LAND USE ELEMENT

2020 GENERAL PLAN

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City of Baldwin Park
2020 General Plan

Land Use Element

November, 2002

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LAND USE ELEMENT

Introduction

The Land Use Element is a guide to land use planning in Baldwin Park and provides a framework for the environmental and infrastructure issues examined in other General Plan elements. The Land Use element identifies how land will be used in the future - for housing, commercial and business centers, industry, public facilities and parks. The Plan for future land use reflects Baldwin Park's goals to maintain a quality environment for families, strengthen the community's image, and diversify and expand the local economy.

Purpose of the Element

The purpose of the Land Use Element is to describe present and planned land use activity, and address the relationship between development and environmental quality, potential hazards, and social and economic objectives. As a guide to future growth and development, the element identifies the general distribution, location, mix and extent of desired land uses including residential, commercial, industrial, public facilities and open space uses. Through the use of maps and tables, a clear and logical land use pattern is established, including standards for future development. A particularly important feature of the element is the Land Use Policy Map. This map shows the location, density, and intensity of development for future desired land uses in Baldwin Park. Finally, the goals and policies in the element establish a constitutional framework for future land use planning and development decisions in Baldwin Park.

The Land Use Element represents the City's desires for long range changes and enhancements of land uses within the City. The Land Use Plan builds on the established land use pattern to provide integration between existing community qualities and the community's vision for the future. Achieving the vision will be accomplished through continued public involvement and diligence by City elected officials and staff.

Redevelopment Project Areas

1. Central Business Redevelopment Project
2. Delta Redevelopment Project
3. Puente/Merced Amended Redevelopment Project
4. San Gabriel Redevelopment Project
5. Sierra Vista Redevelopment Project
6. West Ramona Redevelopment Project

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Figure LU-1
Redevelopment Project Areas

The policies contained in this Element have been developed in response to issues identified as part of the background research conducted as part of this General Plan, as well as issues identified by the community, the General Plan Vision Committee, City staff, and the City's decision makers. These policies address preservation of major areas of the City, revitalization of selected areas, and guidance of new development to those underdeveloped portions of the City.

An important component of the General Plan program for Baldwin Park is the identification of key opportunity areas for commercial and industrial development. Fifteen such areas were defined as part of the General Plan program, illustrated in the Focus Area Overview Map presented later in this section (Figure LU-4). These Focus Areas represent locations where long-term change and improvement are desired. Land use policies in each of these areas focus on physical land use actions which can achieve a long term vision for the area in the context of defined issues, constraints and opportunities.

This section begins with policies directed towards addressing Citywide land use issues, followed by policies specific to the fifteen Focus Areas. The Urban Design, Circulation and Economic Development elements also include policies directed at achieving comprehensive improvement in the Focus Areas.

Balanced Development in Baldwin Park

Goal 1.0 **Maintain a balanced mix and distribution of land uses throughout Baldwin Park.**

Policy 1.1 Provide opportunities for housing development at a range of densities and housing types that accommodate the varied interests and needs of present and future residents.

Policy 1.2 Maintain existing lower density character in identified single-family neighborhoods through establishment of new RS-7,500 zone district. (Figure LU-2 generally identifies neighborhoods with predominance of 7,500 square foot lots, with precise boundaries to be defined as part of rezoning process subsequent to General Plan adoption).

Policy 1.3 Provide for smaller lot single-family subdivision and infill through continued application of RS-5,000 zone district in existing single-family neighborhoods predominated by smaller lot sizes. Allow for reductions in the City's residential street width requirement in small lot subdivision developments.

Policy 1.4 Create opportunities for two different levels of commercial development: (1) commercial uses that meet the retail and service needs of the local resident and employee populations, and (2) regional-serving retail commercial businesses that capture revenues from a broader population base.

Policy 1.5 Improve existing industry and provide for an expanded industrial base by creating new areas for compatible industrial uses through both redevelopment and private enterprise.

Policy 1.6 Encourage mixed-use developments of residential, retail, and commercial uses in the Downtown and along the North Maine Avenue corridor as defined in the Land Use Policy Map under the Mixed Use designation.

