. The dispersed nature of employment in Southern California affects the potential success of Metrolink. While there has been residential growth in downtown LA, it is not growing as an employment center as of late 2015.

### Commuter Travel

The Southern California Association of Governments (SCAG) estimates that 78 percent of Fontana residents commute by car (single occupant), 17 percent carpool, and only 2 percent commute by transit, with another 4

EXHIBIT 32 COMMUTING CHOICES OF FONTANA RESIDENTS



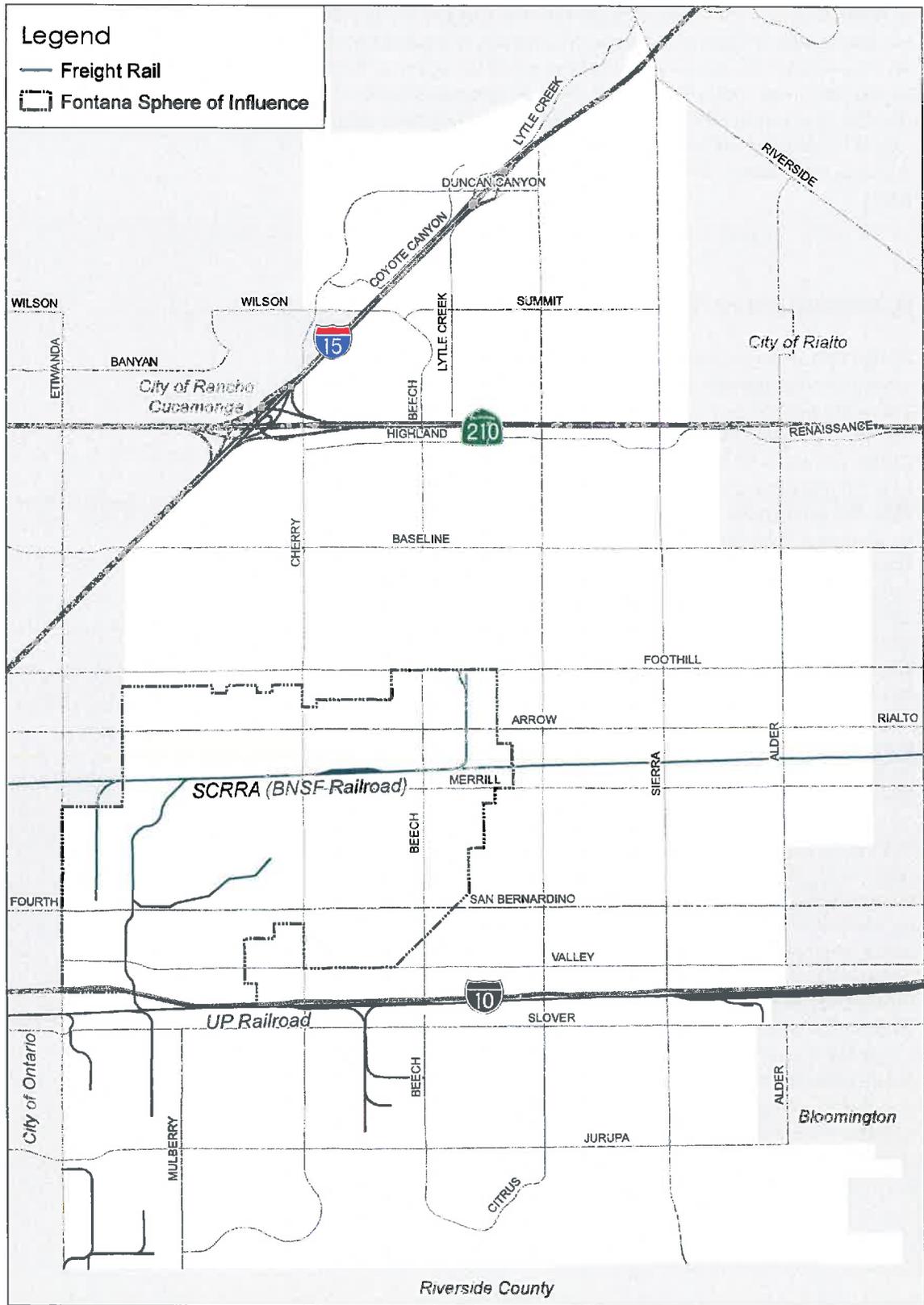
Source: U.S. Census, ACS estimates (2009-2013)

percent walking, biking, or working from home. Data from the US Census Bureau American Community Survey (2009-2013) largely mirrors SCAG data. As might be expected from the dispersed employment locations of Fontana residents, the city is among the top 20 cities for commuting origins within the six-county Southern California region.<sup>19</sup> With the vast majority of residents commuting by car to destinations outside of the city, the average commute time for Fontana residents is 35 minutes.

