

City of Ontario General Plan Update • 2 0 0 5 - 2 0 3 0 •

"A framework for the future"

prepared for the City of Ontario by:

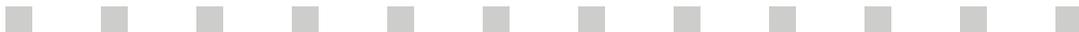


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A. BACKGROUND

The City of Ontario is located in Western San Bernardino County and within minutes of Los Angeles and Orange Counties. Incorporated in 1891 and recognized as a “Model Irrigation Colony” by an act of Congress in 1903, the City of Ontario is often referred to as the “Model Colony.” The City currently encompasses 50 square miles of land, and is home to over 170,000 people. With the 1999 annexation of 8,200 acres of primarily undeveloped dairy farm land, the population of Ontario is expected to increase by at least an additional 100,000 people at buildout. The annexed area, which is referred to as the “New



Model Colony,” creates significant opportunities and challenges. Within the City, there is much to offer including: the development of upscale homes in the New Model Colony, a diverse mix of established neighborhoods, a downtown with

opportunities of revitalization, an expanding international airport, an increasingly diverse, skilled and growing work force, and the basis for a well planned multi-modal transit system. These opportunities and challenges are illustrated in the two attached DVDs, *Creating a Global Model and Ontario State of the City 2005*.

The City of Ontario is located within an area experiencing extraordinary growth, mainly due to the easterly migration of Californians, including a growing middle and upper income population seeking refuge from costly coastal areas. The influx of more business professionals into the Ontario Region has created a greater demand for upscale offices and commercial outlets complementing the solid industrial base already located in the City. As would be expected, this has resulted in additional job growth and accelerated housing construction. As a result of conscious decisions by the City’s leaders, combined with its favorable location and other attributes, Ontario has become a significant economic driver in the Inland Empire.

Throughout the years, Ontario has successfully retained major business nodes such as “Ontario Mills,” which encompasses 1.7 million square feet and is 100 percent occupied by over 180

small and major businesses. In 2001, Ontario had the highest amount of taxable sales in the Inland Empire amounting to over \$3.6 billion. In addition to the City's large retail base, it also is the headquarters for major multi-national corporations such as UPS, which uses the Ontario International Airport as one of their major hubs. Part of Ontario's economic success can be attributed to its centralized location to major transportation lines, including I-10, I-15, and SR-60.

Ontario is home to five community colleges, including Chaffey College and several private universities. A number of other private and public universities, including several California State University campuses and the Claremont Colleges, are within easy commuting distance. However, the City of Ontario has distinct challenges with an Academic Performance Index well below the state average. This is in part a result of a large population of non-native English speaking residents.

Since Ontario is an older City with a downtown in need of a major renovation and a majority of housing stock over 30 years old, the City is presented with revitalization challenges. The Downtown has long been under-utilized. It requires major revitalization to bring it back to life and in turn revitalization efforts need to complement the future direction of the City. With a population that has mixed feelings regarding the future of this area, it has become a major but sensitive topic for Ontario community leaders. The lack of adequate infrastructure in older sections of the City, which are built out, creates

unique challenges for the City to find methods to fund infrastructure improvements in these areas. The older housing also creates challenges for the proper integration with the New Model Colony (NMC). It is important for the City not to



be divided in two, split between the old and new housing stock, and to find ways to revitalize and upgrade aging areas of the City and successfully integrate them with the New Model Colony.

In recent years, the City has taken the position of running itself like a corporation and ensuring that it makes sound decisions, which benefit the prosperity and overall quality of life for Ontario. Development Impact Fees (DIFs) have been established, master plans have been recently updated, and annual Council Goals have been adopted and are reflected in the budget. It is important for the updated General Plan to capture this corporate style and become a guiding document for the entire City. The City's new General Plan will integrate the Council Goals and provide a framework to channel resources and measure efforts toward those goals.

B. STATUS OF THE CURRENT GENERAL PLAN

The City of Ontario’s current General Plan last received a comprehensive update in 1992. Since that time, the City prepared a 1998 General Plan Amendment, which established the Sphere of Influence General Plan, for the 8,200 acre “Agricultural Preserve,” which was subsequently annexed into the City in November 1999 as the New Model Colony. The following table outlines the General Plan Elements that are currently included in Ontario’s General Plan for the “Original Model Colony,” which pre-existed prior to the 1999 annexation.

