



## Planning Commission *Staff Report*

**CITY  
OF UPLAND**  
*"The City of Gracious Living"*

DATE: April 23, 2025  
TO: CHAIR AND PLANNING COMMISSIONERS  
FROM: ROBERT D. DALQUEST, DEVELOPMENT SERVICES DIRECTOR  
PREPARED BY: JOSHUA WINTER, SENIOR PLANNER  
SUBJECT: CONSIDERATION OF THE VILLA SERENA SPECIFIC PLAN AND  
RELATED ENTITLEMENTS FOR THE DEVELOPMENT OF 65 SINGLE-FAMILY DETACHED  
RESIDENTIAL UNITS AND RELATED SITE IMPROVEMENTS.

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### **RECOMMENDED MOTION**

If the Planning Commission concurs with staff's recommendation, the following motions are provided:

1. I move to adopt a Resolution recommending that the City Council certify the Final Environmental Impact Report and Mitigation Monitoring and Reporting Program for the project, dated April 2025 (Attachment A);
2. I move adopt a Resolution recommending that the City Council approve General Plan Amendment No. 23-0002, modifying the General Plan designation of the property from Public Utilities – Flood Control (PU-FC) to Specific Plan for the Villa Serena Specific Plan (SP) (Attachment B);
3. I move to adopt a Resolution recommending that the City Council approve an Ordinance for Zone Change No. 23-0002 to change the Zoning District from Public/Institutional (PB/I) to Specific Plan (SP), and amend Section 17.09.040 of the Upland Municipal Code to list the Villa Serena Specific Plan, and approve a Resolution to approve the Villa Serena Specific Plan (Attachment C); and
4. I move adopt a Resolution recommending that the City Council approve Tentative Tract Map No. 23-0001 (TT-20245); Development Plan Review No. 23-0002 for the planned residential development with 65 single-family detached residential units. (Attachment D).

### **REQUEST/PROJECT DESCRIPTION**

The applicant is seeking approval of a Specific Plan for the development of a gated residential community that consists of 65 single-family detached residential units at a density of 7.1 dwelling units per acre with on-site active and passive recreational amenities provided within the common area open space on 9.2-acres of an existing 20.3-acre 15<sup>th</sup> Street flood control detention basin. The Project includes modifications to the remainder basin, including relocation of existing basin infrastructure, and a new engineered, western earthen berm to accommodate construction of the planned residential development and maintain a fully operational flood control and retention facility on the remaining 11.1 acres of the basin area. The request includes the following applications:

1. General Plan Amendment No. 23-0002 to modify the General Plan Land Use Designation from Public Utilities – Flood Control (PU-FC) to Specific Plan (SP).
2. Zone Change No. 23-0002 to modify the Zoning District from Public/Institutional (PB/I) to Specific Plan (SP) and amend Section 17.09.040 of the Upland Municipal Code to list the Villa Serena Specific Plan.

3. Specific Plan No. 23-0002 to establish the land use regulations for site specific development standards, design guidelines for the planned residential development, including open space and public infrastructure.
4. Tentative Tract Map No. 23-0001 to subdivide one (1) parcel into 65 numbered lots and twelve (12) lettered lots, consisting of private streets and common open space and landscaping.
5. Development Plan Review No. 23-0002 to establish the site layout consistent with the development standards identified within the Specific Plan, and to establish the architectural design of the proposed residential units, landscaping design, open space design and amenities.
6. Environmental Assessment Review No. 23-0003 to evaluate project impacts to the environment and review of the Environmental Impact Report (EIR) and to adopt appropriate mitigation measures to ensure project compliance with the California Environmental Quality Act (CEQA).

## Synopsis

Table 1

Applicant:	The Colonies Partners L.P.																						
Representative:	Brian Bush																						
Property Owner:	The Colonies Partners L.P.																						
Property Location:	The project site consists of a 9.2-acre portion of the existing 15th Street flood control detention basin located north of E. 15 <sup>th</sup> Street, south of the Upland Hills Golf Course, east of Campus Avenue and west of Grove Avenue. The project site is further described as Assessor's Parcel Numbers 1045-121-04 and 1045-151-35.																						
Existing General Plan Land Use Designation:	Public Utilities – Flood Control (PU-FC)																						
Existing Zoning Classification:	Public – Flood Control (PB-FC)																						
Site Size:	9.2 Acres (Remainder basin to be 11.1 Acres)																						
Building/Suite Size:	Single family dwellings ranging in size from 2,062 square feet to 2,690 square feet																						
Access:	Primary access is provided from 15th Street and Campus Avenue, and Emergency Vehicle Access (EVA)/Exit only from 15 <sup>th</sup> Street.																						
Existing Conditions:	Detention Basin																						
Surrounding Land Uses:	<table border="1"> <thead> <tr> <th>Direction</th><th>Land Use</th><th>General Plan</th><th>Zone</th></tr> </thead> <tbody> <tr> <td>North</td><td>Multi-family Residential and Golf Course</td><td>SP</td><td>SP</td></tr> <tr> <td>East</td><td>Flood Control Basin</td><td>PU-FC/R</td><td>PB-FC</td></tr> <tr> <td>South</td><td>Single-family Residential</td><td>SFR-L and SFR-M</td><td>RS-7.5 and RS-10</td></tr> <tr> <td>West</td><td>Single-family Residential</td><td>SFR-L</td><td>RS-7.5</td></tr> </tbody> </table> <p>See Image 1 – Vicinity Map</p>			Direction	Land Use	General Plan	Zone	North	Multi-family Residential and Golf Course	SP	SP	East	Flood Control Basin	PU-FC/R	PB-FC	South	Single-family Residential	SFR-L and SFR-M	RS-7.5 and RS-10	West	Single-family Residential	SFR-L	RS-7.5
Direction	Land Use	General Plan	Zone																				
North	Multi-family Residential and Golf Course	SP	SP																				
East	Flood Control Basin	PU-FC/R	PB-FC																				
South	Single-family Residential	SFR-L and SFR-M	RS-7.5 and RS-10																				
West	Single-family Residential	SFR-L	RS-7.5																				
Previous Applications/Entitlements:	Specific Plan No. 18-02, General Plan Amendment No. 18-04, Zone Change No. 18-04, Tentative Tract No. 20245 (TT-18-03), Site Plan No. 18-10, Design Review No. 18-14, and Environmental Assessment Review No. 0070																						

Image 1



## Authorization/Guidelines

Upland Municipal Code Section 17.43.050(E) requires that if one or more permit application is submitted concurrently for a single proposed project, each application shall be acted upon concurrently by the highest review authority. In this case, the highest review authority is the City Council due to the project's entitlements containing a General Plan Amendment, Zone Change and a Specific Plan. Therefore, the City Council will take action on the project. The Planning Commission role in this case, is to make a recommendation to the City Council

## BACKGROUND

The 15<sup>th</sup> Street Basin is a functioning portion of a flood control system that originally extended from a dam in what is now the Colonies at San Antonio Specific Plan area. With recent major storm drain improvements upstream at the Colonies development, much of the storm water drainage that previously flowed into the 15<sup>th</sup> Street Basin was diverted, resulting in no longer the need for the entire 20.27 acres for flood control purposes.