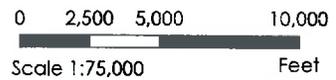
### Freight Rail

Both the Union Pacific (UP) and Burlington Northern Santa Fe (BNSF) railroads run freight rail service through Fontana. Both railroads travel east to west across the city, though the UP main line is entirely grade separated (due to its location adjacent the I-10 freeway) while the BNSF tracks have multiple grade crossings. Existing industrial uses in the city are clustered in areas served by existing spur railroads. As new industrial development continues, it is desirable that industrial developments continue to have access to these spurs whenever possible. Rail traffic on the UP main line through the city is expected to continue to increase with ex-

<sup>19</sup> [www.trbcensus.com/TRB2015/Vo\\_Flow\\_poster\\_TRB2015.pdf](http://www.trbcensus.com/TRB2015/Vo_Flow_poster_TRB2015.pdf)



Freight Rail Network  
 August, 2015  
 Data source: SANBAG (edited), 2015



panding international trade at the ports of Long Beach and Los Angeles as well as regional growth in Southern California. While BNSF traffic is also expected to increase, the bulk of the growth is expected to be carried by the BNSF main line, which travels through Riverside County crossing the UP line in Colton. The UP and BNSF lines that travel through the City of Fontana, as well as the spur railroads that provide access to local industry, are shown in the Freight Rail Network map on the previous page.

## B. Infrastructure Systems And Utilities

A city's infrastructure systems—water, sewer, and other utilities—are often taken for granted as long as they function well, often out of sight below the surface. How these systems operate and the resources they use are essential issues in the survival and growth of modern cities. California's ongoing severe drought since 2011 is the most significant new infrastructure condition to emerge since Fontana's 2003 General Plan. The state's water supplies include surface waters and groundwater in aquifers and Fontana receives water from both kinds of sources. The surface water system is highly organized and regulated, providing up to 70% of the state's water supply in normal years. In drought years, however, groundwater supplies account for up to 60% of water supply, and groundwater extraction in California has historically been subject to less regulation than in any other state, with limited information on how much water is being withdrawn, especially in agricultural areas. New legislation will come into force in 2016 giving local agencies regulatory powers and directing the creation of groundwater sustainability plans. In Fontana, however, groundwater supplies are already included in regional plans to conserve and recharge aquifers.

The Inland Empire Utilities Agency, (IEUA), which provides some services to Fontana, is an innovative regional agency that has invested in sustainable, resource efficient, and cost-efficient infrastructure, equipment and programs. It provides non-potable recycled water to nonresidential users throughout the region and has developed systems to recharge groundwater. IEUA focuses on reducing energy costs in the "Water-Energy Nexus." According to the California Energy Commission, the transportation and treatment of water, treatment and disposal of wastewater, and the energy used to heat and consume water account for nearly 20% of the total electricity and 30% of non-power-plant-related natural gas consumed in California. IEUA has the largest fuel cell system powered by renewable biogas in the world. The IEUA's headquarters is a LEED certified building and adjacent to the building the IEUA has created an educational wetlands park.

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## rFindings

- The City of Fontana does not directly control its drinking-water supply.
- Water is provided to the city primarily by three agencies: The Fontana Water Company (FWC), Cucamonga County Water District (CVWD) and the West San Bernardino County Water District (WSBCWD).
- Water in Fontana comes from Lytle Creek, groundwater wells, and the State Water Project (Northern California water).
- Because of long-term drought conditions, Fontana is under water-conservation regulations.
- Wastewater treatment services are provided by the Inland Empire Utilities Agency (IEUA), which also delivers recycled water for non-potable uses. The City owns Fontana's sanitary sewer system of over 250 miles of sewer lines and six sewage pump stations.
- Fontana contracts out solid waste disposal and curbside recycling. Solid waste goes to the Mid-Valley Landfill located in Rialto at the Fontana border.
- Over 50% of solid waste is recycled. State legislation requires that 75% percent of solid waste generated be reduced at the source, recycled, or composted by the year 2020.
- Southern California Edison provides electricity to Fontana. On Earth Day, 2015, Fontana introduced the state's first zero net energy residential community, consisting of 20 homes.

### Water Supply and Drought

Southern California is one six-county region when it comes to water. The Metropolitan Water District (MWD) imports about half of the region's overall supply from the Colorado River and Northern California and holds water in storage in case of drought. When MWD must limit supplies during an extraordinary drought cycle, local mandatory conservation becomes the norm. The district created a Water Supply Allocation Plan to approach drought in a regional and fair manner designed to minimize impacts. The governor called for a 25% reduction in urban water use starting in June 2015, which California communities have been meeting and exceeding.

The State Water Board has imposed the following water-use restrictions for everyone:

- No runoff allowed onto driveways, sidewalks, etc. when irrigating landscapes with potable water.
- Hoses must have an automatic shutoff nozzle to wash cars and other vehicles.
- Residents must not use potable water to wash down driveways and sidewalks.
- Residents must not use potable water in decorative fountains that do not recirculate.
- No outdoor watering during and within 48 hours following measurable rainfall.
- Restaurants are not to serve water to customers unless the customer requests it.
- Hotels/motels must ask guests to re-use towels and linens.

