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Land Use

This element of the General Plan constitutes the framework for land use planning in Porterville. To provide context, the evolution of the City is described and existing land use in the City is summarized. The guiding principles of the land use framework, the General Plan Land Use Diagram (Diagram), the land use classification system, and the buildout of this Plan to the year 2030 are then presented.

2.1 BACKGROUND & CONTEXT

HISTORICAL LAND USE DEVELOPMENT

Much of the existing land use pattern found in the Planning Area can be traced back to Porterville's evolution as a valley agriculture center. Downtown Porterville is similar to many older Central Valley downtown districts, with a mixture of retail, public facilities, and older residential neighborhoods. Larger commercial, agriculture, and newer residential neighborhoods are located further out from the city center. Some industrial land is located adjacent to State Route 190 (SR 190) and Union Pacific Railroad. Parks and schools are distributed throughout residential neighborhoods within the city.

EXISTING LAND USE CHARACTERISTICS

The existing land use pattern in the Planning Area, based on 2005 data, is illustrated in Figure 2-1, and current land uses are listed in Table 2-1. Single Family Residential and Public/Quasi-Public were the most significant existing land uses located within the 2005 City Limits, each representing more than 20 percent of the total land use. More than 1,500 acres (17 percent) of the incorporated land was designated as vacant, with no identified land use designation.

Within the Planning Area, approximately 21,270 acres or 59 percent of the total land area was being used for agriculture and other rural uses (generally categorized as Agriculture/Rural/Conservation). Thirteen percent of the whole Planning Area was categorized as single family residential and 10 percent was considered vacant.

Other land uses in the Planning Area include commercial, retail, and industrial. Downtown lies near the center of the Planning Area, bordered by Morton Avenue to the north, Olive Avenue to the south, D Street to the west, and Fourth Street to the east. Main Street is the central commercial street. Other large commercial areas are located along State Route 65 (SR 65) and Olive Avenue. The majority of the industrial sites are in proximity to the intersection of SR 190 and Main Street, and in proximity to the Union Pacific Railroad. A few industrial developments are also located near the Porterville Municipal Airport.

Table 2-1: Existing Land Use: Porterville Planning Area (2005)

<i>Land Use</i>	<i>Incorporated</i>		<i>Unincorporated</i>		<i>Total Planning Area</i>	
	<i>Acres</i>	<i>Percentage</i>	<i>Acres</i>	<i>Percentage</i>	<i>Total Acres</i>	<i>Percent of Total</i>
Agriculture/Rural/Conservation	820	9%	20,390	75%	21,270	59%
Single Family Residential	2,230	24%	2,525	9%	4,760	13%
Multi-Family Residential	170	2%	65	0%	240	1%
Retail Shopping	80	1%	0	0%	80	0%
Commercial	480	5%	277	1%	760	2%
Industrial	320	3%	31	0%	350	1%
Public/Quasi-Public	2,020	22%	614	2%	2,630	7%
Vacant	1,580	17%	2,009	7%	3,590	10%
Unclassified (Roads, water, etc.)	1,461	16%	1,220	4%	2,661	7%
Total	9,161	100%	27,130	100%	36,341	100%

Table includes development projects approved in 2005.

Source: Tulare County Assessor, Dyett & Bhatia, 2007.

2.2 GROWTH STRATEGY

This General Plan shows how the community would like Porterville to grow over the planning period, through 2030. Through integration of all the General Plan Elements, this General Plan will guide sustainable physical and economic growth, while conserving natural and cultural resources.

COMPACT

Urban Development Boundary

Clearly defined urban edges reflect a commitment to focus future growth within the City in order to prevent urban sprawl and protect environmentally sensitive areas. The Urban Development Boundary (UDB) is one of the best strategies to achieve this. The UDB protects the health, safety, welfare, and quality of life of the residents of Porterville by concentrating

future residential, commercial, and industrial growth in areas already served by urban services or areas where such services are to be provided consistent with this General Plan.

The UDB is an administrative boundary beyond which urban development is not allowed during the time period for which it is effective. The current UDB was most recently amended in 1993. Tulare County Local Agency Formation Commission (LAFCO) allows the UDB to be reviewed and amended every five years to ensure an adequate land supply is provided to accommodate 10 years of residential land demand and 20 years of non-residential land demand. Following General Plan adoption, the UDB will be reviewed and updated.

Open Space Action Plan

Porterville's Open Space Action Plan consists of the goals, principles and policies presented in the Open Space & Conservation Element. The open space network reinforces the limits of urban development by designating land around the growth area as Agriculture/Rural/Conservation, Park, and Rural Residential. Additional detail on how the action plan will be implemented is in the Implementation Chapter. Taken together, these initiatives specifically respond to and are consistent with the Government Code's requirements for an Open Space Action Plan.

Infill Development

The Urban Development Boundary complements General Plan policies emphasizing infill development, a thriving downtown, new industrial parks and additional housing opportunities. In addition to the 1,580 acres of vacant land within the 2006 City limits, more than 700 acres can be classified as underutilized, based on a improvement to land value ratio, and may have redevelopment potential. Infill development is encouraged with the Urban Development Boundary. In addition, the Economic Development and Land Use Elements provide strategies for fostering a strong Downtown that is the center of the community and a source of positive identity for the City of Porterville.

BALANCED

The General Plan Land Use Diagram (Figure 2-2) illustrates a mix of land uses that meet the housing and economic development needs of the community while balancing growth so that Downtown is once again the "heart of the City" and environmental and cultural resources are protected. In recent years, the majority of the growth and development has occurred in the northwest of the City. This Plan re-centers the City on Downtown by promoting growth in the eastern portions of the Planning Area.

In addition to balancing the anticipated growth geographically, the General Plan Land Use Diagram balances residential growth with employment-generating land uses. More than 2,000 additional acres of commercial and industrial land for potential employment development have been planned. This will help not only to create jobs for local residents, but also balance the job to housing ratio.

EQUITABLE

This General Plan is predicated on the idea that new development should pay its own way, so existing residents do not have to assume the costs of providing infrastructure and services to

growth areas. The key principle underpinning the Plan's policies for development mitigation is that the development community has an obligation to pay its fair share of costs so growth will not diminish the quality of public services, facilities, and lifestyle that are enjoyed by those who live in the community. Development mitigation and growth management policies will be used as tools to manage all development within Porterville and protect and enhance open space and environmental resources.

BETTER NEIGHBORHOODS

The General Plan directs residential expansion in the new growth areas into a network of approximately seventeen neighborhoods. These neighborhoods are planned to contain a mix of uses and housing types. Each neighborhood will have a well-defined, mixed-use center with neighborhood commercial and publicly-oriented uses, such as a park and recreation facility or a school. By creating these centrally located hubs, a larger number of residents have the option to bike or walk for non-work related trips. The General Plan Land Use Diagram depicts seven residential and two mixed-use land use designations. These land uses will accommodate a diverse range of housing types and prices to provide more housing choices. Policies in the General Plan strive to promote the integration of new neighborhoods with existing urban development, and to preserve and enhance neighborhood connectivity with a continuous street network.