Development Agreement DA-02-01, was approved by the City Council on September 24, 2002, along with the associated entitlements, to allow the development of the Colonies at San Antonio. Section 4.10 of the Development Agreement requires the City to pay the Colonies an amount of \$5 million dollars to assist in the City's fair share cost for increasing the capacity for various streets and the capacity of various storm and

sewer facilities to serve an area larger than the Colonies at San Antonio Specific Plan area. However, subsequently after DA-02-01 was approved, it was determined that the City could not afford a \$5 million dollar payment.

On December 22, 2003, the City Council approved the first amendment to the Development Agreement. Specifically, this first amendment to the Development Agreement modified Section 4.10, to allow the City to pay the Colonies \$1.5 million from Measure I funds and the remaining \$3.5 million was addressed with the City granting the Colonies a 10-year term for their first right of refusal to explore and identify a potential project, before acquiring a portion of the 15th Street Basin property. Section 4.10 went on to require that the City determine the portion of the 15th Street Basin that no longer was necessary for flood control purposes and could be developed. This would allow the property to be transferred to the Colonies Partners for the sum of one dollar, in exchange for the Colonies waiving the City's required payment of \$3.5 million dollars. The 10-year term expired on January 21, 2014.

Subsequently, on February 9, 2015, the City Council approved a second amendment to the Development Agreement, allowing the 10-year term to explore and identify a community enhancing development on a portion of the 15<sup>th</sup> Street Basin property, extending the expiration until January 21, 2018.

As a result of the aforementioned, the Colonies Partners requested a Quitclaim Deed to transfer 9.2 acres of the overall 20.1 acres of the 15<sup>th</sup> Street Storm Basin, pursuant to Section 4.10 of the Development Agreement. Public Works Department staff reviewed and accepted a drainage study for the 15<sup>th</sup> Street Basin prepared by Madole & Associates. This study concluded that the 20.3-acre site constituting the 15<sup>th</sup> Street Basin only needed 11.1 acres for future flood control purposes due to the previous construction of an additional storm water retention basin upstream in the Colonies development and the construction by the Army Corps of Engineers of a concrete drainage channel along the eastern edge of the Colonies project (Cucamonga Creek). Based on the drainage study, 9.2 acres of land in the 15th Street Basin area was transferred to the Colonies Partner for future development.

As a result of this determination, on July 26, 2018, the previous applicant, FH II, LLC, submitted applications for the project. The project was reviewed by the Upland Planning Division, and an Initial Study/Mitigated Negative Declaration was prepared for the project. On November 13, 2019, a Notice of Availability/Notice of Intent for the Draft Initial Study/Mitigated Negative Declaration (IS/MND) was circulated for public review and comments with a deadline for comments to be received by December 2, 2019. The 1<sup>st</sup> of three Planning Commission meetings occurred on December 11, 2019, which was continued to allow the environmental consultant more time to prepare a response to comments for the IS/MND. The project was scheduled for a 2<sup>nd</sup> Planning Commission meeting on January 22, 2020. The Planning Commission, based on public testimony and the project plans and materials as presented on December 11, 2019 and January 22, 2020, voted (4 in favor and 2 against) to recommend that the City Council deny the project based on public concerns regarding traffic, density, aesthetics, biological resources and modifications to the existing basin.

After the first two Planning Commission meetings and before the third meeting was held, in February of 2020, the project applicant held a town hall meeting with neighboring property owners at Foothill Knowls Elementary School. Resulting from the meeting and discussion with Planning Division staff, the applicant made multiple changes to the project, including a westerly extension of 15<sup>th</sup> Street as a private and gated two lane road for the primary vehicular ingress/access from Campus Avenue, adding a pedestrian trail around the remaining detention basin, adding a pocket park at the 15<sup>th</sup> Street dead-end and Fernando Avenue, and designing the project so the new homes have the lowest pad elevation possible.

At the 3<sup>rd</sup> Planning Commission meeting on February 25, 2020, the Planning Commission adopted a formal resolution recommending the City Council deny the project. The Planning Commission could not consider the project modifications made by the applicant at this meeting because the Planning Commission action on the project had already occurred.

The project was then scheduled for a public hearing with the Upland City Council on April 13<sup>th</sup>, 2020. At this meeting, the City Council heard public comment, and considered the aforementioned project modifications, and ultimately approved the project.

After City Council approval, on April 20, 2020, the IS/MND was challenged in the County of San Bernardino Superior Court in *Friends of Upland Wetlands v. City of Upland*. At conclusion of the court proceedings, the court held that certain environmental impact discussions in the IS/MND were inadequate and did not fully consider the potential scope of potential significant impact. Specifically, the court found substantial evidence supporting a fair argument that the project site contains possible wetlands, and that the project may result in significant biological impacts, groundwater recharge impacts, noise impacts, and aesthetic impacts. As a result the IS/MND was “set aside” in the ruling issued on July 14, 2021, and the court directed the City to study these environmental factors in more detail, and that a an Environmental Impact Report (EIR) may or may not be required.

The next course of action was the preparation of a new application, and, although not required by the court, the Applicant decided to go ahead and have an (EIR prepared. Subsequently, the EIR process was begun, and a Notice of Preparation (NOP) was issued on February 8, 2022, to inform responsible agencies and interested parties that an EIR would be prepared for the project, and a public scoping meeting was held on June 8, 2022, to gather feedback on the scope and content of the EIR. The current applicant followed with the submittal of new applications for the project which was submitted on March 1, 2023.

### **Technical Review Committee**

The Technical Review Committee reviewed the project, and recommended approval, subject to the conditions of approval that have been incorporated into the draft Resolution. The conditions of approval will ensure that the development meets all development standards within the Upland Municipal Code and will ensure that the proposed use is compatible with the surrounding land uses.

### **Public Hearing Notice**

This project included the following types of notification to the public, in accordance with Upland Municipal Code (UMC) Section 17.46.020:

1. On April 1, 2025, a Notice of Public Hearing Postcard was mailed to all property owners within 1,500 feet of the project site. This resulted in a total of 1591 property owners and agencies being noticed. It should be noted that State Law only requires a minimum of a 300-foot radius around the project site.
2. The Public Hearing Notice was posted in two City property physical locations (Upland City Hall and Upland Library) and on the city website on April 2, 2025.
3. The Notice of Public Hearing was posted on the project site on four (4) Notice of Filings signs on April 17, 2025.
4. The Public Hearing Notice was also published in the Inland Valley Daily Bulletin on April 2, 2025.

### **EIR Noticing**

#### **Public Review Period 1**

The Draft EIR was initially circulated from May 28, 2024, to July 11, 2024, pursuant to Section 15105(c) of the *State CEQA Guidelines*. The Notice of Availability (NOA) was published in accordance with the *State CEQA Guidelines*, which included publishing in the Inland Valley Daily Bulletin, posting on the State Clearinghouse (CEQAnet) and posted with the Clerk of the Board of Supervisors. In addition, the NOA was mailed to all property owners within 1,500 feet of the project site and all agencies, organizations that



may have an interest in the project (e.g. San Antonio Water Company, Upland Unified school District, Utility companies), and posted on the site in four locations on May 28, 2024, and November 4, 2024.