<i>General Plan Element</i>	<i>Last Update</i>	<i>Comments: Relation to Typical General Plan Elements</i>
Hazards: (A Hazards Mitigation Plan was adopted in 2005)	1992	Land Use, Conservation, Open Space, Noise, Safety
Airport Environs	1992	Land Use, Circulation, Housing, Open Space, Noise, Safety
Natural Resources	1992	Land Use, Conservation, Open Space
Aesthetic, Cultural, Open Space, and Recreational Resources	1992	Land Use, Housing, Open Space
Community Development	1992	Land Use and Housing
Infrastructure	1992	Land Use, Circulation, Conservation
Housing	1992	Land Use and Housing

C. PHASE ONE GENERAL PLAN ANALYSIS

In order to better assess the issues facing the City of Ontario in the next 20-25 years, a Phase I General Plan Analysis was prepared by Hogle-Ireland, Inc. A CD containing that analysis is attached. The scope of this analysis included:

- Interviews with City Council, Planning Commissioners, City Staff and key community stakeholders;
- A detailed review of the existing General Plan to evaluate its effectiveness (including the efficiency and effectiveness of every policy), and to determine compliance with current legislation;
- A determination of compliance with the existing General Plan Implementation Measures; and
- An issues analysis of the City, which identifies short-term and long-term issues, as Ontario moves from a local/regional economy to a global economy.

The existing Ontario General Plan only reflects a short-term vision, with overly detailed implementation measures, which do not project beyond a five-year time frame. It was written to be legally competent, however, the visioning opportunities were compromised in order to resolve diverse community opinions.

A summary of overarching issues facing Ontario was compiled as a result of this Phase I assessment. These are as follows:

- Ontario’s Role in the Region - The City has chosen not only to be an active participant in what goes on in the Inland Empire, but to take a leadership role in several areas including business development and growth, and influencing regional decision-making on such major topics as transportation and circulation, housing, technology, employment and education. How the City chooses to exercise and develop its role in the future needs to be more fully articulated and reflected in the policies and programs selected for inclusion in the updated General Plan;



- Creation of an Integrated/Shared Vision for Ontario’s Future – A Vision for Ontario that has been prepared with the assistance and broad participation of its diverse citizenry will be an effective planning tool. A Vision Statement will allow the policies that are adopted as part of the updated General Plan to have a greater chance of success. Although the City Council has been elected to establish City policy direction and to be the ultimate decision-maker, they have a tradition of appreciation and respect for community input. Of course, there will never be sufficient resources to accommodate all of the demands that will be placed on the City. Therefore, the General Plan Update process will need to include an approach to obtaining input that weighs competing interests and presents clear alternatives to City Council;
- Growth Monitoring – The City is very good about tracking building permits, projecting growth and monitoring routine jurisdictional indicators. The City desires to move beyond this and into an effective yet economically viable method of broadly utilizing thresholds and triggers to identify the appropriate time to take predetermined actions, to track development patterns (not just development), to ensure consistency of timing between development and infrastructure, and to implement a monitoring system that permits assessment of progress toward the completion of General Plan objectives;
- Integration of Cultural and Physical Diversity – The rapid demographic and

economic changes occurring in the City, coupled with the intensity of those yet to come (New Model Colony, airport expansion, etc.), will present a challenge to the creation of a stronger sense of community and the capacity to maintain community cohesiveness over time. Carefully crafted policies, which have been prepared with the participation of a broad spectrum of interests, will be an important ingredient to the successful maturation of an economically and socially cohesive community;

- Urban Form and Land Use Transportation Linkages – An expected population increase of at least another 100,000 people, impacts from the rapid population growth in adjacent jurisdictions, the expansion of the airport, enormous increases anticipated in the movement of goods by rail and truck through Ontario, and proposed high speed passenger rail with proposed stops in Ontario, etc., indicate the need for creative uses and reuse of land and solutions to the movement of people and goods to and from the City. Even when considering



the significant population increases that have occurred in the Inland Empire in recent years, the potential impacts from the magnitude of growth that are expected is unprecedented. Traditional planning solutions will need to be reexamined and alternative solutions considered; and

- Development of an Environmental Impact Report (EIR) – The approach the City intends to use to prepare the Update will result in broad policy directives and a need for quantifiable and discrete implementation programs. This approach will require a carefully crafted EIR, which legally defends, supports, and comprehensively analyzes and mitigates, potential impacts anticipated from the implementation of the General Plan.