Compatible and Complementary Development

Goal 2.0 Accommodate new development that is compatible with and complements existing conforming land uses.

Policy 2.1 Develop and implement a long term amortization program to provide for the eventual removal of non-conforming uses from residential, commercial, and industrial districts to allow for the effective implementation of General Plan policy. Permit residential uses to be replaced at existing densities if destroyed by fire or disaster.

Policy 2.2 Allow for continuation of residential uses within residential districts which are non-conforming due to density.

Policy 2.3 Develop guidelines to better integrate small lot subdivisions within the surrounding neighborhood context, and discourage use of gated entryways.

Policy 3.2 Provide development incentives to facilitate the consolidation of individual parcels along the City's commercial corridors and in industrial districts.

Policy 3.3 Promote vigorous enforcement of City codes, including building, zoning, and health and safety, to promote property maintenance.

Policy 3.4 Encourage the rehabilitation of existing commercial facades and signage.

Policy 3.5 Provide financial assistance to eligible properties through residential and commercial rehabilitation programs.

Policy 3.6 Continue to implement a graffiti removal program to facilitate prompt removal of graffiti on private property.

Policy 3.7 As part of neighborhood beautification efforts, provide street trees and landscaping in the public right of ways.

Focus Area: Northern Industrial

This Focus Area encompasses the northern industrial portion of the City along Arrow Highway which falls outside the San Gabriel River Redevelopment Project Area (Refer to Figure LU-4). The area is characterized by a mix of older manufacturing and heavy commercial uses, interspersed with nonconforming residential uses. Arrow Highway represents a major gateway to the City. The significant levels of through traffic on this highway present opportunities for visitor-serving commercial uses, such as gas stations and fast food restaurants.

Goal 4.0 **Encourage development of commercial uses along Arrow Highway to support industrial uses and to serve travelers. Establish programs to improve the appearance and overall function of the area, including potential incorporation within a Redevelopment Project Area.**

Policy 4.1 Redesignate properties fronting on Arrow Highway from *General Industrial* to *Commercial/Industrial*. Encourage the development of support retail and service commercial uses such as restaurants (including fast-food restaurants), service stations, personal service businesses, and the like.

Policy 4.2 Pursue establishment of a redevelopment project area to facilitate lot consolidation and to provide opportunities for larger-scale industrial users.

Policy 4.3 Improve infrastructure within the area to create better circulation and access, to upgrade utilities, and to attract new users.

Policy 4.4 Develop zoning regulations that ensure adjacent residential neighborhoods are adequately buffered from potentially incompatible industrial uses.

Policy 4.5 Coordinate with the city of Irwindale on a streetscape program, including signage, to improve the appearance of the street. Pursue potential joint funding opportunities.

Focus Area: North Maine Avenue Corridor

The North Maine Avenue Corridor is characterized by an indiscernible land use pattern which alternates between small commercial and residential uses. The intersection of Maine and Olive contains a small grouping of stores which serve the north-east neighborhoods of the City. Two major public facilities on Maine Avenue - the Performing Arts Center and the Baldwin Park Continuing Education Center - present opportunities for establishment of complementary land uses.

Goal 5.0 **Designate the corridor *Mixed Use* and encourage creation of activity nodes around Performing Arts Center and Continuing Education Center, and Maine and Olive Avenue neighborhood commercial area.**

Policy 5.1 Establish Residential/Commercial Mixed Use designation between Hallwood and Olive Avenue to encourage the development of complementary uses near the Baldwin Park Adult School and Performing Arts Center, such as restaurants, bookstores, coffeehouses, and housing.

Policy 5.2 Require a minimum lot size of 15,000 square feet for new development within this *Mixed Use* district to encourage lot consolidation and creation of more cohesive developments..

Policy 5.3 Market City business assistance loan program for expansion and improvement to neighborhood-serving commercial uses. Provide commercial rehabilitation assistance for facade improvements.

Policy 5.4 Enhance street lighting at Maine Avenue and Olive Avenue to deter crime and foster a feeling of security.