- Homeowners must fix leaks within 72 hours after being notified.
- Potable water cannot be used to irrigate ornamental turf on public street medians.
- Potable water cannot be used for outside landscapes of new homes and buildings unless the irrigation system complies with outdoor irrigation efficiency standards adopted by the State's Building Standards Commission.

#### Drinking water supply

Water is provided to Fontana and its sphere of influence primarily by three agencies: The Fontana Water Company (FWC), Cucamonga Valley Water District (CVWD) and the West San Bernardino County Water District (WSBCWD). Two other water agencies, the Crawford Canyon Water District, and the Marygold Mutual Water Company, provide water for small portions of the northern and eastern parts of Fontana. These agencies draw on both local sources and water imported from Northern California. Imported water serves Fontana through two regional water wholesalers, the Inland Empire Utilities Agency (IEUA) and the San Bernardino Valley Municipal Water District (Valley District).

- FWC serves the vast majority of the city, covering approximately 52 square miles with 38 wells, 17 storage reservoirs, and 3.5 million feet of water-distribution mains ranging up to 36-inches in diameter. The water supply is produced from Lytle Creek surface flow, and from wells in the Lytle Basin, Rialto Basin, Chino Basin, and another groundwater basin known as "No Man's Land." A portion of the water supply is purchased from Cucamonga Valley Water District. Water from the State Water Project is purchased from the Inland Empire Utilities Agency and San Bernardino Valley Municipal Water District. The State Water Project, also known as the California Aqueduct, transports water 600 miles from Northern California in the Sacramento-San Joaquin Delta to the southern portion of the state. It is owned and operated by the State of California and is the longest aqueduct system in the world, featuring 23 dams and reservoirs, 22 pumping plants that lift water to heights of 3,500 feet, and six power plants. The aqueduct comprises 473 miles of canals, 175 miles of pipeline and 20 miles of tunnels.
- Cucamonga Valley Water District (CVWD) serves the northwest portion of Fontana adjacent to the City of Rancho Cucamonga. CVWD's drinking water comes from two primary sources: 20 local groundwater wells in the Chino Groundwater Basin and the Cucamonga Basin and imported water. A small amount of water also flows from local canyons and tunnels.
- The former West San Bernardino County Water District, now the West Valley Water District (WVWD), services the northeast portion of the City of Fontana and the northern Fontana Sphere of Influence as well as other cities and unincorporated areas.
- The Crawford Canyon Mutual Water Company services a small portion of undeveloped land at the northern Fontana Sphere of Influence boundary. The company has 12 miles of pipelines and currently only serves agricultural water and backup water for fire.
- The Marygold Mutual Water Company services a small portion of the western City of Fontana boundary and the unincorporated area of Bloomington (Marygold Acres). There is a small overlap of services with the Fontana Water Company.

#### Groundwater recharge

Groundwater depends on recharging the aquifer with water that seeps into the ground from rain and snowmelt. The impervious surfaces that come with development, such as roofs, streets, and parking lots, can keep water from reaching the aquifer. Artificial groundwater recharge is increasingly used where natural sources are insufficient. Fontana's groundwater supplies come from the Chino Basin, which encompasses 235 square miles, 80% of which is in San Bernardino County. Several agencies, including the IEUA, sponsor the Chino Basin Recycled Water Groundwater Recharge Program, a network of pipelines that direct stormwater runoff, imported water from the State Water Project, and IEUA-recycled water to 16 recharge sites. Most of these are basins designed to hold the water and allow it to percolate into the ground. This program helps ensure the availability of local groundwater supplies and has become a nationally acclaimed, award-winning program because it relies on local resources, natural organic cycles, innovative treatment techniques and energy-saving methods.