In addition to the overarching issues facing the City, specific issues were identified which further clarify the purpose of the General Plan Update. These are summarized as follows:

- To provide guidance in the land use changes necessary to achieve the highest and best use of land surrounding the Ontario International Airport;



- To protect the financial/fiscal integrity of the City as it transitions from a local and

regional economy to a global economy, establishing the City as “the economic driver of the Inland Empire;”

- To integrate technology into the future vision for Ontario, planning for infrastructure needs and technological links necessary to ensure the successful transition into a technologically advanced community;
- To provide direction in the preservation and revitalization of the historic residential and retail areas facing issues of older infrastructure and infill construction;
- To protect and enhance the Downtown core;
- To successfully plan for future modes of circulation, and the traffic patterns within and around the City as it continues to experience growth pressures relating to the Ontario Airport expansion and the New Model Colony, in addition to the residential, commercial and industrial infill development within the Original Model Colony;
- To establish a vision for the community which incorporates the principles of “Sustainable Development,” including but not limited to: infill development in the Downtown core, Ontario Mills, and the adjacent Ontario Center consisting of mixed use and enhanced areas of walkability; the revitalization and creation of identities for existing neighborhoods; and planning for compact residential development in the New Model Colony supported by efficient transit systems, and nearby employment centers;

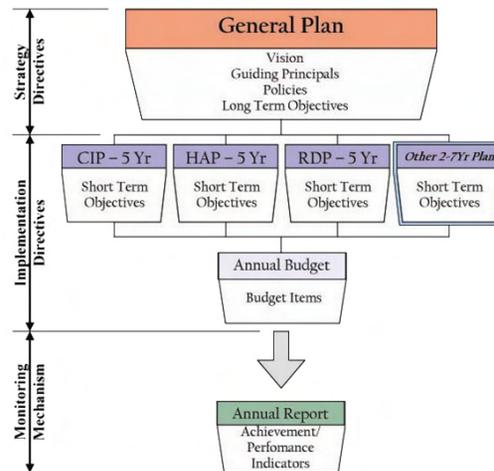
- To create an internally consistent General Plan, which supports and coordinates an extensive and detailed system of infrastructure master plans supported by development impact fees; and
- To fiscally evaluate alternative growth scenarios for the New Model Colony and other areas such as the Downtown, which have additional growth capacity, and to investigate the fiscal impacts to the Original Model Colony, as it transitions to a more mature jurisdiction.

D. SCOPE OF WORK

When considering the mechanics of updating the Ontario General Plan, the City is requesting that the consultant prepare an update of the City of Ontario’s entire General Plan, including an Economic Development Element, and possibly a Historic Preservation Element. Finally, it will be necessary to perform a General Plan fiscal impact study to ensure a fiscal balance of land uses, as well as an analysis of the fiscal impacts on the City’s infrastructure.

The General Plan, which will ultimately be adopted by the City Council, will establish a vision for the future of the City. The General Plan is to be a policy document, which is not hampered by detailed short-term implementation measures. Instead, implementation of this vision is to be established through guiding principles, objectives and policies located in the City’s General Plan, which identify the actions necessary for the City to accomplish its vision. These guiding principles, objectives, and policies are to be further articulated in more detail in the City’s implementation documents such as the Capital Improvement Program, the Housing Assistance Plan, the Redevelopment 5-Year Implementation Program, and the 5-Year Consolidated Plan (which are not part of this scope of work). General Plans are often written as separate and

distinct documents from cities’ master plans and budget documents, which can result in conflicting documents that may not reflect the same policies regarding the location and timing of areas of growth. Ontario desires to take the



next step and use the City’s Infrastructure Plans and Budget documents as implementation/action measures for the General Plan policies. As a result, the General Plan needs to incorporate the City Council’s Goals and Objectives, and the implementation of these Goals and Objectives is to occur in the City’s Annual Budget process. The City is also seeking increased measurability of General Plan implementation actions. Monitoring

of the City’s performance in implementing the General Plan is to be an integral part of the City’s Annual Budget and Reporting process, which will include annual reporting regarding the achievements of the closing year, along with the proposed performance measures for the upcoming year.