## Public Review Period 2

Due to a distribution error and the receipt of additional project information, including the incorporation of updated technical studies and minor edits to the Specific Plan, the City recirculated the Draft EIR pursuant to Section 15088.5 of the CEQA Guidelines. A second full 45-day review period occurred from November 4, 2024 to December 18, 2024.

## ANALYSIS

### General Plan and Zoning

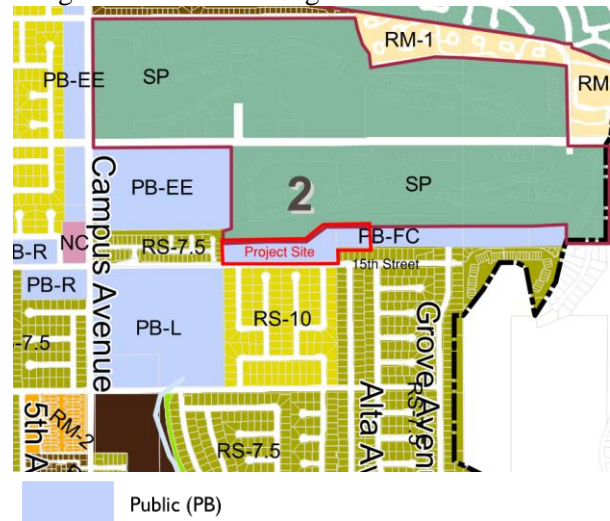
#### General Plan and Zoning

The Project's entitlements include a General Plan Amendment (GPA) to change the General Plan Land Use Map designation for the Site from Public Utilities – Flood Control (PU-FC) to Villa Serena Specific Plan (SP), which will allow for residential land use development at a density of 7.1 dwelling units per acre. Adoption by the City of the Specific Plan by ordinance will change the City's zoning map for the City from Public/Institutional (PB/I) to "Villa Serena Specific Plan" (SP) as shown in Image 2 and 3 below.

Image 2 – Current General Plan



Image 3 – Current Zoning



The project site is within an urban area primarily surrounded by residential uses. This project follows this trend by establishing a specific plan that includes the development of a planned residential development with 65 detached single-family homes. The proposed project density of 7.1 du/ac is consistent with the surrounding developments and the existing General Plan Designation to the south – “Single-Family Medium Residential (SFR-M)” which permits 4-10 dwelling units per acre, as shown below:

1. “Mountain View” community to the east is approximately 5 du/ac;
2. “Red Hill North” to the east is approximately 5.5 du/ac
3. “Upland Hills Country Club” to the north is approximately 8 du/ac (net).
4. The existing neighborhood to the south is approximately 4-6 du/ac.

The Villa Serena Specific Plan document (See Attachment E ) identifies consistency with the General Plan elements including the Land Use Element, Community Character and Urban Design Element, Economic Sustainability Element, Circulation Element, Open Space and Conservation Element, Public Services and Facilities Element, Healthy Community Element and the Safety Element. A complete analysis is provided in Section 6 of the Villa Serena Specific Plan document. Areas of consistency with the General Plan are highlighted here:

<p><b>Policy LU-1.2 Permitted Densities and Intensities.</b> Ensure existing and future zoning designations correspond to the permitted density and intensity ranges as listed in Table LU-1 of the Land Use Element.</p>	<p>A General Plan Amendment adopted by the City for the Project Site will change the General Plan Land Use Map for the Project Site from Public-Flood Control/ Recharge (FC/R) to Villa Serena Specific Plan (SP). The Specific Plan establishes the General Plan Land Use designation and zoning for the Project Site and implements the SP General Plan land use designation for the Project Site. The Specific Plan is a proposal for the development of 65 single family residential dwelling units on approximately 9.16 acres of land. The residential density for the proposed Project is 7.1 dwelling units per acre consistent with surrounding General Plan land use designations of Single-Family Medium Residential (SFR-M): 4-10 dwelling units per acre, Single Family Low Residential (SF-L) .0-4 dwelling units per acre, and the Upland Hills Country Club Specific Plan.</p>
<p><b>Policy LU-1.5 Range of Housing Types and Densities.</b> Provide high-quality housing in a range of types, densities, and unit sizes that meets the housing needs of residents of all income levels.</p>	<p>The proposed project is a Specific Plan to allow development of 65 single family residential dwellings in a variety of floor plans and architectural styles at a density of 7.1 dwelling units per acre designed with unit sizes to address the housing needs of first-time buyers. The Project adds to the City's housing stock for first time buyers, helping in the City's efforts to address the housing needs of all income levels. The Project is consistent with this policy.</p>
<p><b>Policy CC-1.3 Place Making.</b> Ensure that existing and proposed buildings, structures, infrastructure, landscaping, lighting, and signage contribute to the image of the City as a place of high quality and positive value.</p>	<p>Development standards contained in the Specific Plan require uniform and high quality design of residential dwellings, the installation of infrastructure adequate to serve the community, comprehensive and cohesive landscaping for the community to include shade trees, shrubs, and groundcover, requirements that a master sign program be approved by the City, and lighting regulations to ensure uniformity of fixture design and placement along streets and within common area open space. The Project is consistent with this policy.</p>
<p><b>Policy CC-1.4 Contextual Design Themes.</b> Encourage new development to incorporate similar design themes to those existing within the project</p>	<p>The Project incorporates a community design creating a distinctive sense of place for the community similar in scale to the existing single family residential land use surrounding the Project</p>

area to ensure buildings, when seen together, create recognizable districts and corridors.	Site. Homes will not exceed two stories in height and will have a variety of floor plans and architectural styles plotted to create an interesting street scene. Materials and details on homes will be in keeping with the character of each architectural style. The proposed residential component of the Project is designed around a simple two-way street system with common area open space distributed throughout the Project. The Project is consistent with this policy.
<b>Policy ES-4.4 New Development, Zoning, and Policy.</b> Consider fiscal and economic sustainability as one of a number of citywide goals when evaluating new development, zoning or public policy.	The Project will be responsible for the construction of all the infrastructure necessary to serve the Project, and the developer will participate in the payment of applicable Development Impact Fees for public services. The Project is consistent with this policy.
<b>Policy CIR-1.7 Driveway Access Points.</b> Require that driveway access points onto arterial roadways be minimized and located to ensure the smooth and safe flow of vehicles and bicycles.	The Project proposes a primary vehicular access point for the Project from the extension of 15th Street westerly connecting to the existing East 15th Street. A secondary access point for vehicular egress is only proposed to connect to existing 15th Street adjacent to the Project Site. Emergency vehicle access from 15th Street will be provided at both entry locations. The Project is consistent with this policy.
<b>Policy CIR-3.2 Complete Streets Roadway Standards.</b> Require that pedestrian, vehicular, and bicycle circulation on both public and private property be coordinated and designed to maximize safety, comfort and aesthetics while maintaining consistency with applicable Federal, State, and San Bernardino legislation and requirements.	The pedestrian, vehicular and bicycle circulation plan proposed for the Project has been designed to comply with City standards and will comply with applicable Federal, State and San Bernardino legislation and requirements. The Project is consistent with this policy.
<b>Policy OSC-2.1 Street Tree Canopy.</b> Maintain the City's tree-lined streets as an integral component of the City's character by replacing parkway and median trees in conjunction with public and private projects.	The Project does not propose the removal of any existing median or parkway trees as part of the development of the Project. The Project is consistent with this policy.
<b>Policy OSC-2.3 California-Friendly Species.</b> Encourage new and existing public and private development to incorporate California-friendly and drought-tolerant vegetation into landscape plans to reduce water demand.	The Specific Plan includes a plant palette for the Project which emphasizes California friendly and drought tolerant plant materials in all landscaping within the community. The Project is consistent with this policy.
<b>Policy PFS-1.2 Growth and Level of Service.</b> Require new development to provide adequate facilities or pay its fair share of the cost for facilities needed to provide services to accommodate growth without adversely impacting current service levels.	The Specific Plan requires that adequate infrastructure be constructed to serve the Project and that the Project developer pay applicable adopted Development Impact Fees as part of Project implementation. The Project is consistent with this policy.