#### Wastewater collection and treatment

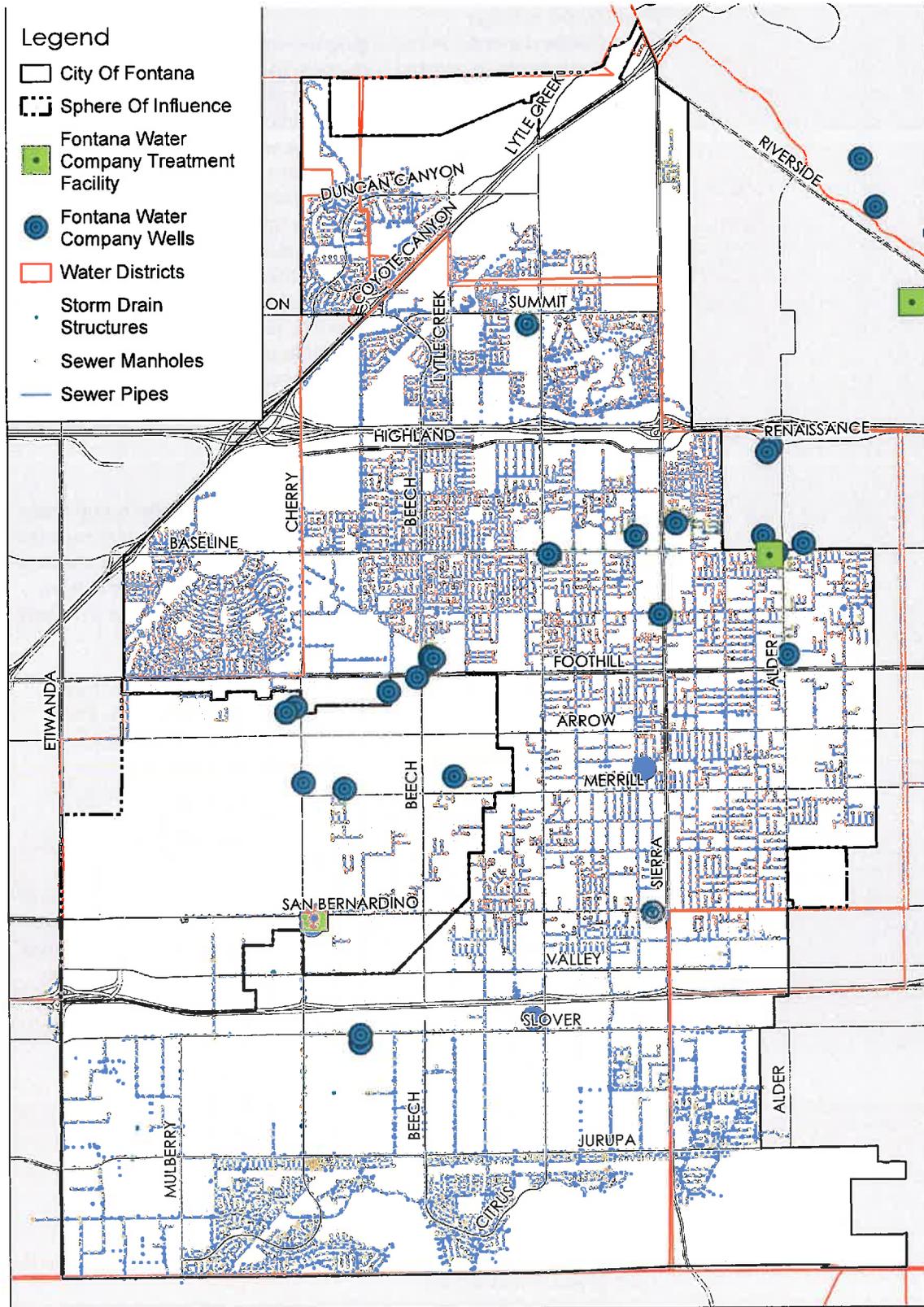
In addition to being a water wholesaler, the IEUA also collects and treats wastewater; produces high-quality renewable products such as recycled water, compost and energy; and promotes sustainable use of groundwater and development of local water supplies. The IEUA owns and operates six regional wastewater treatment facilities, including one in nearby Ontario and one in Rancho Cucamonga.

The City of Fontana owns the sewer lines (more than 250 miles) and pump stations in the city. Wastewater treatment is provided by IEUA.

#### Stormwater management

Fontana participates in a regional stormwater permit, overseen by the Santa Ana Regional Water Quality Control Board, under the federal Clean Water Act and the Water Pollution Control Act. The National Pollutant Discharge Elimination System (NPDES) established permits for regulating both point and nonpoint pollution to the navigable waters of the United States. "Point" pollution comes from a specific location, such as a factory. "Nonpoint" pollution comes from general stormwater runoff. It can include pollutants such as oil, grease and chemicals from streets and parking areas, fertilizer and pesticides from lawns, sediment from poorly managed construction sites, and bacteria from pet and wildlife wastes and faulty septic systems.

In addition to enforcement of NPDES permits, the City of Fontana is focusing on managing stormwater through development standards that promote on-site treatment of stormwater, including with permeable pavement and low-impact development, as well as other best management practices (BMPs). These practices contribute to groundwater recharge. Stormwater management that enhances stormwater percolation on site by using or mimicking natural systems is called "green infrastructure."



Water and Sewer Infrastructure  
 October, 2015  
 Data source: City of Fontana, 2015



0 2,500 5,000 10,000  
 Scale 1:75,000 Feet



#### Solid waste

Solid waste disposal services for Fontana are provided by Burrtec Waste Industries, a private company under franchise agreement with the City of Fontana. Burrtec also operates Fontana's curbside recycling (including greenwaste recycling) program. The city recycles over 50% of solid waste and will meet state requirements of 75% recycling by 2020. Currently, the Mid-Valley Landfill located adjacent to Fontana, in Rialto, is the primary solid waste depository for the area. It has approximately 40 years of capacity left.