The City has not identified a General Plan of another jurisdiction that provides the administrative and organizational approach that would result in the level of guidance/direction, implementation and monitoring the City is seeking. However, plans of several other jurisdictions have been identified as each containing some attributes, which the City of Ontario wishes to consider in designing an Update. The jurisdiction and the attribute(s) are identified as follows:

- Cities of Pasadena/Petaluma, California - Use of guiding principles (www.ci.pasadena.ca.us); www.cityofpetaluma.net);
- City of Azusa, California - Clear and easy to understand language, and effective use of graphics (www.ci.azusa.ca.us); and
- Howard County, Maryland - Use of multiple visions, well designed monitoring system (www.co.ho.md.us).

The following areas of interest/disciplines are presented to provide additional guidance to prospective respondents so that, as teams are assembled, all areas of expertise needed by the City are considered.

A. Economic Development Element

In addition to the seven Elements required by State Law, the City is recommending inclusion of an Economic Development Element. Economic growth of viable businesses and industry is a key consideration for the City of Ontario and it is important that it be facilitated through the General Plan. The Leadership in Ontario feels the City should be run, to the extent feasible, like a corporation knowing that sound business methods and fiscal responsibility need to be practiced.

B. Historic Preservation

Although not necessarily at the level of a separate element, special consideration needs to be given to Historic Preservation and Community Character. Historic preservation has long been an



item of discussion as it relates to the Downtown and many of the especially significant residential and commercial neighborhoods. However, policies directed toward defining what role historic preservation will play in the philosophy of the updated General Plan need to be fully articulated. Not as well defined are the opportunities and

feasibility of preserving portions of the heritage of the New Model Colony.

C. Specific Plans

The City has over 30 specific plans, which will need to be analyzed to determine their appropriateness with the community’s current vision for those areas, as well as for consistency with the General Plan.

D. Fiscal Analysis

A fiscal analysis of the General Plan Land Uses will be included in the General Plan Update. The fiscal analysis will be comprised of a minimum of two parts: 1) An examination of alternative growth scenarios in the New Model Colony and other areas such as the Downtown, which have additional growth capacity; and 2) An investigation into the fiscal impacts of the City’s transition in the Original Model Colony, to a more mature jurisdiction.

E. Land Use Survey

The consultant shall conduct a comprehensive, parcel-by-parcel land use survey that will be created in a GIS format compatible with ESRI ArcView. Much of the groundwork for this survey has been completed through updates to the City’s various master plans. This information will be made available for this effort. Additionally, GIS staff will meet with the consultant prior to commencement of fieldwork.

F. Comprehensive Assessment of Alternative Growth Scenarios

A comprehensive assessment of alternative growth scenarios that accurately compare traffic impacts, air quality impacts, public services and utility demands, impacts to natural resources and other indicators of quality of life such as



jobs/housing balance shall be prepared. This assessment shall include the preparation of maps illustrating alternative growth patterns as overlays onto maps of existing conditions.

G. Thresholds of Significance

The consultant shall recommend which impacts should be evaluated, and the thresholds of significance for those impacts, to ensure that all future development projects do not generate adverse environmental impacts, as defined by the California Environmental Quality Act (CEQA).

H. Public Input and Participation

The ability to recruit and engage stakeholders, to draw out those who have something to say, and

the expertise to utilize several communication mediums to receive General Plan input, is viewed as essential. Equally important is the ability to analyze input, take from it what is meaningful, and use it to develop City policies and formulate the vision for Ontario’s future.

I. GIS

A GIS-based tool to track the progress of the General Plan in order to analyze its successes and shortcomings is essential. The administration of the General Plan should include establishing systems/procedures for tracking incremental development activities. Regardless of the approach that is ultimately selected, the tracking system should assess a proposed or implemented project’s level of consistency with the goals, objectives, and/or policies of the City Council, the General Plan Elements, the Capital Improvement Program and other selected documents.

J. Data Management Tools

Appropriate data management tools, such as Microsoft Shareware, are required to effectuate the Ontario General Plan Update process.