The General Plan will promote development of new neighborhoods around publicly-oriented uses.

One of the new neighborhoods proposed in the General Plan Land Use Diagram is a Resort Residential community along the northwestern shore of Lake Success. This area is envisioned to incorporate a mix of land uses which provide a variety of housing types for all ages and income levels, and a complete open space system. The residential neighborhoods would be environmentally planned to be compact and walkable with some commercial and community services. The recreational facilities may include a golf course, a hotel, new boat ramps, parks, and trails.

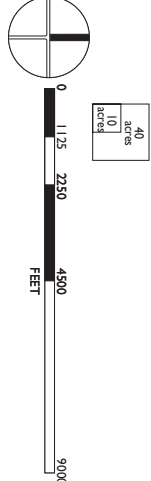
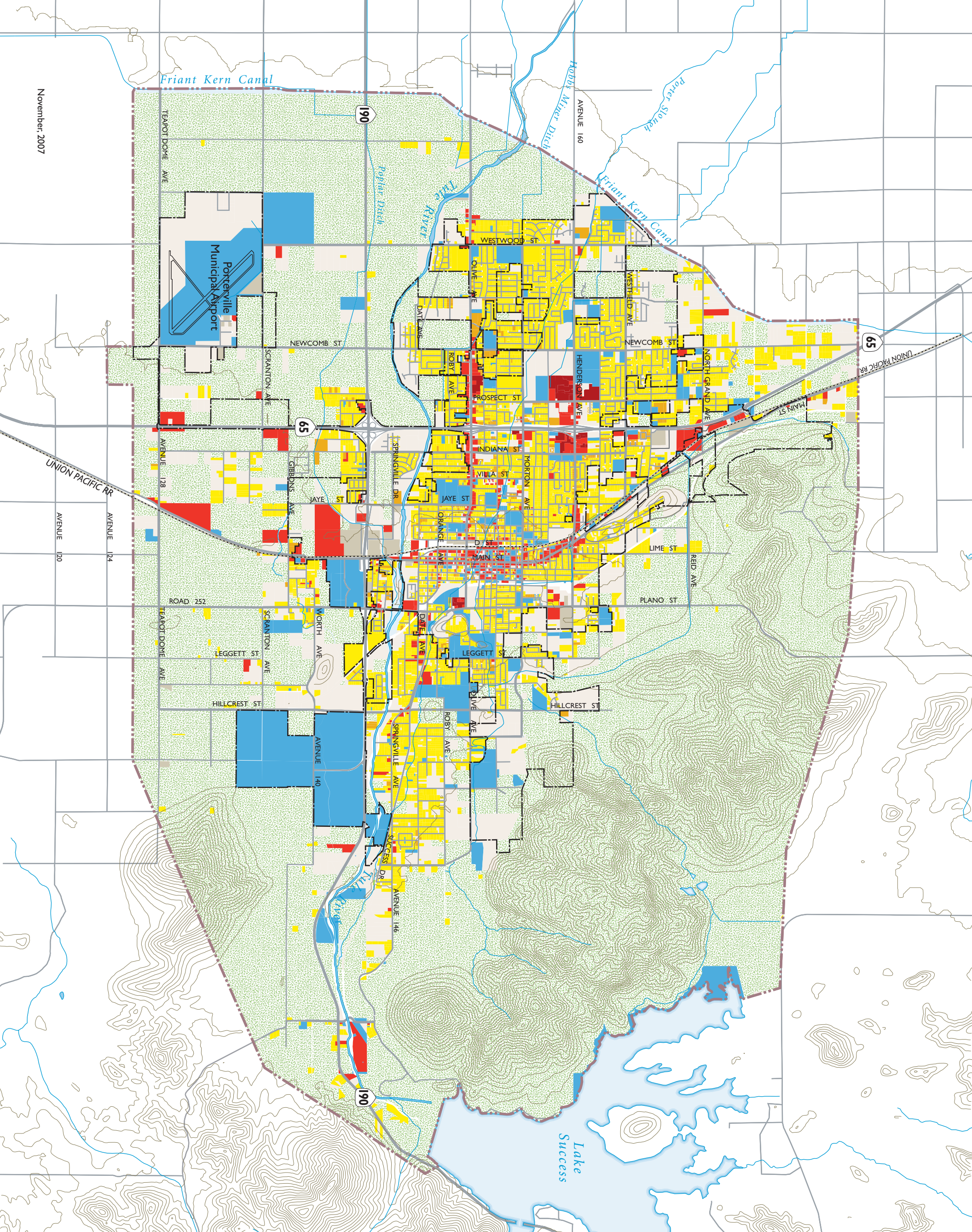
ECONOMIC OPPORTUNITIES

Another priority over the next two decades is to ensure opportunities for economic development for the residents and the City as a whole. New jobs and industries, a skilled labor force, thriving local businesses and a high-quality of life for all residents will help preserve “the good life.” In order to facilitate economic development, a range of commercial and retail sites and ample land for industrial and educational development has been designated in the General Plan Land Use Diagram. The Economic Development Element provides additional policies and strategies for this initiative. The Land Use Element also provides guidance for new and revitalized commercial areas, including neighborhood and regional shopping centers, office parks and mixed-use districts.

Figure 2-1
Existing Land Use

- Rural/Agriculture/Conservation
- Single Family Residential
- Multi-family Residential
- Commercial
- Shopping Center
- Public/Quasi-public
- Industrial
- Vacant
- Planning Area
- City Limits

Source: Tulare County Assessor, 2004
Dyett & Bhata, 2004



GUIDING POLICIES

- LU-G-1 *Promote a sustainable, balanced land use pattern that responds to existing needs and future needs of the City.*
- LU-G-2 *Maintain a well-defined, compact urban form with Downtown as the “heart of the City.”*
- LU-G-3 *Promote sustainability in the design and development of public and private development projects.*
- LU-G-4 *Provide transitions between types and intensities of land use using high-quality urban design and greenway buffers.*
- LU-G-5 *Ensure that new development pays for the public facilities and infrastructure improvements required to meet the demands resulting from that growth.*

IMPLEMENTATION POLICIES

- LU-I-1 Amend the Zoning Ordinance to include use regulations, development standards, and minimum performance requirements for zoning districts as needed to implement the General Plan.
- LU-I-2 Require a mix of civic, retail and service-oriented uses in the commercial component of neighborhood centers.

The Zoning Ordinance will establish a minimum site area and use mix so centers include more than just a convenience store or gas station. They also will need to provide for transit stops and related amenities. The City may offer FAR or density bonuses or other incentives for projects undertaking elective improvements that further the City’s community design and/or open space objectives. This type of density bonus cannot be combined with the affordable housing bonus. Off-site improvements directly resulting from a project’s impacts, as specified in the Zoning Ordinance, will be required under the City’s development mitigation program; the bonus is intended for improvements that go beyond the required minimum.
- LU-I-3 Amend the Urban Development Boundary (UDB) in order to guide growth through annexation and development, and the efficient extension of public services to new areas.