The challenge for Fontana, as well as communities throughout the state, is to continue to find diversion, recycling and reuse strategies instead of relying on sanitary landfills as the primary method of managing solid waste. As the region grows, it becomes more difficult to site or expand landfills due to the unpopularity of these types of facilities.

#### Energy

California utilities, including Southern California Edison (SCE), have been directed to re-align their energy efficiency programs to help meet statewide sustainability goals under California's Long Term Energy Efficiency Strategic Plan (the Strategic Plan) with four Big Bold Energy Efficiency Strategies. Two of these strategies are directly related to zero net energy (ZNE):

- All new residential construction in California will be zero net energy by 2020.
- All new commercial construction and 50% of existing commercial buildings in California will be zero net energy by 2030.

Zero net energy means that a building consumes no more energy than the amount of renewable energy produced on site. On Earth Day, 2015, the City of Fontana introduced the state's first zero net energy residential community, consisting of 20 homes. Located in the Sierra Crest development, the homes are projected to use 60% less energy than a comparable home built to meet current code. This project is a partnership of SCE, the Electric Power Research Institute, the California Public Utilities Commission, and private companies, including one of the nation's largest home builders. SCE will use this project to evaluate impacts associated with large-scale introductions of ZNE homes into the electric grid.

#### Telecommunications providers

Fontana has access to many telephone and Internet services providers. The largest are AT&T and Time Warner Cable. Public Internet access is available at city facilities and libraries.

## 7. COMMUNITY DESIGN AND LAND USE REGULATION

Fontana’s community design character reflects different development patterns in parts of the city that developed at different time periods. Older parts of the city consist of a modified grid pattern, including some cul-de-sacs with single-family and some multifamily buildings, typically with short setbacks from the sidewalk or street. Large-block residential developments created through specific plans, starting in the 1980s, display the curved streets and cul-de-sac design of suburban-style development. Land on many of the city’s major arterial streets is underutilized, while residential developments tend to be inward-looking, with few connections to arterials.

### rFindings

- Fontana’s overall community design reflects 20th-century suburban models characterized by separated land uses and limited connectivity.
- East-west connections in Fontana are better than north-south connections.
- Planned development through specific plans has been the design vehicle of choice for several decades.
- Planned development areas are typically inward-looking. Development along arterials in newer areas is usually walled or fenced, with large amounts of landscaping in more expensive areas.
- Newer retail is organized into shopping centers with perimeter buildings located around parking.
- Arterial streets south of SR-210 have significant underutilized or vacant land.
- There are opportunities for neighborhood infill development along major boulevards as well as on local streets in the core areas of the city.
- Development patterns present challenges for more transportation choice—enhanced public transportation, walking, and bicycling.

### A. Community Design

The overall community design of Fontana reflects its development history and a strong reliance on planned development models—for large residential communities, shopping centers, and the warehouse industry. Most of today’s city follows the 20th-century suburban development model of separated land uses, limited connectivity between developments, and urban design organized around the car. Fontana is characteristic of communities with a “missing middle” of housing types—such as condos, townhouses, cottage courts, and mixed-use apartment buildings—between single-family houses and older apartment complexes. While stand-alone retail can be found along older arterials, stores are increasingly organized into shopping centers. Similarly, while the planned-development model is common for

warehouse development, the city also has many truck-related and auto-related independent businesses located in light industrial areas. The design standards for newer development have evolved to avoid large expanses of parking along the street, to require significant landscaping, and to provide somewhat improved pedestrian circulation within the developments, but there is almost no true mixed-use development in Fontana.

**Street frontage.** Buildings oriented to the street help create environments that are pedestrian-friendly. Very few buildings are oriented to the street in Fontana. Many residential developments have 6 to 8 foot fences, and the majority of single-family homes along main arterials have their back and side yards facing the street. In addition, a number of residential developments are gated communities. This reduces the potential for pedestrian and bicycle paths to connect different parts of the city except by arterial streets lined by walls and some landscaping.