Policy 5.5 Develop streetscape beautification improvements combined with traffic calming measures to facilitate pedestrian access to neighborhood- serving commercial uses.

Policy 7.3 Pursue development of a Specific Plan for the area to develop comprehensive street and infrastructure improvements necessary to support industry.

Policy 7.4 Require adequate on-site parking and circulation of developments so that roadways serving these projects can better serve traffic demands. Site review requirements should discourage on-street parking.

Policy 7.5 Use redevelopment authority to consolidate lots to provide for more cohesive developments.

Policy 7.6 Market the City's business assistance loan program to facilitate improvements to individual buildings and lots.

Policy 7.7 Work to remove nonconforming residential uses in area, and prohibit expansion of existing nonconforming uses.

Focus Area: Downtown/Metrolink

This area encompasses the Maine/Ramona Central Business District, and includes several major nodes of activity including Morgan Park, the Civic Center and the Metrolink station. This part of the City was the original center of town, with many of the existing buildings dating back to the '20s and '30s. Though the area still retains much of its original pedestrian building orientation, newer projects have been allowed to break this pattern in favor of a more automobile-oriented design. The General Plan seeks to strengthen the economic vitality and aesthetic character of the downtown through establishment of a mixed use pedestrian district which builds on Livable Communities principles and techniques.

Goal 8.0 **Establish a pedestrian "core" for Downtown bounded approximately by Ramona Boulevard from Baldwin Park Boulevard to Bogart Avenue, and Maine Avenue between Ramona Boulevard and Clark Street. Create new *Mixed Use* General Plan designation for area, and establish as pedestrian district through development regulations, public improvements, and street design.**

Policy 8.1 Provide for a mix of commercial and multi-family residential uses up to 30 units/acre to create 24-hour activity in the Downtown. Allow mixed-use development to consist of vertical integration of commercial and residential uses, as well as mixed uses side by side, on a lot-by-lot basis.

Policy 8.2 Define Downtown as a pedestrian overlay zone, and require that new uses and buildings enhance pedestrian activity (refer to techniques outlined in Policy 3.1 of the Urban Design Element).

Policy 9.1 Support development of cohesive neighborhood commercial shopping centers and sites at the Pacific/Puente intersection.

Policy 9.2 Work toward the gradual elimination of nonconforming commercial uses in the area.

Policy 9.3 Market City business assistance loan program for expansion and improvement to commercial uses. Provide commercial rehabilitation assistance for facade improvements.

Policy 9.4 Encourage development of small lot, detached single-family houses on infill parcels, and encourage development of housing that provides opportunities for first-time home buyers.

Policy 9.5 Permit reduced public street widths within residential developments.

Focus Area: West Ramona Boulevard Corridor

The south side of Ramona Boulevard west of Downtown to the I-605 freeway contains a mix of commercial strip centers, individual commercial businesses, medium density townhomes, and several key vacant parcels. Several of the commercial strip centers are performing poorly with high turnover and vacancies. The medium density residential uses along this stretch of Ramona are in good physical condition, and enhance the aesthetic quality of the street.

Goal 10.0 **Allow for the transition of aging or underutilized commercial properties to residential use by designating the majority of the Ramona Boulevard corridor *Garden Multi-Family*. Concentrate commercial uses near the freeway and toward the entrance to Downtown.**

Policy 10.1 Facilitate the development of quality medium density housing along the south side of Ramona Boulevard, mirroring the quality and character of condominium developments on the north side of Ramona. Allow for a limited amount of higher density infill development to address the City's affordable housing needs.

Policy 10.2 Improve the physical appearance of Ramona Boulevard with street trees, a landscaped median, and other features to encourage motorists to stop and shop.

Policy 10.3 Ensure that commercial developments incorporate defensible space design concepts so that shopping centers are inviting, attractive, and easy to maintain.

Policy 10.4 Revise sign regulations and building codes to improve the physical appearance of commercial business on the boulevard.

Policy 13.3 Vacate or reroute Garvey Avenue east of Big Dalton Avenue, as appropriate and necessary, to improve the overall function of uses on the site.

Policy 13.4 Work with project developers to provide freeway frontage landscaping to enhance the visual image of the area.