The UDB will be periodically reviewed and updated to ensure that it provides for a 10-year supply of developable residential land and a 20-year supply of developable commercial and industrial land, consistent with the General Plan and LAFCO requirements. The UDB will be adopted separately by the City Council as a General Plan implementation policy.
- LU-I-4 Seek LAFCO approval of a Sphere of Influence (SOI) line that accommodates planned urban development under a General Plan.

This policy is not intended to limit extension of services to existing rural uses, nor deny existing rural property owners the option of requesting annexation.

- LU-I-5 Require contiguous development within the UDB unless it can be demonstrated that development of property which is contiguous to urban development is unavailable.

The City desires to prevent leapfrog development where development skips over available land to outlying and isolated areas. Contiguous development will reduce sprawl, safeguard agriculture land, and reduce the cost of extending services.

- LU-I-6 Adopt, and maintain in place, a development mitigation program to ensure that all new growth is paying its share of the costs associated with that growth. This program will include two components:

- *Local Mitigation Program:* The local development fee program will establish fees, exactions, assessments or other mitigation measures to fund streets and other city-owned facilities. Revenue provided from this program shall not be used to replace private developer funding of any required improvements that have or would have been committed to any project.
- *Regional Mitigation Program:* The regional development fee program will establish fees, exactions, assessments or other mitigation measures to fund State highway and other regional transportation improvements needed to mitigate the impacts of planned development under the General Plan. Regional development impact fees may be established under this program that would apply to all new development in the City, unless exempt.

- LU-I-7 Use other funding mechanisms to augment developer and/or mitigation fees, when and where appropriate.

In certain situations, it may benefit the City to advance funds, prior to developer funding and/or project completion. Additional financing options available to the City include but are not limited to: reimbursement agreements; redevelopment tax increment financing; debt financing; and assessment districts. None of these mechanisms precludes the developer's responsibility to pay the cost or mitigate the impact of their proposed development.

- LU-I-8 Approve development projects only after making findings that one or more of the following conditions are met:

- No General Fund revenue will be used to replace developer funding that has or would have been committed to any other public project;
- The development project will fully fund all public facilities and infrastructure, including streets, water, sewer and storm drainage systems, parks and public safety facilities and equipment, as necessary to directly mitigate the impact of the new development; and
- The development project will pay impact fees for public facilities and infrastructure improvements in proportion to the development's impacts, as per the approved master plans.

- LU-I-9 Establish a comprehensive design review process for multi-family housing, commercial and industrial development with an appropriate level of review based on project type and size.

2.3 GENERAL PLAN LAND USE DIAGRAM

The General Plan Land Use Diagram, Figure 2-2, is a graphic representation of the Plan's themes and policies. It designates the proposed general location, distribution, and extent of land uses through 2030. The Diagram is to be used and interpreted only in conjunction with the text and other figures contained in the General Plan. The Diagram legend includes the land use classifications described below, which represent an adopted component of the Plan.

The Diagram is not parcel-specific and uses on sites less than one acre in size are generally not depicted. The Zoning Map which will be prepared subsequent to the adoption of the General Plan will be parcel-specific.

DENSITY/INTENSITY STANDARDS

As required by State law, the land use classifications of the General Plan specify a range for housing density and building intensity for each land use type. Residential density is expressed as housing units per gross acre (including public streets and other rights-of-way). Maximum permitted ratio of gross floor area to site area, called Floor Area Ratio (FAR), is specified for non-residential uses. FAR is a broad measure of building bulk that controls both visual prominence and traffic generation. It can be clearly translated to a limit on building bulk in the Zoning Ordinance and is independent of the type of use occupying the building. These density/intensity standards allow circulation and public facility needs to be determined.

Density (housing units per acre) and intensity (FAR) standards are for gross developable land (that is, including proposed streets and other rights-of-way), but excluding areas subject to physical or environmental constraints, which include ridgelines and steep hillside slopes, creek corridors and floodways, and areas to be dedicated for greenways or habitat protection. The density/intensity standards do not imply that development projects will be approved at the maximum density or intensity specified for each use. Zoning regulations consistent with General Plan policies and/or site conditions may reduce development potential within the stated ranges.

The Zoning Ordinance, as amended to implement the General Plan, may provide specific exceptions to the FAR limitations for uses with low employment densities, such as research facilities, or low peak-hour traffic generation, such as a hotel or hospital. Intensity standards for non-residential and mixed-use development are for each entire development site; that is, intensities on individual parcels may exceed the maximum, provided each overall development project does not exceed the stipulated intensity. This type of flexibility in density and intensity standards may also be provided for planned developments in the Zoning Ordinance.

LAND USE CLASSIFICATIONS

The following descriptions apply to land uses indicated on the General Plan Land Use Diagram. Land use classifications are organized into the following categories: Residential, Mixed-Use, Commercial, Office/Industrial, and Public/Open Space.

Residential

Rural Residential. This designation is intended to allow opportunities for rural living on lots ranging in size from 2.5 to 10 acres or more. This land use is around the periphery of the community because it helps serve as a transition between agriculture/open space and more intensive urban uses. This type of development helps define the limits of urban development. Clustered development is encouraged, and smaller lots may be allowed, provided that the overall density does not exceed 0.2 units per acre, with lower limits applying in the Hillside Development Zone.

Resort Residential. This designation is intended to allow residential development along the Lake Success shore and surrounding hillsides. There is an emphasis on creating a resort community with supporting commercial and recreation uses. Pedestrian-oriented design standards, including clustered development patterns, will promote sustainable development. The maximum overall density is 5.0 units per acre, with lower limits applying in the Hillside Development Zone.

Very Low Density Residential. This designation is typical of large lot or executive home single-family subdivisions. The maximum residential density is 2.5 units per gross acre.

Low Density Residential. This density represents typical single-family subdivisions. The maximum residential density is 6.0 units per gross acre.

Low-Medium Density Residential. This density is also for typical single-family subdivisions, but allows for smaller lots. The maximum residential density is 9.0 units per gross acre.

Medium Density Residential. This density range would accommodate a variety of housing types, such as small-lot single-family homes, detached zero lot line developments, duplexes, townhouses, and garden apartments. Pedestrian-oriented design and clustered development can support higher levels of density. The maximum residential density is 12.0 units per gross acre.

High Density Residential. This classification is intended to accommodate attached homes, two- to four-plexes, and apartment buildings. The maximum residential density is 24.0 units per gross acre.

Mixed-Use

Downtown Mixed-Use. Downtown Mixed-Use development allows for a mostly vertical mix of commercial, service, office, and residential uses. The vertical nature of this type of use may allow for a reduction in the minimum parking requirements. This designation allows a maximum FAR of 3.0. The maximum residential density is 30.0 units per gross acre.