<p><b>Policy PFS-9.1 Best Management Practices.</b> Require new development projects to adopt best management practices for water use efficiency and demonstrate specific water conservation measures.</p>	<p>The Specific Plan includes requirements that build-er-installed indoor appliances, including dishwashers, showers and toilets, shall be low-water use in compliance with the adopted California Building Code; drought-tolerant and/or native landscaping materials shall be used in all public and common areas to reduce water consumption; Smart Controller irrigation systems shall be installed in all public and common area landscaping; and landscape areas shall be designed on a “hydro zone” basis to group plants according to their water and sun requirements. The Project is consistent with this policy.</p>
<p><b>Policy HC-1.2 Complete Neighborhoods.</b> Encourage new development to create complete neighborhoods and districts where residents can live within an easy and safe walking distance to daily services, recreational opportunities, and other community amenities that are part of a healthy lifestyle (cf: CC-4).</p>	<p>The Project’s street system includes a network of walkways providing pedestrian connectivity to 15th Street and the existing sidewalks in 15th Street. Pedestrians can continue on existing streets and sidewalks to Sierra Vista Park located approximately 0.5 miles southwest of the Project Site, to Upland Memorial Park located approximately 0.8 miles south of the Project Site and to general retail commercial services located at North Campus Avenue and 19th Street approximately one mile north of the Project Site. The Project is consistent with this policy.</p>
<p><b>Policy HC-1.3 Complete Streets.</b> Enhance and improve the safety, convenience, and accessibility of roadways with trees, sidewalks, bicycle lanes, and other amenities to encourage pedestrian, bike, and transit activity for residents of all ages and abilities. (cf: CIR-3)</p>	<p>The proposed street system for the Project is designed to create a distinctive sense of place for residents as a “walkable” community with pedestrian friendly streets creating an atmosphere where neighbors can visit with one another while walking along shaded sidewalks throughout the community. A simple two-way street system is proposed to include a street adjacent sidewalk on the south side of street. A separate walkway will be provided within the common area open space extending in an east/west direction through the Project. As part of the Project a separate public multi-use trail is planned on-site to connect with the existing adjacent trail located off-site within the Upland Basin. The Project is consistent with this policy.</p>
<p><b>Policy SAF-1.1 Exterior Noise Standards.</b> Require noise mitigation for all development where the projected exterior noise levels exceed those shown in Table SAF-1, to the extent feasible. (60 dBA)</p>	<p>A noise analysis was prepared as part of this Project, which found that project construction may result in a significant impact unless mitigation is incorporated. Mitigation to noise has been included in the Environmental Impact Report to address this. The Project is consistent with this policy.</p>
<p><b>Policy HE-2.2 Housing Diversity.</b> Provide high-quality housing in a range of types, densities, and unit sizes that meet the housing needs of residents of all income levels and household types. This</p>	<p>The project provides 65 new market-rate single-family homes generally consistent with the surrounding neighborhood, meeting the housing</p>

includes single- and multiple-family housing, senior developments, mixed-use projects, and transit-oriented developments.	needs of many in the community. The Project is consistent with this policy.
<b>Policy HE-2.3 Housing Design.</b> Require adherence to design standards with respect to site planning, materials and colors, building treatments, landscaping, open space, parking, and environmentally sustainable design practices that adhere to standards set in general plan and design guidelines.	Development standards contained in the Specific Plan require uniform and high quality design of residential dwellings, the installation of infrastructure adequate to serve the community, comprehensive and cohesive landscaping for the community to include shade trees, shrubs, and groundcover, requirements that a master sign program be approved by the City, and lighting regulations to ensure uniformity of fixture design and placement along streets and within common area open space. In addition, the project provides ample parking for the future residential use. The Project is consistent with this policy.

## Housing Element

The project site is included in the City’s recently adopted 2021-2029 Housing Element Sites Inventory, specifically included under Table B6, Current Projects. New housing units approved and expected to be completed during the planning period are credited toward the City’s housing needs. This development will be reported on the Annual Progress Report (APR) provided to the California Department of Housing and Community Development (HCD), which shows the City’s status and progress in implementing its Housing Element. In addition, to obtain final certification of the Housing Element from the State, all housing sites must be rezoned, as identified in the Housing Element. Failure to approve the proposed Specific Plan may result in delayed certification of the Housing Element as the units accounted for on this project site may need to be replaced with another potential housing site.

## Specific Plan

State of California Government Code, Title 7, Division 1, Chapter 3, Article 8, Section 65450-57, grants authority to cities to adopt specific plans for purposes of implementing the goals and policies of their general plans. The Government Code specifies that specific plans may be adopted either by resolution or by ordinance and that the specific plan must be consistent with the General Plan. The Government Code sets forth the minimum requirements and review procedures for specific plans including provision of a land use plan, an infrastructure and public services plan, criteria and standards for development, and implementation measures.

The Specific Plan serves as the legal document to implement the General Plan land use designation for the Project Site of Villa Serena Specific Plan (SP) and provides the zoning for development of the Project Site as a planned residential development at a density of 7.1 dwelling units per acre. The Specific Plan establishes land use and development regulations designed to govern development of the Project Site. In instances where the Specific Plan is silent, regarding a specific development standard or procedure for implementing the Specific Plan, the Upland Municipal Code Zoning Code Title 17, (Planning and Zoning) shall prevail. The Specific Plan provides a “blueprint” for development of the Project establishing permitted uses, a land use plan, the development requirements, and design criteria for land development as set forth herein. The Specific Plan will be integrated into the Upland Zoning Code by modification of Upland Municipal Code section 17.09.040, which lists the Specific Plans within the City of Upland. The Villa Serena Specific Plan Will be added to the list as shown in the draft resolution (Attachment C).

## Tentative Tract Map

The proposed Tentative Tract Map will subdivide the one 9.2 acre parcel into 65 numbered lots and twelve (12) lettered lots. The numbered lots contain single-family residential homes. The lots range in size from 3,325 square feet to 5,805 square feet, with a majority of the lots being approximately 3,500 square feet in area. Each lot is approximately 47 feet in width and a minimum of 71 feet in depth, with lots 18, 23 and 24 being oversized to accommodate curves in the street system. Lettered lots contain open space elements, landscaping and easements needed primarily for sewer and storm drain infrastructure. (See Attachment F – Tentative Tract Map)

Prior to the recordation of the Final Tract Map, the applicant is required to submit for review and approval, a Declaration of Covenants, Conditions, and Restrictions (CC&R's). The CC&R's are required to outline property owner obligations towards the common ownership of the lettered lots (e.g. maintenance, HOA fees), and limitations on the use of their property.