Focus Area: Dalewood/Puente/I-10

This area is located within the Sierra Vista Project Area south of the I-10 Freeway at the eastern gateway into the City. The northern half of this area is zoned Freeway Commercial, but currently contains an assortment of small manufacturing uses. The southern portion of this area is developed with a mix of residential uses, including a mobilehome park. Certain portions of the area would be suitable for future large scale commercial development.

Goal 14.0 **Redevelop area with large commercial user.**

Policy 14.1 Capitalize on I-10 eastern gateway to City through consolidation of individual lots between Dalewood, Big Dalton, Puente, and the Walnut Creek Wash and provision of redevelopment incentives to attract a major retail user.

Policy 14.2 Encourage development of restaurant uses along Garvey Avenue to capitalize on freeway travelers.

Policy 14.3 Maintain *Multi-family Residential* designation for newer condominium complex immediately north of Walnut Creek Wash.

Policy 14.4 Work to improve freeway access both through efforts with Caltrans and local street improvements. Potential Caltrans improvement projects should be monitored and input provided where improved access could be developed. Improve directional signage off freeway.

Policy 14.5 Carefully review land use access and on-site circulation in redevelopment of area to best utilize the existing street system, which may have limitations due to the proximity of the freeway and roadway alignments.

Focus Area: Northeast Francisquito/Feather/I-10

This area north of the I-10 Freeway at Francisquito Boulevard is considered a high priority area for redevelopment within the Sierra Vista Project Area and has good visibility and freeway access. It contains a mix of uses including a trailer park, vacant lot, a used car lot, and single-family and multi-family residential uses.

Goal 15.0 **Allow for a mix of retail commercial, restaurant, and similar uses that benefit from high visibility and good access from Interstate 10, and uses that would complement the adjacent Sierra Center.**

Policy 16.7 Require adequate access for commercial redevelopment along Baldwin Park Boulevard so that freeway access is not impacted. This could involve widenings/turn lanes to serve the potential developments.

Policy 16.8 Re-evaluate the minimum lot size requirements contained within the Baldwin Park Boulevard Specific Plan to provide the proper balance between facilitating redevelopment of the area and ensuring quality development projects.

Focus Area: Bess/Garvey/I-10

This area includes most of the area along the north side of the I-10 Freeway between Syracuse and Baldwin Park Boulevard that falls within the Sierra Vista Redevelopment Project. The area is highly visible from the I-10 Freeway, and contains many blighted and underutilized industrial and heavy commercial properties. This area lacks good freeway access compared to other freeway sites.

Goal 17.0 **Encourage development of low-scale, low-intensity commercial and industrial uses that do not require easy freeway access and that are oriented primarily toward serving the local resident and business populations.**

Policy 17.1 Designate area *Commercial/Industrial* to allow a broad range of commercial and lower intensity industrial uses, including uses such as auto repair, contractor yards, and mini-storage facilities.

Policy 17.2 Work with Caltrans to improve freeway ramps.

Policy 17.3 Use redevelopment authority to acquire lots and provide internal circulation south of Bess Avenue.

Policy 17.4 Use redevelopment authority to relocate existing uses, consolidate lots, and to assist in creating sites suitable for cohesive development.

Policy 17.5 Work to eliminate non-conforming uses in area, and ensure adequate buffering of commercial and industrial uses from adjacent residential uses to north.

Stormwater Runoff Control

As described in the Open Space/Conservation Element, reducing further degradation of surface water bodies is a key regional goal. Baldwin Park participates in the Los Angeles County National Pollutant Discharge Elimination System (NPDES) permit program toward this end.

Goal 18.0 Minimize the impact of new development on regional water quality.

The Land Use Plan and Policy Map describe the approach to be used in implementing the Land Use Element goals and policies. The locations of future land uses are presented on the Land Use Policy Map (Figure LU-5). The Land Use Plan focuses on preserving and enhancing existing single-family neighborhoods; providing additional opportunities for multi-family and affordable housing; facilitating new commercial development along the San Bernardino Freeway (I-10) corridor; upgrading older industrial areas; improving land use compatibility; and revitalizing the Central Business District. The Plan establishes a new *Mixed Use* land use category for Downtown which provides for the integration of commercial and multi-family residential uses, and creation of a pedestrian district.