K. General Plan Environmental Impact Report

A Program EIR shall be prepared for the General Plan Update in accordance with the latest procedural and substantive requirements of the California Environmental Quality Act (CEQA). The consultant shall be responsible for the procedural steps, including the preparation of the Initial Study, Notice of Preparation, Notice of

Completion, Notice of Determination, Statement of Overriding Considerations (if necessary), Facts and Findings, and Response to Comments. The consultant shall also be responsible for scheduling, noticing and conducting scoping meetings. Policy and implementation programs shall be assessed for their impacts and mitigation measures shall be defined. The EIR shall reference pertinent analysis of the General Plan sufficient to allow for enactment of future development in the City, consistent with the updated General Plan. A technical appendix shall be part of the EIR and shall include all supporting documents.

L. General Plan Staff Advisory Committee

A General Plan Staff Advisory Committee shall be formed under the direction of the City Manager to provide input and guidance throughout the preparation of the General Plan Update. One of the first and highest priorities should be to prepare a Draft Vision Statement with the input from the community and the Staff Advisory Committee. This Vision Statement should guide further work on the Update.

As has been identified in the previous pages, there are non-routine attributes that the City intends to pursue and adopt as part of the General Plan. In preparing the Statement of Qualifications, firms should be certain that they and/or their teams have the skill set necessary to meet the City’s expectations for preparation of these General Plan components.

E. INFORMATION RESOURCES

The selected consultant will be expected to consult and coordinate with all appropriate governmental agencies at the federal, state, regional, and local levels as deemed pertinent to the preparation of the General Plan Update and EIR. The following information is available for the City of Ontario:

- 2005 City Council Goals and Objectives
- Ontario General Plan, 1992
- Ontario General Plan Final Environmental Impact Report
- Ontario General Plan Fiscal Impact Report
- New Model Colony General Plan Amendment
- Sphere of Influence Final Environmental Impact Report, Volumes 1 & 2 and Addendum
- Ontario Transportation Implementation Plan, New Model Colony, 2001
- City of Ontario Housing Element
- Ontario Development Code and Zoning Map
- Downtown Ontario Design Guidelines
- Economic Development Strategy, 2002
- Demographic, Economic and Quality of Life Data
- City of Ontario Retail Center Guide
- Redevelopment Agency Five Year Implementation Plan, 1999-2004
- City of Ontario Final HUD Consolidation Plan
- Annual Budget
- Comprehensive Park & Recreation Master Plan, Original Model Colony, 2002
- Sphere of Influence-Parks, Recreation & Biological Resources Implementation Program, 1999
- Master Facilities Plan for the City of Ontario, 2003
- Five Year Capital Improvement Program
- Water Master Plan for City of Ontario, 2000
- Sewer System Master Plan for the City of Ontario, 1995
- Ontario Master Plan of Major Storm Drains, Original Model Colony, 2003
- Master Plan of Drainage for the New Model Colony, 2000
- Assessment of Land Use Compatibility Criteria West of Ontario International Airport, 2000
- Traffic Analysis Zones Land Use Survey
- GIS Data Layers
- Citywide Digital Orthophotographs

F. INSURANCE REQUIREMENTS

The selected consultant will be required to provide the City with Certificates of Insurance evidencing coverage up to \$3,000,000 for General Liability and \$1,000,000 for Automobile Liability Coverage. Consultant’s insurance carrier must be admitted and licensed to do business in the State of California and have a rating of A VII. The City shall be named as additionally insured on all certificates.

G. PROFESSIONAL SERVICES AGREEMENT

Attached for the consultant’s review is a generic copy of the City’s standard form of Professional Services Agreement.

At the time of submittal of the Statement of Qualifications, any proposed variations to the Agreement’s text are to be specifically noted for consideration by the City Attorney and Risk Manager. Variations (if any) submitted by the short listed firms will be evaluated; however, no guarantee of the acceptability of any proposed change is made or implied.

H. DISCRETION & LIABILITY WAIVER

All costs incurred by consultants relative to a qualifications submittal or proposal preparation are their sole responsibility. The City reserves the right to reject all proposals or to request and obtain, from one or more of the consulting firms submitting proposals, supplementary information as may be necessary for City staff to analyze the proposals pursuant to the criteria outlined above.

The City may require consultants to participate in additional rounds of refined submittals prior to the ultimate selection. These rounds could encompass revisions of the submittal criteria in response to the nature and scope of the initial proposals.