Commercial Mixed-Use. This designation allows for either horizontal or vertical mixed-use development. Commercial, service, office, and residential uses are allowed. Buildings more than one story are strongly encouraged. The designation allows a maximum FAR of 2.0. The maximum residential density is 24.0 units per gross acre.

Commercial/Office/Industrial

Downtown Retail. Pedestrian-oriented and “Main Street” design standards, a vertical mix of uses, and the retention of a unique retail environment is the focus in the Downtown area. This designation allows for a maximum FAR of 3.0.

Retail Centers. Design and use standards will be established for regional shopping centers located at major circulation intersections. Large format or “big box” retail and auto sales as well as travel related services, such as hotels and gas stations are allowed. This designation allows for a maximum FAR of 0.35.

General and Service Commercial. This designation is intended for retail and services uses that meet local and regional demand. Examples of allowable uses include: equipment rental and repair, commercial print shops, auto sales, storage facilities, and wholesale businesses, and specialized retail not normally found in shopping centers. Accessory office uses related to the primary commercial use are also allowed. This designation allows for a maximum FAR of 0.40.

Neighborhood Commercial. This designation is intended for small-scale commercial development that primarily provides office space and convenience retail for local neighborhoods. This designation allows for a maximum FAR of 0.30.

Professional Office. This designation is intended for office complex development, including professional and medical offices, as well as research and development activities. Small restaurants, support services, convenience retail and limited medium and high density residential are also allowed. This designation allows for a maximum FAR of 0.50.

Industrial Park. This designation comprises a mix of light industrial, secondary office, bulk retail, and service uses. Typical uses include warehouse, mini-storage, research and development, wholesale, bulk retail, and office space with limited customer access. Other uses may be allowed, such as commercial recreation, distribution centers, or other uses that require large, warehouse-style buildings. Small-scale retail and service uses serving local employees and visitors are permitted as secondary uses. This designation allows for a maximum FAR of 0.40.

Industrial. This designation allows primary manufacturing, refining, and similar activities including those with outdoor facilities. It also accommodates warehousing, distribution, with support commercial services and ancillary office space. No retail uses are allowed. This designation allows for a maximum FAR of 0.60.

Agriculture/Rural/Conservation

Agriculture/Rural/Conservation. This designation preserves agricultural and resource conservation areas. Incidental residential uses with septic systems are allowed, subject to health and environmental standards. Clustered housing is strongly encouraged because it makes the provision of other infrastructure, such as roads and electricity, more cost-effective and limits the impact on natural resources. Industrial gravel and aggregate mining is allowed in areas designated as Mineral Resource Zones.



The General Plan will protect surrounding productive agricultural lands.

Public Uses and Open Space

Public/Institutional. This designation is intended for lands owned by public entities, including the Municipal Airport, City Hall, County buildings, and the hospital. At the Municipal Airport, industrial park uses will be allowed. It will provide for needed public facilities, including, but not limited to, recycling centers, sewage treatment ponds, and police and fire stations. This designation allows for a maximum FAR of 0.25.

Education. This designation is intended for lands owned by public or private entities for educational purposes, including schools, colleges, vocational training facilities, and administrative offices.

Commercial Recreation. This designation is intended for campgrounds, off-road vehicle complexes, and other recreation areas where patrons usually pay to participate. The maximum FAR is 0.10.

Park. This designation applies to both public and private recreation sites and facilities. It allows for a maximum FAR of 0.10.

Table 2-2 summarizes the density and intensity (FAR) standards used in the General Plan, which reflect both allowed and typical buildout densities for residential areas.

Table 2-2: Standards for Density & Development Intensity

<i>Land Use</i>	<i>Maximum Residential Density (du/gross acre)</i>	<i>Maximum Floor Area Ratio (FAR)</i>
Rural Residential	0.2	
Resort Residential	5.0	
Very-Low Density Residential	2.5	
Low Density Residential	6.0	
Low-Medium Density Residential	9.0	
Medium Density Residential	12.0	
High Density Residential	24.0	
Downtown Mixed-Use	30.0	3.00
Commercial Mixed-Use	18.0	2.00
Retail Commercial		0.35
General Commercial		0.40
Neighborhood Commercial		0.30
Professional Office		0.50
Industrial Park		0.40
Industrial		0.60
Agriculture/ Rural/ Conservation		NA
Public/Institutional		0.25
Education		NA
Commercial Recreation		0.10
Park		0.10

Source: Dyett & Bhatia, 2007.

Overlays

Hillside Development Zone. All development within the Hillside Development Zone is subject to hillside development and design standards. Review criteria and limitations on maximum density are based on slope.

Downtown Planning Area. This overlay is intended to emphasize the Downtown area where the City wants to promote mixed-use development. Pedestrian-oriented design standards will apply.

Transition Landscape Buffers. This designation is intended to provide a variable-width landscaped buffer between industrial and industrial park uses, or heavily traveled highways and residential



Hillside development will be regulated by the City's Hillside Development Ordinance.

land uses. The recommended buffer widths are between 150 to 200 feet. Frontage roads, orchards, and recreational uses are allowed in these areas.

General Plan Land Use Diagram Summary

Table 2-3 summarizes the total land use acreages at buildout for the Planning Area.

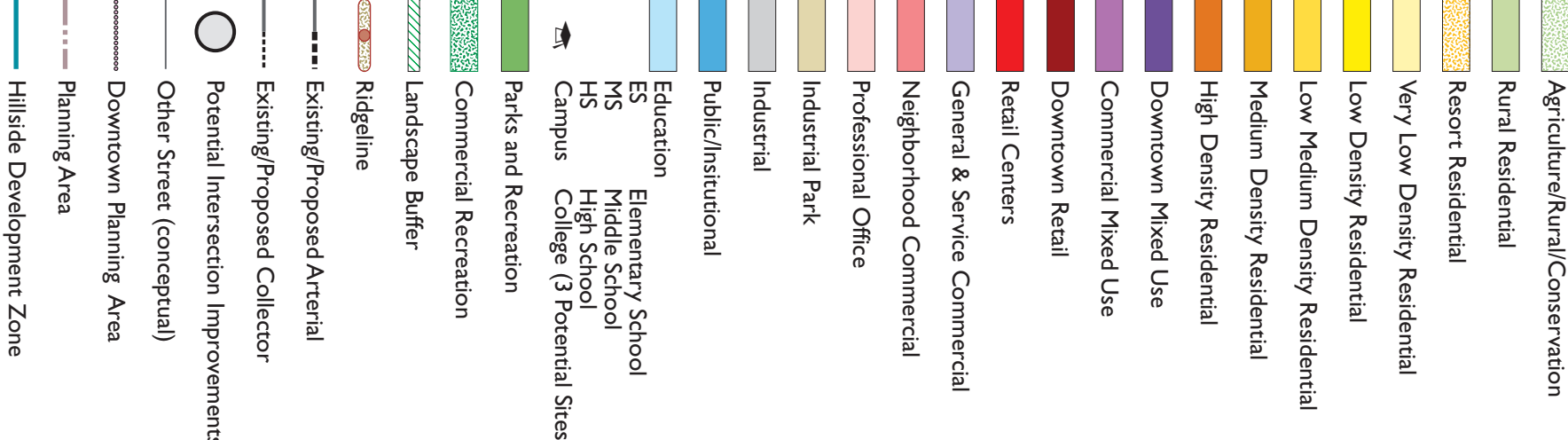
Table 2-3: Buildout General Plan Land Use Acreage