Land Use Policy Considerations

A wide range of natural and human-induced environmental factors are considered in the formulation of land use policy. Areas of special environmental significance, potential safety hazards, limitations of existing infrastructure, and the nature and character of existing development all influence land use policy.

Baldwin Park is a densely developed urban environment. The policies set forth in the Land Use Element recognize both the benefits and disadvantages of the City's past and present development patterns. Land use policy under the General Plan does not propose drastic, large-scale changes to the City's built environment. Rather, the long-range goals and policies in this Element are intended to create and maintain compatible, complementary development based on the positive aspects of established land use patterns.

The Public Safety Element identifies areas of Baldwin Park subject to such environmental constraints as flooding, dam inundation, high liquefaction, seismic conditions, and exposure to hazardous materials. The Noise Element identifies areas subject to high noise levels. The Open Space and Conservation Element identifies areas containing important natural resources. The Circulation Element describes roadway/transportation system capacities. These constraints, consisting of both natural and human-caused factors, influence long-range land use planning and are discussed in detail in each of the respective General Plan elements.

Land Use Designations

Table LU-1 summarizes the General Plan land use categories for Baldwin Park, described in greater detail in the section which follows. These designations indicate the type and nature of development permitted in a given location, as illustrated on the Land Use Policy Map.

Land Use Intensity/Density

State General Plan law requires that each land use category include a limit on the maximum permitted intensity of land use. For residential uses, that limit is stated in terms of density (maximum number of units per net acre of land). For non-residential uses, the floor-area ratio, or FAR, is used. The FAR describes the relationship between the total building area on a property and the size of that property. For example, a 10,000 square foot building on a 20,000 square foot lot yields an FAR of 0.5. Or, given an FAR limit of 1.0 and a 20,000-square-foot property, the maximum permitted building square footage would be 20,000 square feet. This relationship is illustrated in Figure LU-6.