The consultant submitting a response to either the RFQ or the RFP waives all right to protest or seek any legal remedies whatsoever regarding any aspect of this request. Although it is the City’s intent to interview only a small number of the most qualified consulting firms, the City reserves the right to choose any number of qualified finalists to participate in the RFQ/RFP process.

I. RFQ FORMAT, CONTENT & SELECTION PROCESS

Step 1 – Statement of Qualifications

As stated, the City will be following a two-step selection process. The first step is the submission to the City of qualification statements from interested planning firms. The second is the submission of comprehensive General Plan Update Proposals by a short listed group of planning firms having previously submitted their qualifications.

Please submit eight copies of your firm’s qualifications, each of which includes the following:

1. A cover letter which includes name, address, phone number, and email address of the person(s) to contact who is authorized to represent and bind your firm to all comments made in the Statement.
2. An item-by-item response identifying:
 - a. Your firm’s role and experience in completing general plan updates. The Statement should be as responsive as possible to the project as it has been presented;
 - b. The names, addresses, telephone numbers and

contacts of three California clients for whom you have completed general plan updates;

c. Any sub-consultants you will retain to carry out this project and a detailed description of their experience relating specifically to the preparation of general plan updates. The City encourages the use of sub-consultants in order to form project teams for specialized areas of expertise, such as public workshop facilitation, traffic, etc.;

d. Resumes for the key personnel who will be assigned to the General Plan Update (not more than one page for each person); and

e. The identification of tasks you would include in a Scope of Work in the event you are asked to submit a Proposal and a general description of the approach or methodology to be utilized in addressing them.

Step 2 – The Selection Process and Request for Proposal

A City of Ontario Oversight Committee will evaluate all eligible Statements of Qualifications. Submittals will be judged on the basis of the following:

- Demonstrated ability to successfully manage a general plan update;
- Familiarity and prior experience with similar projects;
- Level of creativity in designing the General Plan Update process;
- Ability to work with the public and build consensus;
- Experience with digital publishing and Geographic Information Systems (GIS) technology;
- Knowledge of Livable Communities/Smart Growth concepts; and
- Knowledge of implementation and community indicators.

recommendation to the City Council for final consultant selection. If for any reason negotiations are unsuccessful, the second most qualified firm will be asked to negotiate a Scope of Work for the general plan update.

It should be noted that proposals will not be judged exclusively on any one of the above criteria.

Only those firms judged most qualified, based on their qualifications, will be invited to participate in the remainder of the selection process. Upon the completion of the evaluation of the Statements of Qualifications, the City will invite a limited number of firms, whose qualifications most closely match the City’s expectations, to submit proposals. At that time the City will provide additional information regarding the required content and the format of the formal proposals.

Request for Proposals will be evaluated and followed by oral interviews with the Oversight Committee. The City will then select the most responsive firm with which to negotiate a Scope of Work. Assuming a successful negotiation process, the Oversight Committee will make a

J. PROJECT SCHEDULE

The following schedule is provided to outline the consultant selection process. Although the dates given represent the proposed schedule, the City may adjust these dates as necessary.

<i>Date</i>	<i>Task</i>
July 2005	RFQ/RFP distributed to consultants
August 2005	Qualifications due to City
August 2005	Consultants selected to participate in RFP process
September 2005	Proposals due to the City
October 2005	Proposal review is completed by City Oversight Committee
October 2005	Consultants selected for interviews
October 2005	Consultants interviewed
October 2005	Scope of Work determined
November 2005	City Council considers Professional Services Agreement
November 2005	Selected consultant begins work upon submittal of Certificates of Insurance
February 2007	Completion of Draft General Plan Update
April 2007	Certification of EIR, Adoption of General Plan Update

Thank you for your consideration of the City of Ontario’s General Plan Update. Any questions that you have should be directed to Cathy Wahlstrom, Principal Planner. The City’s preferred method of communication is via e-mail at: cwahlstrom@ci.ontario.ca.us.

K ATTACHMENTS

- Disc 1 Creating a Global Model (DVD)
- Disc 2 Ontario State of the City 2005 (DVD)
- Disc 3 Hogle-Ireland Phase I Assessment and
City of Ontario Standard Agreement (CD)