<i>Land Use</i>	<i>Developed Land¹</i>	<i>General Plan</i>	<i>2030 Total</i>	<i>Percent of Total</i>
Rural Residential	324	1,731	2,055	5.7%
Resort Residential	-	1,084	1,084	3.0%
Very Low Density Residential	79	1,699	1,778	4.9%
Low Density Residential	3,802	4,339	8,141	22.4%
Low-Medium Density Residential	28	223	251	<1%
Medium Density Residential	613	438	1,051	2.9%
High Density Residential	264	11	275	<1%
Residential Subtotal	5,110	9,525	14,635	40.3%
Downtown Mixed-Use	34	25	59	<1%
Commercial Mixed-Use	57	58	115	<1%
Retail Centers	495	251	746	2.1%
General & Service Commercial	242	76	318	<1%
Neighborhood Commercial	18	129	147	<1%
Mixed-Use and Commercial Subtotal	846	539	1,385	3.8%
Industrial Park	131	1,314	1,445	4.0%
Industrial	312	171	483	1.3%
Professional Office	100	1	101	<1%
Office and Industrial Subtotal	543	1,486	2,029	5.6%
Public/Institutional	1,255	348	1,603	4.4%
Education	419	343	762	2.1%
Parks & Open Space	313	993	1,306	3.6%
Commercial Recreation	-	55	55	<1%
Public and Open Space Subtotal	1,987	1,739	3,726	10.3%
Agriculture/Rural/Conservation	266	11,658	11,924	32.8%
Unclassified (Roads, water, etc.)	3	2,639	2,642	7.3%
TOTAL	8,755	27,586	36,341	100%

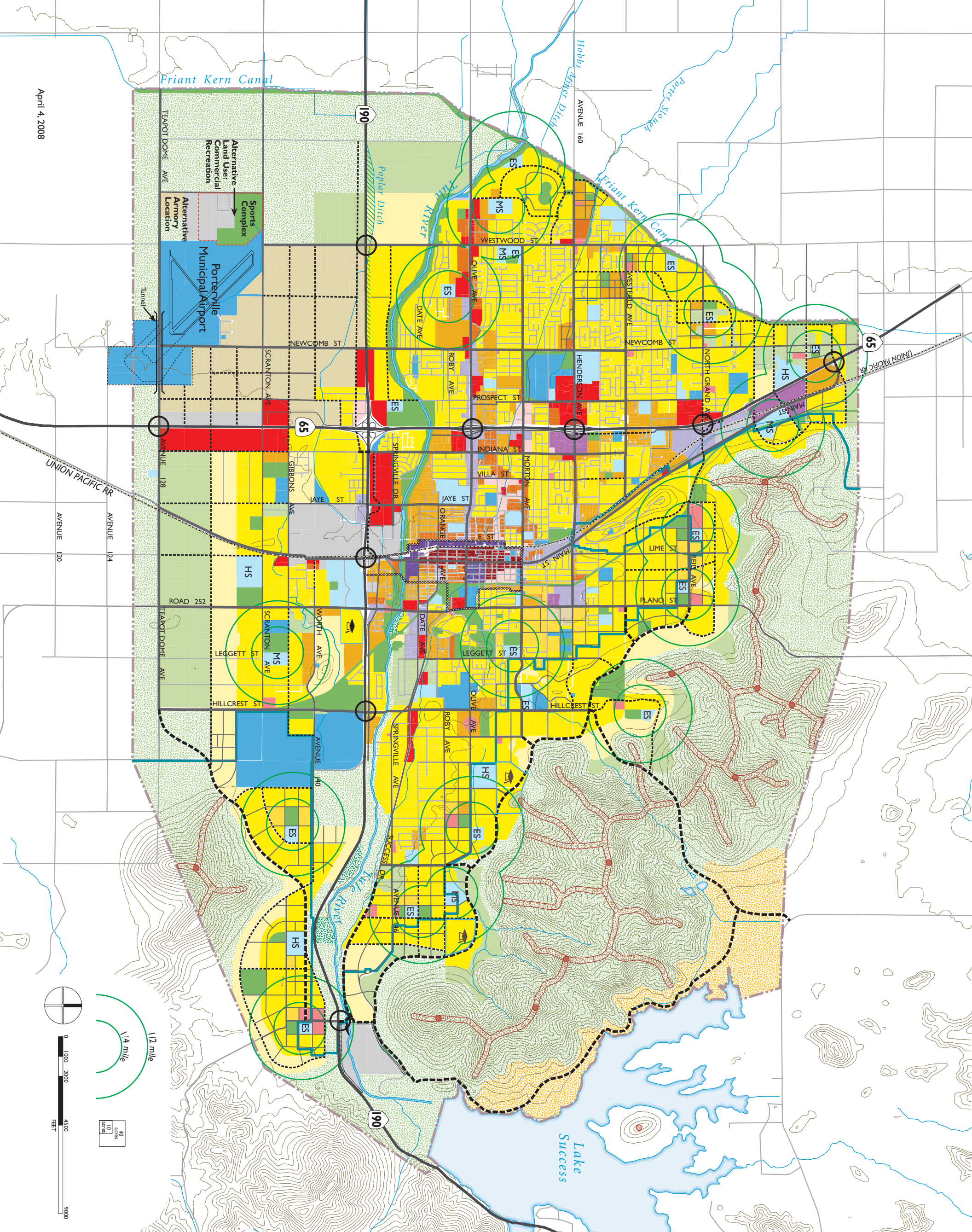
¹ Developed Land includes development projects approved in 2005.

Source: City of Porterville; Dyett & Bhatia, 2007.

Figure 2-2
General Plan Land Use Diagram



Note: Undeveloped roads, parks, schools, and trails are identified conceptually. Specific siting will be determined through the Development Review process and/or the approval of right-of-way alignments.



2.4 RESIDENTIAL NEIGHBORHOODS

The General Plan promotes a mix of residential densities and compact neighborhood design that provide for efficient use of available land resources and maintain a compact form that is less intrusive on the surrounding countryside. The Plan also provides for a mix of housing types to serve the needs of all Porterville residents.

Community facilities that are appropriate for a residential environment, including residential care, day care, elderly care, and alcoholism or drug abuse recovery or treatment facilities will be allowed within neighborhoods, consistent with State and federal law, because they are considered “protected” facilities and local zoning can not exclude them as long as specified standards and licensing requirements are met.