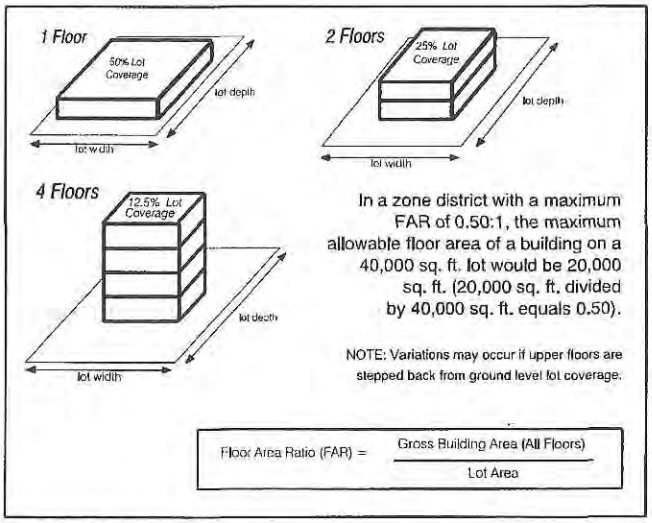


Figure LU-6
Floor Area Ratio

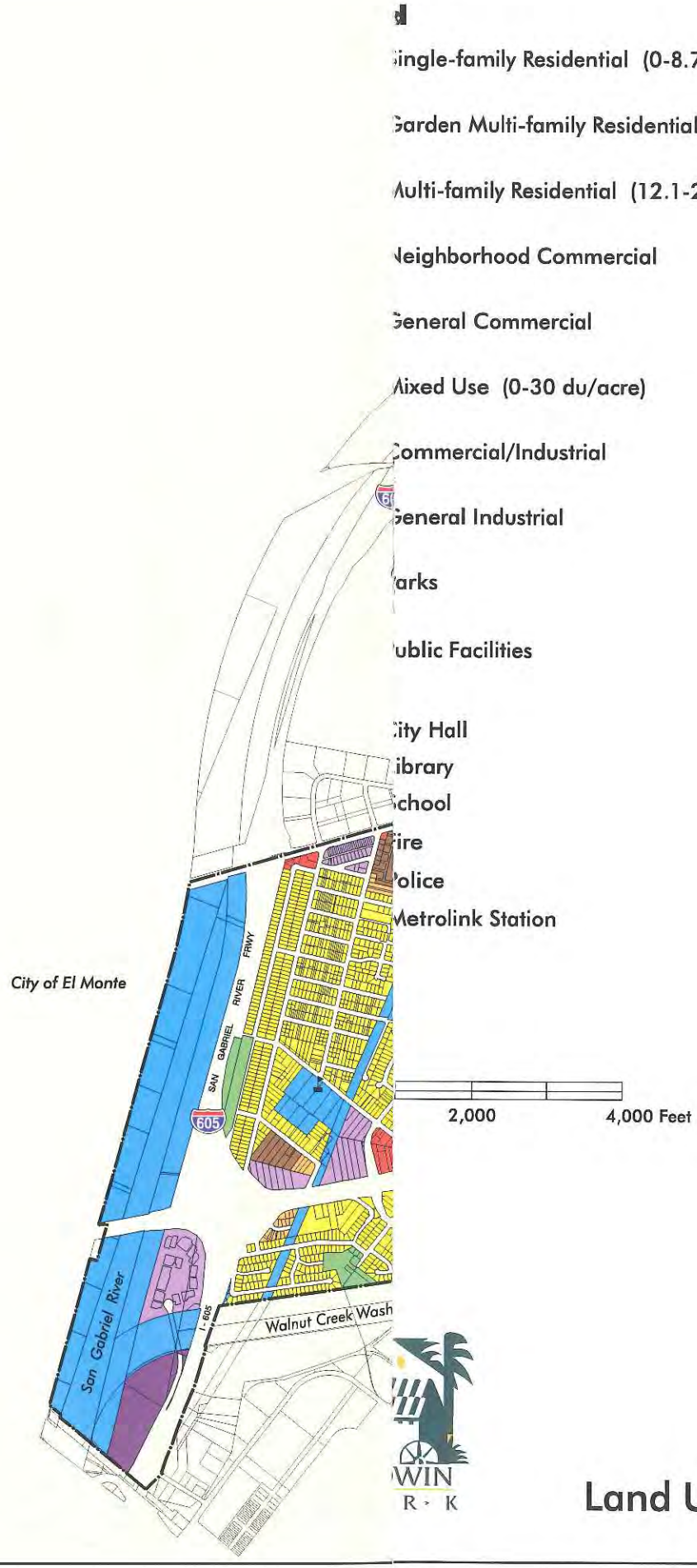


Figure LU-6
Land Use Policy Map

November 20, 2002

Land Use Category Descriptions

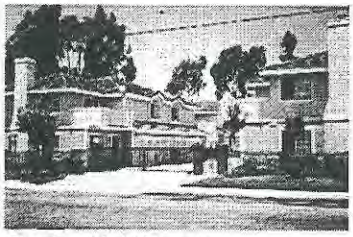
Descriptions of each of the land use designations shown on the Land Use Policy Map are provided to delineate the general types of uses allowed and their corresponding intensities or densities. These use descriptions, types and limitations are defined further as specific uses within the City's Zoning Ordinance.

Residential Categories

Single-Family Residential

Single-Family Residential - This category is established to allow traditional single-family homes, with one dwelling permitted per legal lot. Residences in this category consist generally of single-family detached houses with private yards. Permitted density is 0 to 8.7 dwelling units per acre. The maximum population density is 40 persons per acre.

Additional uses considered appropriate within this category include religious and educational institutions, group homes, community care facilities, and parking lots for adjacent commercial or industrial uses, provided any such use meets development and use criteria set forth in the City's zoning regulations.



Garden Multi-Family

Garden Multi-Family - This category provides for moderate density housing either as attached or detached units at a density range of 8.8 to 12 units per acre. These residences include usable private and common open space. The maximum population density is 54 persons per acre.