## Site Plan

The project's layout consists of a central private street (Coyote Run Drive) oriented east-west, with homes on both the north side and south side of the street. Homes on the southwest portion of the project site are buffered from 15<sup>th</sup> Street by an approximately 20-foot-wide landscape easement. The easement, as well as 15<sup>th</sup> Street, contains needed storm drain infrastructure that provides connection to the remainder basin. Homes in the southeast area of the project site will be located behind existing residential homes that face onto 15<sup>th</sup> Street. The existing homes on 15<sup>th</sup> Street will back up to a 50-foot-wide open space area that will include an HOA open space trail and landscaped area, as well as a public trail leading to the existing basin trail. Homes on the north side of the site will have rear yards facing onto the Upland Hills Golf Course. In addition, the north side of the project site is proposed to contain a 5-foot-wide common lot that contains curb and gutter needed to direct run-off from the golf course into the storm drain system. Finally, two remaining homes located at the eastern boundary of the site within the development will face west, with rear yards facing the remainder basin. The Site Plan is included under Attachment G.

Open space areas will be placed intermittently throughout the project site, with a primary open space area centralized at the intersection of the private road and secondary access. The open space elements are connected via walking trail in the southeast portion of the site, mentioned above, and through the sidewalk network provided in the project. Finally, the City will maintain access to the basin via the proposed private streets, and an access road at the eastern boundary of the project site. Fences and walls will be provided around the project boundaries, and individual yards. All walls within public view will be constructed of split face block, with interior fences being constructed of vinyl. A perimeter wall on the south side of the project site will be constructed of 6-foot-tall split face block wall, with columns spaced the corners of each lot. On the golf course side, to the north, a tubular steel fence with split face block columns will be provided. The Specific Plan outlines development standards for the homes built in the project, outlined below in Table 1.

Table 2

<b>DEVELOPMENT STANDARDS</b>			
<b>Lot Criteria</b>	Required	Provided	Complies?
Min. Lot Width	47'	Min. 47'	Yes
Min. Lot Depth	71'	Min. 71'	Yes
Min. Lot Area (sq. ft.)	3,300	Min. 3,300	Yes
<b>MINIMUM SETBACKS</b>			
<b>Front Setback</b>			
Living Area	10'	Min. 10'	Yes

Street Facing Garage	19'	Min. 19'	Yes
<b>Side Setback</b>			
From Interior PL	5'		Yes
From Street	5'		Yes
<b>Rear Setback</b>			
Main Structure	15'	15'	Yes. Specific Plan allows for 10% of lots at the time of development to deviate from rear yard setback. One lot, No. 43, has a 13' setback.
<b>Lot Coverage</b>			
Max. Coverage	60%	40-45%	Yes
<b>Maximum Building Height</b>			
Main Structure	2 Stories - Max. 35'	25' 1.5"	Yes
<b>Walls, Fences and Hedges</b>			
Maximum Height at Interior or Rear Property Line	6'	6' Max.	Yes
Maximum Height of Project Perimeter Walls	6'	6' Max.	Yes
Maximum Height of Retaining Walls at Project Boundary	4'	4' Max.	Retaining wall at northern boundary will be a combination of retaining and perimeter fencing not exceeding a combined total of 10' at the highest point, as seen from the south.
Maximum Height of Retaining Walls Between Lots and within Project Boundary	4'	4' Max.	Yes

## Parking and Circulation

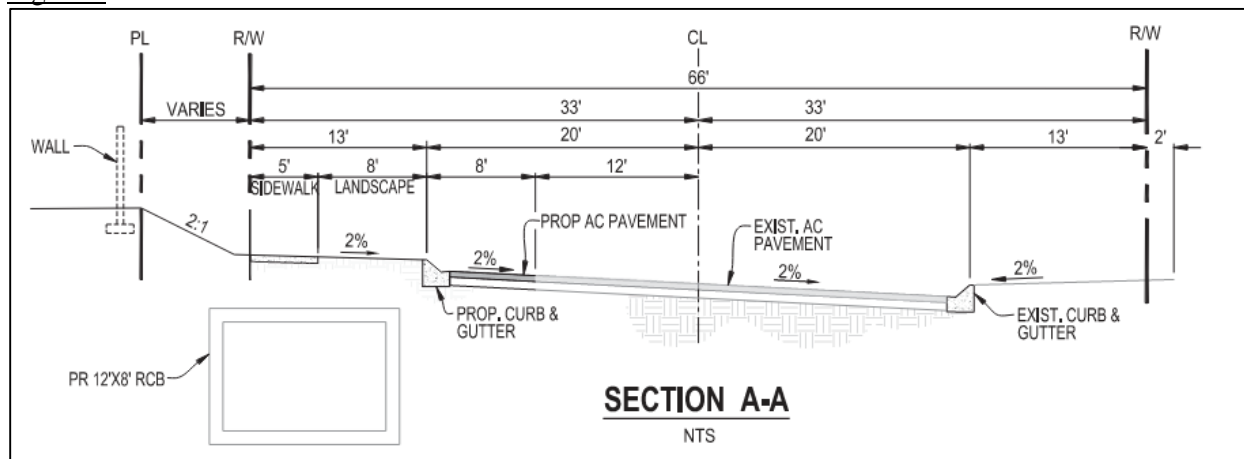
The Specific Plan requires a total of one, 2-car garage per unit, plus 2 open parking spaces per unit. Each residence will be provided with a two-car garage, and each home contains a minimum 19-foot long by 18-foot wide driveway (as conditioned) that can accommodate 2 vehicles per driveway, totaling 260 parking spaces meeting the minimum established in the Specific Plan. In addition, parallel street parking will also be available throughout the project site, on the south side of the primary street, Coyote Rune Drive. The total number of street parking will be determined after the San Bernardino County Fire Department identifies all required red curb locations. With all types of parking provided, the project is anticipated to provide adequate parking for residents and guests.

Access for residents to the Project Site is provided from 15th Street at two locations. Primary (gated) access would be provided through the extension of 15th Street, which would allow residential entry from Campus Avenue. This access would be installed within the unimproved 15<sup>th</sup> Street right-of-way area, south of the existing Mountain View development and north of the R.V. storage facility. This private access street would veer northbound at the current terminus of 15<sup>th</sup> Street. A new public pocket part at the existing 15<sup>th</sup> Street terminus would prevent public access through 15<sup>th</sup> Street to Campus Avenue to prevent cut-through trips through the surrounding neighborhood. Secondary access is provided towards the east end of the project, near the intersection of 13<sup>th</sup> Avenue and 15<sup>th</sup> Street would allow residential egress and full emergency access to/from 15th Street.