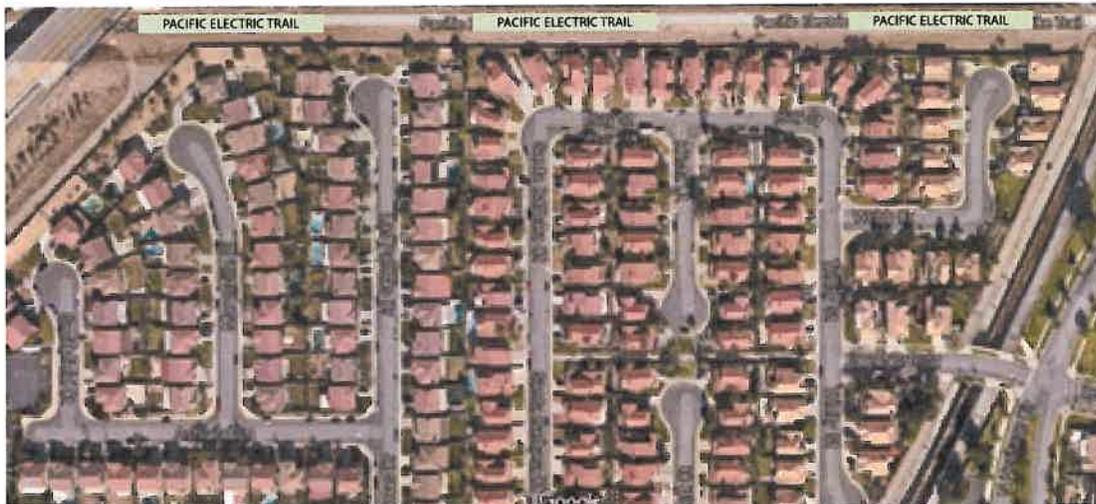
**Downtown and Central Fontana.** In the urbanized core and oldest part of the city, Fontana's history as a community of small farms can be detected in the pattern of relatively large blocks, except for the four blocks of the original small downtown.

- **Block structure and walkability.** Central Fontana's street network evolved from the original Fontana Farms rural pattern without any systematic introduction of a town pattern. The majority of city blocks in Fontana exceed 2,400 feet in perimeter (approx. 0.5 mile), with many that are significantly larger. This is in contrast with most successful city center districts and neighborhoods, which consistently have block perimeters in the 1,300- to 1,600-foot range. In addition, successful downtowns often have pedestrian passages through the block from the street to internal parking areas, or right through the block. Overall, Central Fontana's block structure shows few mid-block streets and crossings. Crosswalks are inconveniently located, and pedestrians cite safety concerns when crossing the street.
- **Street network.** The very large blocks are not ideal for pedestrian or bicycle movement. The blocks provide a general grid pattern, which in principle is beneficial for connectivity, walking and biking, but because the blocks are so large, a number of long cul-de-sacs have been introduced into this grid pattern instead of local through streets. As a result, there is less connectivity than might be expected even in the central part of the city.
- **Downtown Core.** While most blocks in central Fontana are large, the four blocks that make up the existing downtown are relatively shallow. These blocks have buildings sited at the sidewalk, making them pedestrian friendly and giving them a "Main Street" character. However, because the blocks are shallow and the building footprints cover most of the lots, parking can be a problem for customers for these businesses. A "park-once" district parking system, along with a very safe, comfortable and attractive pedestrian environment would support downtown revitalization.
- **Multifamily housing.** Except for public housing, there has been no new multifamily housing built in Fontana for many years. Apartment complexes found in the core on streets such as Arrow, Foothill, and Valley boulevards, are typically two or three stories, fenced, a footprint that covers most of the lot and the remainder in parking.

Residential areas. Older residential development and smaller subdivisions tucked between other land uses are designed with houses set back and facing the street. There are still some very large lots with small houses of less than 1,000 square feet from the 1950s or before, and some of these streets do not have sidewalks or curbs. Ranch-style houses from the 1960s to 1980s are very common in the city's central core. Older houses are more likely to have separate garages located toward the rear of the lot, while the more recent houses may present driveway doors as the dominant feature of the house frontage, a design choice that has been



1980s-era houses in South Fontana with facades dominated by garages



Heritage village cul-de-sacs and perimeter wall limit access to the Pacific Electric Trail (shown at the top of the photo).

prevalent for decades and is now beginning to change. The pre-1980s subdivisions are not gated and do not have perimeter walls, though individual properties sometimes have fences or walls. Most streets have sidewalks and some also have grass parkways between the sidewalk and the vehicle lane.

The characteristic neighborhood form of planned communities built in the 1980s and early 1990s shows curved streets, cul-de-sacs, frontages often completely dominated by garages, sidewalks (often without parkways), and a circulation system in which the cul-de-sacs empty onto four-lane or wider collector streets lined by walls and landscaping. These collector streets connect in a limited number of locations with arterials and the greater circulation system. This limits overall connectivity. For example, where the Pacific Electric Trail (PET) was built along the northern edge of Heritage Village, there are few access points to the PET along a walled edge. As planned developments moved north of SR-210 in the 1990s and the 2000s, the same community design features were put into place with larger houses and more landscaping.

Commercial districts. With the exception of downtown Fontana's few retail blocks with buildings built to the sidewalk, developments with retail and services, like eating and drinking establishments, take four forms: Stand-alone buildings, usually one story, with one or two curb cuts, and surrounded by parking lots. Stand-alone retail can be found on Foothill Boulevard and on Sierra Boulevard between Ceres Avenue and Marygold Avenue.