Additional uses considered appropriate include religious and educational institutions, group homes, community care facilities, and parking lots for adjacent commercial or industrial uses, provided any such use meets development and use criteria set forth in the City's zoning regulations.

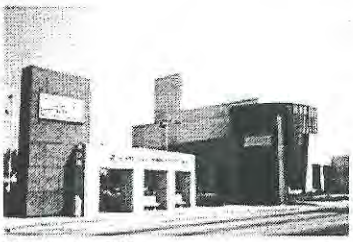
Multi-family - The Multi-family Residential category allows dwelling unit types similar to Garden Multi-family, but at higher densities. Dwellings consist typically of apartments and condominiums built at a density range of 12.1 to 20 units per acre. The maximum population density is 91 persons per acre.

Additional uses considered appropriate include religious and educational institutions, group homes, community care facilities, and parking lots for adjacent commercial or industrial uses, provided any such use meets development and use criteria set forth in the City's zoning regulations.

General Industrial - This category provides for areas where a broad range of assembly, manufacturing, and material production businesses can operate without adversely impacting surrounding land uses. A limited range of commercial businesses is also permitted to support the businesses and work force (for example, eating establishments, service stations, hardware stores). The maximum permitted FAR is 0.75.

Public/Semi-Public Categories

Public Facilities - The Public Facilities (PF) category is established to provide areas throughout the City for a variety of public, quasi-public, and institutional facilities. The primary land uses permitted include:


Public Facility

- Public buildings, including but not limited to, City Hall, public libraries, and police and fire facilities
- Quasi-public facilities such as public utility facilities, water wells, and similar uses
- Institutional uses such as public and private schools
- Hospitals

For each type of development, zoning ordinance regulations will control the maximum permitted intensity of development. For uses with habitable structures (for example, schools, City facilities, hospitals), the FAR shall not exceed 1.0. Where a use does not include a habitable structure, such as a utility transformer station or water well housing, no FAR regulations apply.

Parks - All public parks and City-owned recreational facilities are included in the Parks category. While parks represent the primary permitted use, permitted recreational facilities include public gymnasiums, multi-purpose buildings such as the Morgan Park Community Center, child care centers for City-sponsored programs, and similar uses of a public-serving nature. No intensity restrictions apply to the Parks category.

Small neighborhood mini parks are permitted in all of the land use categories, subject to approval by the City Council.

To provide flexibility while retaining control over land uses, the Baldwin Park Zoning Code allows for conditional use permits within each zone. Conditional use permits allow certain specified land uses, provided that specific conditions are met. Design standards, design review, and City staff consultation and monitoring help ensure that any project not permitted by right within a particular area is individually investigated and analyzed before a conditional use permit is issued.

Table LU-2
Land Use and Population Estimates - General Plan Buildout

Land Use Designation	Net Acres	Avg. General Plan Density/ Intensity	Potential Dwelling Units (a)	Population Forecast (persons) (b)	Potential Square Feet
Single Family Residential	1,783	7.8 du/acre	13,907	62,999	
Garden Multi-Family	174	10.8 du/acre	1,879	8,512	
Multi-Family Residential	169	18 du/acre	3,042	13,780	
Neighborhood Commercial	21	0.30 FAR			274,000
General Commercial	221	0.25 FAR			2,400,000
Mixed Use Commercial Residential	 48 12	 0.35 FAR 30 du/acre	360	1,631	732,000
Commercial-Industrial	196	0.30 FAR			2,560,000
General Industrial	243	0.40 FAR			4,200,000
Public Facility	510(c)	0.20 FAR			2,600,000
Park	27	N/A			
Streets and other Rights-of-way	929	N/A			
Total	**4,333**		**19,188**	**86,922**	**12,766,000**

Notes:
(a) For purposes of estimating realistic growth potential in the City's residential areas, the General Plan assumes existing residential developments which exceed permitted General Plan densities will not recycle to the lowered density during the time frame of this Plan.
(b) The number of persons per household is an average of 4.530, as reported by the California Department of Finance, January 2000.
(c) A total of 221 acres of Public Facilities are comprised of flood control and other rights-of-way and thus are excluded from these development intensity standards.