New multifamily development will occur around neighborhood centers and at other appropriate locations.

GUIDING POLICIES

- LU-G-6 Provide for residential development with strong community identities, appropriate and compatible scales of development, identifiable centers and edges and well-defined public spaces for recreation and civic activities.*
- LU-G-7 Guide new development into compact neighborhoods with a defined, mixed-use center including public open space, a school or other community facilities, and neighborhood commercial.*
- LU-G-8 Allow and encourage efficient infill development in existing neighborhoods.*
- LU-G-9 Provide sufficient land with appropriate parcel sizes to support a full range of housing types and prices.*

IMPLEMENTATION POLICIES

- LU-I-10 Amend the Zoning and Subdivision Ordinances to include:*
- Minimum lot sizes and densities consistent with the Plan’s land use classifications;
 - Development standards that permit townhouses and zero-lot line attached or detached single-family dwellings on sites designated for low-medium, medium, or medium-high densities;
 - Development standards that permit second units, small family daycares, and residential care homes in neighborhoods in accord with State law; and

- Sustainable design standards that will achieve compact, walkable neighborhoods and provide an interconnected network of local streets.
- LU-I-11 Only allow gated communities in very low density, planned development areas, and Resort Residential areas.
- LU-I-12 Require residential development on slopes over six percent to comply with the Hillside Development Ordinance.
- This ordinance establishes a Hillside Development zoning district with standards and review procedures tailored to the City's needs and expectation for hillside development.*
- LU-I-13 Discourage residential development within the Airport Safety Zone. If residential development is approved in the County within the Airport Safety Zone, it must comply with Tulare County Airport Land Use Commission's land-use compatibility standards and density restrictions.
- The County is currently preparing an Airport Land Use Compatibility Plan which will include updated information for a safety zone.*
- LU-I-14 Allow residential developments to employ creative site design, landscaping, and architectural quality that blend with the characteristics of each location and its surroundings and offer superior design solutions.
- LU-I-15 Adopt community design standards for new residential development.
- These could include but are not limited to:*
- *Maximum block length;*
 - *Maximum ratio of block length to width;*
 - *Limited use of dead-end streets;*
 - *Orientation of residential building; and*
 - *Required connectivity.*
- Exceptions may be provided for infill sites and projects in the Hillside Development Zone.*
- LU-I-16 Establish guidelines and incentives to promote green building techniques and materials in residential development.
- LU-I-17 Require that all new subdivisions preserve natural, cultural, and biological resources, including stands of large trees and rock outcroppings, to the maximum extent feasible.
- LU-I-18 Protect existing residential neighborhoods from the encroachment of incompatible activities and land uses, and environmental hazards.

- LU-I-19 Enforce zoning and development regulations through project review, construction inspections, and code enforcement, with fees to enable full-cost recovery for providing these services.

State law allows cities to set permit fees to recover administrative costs.

2.5 RETAIL, COMMERCIAL, OFFICE & MIXED-USE

RETAIL & COMMERCIAL

Clusters of commercial uses are designed to provide goods, services, and employment opportunities to both local residents and people from surrounding communities. These clusters are called neighborhood and regional centers. A neighborhood center is composed of a mix of retail, civic, and service-oriented uses which is often surrounded by higher density housing. These centers help support local transit and provide places for social interaction for the neighborhood residents. The Plan provides for new neighborhood centers, located closer to where people live and designed with the pedestrian in mind.

Attractive, well-designed regional centers are critical in shaping the identity and image of Porterville. The Plan builds on the regional accessibility of state routes 65 and 190 in order to plan for regional, auto-oriented commercial development which will capture out-of-town sales tax revenue.

OFFICE

The General Plan recognizes the need for new office development, both in free-standing office buildings within existing commercial areas, along arterial streets and in new office parks. Sites that can accommodate flexible office space facilities will be in demand as the local economy matures and the City implements the Economic Development strategy described in Economic Development Element.

The General Plan Land Use Diagram provides sites for both larger site office parks and smaller, integrated office uses, designated as Professional Office. Smaller sites are typically expected to be local-serving professional and administrative office environments, such as medical, real estate, or financial services. Larger sites are envisioned as office parks that draw employees from a wider area and provide more jobs. Offices are also permitted in Neighborhood Commercial area, the Downtown Planning Area, and Retail Centers and as accessory uses in General and Service Commercial areas and Industrial Parks. A vertical mix of uses where new office uses are located above the first floor or as a secondary use in multi-tenant buildings can be an efficient use of land and promote retail continuity at the street level.

MIXED-USE

Mixed-Use designations which provide commercial and residential uses in the same area can help reduce auto dependence, preserve green space and natural resources, and promote revitalization, economic development, and modestly priced housing. The Downtown Mixed-Use designation encourages a higher-density, vertical mix of uses with residential or office uses above ground floor retail or other commercial uses. It also provides for the development of more multi-family residential within walking distance of Downtown. The Commercial Mixed-

Use designation allows for lower density but multi-story development where the uses may be either horizontally or vertically mixed.

GUIDING POLICIES

- LU-G-10 *Foster viable, pedestrian-oriented neighborhood centers with vertically- and horizontally-mixed-use development.*
- LU-G-11 *Foster strong, visually attractive regional commercial centers with a mix of tenants to serve both local and regional needs.*
- LU-G-12 *Promote the location of professional and administrative offices Downtown, near post-secondary education facilities, and in other mixed-use districts.*

IMPLEMENTATION POLICIES

- LU-I-20 Establish standards for pedestrian-oriented design in neighborhood centers.
Pedestrian-oriented design standards may include, but would not be limited to:
- *Limitations on maximum block length;*
 - *Minimum sidewalk width;*
 - *Required streetscape improvements, including street trees;*
 - *Building height and articulation;*
 - *Building setbacks;*
 - *Location of entries; and*
 - *Parking location and required landscaping.*
- The City also may provide additional incentives for projects that contribute to the pedestrian, bicycle and transit networks, and/or the open space network.*
- LU-I-21 Prohibit new strip commercial developments.
For purposes of this policy, strip development is defined as a row of at least three stores, where each has direct access to a street with a surface parking lot between the building and the street. There may or may not be an anchor tenant.
- LU-I-22 Promote and support the revitalization and infill development in existing retail shopping centers.
- LU-I-23 Establish an incentive program that will provide for density and FAR bonuses for mixed-use development that includes amenities for public benefit, such as workforce housing, pedestrian-oriented facilities (outdoor seating, plazas, weather protection, transit waiting areas), historic preservation, cultural facilities, public art and water features, and open space preservation.

- LU-I-24 Allow supporting retail, business services and other complementary uses in Professional Office districts.

2.6 INDUSTRY

The General Plan proposes to shift the focus of industrial development to areas south of SR 190, particularly around the Airport. Existing, well established industrial areas in other parts of the City will be retained. Plan policies seek to increase the supply of pre-zoned, “ready-to-go” job producing land. This will improve Porterville’s competitiveness in the regional economy by decreasing start-up time for new development. In addition, the Plan reduces the potential for conflicts associated with industrial uses adjacent to other sensitive uses.