1. Older neighborhood strip shopping centers set back from the street with parking in front and anchored by a supermarket, drug store, or similar store. Older neighborhood centers include the Foothill Boulevard locations of Fontana Plaza and Fontana Park Plaza, a center on Baseline Avenue at Cherry, and a neighborhood center in Southridge at Cherry and Live Oak.
2. Newer, small retail clusters at an intersection, often anchored by a gas station. A few newer, small retail clusters have also emerged, for example, on Foothill at the Citrus Avenue intersection, where the classic suburban retail intersection has a Walgreens, a gas station, a McDonald's, and a small strip center, all of which, except for the McDonald's, have parking at the corner behind sidewalks and small landscaped setbacks. The relatively new McDonald's locates parking to the side and rear, rather than at the corner.
3. Large neighborhood centers or small regional centers near regional arterials such as SR-210 or I-15. The large neighborhood centers are located in North and South Fontana: Palm Court at Sierra and Slover; the Sierra Lakes Parkway big box mall at SR-210 and Falcon Ridge Town Center along I-15; and a special case, the "auto mall" just south of SR-210.

Although all of those commercial-district types are designed to accommodate the car, the newer developments have sidewalks along the streets and along the buildings and much superior landscaping. They tend to



Modern warehouses near the Target Distribution Center

locate stores at perimeter and parking in the center. However, they typically do not provide pedestrian amenities from the sidewalks to the buildings or through the parking lots.

Industrial districts. Modern warehouse districts are characterized by very large boxes (often white) on well-landscaped streets. The interface between these modern warehouse areas and residential areas is typically buffered by arterial streets and commercial areas. Industrial districts also include older areas with a variety of businesses, many of them focused on trucking. In these areas, and in the southern industrial areas between I-10 and Jurupa Avenue, there are many transition areas where industrial and older residential areas are not well buffered.

Arterial corridors. Due to the large block and parcel structure along many main corridors, some residential, commercial and industrial developments are set back far from the street, with parking lots and other paved areas along the street. In addition to projecting a low-quality, semi-vacant image to the street, this pattern discourages all modes of transportation other than the car. Many of the travel lanes are 12 to 13 feet wide on major streets, a width that encourages speeding. However, having a large amount of underutilized property along street frontages and wide streets also represents opportunities at frequent intervals along the Sierra, Valley, Foothill and Arrow corridors to introduce new pedestrian and bicycle facilities, landscaping, and other streetscape elements, which can knit together new infill development as it occurs.

Vacant lots along Foothill and Arrow boulevards offer opportunities for compact, infill development of various types. Large vacant parcels on Sierra Avenue between Foothill and Baseline and along Valley could be the site of neighborhood infill development. Parking consolidation and future parking structure locations and capacities would need to be considered. Significant vacancies exist at the north end of Sierra, south of Baseline, and they continue west along Highland Avenue. Many of these parcels are greenfields or razed properties.