Ultimate right-of-way improvements for 15<sup>th</sup> Street include 40 feet of paved travel area with a 5-foot-wide sidewalk and an 8-foot wide landscaped parkway on each side of 15th Street, for a total right-of-way width of 66 feet. As part of the Project, the developer will construct an additional 8 feet of travel area, a new 5-

foot sidewalk and an 8-foot-wide landscaped parkway within the existing right of way adjacent to the Project Site. See Figure 1.

**Figure 1**



On-site vehicular circulation would consist of a private street (Coyote Run Drive) varying in width from approximately 26 to 38 feet. A 5-footwide sidewalk would be provided on the south side of the street, with the north side of the street including enhanced paving within the street to delineate a walking area. A gate and service road located at the eastern boundary of the project site would provide access to flood control basin, with easements granting the City of Upland access rights through the development. Maintenance crews would access the gate and service road from the project's western entry and private internal street.

Pedestrian circulation will be provided by sidewalks throughout the site. Sidewalks provide access to all open space areas, including the linear open space walking path at the south-east of the project site. The connection of the Project to the public walkway system is provided at both entries to the project on 15<sup>th</sup> Street, as well as a gate into the new public pocket park at 15<sup>th</sup> Street right-of-way. This connects the project site to the greater community and provides for a bicycling and pedestrian friendly environment.

The project includes a 10-foot-wide public pedestrian access path from the eastern 15<sup>th</sup> Street access point to the basin trail. Currently, the basin is accessed by pedestrians illegally, through cut portions of the existing chain-link fence. The project has included this pathway as multiple neighbors desire to continue accessing the basin trail for recreational purposes. The project also includes a new fence, between the basin trail and the basin, to ensure the public is prevented from accessing the basin directly.

## Architecture

Three separate and distinct architectural styles have been selected for the development, which include Spanish, Italianate, and French Country. The Project will also include 4 different models, with each model having an iteration of one of the 3 architectural designs. All homes are proposed to be 2-stories. This results in variation of color, materials, textures that create a varied street scape. Some details of the architectural designs include:

**Spanish.** The Spanish style features a strong form and massing, plain stucco wall surfaces, and tile roofs. The front elevations are simply articulated with defining characteristics of the Spanish architectural style, including the use of textured wooden doors, s-tile roofing, archways, decorative clay pipes, ornamental ironwork and window framing and inset windows.



### Spanish Elevations



Italianate. The Italianate style as interpreted and conceived by Southern California architects of the early 20th century, adapted the grand formal elegance of the Italian Renaissance estate with a localized approach to detailing and scale. Distinguishing features of this style include hip roofs, s-tile roofs, decorative horizontal banding, solid eaves, shaped stucco window sills, shutters and shaped stucco corbels.

### Italianate Elevations



French Country. The French Country style is based upon early American interpretations of French Medieval architecture that made its way across the United States from the Mississippi regions around the turn of the century. Distinguishing features include a steeper roof slope than other styles which provides for a diverse street scene, concrete shake style roof, corbels, shutters, bay windows and trellises. Decorative gable ends are incorporated for texture and color accompaniments.

### French Country Elevations



In addition, enhanced elevations are provided in all areas of public view, including product facing onto the golf course. elevation enhancements (e.g. shutters, window trim, etc) be provided on the second level of homes facing onto the Golf Course and 15<sup>th</sup> Street.

As mentioned above, the project will include 4 different models. The models include the following details:

Plan #	Plan Size (SF)	Number of Bedrooms	Number of Bathrooms
1	2,062 SF	3	2.5
2	2,225 SF	3 - 4	2.5 - 3
3	2,465 SF	4 - 5	2.5 - 3
4	2,690 SF	5	3

(See Attachment H – Architectural Plans and Attachment I - Photo Simulations)

## **Landscaping**

The Villa Serena Specific Plan, Section 4 provides design criteria for on-site landscaping. The landscape design requirements encompass “hardscape” elements such as entry monuments, signage, walls, fences, gates, paving, recreation and picnic equipment, as well as “softscape” elements such as trees, shrubs, vines and ground cover. Design requirements include California native/drought tolerant trees, plant and ground covers. The builder will install groundcover and appropriate shrubs and trees in the front yards of homes within residential areas, with the rear yards being homeowner installed. Installation of automatic irrigation within the front yards of all residential areas, common open space areas and perimeter will also be provided by the home builder. The conceptual landscape plan provides a layered and varied design that includes native plants and ornamental plants. The plan incorporates a mix of native trees like Coast Live Oak and California Sycamore as well as non-native evergreens such as Afghan Pine and Holly Oak for year-round greenery. Flowering trees include Yellow Trumpet Tree and Western Redbud to provide additional variety and color. A diverse selection of Shrubs and groundcovers include native sages, buckwheats, and deer grasses, as well as colorful options magenta rockrose and lavender create visual interest and a layered structure. This design enhances aesthetic appeal and supports sustainable maintenance and water conservation within the community. At project build-out, the HOA will maintain all landscaping within all open space areas including the 15<sup>th</sup> Street public open space area and project perimeter. Prior to the issuance of construction permits, the applicant is required to submit, for review and approval, final landscape plans for the project. Landscape plans will include all open space areas, common landscaped area, right-of-way landscaping and typical front yard landscaping.

The perimeter wall, as designed and conditioned, will be a split face block wall with a decorative cap and columns will be provided around the perimeter of the project site, including the project boundary between the open space area/ walking path and the existing residences to the south. Block walls are also required in all places in public view, including around open space areas, side yards and street side yards, etc. Prior to the issuance of construction permits, the applicant is required to submit a wall and fence plan for review and approval by the Development Services Department.

## **Open Space**

The Project provides approximately 47,000 square feet, just over one acre, of open space. As shown on the open space plan, the project includes six (6) open space elements, including a primary open space area, trail, and five (5) pocket parks. The primary open space area includes a 0.75-acre recreation area is planned with a community pool, pool house with restrooms, and areas improved with picnic tables and barbeque and picnic areas. Connected to the primary open space area is the trail, that includes exercise equipment and provides a connection to the basin trail. Included within the development, four (4) individual pocket parks totaling 9,526 square feet are planned for passive and active recreation uses for residents. The pocket parks are accessible from Project sidewalks and will include shady landscape areas with benches, picnic tables, and children’s play areas, exercise equipment and open turf. The pocket parks and trail are strategically placed above underground infrastructure, including storm drain and sewer infrastructure to ensure the City of Upland has access for future maintenance. The fifth pocket park will be constructed within the 15th Street right-of-way. Currently, 15th Street dead ends at the north-west corner of 15<sup>th</sup> Street and Fernando Avenue. This area will be utilized for a public pocket park that will include an open turf area, sidewalk around the area, and benches. Plans for the pocket parks are included within Attachment J.

## **Grading and Basin Modifications**

The primary modification to the project site includes filling in the existing basin to allow for residential construction and deepening the western portion of the remaining basin to accommodate for flood control operations. Currently, the existing basin is approx. 1,415 feet above mean sea level (amsl), with the top of the berm being approx. 1,430 asml. The project site will be filled, to level out the property to accommodate for residential development. At the eastern and western boundaries of the project site, the pad elevations will be approximately 1,429 asml, with the center of the development being approximately 1,425 asml. This

results in the project sloping towards the center, where the development will have storm water infrastructure. Furthermore, the development's sewer system will follow this slope, exiting the development and connecting to the sewer in 15<sup>th</sup> Street at the secondary access point.