GUIDING POLICIES

- LU-G-13 *Improve Porterville’s prominence as a major center of economic activity in Tulare County.*
- LU-G-14 *Ensure the availability of land and buildings to accommodate new industries and the expansion of existing businesses while accounting for market factors.*
- LU-G-15 *Promote clustering of industrial uses into areas that have common needs and are compatible in order to maximize their efficiency.*
- LU-G-16 *Discourage industrial development in locations where access and operations conflict with neighboring land uses.*

IMPLEMENTATION POLICIES

- LU-I-25 Establish buffering requirements and performance standards intended to minimize harmful effects of excessive noise, light, glare, and other adverse environmental impacts.
- LU-I-26 Actively promote the annexation of industrial designated lands to accommodate planned job growth.
- LU-I-27 Require Master Plans for new Industrial Parks over a specified size to ensure coordination of land use and infrastructure planning.
The City could waive this requirement where existing infrastructure can accommodate the planned industrial use.
- LU-I-28 Foster high-quality design and allow secondary uses, such as child care and other employee-serving amenities in Industrial Parks, if they complement primary use without compromising public health and safety.
- LU-I-29 Offer incentives for industrial development projects that contribute to the pedestrian, bicycle and transit networks, and/or parks and public open space.

2.7 PUBLIC & INSTITUTIONAL

Public and quasi-public facilities, such as government facilities, hospitals and cemeteries, are important elements of community-building. Sites needed for large facilities are indicated on the General Plan Land Use Diagram near mixed-use neighborhood centers and Downtown. Public uses on sites less than two acres in size do not need a separate zoning classification and are not shown on the Diagram.



The State Development Center is a major institution in Porterville.

Houses of worship and other places for religious assembly as well as private schools and colleges will be permitted in residential and commercial areas, subject to appropriate location and development standards, and use-permit requirements which will ensure neighborhood compatibility.

For policies related to community facilities, see the Parks, Schools & Community Facilities Element. For policies related to law enforcement and fire service standards, see the Public Health & Safety Element.

GUIDING POLICIES

- LU-G-17 Provide sufficient land for civic and institutional uses such as police and fire services, water and sanitary facilities, infrastructure and other City services to meet future demand.*
- LU-G-18 Support the expansion of Porterville's Sierra View District Hospital and related medical and dental offices in the surrounding area, subject to standards ensuring that surrounding residential areas are not adversely affected.*

IMPLEMENTATION POLICY

- LU-I-30 Establish appropriate zoning for civic and institutional uses, including development standards that address scale, operation, location, and other characteristics of community facilities, including public and quasi-public facilities that enhance the character and quality of neighborhoods.*

2.8 PARKS & OPEN SPACE

Parks and open space are a fundamental building block of the General Plan Land Use Diagram. Policies pertaining to parks are found in the Parks, Schools & Community Facilities Element. Policies related to public open space are in the Open Space & Conservation Element. Public uses on sites less than two acres in size do not need a separate zoning classification and are not shown on the Diagram.

GUIDING POLICY

LU-G-19 Provide sufficient land for parks and open space to meet future demand.

2.9 DOWNTOWN PORTERVILLE

Since incorporation in 1902, Downtown Porterville has been the “heart of the City.” Main Street forms a spine which supports significant cultural and governmental buildings as well as specialty retail stores and restaurants. Recent street improvements have increased the pedestrian-friendly aspect of Main Street with new paving, contrasting crosswalks, improved lighting and additional landscaping. Public spaces are regularly programmed with local music and cultural events. Plus, most of Porterville’s historic buildings are in or near Downtown.



Downtown retail and restaurants

Even with recent improvements, Downtown is still underutilized. Buildings are aging and require rehabilitation. Streets adjacent to Main Street have not been upgraded. Incompatible uses and parking deficiencies further inhibit residents and businesses from fully taking advantage of this resource.

It is a priority for the community to revitalize Downtown. The General Plan Land Use Diagram includes an overlay for the Downtown Planning Area, where additional planning efforts will help define the long-term strategy. The General Plan supports creating new housing opportunities in and near Downtown. New residents will help support local retail and provide a greater level of around-the-clock activity. Additional street improvements will be prioritized to expand the pedestrian-friendly areas beyond Main Street. Specific building and design standards will be written to enhance the character of the area. Efforts will be made to recruit a wider variety of retail stores, restaurants, and cultural facilities.

Additional policies regarding the economic development of Downtown are found in the Economic Development Element. Historic preservation is discussed in the Open Space and Conservation Element.

GUIDING POLICIES

- LU-G-20 *Enhance Porterville's Downtown as a pedestrian-oriented district that reflects local history and culture.*
- LU-G-21 *Attract and retain specialty retail and restaurant businesses that will enhance Porterville's unique character.*
- LU-G-22 *Promote vertical mix of uses with residential and office uses above the ground floor retail to add vitality to Downtown Porterville.*
- LU-G-23 *Provide sites for multi-family housing within walking distance of Downtown.*
- LU-G-24 *Promote public and private development within Downtown that is sensitive to historic sites.*

IMPLEMENTATION POLICIES

- LU-I-31 Prepare a Downtown Plan with implementing regulations to support pedestrian-oriented, infill development and a mix of office, residential, retail and civic uses.
- LU-I-32 Include standards in the Zoning Ordinance for housing and mixed-use development within the Downtown area that address:
- Building setbacks and relationship to the street;
 - Outdoor dining areas;
 - Street landscaping to create an attractive and livable environment;
 - Adequate light, air, ventilation, and noise insulation for residential units;
 - Building design, including articulation and quality of materials;
 - Ground floor uses;
 - Location and quality of parking; and
 - Height and setback transitions to adjacent lower density residential uses.
- LU-I-33 Continue to improve the appearance of Main Street and other Downtown streets with traffic calming measures, tree planting, attractive landscaping, street furniture, and water features, etc., that will contribute to the creation of a distinctive image for Porterville's Downtown.
- LU-I-34 Utilize redevelopment, or other tools where available, to revitalize and preserve historic buildings.
- Continue to allow the adaptive reuse of historic buildings. The City could also enable owners to use the State's Historic Buildings Code as an incentive to upgrade historic buildings.*

- LU-I-35 Establish a density bonus/incentive program to spur creation of privately-owned public spaces throughout Downtown, including seating areas, landscaping, water-features, and public art.
- LU-I-36 Expand parking facilities while improving access by other transportation modes.
Promote a “park once” concept where motorists are able to drive downtown, quickly find a parking space and then walk or ride public transit to jobs, shops, restaurants and entertainment, without having to get back into their cars until they’re ready to leave.
- LU-I-37 Update the Redevelopment Project Area plans to support a contemporary mix of retail, office and entertainment uses.
This could include support for a greater variety of apparel stores, bookstores and restaurants as well as additional cultural, arts, and entertainment venues that offer quality arts and entertainment functions such as live music, theater, or comedy.
- LU-I-38 Create and maintain an attractive, pedestrian-friendly circulation system to provide connections between the downtown pedestrian core, adjacent residential, the Transit Center, civic buildings, and parking areas.
- LU-I-39 Identify funding mechanisms for improvements within Downtown, including streetscape enhancements, public space, façade renovation, parking, etc.
Explore a wide variety of options, including: redevelopment funds, development fees, community facilities districts, public improvements bonds, and regulatory programs applicable to new development.
- LU-I-40 Seek grants and other funding sources to support the façade, awning, and signage improvement program.
This program could include matching funds, subsidized architecture and design assistance, and/or reduced permit fees.