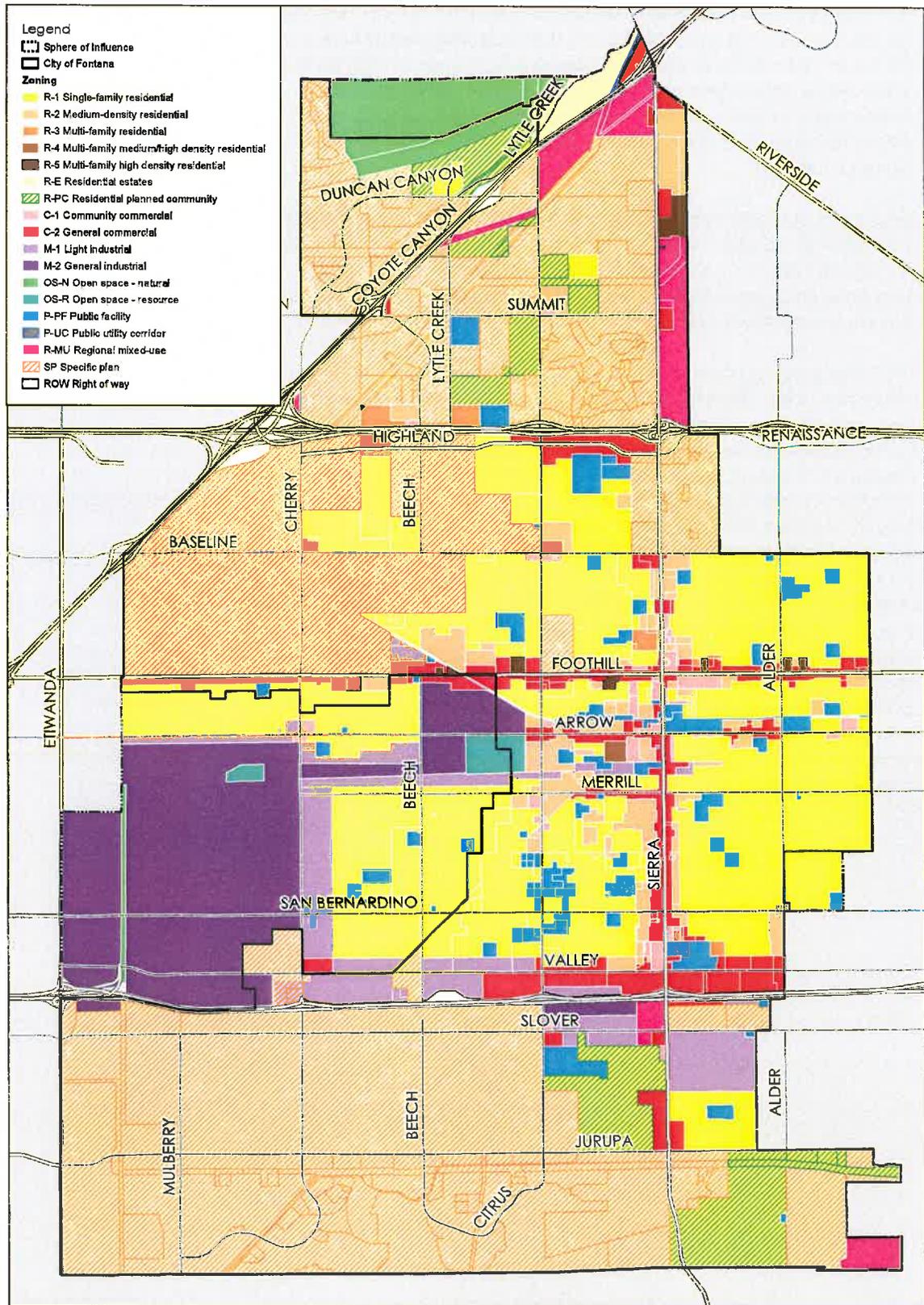
Many paved lots are present at the key intersections of Sierra/Foothill, Sierra/Arrow, and Sierra/Valley. Many of these lots are used for parking and appear to be underutilized, offering significant opportunities for compact, infill development of various types.

The City has established zoning overlay districts for Downtown, the hospital area, and three major corridors—Sierra, Foothill and Arrow. Because of the lack of significant development activity in recent years, the impact of design standards in these overlay districts has been limited, though it can be seen in the landscaping at a few locations of new commercial development. Valley Boulevard does not have an overlay district, but may benefit from one.

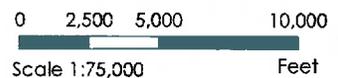
## B. Zoning Code and Zoning Issues

California statute requires each city and county to adopt a general plan “for the physical development of the county or city, and any land outside its boundaries which bears relation to its planning.” According to the California Governor’s Office of Planning and Research, “The success of a general plan, and in particular the land use element, rests in part upon the effectiveness of a consistent zoning ordinance in translating the long-term objectives and policies contained in the [general] plan into everyday decisions.”

General plans are long-term policy documents, developed to guide decision making for 15 to 20 years. In contrast, zoning codes are immediate regulatory documents, designed to implement the general plan, in part, by regulating allowed, conditionally allowed, and prohibited land uses. For general law cities (as opposed to charter cities) like Fontana, zoning codes must be consistent with the city’s general plan. Aside from general plan consistency, zoning codes must comply with many other state laws.



Existing Zoning  
 October, 2015  
 Data source: City of Fontana, 2015



Following the City's update to its General Plan in 2003, the City updated the Zoning code in January 2004. Since the comprehensive update in 2004, there have been 24 code amendments. Most code amendments (13 of the 24) concerned land uses or specific standards for land uses (e.g., adding a new allowed use to a zone or requirements for smoke/vapor shops, etc.) or general development standards (e.g., modifying landscaping requirements).

Since 1995, only one amendment modified or added a new zone(s)—the 2014 amendment that added the Multiple-family Medium/High Density Residential Zone (R-4), Multi-family High Density Residential Zone (R-5), and the Emergency Shelter Overlay Zone. This amendment was added to comply with state housing law.

The Existing Zoning map shows how the use of specific plans for planned development has affected the city's zoning map. Almost all of North Fontana, half of the area between SR-210 and Foothill Blvd, and two-thirds of South Fontana is covered by specific plans whose allocation of land uses, densities, and design standards are treated as zoning.

Zoning, of course, does not in itself cause development to occur. There is some sentiment that the city's zoning code is unnecessarily complex. Modern zoning codes strive for as much simplicity, transparency and streamlining as is consistent with safeguarding the public's interest in quality development. Citizens should be able to understand zoning requirements and development standards—not just developers and their consultants. Unlike many modern zoning codes, Fontana's code does not include illustrations that show what is required or preferred, and what is not permitted. With the buildout of the remaining large specific plans, Fontana will increasingly need to focus on redevelopment of older areas in order to grow.