Grading within the site would attempt to balance cut/fills for the site (16,765 cubic yards [cy] of cut and 80,926 cy of fill). Total earthwork for the proposed project is estimated to be approximately 46,000 cy of cut and 87,000 cy of fill, resulting in an import of approximately 41,000 cy of material.

In 2017, the consulting firm of Madole and Associates, Inc. prepared a drainage study in the City of Upland for the 15th Street Basin. Based on the analysis, the study determined that a surplus parcel of 9.2 acres, located on the westerly end of the existing basin could be created, and that the remaining basin area of 11.1 acres would be sufficient for flood control operations without impacting downstream facilities. The modifications to the remainder 11.1-acre basin include modifications to the bottom of the remaining basin from the toe of the new slope at the western edge, to a point approximately 900 linear feet to the east by grading the bottom of the basin in this area to an elevation of approximately 1,405 to 1,410 feet above mean sea level (amsl) from an existing elevation of 1,414 to 1,415 feet amsl. The excess cut material generated would be utilized as fill for the new berm to be located at the western edge of the new basin as well as for fill within the project site. The remainder of the existing flood control basin would not be modified, deepening the westerly approx. 5.5 acres of the basin, including a new berm on the western boundary and modification of the inlet/outlet structures, as shown in Image x below, as detailed here:

1. Extension of the basin inlet pipe currently located at the north-west corner of the basin will be extended approximately 1,900 linear feet through the south side of the project into the modified basin.
2. An existing local inlet pipe located approximately 300' east of the Project Site's easterly boundary will be routed through the Project Site to the modified basin.
3. An existing concrete channel located approximately 60' west of the eastern edge of the Project Site will be picked up in a new pipe and routed through the Project Site into the modified basin.
4. The basin outlet pipe will be extended approximately 1,800 feet, from the southeast corner of the modified basin westerly to the proposed Project egress, then south into 15<sup>th</sup> Street and west along 15th Street connecting to the existing outlet pipe.
5. An emergency spillway will be constructed at the intersection of Grove Avenue and the Basin

Image



For additional details, please see Attachment K – Rough Grading and Storm Drain Plans.

## ENVIRONMENTAL ASSESSMENT

On April 13, 2020, the City Council of Upland adopted a Mitigated Negative Declaration (MND), supported by an Initial Study (IS/MND), for the proposed project. A Notice of Determination (NOD) was subsequently filed on April 14, 2020. However, as mentioned above, the IS/MND was challenged in the San Bernardino County Superior Court in the case *Friends of Upland Wetlands v. City of Upland*. The court found that there is substantial evidence supporting a fair argument that the project site contains wetlands, and that the project may result in significant biological impacts, groundwater recharge impacts, noise impacts, and aesthetic impacts. The IS/MND and related approvals were set aside by the ruling. In addition, the ruling ordered consultation with the responsible agencies be undertaken to determine whether the project impacts wetlands and to address the environmental factors mentioned above.

The ruling did not require the preparation of an EIR, but staff and the applicant determined the best route to proceed with the project was the preparation of a focused Environmental Impact Report (EIR) to thoroughly analyze the project's potential environmental effects, including those issues raised in the legal challenge. The environmental topics identified in the court's ruling mentioned above were analyzed and the staff opted to expand the EIR's scope to include greenhouse gas emissions, transportation, and tribal cultural resources. In accordance with State CEQA Guidelines Section 15128, which allows the incorporation of adequately examined material from prior documents, this EIR draws upon analysis from the original Initial Study, the court's decision in *Friends of Upland Wetlands v. City of Upland*, consultation with City staff, and input received during the scoping process. Based on this the following potential environmental effects of the proposed project would be less than significant or have no impacts; therefore, these topics are "scoped out" and not further studied in detail in this EIR: agriculture and forestry resources, cultural resources, energy, geology and soils, hazards and hazardous materials, land use, mineral resources, population and housing, public services, recreation, utilities and service systems, and wildfire. Each of these environmental factors are addressed in the original Initial Study, included as Appendix A-5 in the EIR.

A Notice of Preparation (NOP) was issued on February 8, 2022, to inform responsible agencies and interested parties that an EIR would be prepared for the project. The NOP was distributed to public agencies, organizations, nearby property owners, and individuals likely to be interested in the potential impacts of the project. A public scoping meeting was held on June 8, 2022, to gather feedback on the scope and content of the EIR. Both written and verbal comments from the public were received during the scoping period and considered in the development of the EIR. Copies of the NOP, written comments, and a summary of verbal comments are provided in Appendix A of the EIR. After completion of the Draft EIR, the EIR was circulated for public review as discussed in the *Public Review* section of this report. The EIR includes attachments L, M and N, which include the Final EIR (L) that contains the response to comments, and any minor changes to the EIR, the Draft EIR (M) which contains the analysis of the project and mitigation measures and the Appendices (N), which include all the technical documents that support the conclusions and mitigation for the EIR.

As mentioned, the ruling found that the project may result in significant biological impacts, groundwater recharge impacts, noise impacts, and aesthetic impacts. These issues are summarized below:

1. **Aesthetic Impacts.** The Aesthetics section of the EIR evaluates the visual impacts of a proposed project. The analysis found that the project site is surrounded by residential neighborhoods, golf courses, and RV storage facility. The area features suburban development patterns with intermittent views of the San Gabriel Mountains, including Mt. Baldy, though these are mostly obstructed by trees and existing structures. The visual character of the site will change with the introduction of new homes and landscaping; however, the homes will be consistent in height and style with nearby developments. The Specific Plan includes design standards to maintain visual harmony, regulate lighting to minimize glare, and preserve limited public views of scenic resources. No significant

adverse aesthetic impacts are anticipated, and cumulative visual impacts are expected to be less than significant due to compliance with city design standards and policies.

2. Biological Impacts. The Biological Resources section of the EIR assesses the ecological impacts of the project. The analysis included the following:
  - a. *Biological Resources Technical Report Villa Serena Specific Plan*
  - b. *San Bernardino Kangaroo Rat and California Gnatcatcher Habitat Assessment*
  - c. *Nesting Bird and California Gnatcatcher Habitat Assessment*
  - d. *Aquatic Resources Delineation Report*

The impact analysis evaluates potential direct, indirect, and cumulative impacts of the proposed project on biological resources and habitats within the project site and considers whether the proposed project would conflict with relevant plans, policies, or regulations contained in applicable planning documents adopted by the City and other agencies for the purpose of avoiding or mitigating an environmental effect that could cause in an environmental impact to biological resources. The project area includes the entire flood control basin with riparian, wetland, and upland habitats, and a designated conservation area.

The analysis identified dominant types of Riparian and Wetland Vegetation Types, including California buckwheat scrub, cattail marshes, mule fat scrub, and scale broom scrub. Most are not considered sensitive, although scale broom scrub is ranked as a sensitive natural community.

The analysis included a review of species present on the project site, and potential habitat. The site hosts a variety of common species like coyotes, bobcats, and various birds. No federally or state-listed plant or animal species were observed during surveys, but suitable habitat exists for several special-status species, including the coastal California gnatcatcher, least Bell's vireo, Swainson's hawk, Burrowing Owl and tricolored blackbird. These species are not expected to be on-site, though some may use it during migration or for foraging.