2.10 LAKE SUCCESS RESORT RESIDENTIAL COMMUNITY

The Resort Residential Community proposed adjacent to Lake Success represents a unique opportunity to plan a new mixed-use Resort Residential community that is vital, livable, and walkable while respecting wildlife habitat and sensitive resources. This General Plan outlines the policies and elements that will integrate this site’s importance as an economic, natural, and community asset.

The City recognizes that development policies and standards for the Resort Residential Community must provide flexibility within a



Lake Success

general framework for land use, open space, and environmental resource management. Therefore, the site planning policies set forth the basic parameters for more detailed master planning and development agreements, while establishing the basic character of a Resort Residential community.

LAND USE MIX

To ensure that the Resort Residential Community attracts high-quality Resort Residential development, more detailed planning for the area will be required following the adoption of the General Plan. The additional plans will ensure that desired land use intensities and overall level of development are attained. In addition, the specific location of development, number of housing units, variety of land uses, and requirements for community amenities will be determined.

The proposed land use allocation and development concept (see Tables 2-4 and 2-5) for the Resort Residential Community could accommodate up to 2,000 new housing units or more if overall goals are met (while preserving land for open space, parks and recreation facilities, neighborhood commercial and visitor facilities). The ultimate level of development will depend on decisions to be made following detailed site planning, analysis of specific land use mixes within community and neighborhoods, environmental constraints and resource assessment, the specific character of the visitor-oriented mixed-use area, economic jobs analysis, and determination of infrastructure costs. It also will depend on the scope of open space, parks, and recreation facilities planned for the area.

Table 2-4: Resort Residential Development Concept

<i>Criteria</i>	<i>Development Concept</i>
Population	4,000 ¹
Housing Units	2,000 ¹
Jobs	500

¹ The maximum number of housing units and resident population may be greater, provided the land use allocations in Table 2-5 are not exceeded, the standards set by the City's hillside development ordinance are met, and level of service standards for arterial and collector streets are maintained.

Source: Dyett & Bhatia, 2007.

The ranges in Table 2-5 reflect the development concept and provide minimum and maximum levels of development for each type of land use, which will allow for flexibility in master planning in response to market conditions, infrastructure costs, and site planning policies. The specific percentages may be adjusted based on a detailed site and market analysis conducted after General Plan adoption to assess potential level of development.

Table 2-5: Resort Residential Conceptual Land Use Allocations

<i>Criteria</i>	<i>Gross Acreage (Percent of Total)</i>	
	<i>Minimum</i>	<i>Maximum</i>
Residential Neighborhoods	30%	50%
Civic/Institutional/Small-scale Visitor Oriented Mixed-Use (including overnight accommodations, restaurants and commercial services)	3%	6%
Parks & Recreation (includes local and regional facilities and potentially a new Golf Course)	5%	35%
Other Public Open Space, Protected Hillsides (shoreline corridor for public access, slopes over 20%, ridgelines and visible hillsides) ¹	30%	50%
Total	68%	n.a.²

¹ In the Resort Residential Community, only about 3% of the land is over 20% slope.

² The total in this column exceeds 100% reflecting the potential to “mix-and-match” with the 32% that is “unallocated” (the difference between the total in the minimum allocation column and 100%).

Source: Dyett & Bhatia, 2007.

DENSITY & INTENSITY

Neighborhoods are envisioned to be 80 to 120 acres in size, so that residents would be within one quarter-mile of a neighborhood center or neighborhood park, thereby reducing the need for automobile use for some local trips. Each neighborhood should have a mix of housing, which could be based on residential density allocations or on allocation by basic building type established in a master plan. The master plan could provide specifically for the goal of housing mix to be met by a combination of housing types rather than a combination of different residential densities.

GUIDING POLICY

LU-G-25 Create a Resort Residential community at Lake Success that is sensitive to the environmental characteristics of the lakefront and surrounding hillsides.

IMPLEMENTATION POLICIES

LU-I-41 Establish zoning and development standards for a resort residential community that will allow up to 2,000 housing units and up to 100,000 square feet of non-residential space for visitor accommodations, commercial recreation and related supporting uses.

Additional density and non-residential floor area may be permitted to enable new development to be self-sufficient and pay for all required infrastructure, community facilities, small-scale visitor-oriented mixed-use center, and open space, provided all environmental impacts are mitigated.

LU-I-42 Establish minimum requirements for specific housing types in the Resort Residential area to ensure that the needs of all economic segments of the community are met.

These should include provisions for some workforce housing at appropriate locations and possibly a requirement that some housing be restricted to seniors to minimize impacts on the school system.

- LU-I-43 Require master planning using a specific plan—as authorized by the Government Code—or a similar planning program (e.g. a PD Planned Development Plan).

Master planning will enable the City to review and approve details about the location of various land uses, open spaces and linkages, and establish the standards and detailed design guidelines for individual development units with their community. Topics to be addressed will include, but not be limited to:

- *Integrating storm drainage requirements in site-specific planning;*
- *Planning for appropriate habitat conservation to preserve and protect special status species in the area;*
- *Preparing site-specific standards and financing programs for public and private improvements including new streets, parks and open space systems, street landscaping, drainage, bikeways and pedestrian walkways;*
- *Creating a streamlined development review process establishing permit review thresholds with clear standards and findings requirements consistent with Plan policies;*
- *Undertaking a fiscal impact analysis and financial feasibility study, including an analysis of revenues, capital and operating costs, development impact fees, bonding costs, and state and federal funding sources for needed improvements, and parks and recreation facilities. A long-range capital improvement program (CIP) for the Resort Residential Community also should be prepared; and*
- *Establishing minimum and maximum densities and intensities and allowable uses for individual neighborhoods (e.g., scale and mix within a visitor-oriented, mixed-use center with potential overnight lodging), consistent with the overall land use allocations and limitations based on performance standards and traffic levels of service established in the General Plan and the Hillside Development Ordinance.*

- LU-I-44 Establish minimum requirements for parks and open space. These will include:
- *Providing one or more community-serving recreational facilities, such as tennis courts, golfing opportunities, lakeshore recreation facilities, and community facilities; and*
 - *Providing a minimum 200-foot wide shoreline corridor for public access to and along the lakefront.*