The analysis found several ephemeral, man-made drainage features that were mapped as California Department of Fish and Wildlife (CDFW) streambeds, but they do not fall under U.S. Army Corps of Engineers or Regional Water Board jurisdiction. The analysis found that Project construction will contribute to the incremental loss of scale broom scrub in the region, including potential habitat for some special-status species. Impacts potentially include habitat fragmentation, increased edge effects, reduced habitat quality, and increased wildlife mortality. The implementation of numerous mitigation measures (BIO-1 to BIO-9) are included to ensure Project impacts are less than significant.

Mitigation measures are included that protect special status species, including nesting bird and burrowing owl surveys prior to the start of construction. In addition, the applicant shall provide evidence to the City that a qualified biologist (or biologists), approved by the California Department of Fish and Wildlife (CDFW), has been retained to perform surveys, prepare and implement mitigation plans, and/or conduct monitoring activities. This biologist shall be present on site prior to and during all ground-disturbance and habitat-disturbing activities and shall be authorized to move special species out of harms way. Furthermore, Construction crews will be trained in recognizing sensitive wildlife. For any future sightings of special-status species (e.g., burrowing owl, gnatcatcher), a qualified biologist will assess appropriate actions including delaying work, relocation under regulatory guidance and protective fencing and exclusion zones

To further protect biological resources, mitigation is included requiring the project must obtain permits from CDFW (e.g., Streambed Alteration Agreement), even if U.S. Army Corps of Engineers and Regional Water Board permits are not needed. The applicant has already began to implement this mitigation by negotiating with CDFW and completing a Streambed Alteration



Agreement. Once the project is approved, the applicant will sign the agreement (Attachment O). Finally, to full implement the agreement, a Habitat Mitigation and Monitoring Program (HMMP), as required by Mitigation Measure BIO-8 has been drafted to create a conservation area, which will consist of 1.2 acres of mule fat scrub and to enhance 0.3 acre of wetland within 1.5 acres in the eastern portion of the basin under the City's ownership.

3. Groundwater Recharge Impacts. The hydrology and water quality analysis concludes that the proposed residential development will have less-than-significant impacts on water resources. Located within the Santa Ana River Watershed and the Chino Subbasin, the site currently functions as a flood control basin and contributes to groundwater recharge. During construction, potential erosion and pollutant runoff will be controlled through a Stormwater Pollution Prevention Plan (SWPPP) and Best Management Practices under state permits. The project will not require groundwater dewatering due to groundwater levels. Once operational, stormwater from impervious surfaces will be managed through a Water Quality Management Plan (WQMP) incorporating Low Impact Development strategies. Notably, the project will enhance groundwater recharge capacity from 6.45 to 9.7 acre-feet annually. The site is outside flood or tsunami zones, and the project aligns with local and regional water quality plans, resulting in no significant impacts.
4. Noise impacts. Noise is generally defined as any unwanted sound. Noise is generally measured in A-weighted decibels (dBA) from the nearest "sensitive receptor" (residential use) and is regulated by the General Plan Safety Element, Upland Municipal Code Chapter 9.40 *Unnecessary Noise* and Federal Transit Administration, which establishes thresholds for significance. The Noise Impacts section of the EIR evaluates the noise generated by the project, including operational noise/vibration and construction noise and vibration. Operational noise is the noise generated by the project after construction resulting from traffic, stationary, and other operational noise sources (i.e. air conditioning units, open space areas). The noise analysis found that all operational noise impacts, during the day and at night, including traffic-related noise, would be less than significant, and no mitigation is warranted.

Project construction noise was analyzed and found that construction activities result in noise level increases ranging from 7.9 to 18.0 dBA above ambient during the daytime hours, therefore, the unmitigated construction noise level increase at these receptors is a potentially significant impact requiring mitigation. In addition, construction vibration was analyzed which found that sensitive receptors within 12 feet to 187 feet from typical construction activities at the project site boundary would result in vibration levels estimated to range from 60.8 to 96.6 vibration velocity decibels (VdB), exceeding the FTA Transit Noise and Vibration Impact Assessment Manual maximum acceptable vibration criteria of 78 VdB for daytime residential uses at receivers located within 50 feet of a project site.

Mitigation measures have been included (NOI-1 to NOI-9) that require the use of temporary sound barriers, limitation on the use and placement of construction equipment and compliance with the Upland Noise Ordinance in order to reduce noise impacts to less than significant.

Many comments received during the public review period included traffic concerns related to the development. To summarize, the project traffic analysis found that no significant impacts would be created by the project. The analysis considered both a Level of Service (LOS) and a Vehicle Miles Travelled (VMT) analysis.

Regarding LOS, the Study Area intersections include Campus Avenue at 14th, 15th, and 16th Street, and Coyote Run Drive at East and West 15th Street. Existing intersections currently operate at acceptable LOS (LOS D or greater) during the a.m. peak hour and p.m. peak hour in the Existing Condition. The proposed project is anticipated to generate a total of 614 two-way vehicle trips per day, with 46 a.m. peak-hour trips and 61 p.m. peak-hour trips. After project build out, the intersections, including the new project driveways, will continue to operate at LOS D or greater, therefore no impacts will occur.

The proposed project was found to meet Low VMT Area screening criterion, per the project's VMT Screening Evaluation.<sup>15</sup> As one of the three screening criteria for VMT was met, the project would not conflict or be inconsistent with State *CEQA Guidelines* Section 15064.3, subdivision (b). Impacts would be less than significant, and no mitigation measures are required.

Additional Mitigation is included to ensure the project does not cause any significant impacts. Those include mitigation related to cultural resources and tribal cultural resources, Geology and Soils, as well as mitigation carried over from the IS/MND, such as Utilities and Service System Mitigation. With the implementation of all mitigation measures, the project is not anticipated to cause any significant impacts.

## **REQUIRED FINDINGS**

In order to approve the project, the Planning Commission is required to make certain findings. Section 1 of the draft resolutions contain recommended findings for the Planning Commission's consideration.

## **RECOMMENDED ACTION**

The Planning Division recommends that the Planning Commission:

1. Recommend the City Council approve a Resolution to adopt the Environmental Impact Report and Mitigation for the project dated April 2025 (Attachment A – Environmental resolution); and
2. Move adopt a Resolution recommending that the City Council approve General Plan Amendment No. 23-0002, modifying the from Public Utilities – Flood Control (PU-FC) to Specific Plan for the Villa Serena Specific Plan (SP) (Attachment B – General Plan Resolution); and
3. Move adopt a Resolution recommending that the City Council approve Zone Change No. 23-0002 to modify the Zoning District from Public/Institutional (PB/I) to Specific Plan (SP), adopt the Villa Serena Specific Plan, and amend Section 17.09.040 of the Upland Municipal Code to list the Villa Serena Specific Plan (Attachment C – Zoning Resolution); and
4. Move adopt a Resolution recommending that the City Council approve Tentative Tract Map No. 23-0001 (TT-20245) Development Plan Review No. 23-0002. (Attachment D – Development Resolution)