

4. Environmental Analysis

4.1 LAND USE AND HOUSING

This section of the Draft SEIR evaluates the Project's consistency with applicable land use plans and policies in the City of Redlands.

4.1.1 Environmental Setting

4.1.1.1 REGULATORY BACKGROUND

State

General Plan

State planning law (California Government Code, § 65300 et seq.) requires every city in California to adopt a comprehensive, long-term general plan for the physical development of the city and of any land outside its boundaries (e.g., designated Sphere of Influence and Planning Area) that—in the planning agency's judgment—bears relation to its planning. A general plan should consist of an integrated and internally consistent set of goals and policies that are grouped by topic into a set of elements and are guided by a citywide vision. State law requires that a general plan address seven elements or topics (land use, circulation, housing, conservation, open space, noise, and safety), but allows some discretion on the arrangement and content. Additionally, each of the specific and applicable requirements in the state planning law should be examined to determine if there are environmental issues within the community that the general plan should address, including hazards and flooding.

Regional

Southern California Association of Governments

The Southern California Association of Governments (SCAG) is a regional council of governments representing Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura counties, which encompass over 38,000 square miles. SCAG is the federally recognized metropolitan planning organization (MPO) for this region and a forum for addressing regional issues concerning transportation, the economy, community development, and the environment. SCAG is also the regional clearinghouse for projects requiring environmental documentation under federal and state law. In this role, SCAG reviews proposed development and infrastructure projects to analyze their impacts on regional planning programs. As the southern California region's MPO, SCAG cooperates with the South Coast Air Quality Management District, the California Department of Transportation, and other agencies in preparing regional planning documents. The City of Redlands is within the San Bernardino Council of Governments sub-region of SCAG.

Local

Proposition R

Beginning with Proposition R in 1978, the voters of the City of Redlands have adopted three initiative measures in response to residential development within the City. Residential development peaked during the

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1980s, when 20 percent of the current housing stock was constructed in a single decade. Since that period, residential growth has slowed substantially.

Measure N

Measure N, a zoning ordinance that amended Proposition R, was approved by the voters in 1987. The measure limits the development of residential dwelling units to 400 units per calendar year. Of the 400 units, 50 units are reserved for single-family homes on existing lots of record, with the remainder to be allocated according to a competitive evaluation system which emphasizes design factors. The Measure also restricts changing land designations or zoning to a higher density than Rural Estate (R-E) for those lands designated as urban reserve agricultural on June 1, 1987, and limits development on steep slopes.

Measure U

Measure U, adopted by the voters in 1997, further articulated growth management policies. This General Plan Amendment reinforced and modified certain provisions of Measure N, adopted Principles of Managed Growth, implemented restrictions on noise, and reduced the development density of San Timoteo and Live Oak canyons by creating a new land use category: Resource Preservation. Measure U limits the development potential of this part of Redlands characterized by steep slopes and natural resources.

Measure U amended the Redlands General Plan Land Use Element to “plan for” a housing mix of 75 percent single-family and 25 percent multi-family dwelling units at buildout. The City Council has adopted a clarification of this policy determining that condominiums (which are considered multi-family dwellings by the Census and the Department of Finance) will be considered single-family dwellings for purposes of this calculation. The measure has not proved to be a hindrance for Redlands to achieve its regional housing fair share needs, and Redlands continues to have a certified Housing Element.

Measure U also includes traffic level of service standards, seeking to ensure that future growth can be adequately served by the transportation system. Certain types of development are exempted from Measure U, including single-family residential development on existing lots of record, remodeling of existing single-family homes, development directly related to “proposed Metrolink,” and development projects within Specific Plan no. 45 upon a super-majority vote of the City Council.

Redlands Downtown Specific Plan No. 45)

The City’s Downtown Specific Plan No. 45 was adopted in 1994 and amended several times through 2017. Its purpose is to provide a comprehensive set of standards for land use, development design, and public improvements for the Downtown area, and its primary goal is to create a compact, pedestrian-oriented environment that is consistent in character and density with the older Redlands core. The specific plan establishes the Town Center (TC), Town Center-Historic (TC-H), and Service- Commercial (S-C) land use districts to organize permitted land uses in the planning area. The specific plan also establishes standards for building aesthetics, including architectural guidelines and standards regarding height, floor area ratio (FAR), setbacks, facades, landscaping, lot coverage, building materials, and parking locations. For the area as a whole, the specific plan also addresses streetscape priorities and design, open space and parks, and historical preservation.

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Methodology of General Plan EIR

In computing the residential buildout for the 20-year horizon of the 2035 General Plan, existing residential development, currently proposed projects, and future development were considered. These were derived as follows:

- **Existing residential development.** These estimates were derived from the City's geographic information system (GIS) database. The database contains detailed information about the number of structures on each parcel, usage, and Assessor's information. It is highly accurate and is regularly updated by City staff. Data used to calculate buildout was gathered for existing residential development as of March 2016. The analysis produced a current population estimate of approximately 68,049 residents and 26,749 housing units within the City of Redlands. These numbers are consistent with 2015 population estimates from the California Department of Finance and the U.S. Census Bureau's 2010 housing estimates.
- **Currently proposed projects.** Projects currently under construction, entitled, going through the entitlement process, or in the early stages of development review in the City's Development Services Department as of November 2016. While it is possible that some of these projects may not be constructed, using real totals from approved and planned projects provides the most accurate buildout estimate for vacant parcels.
- **Future residential development.** Future residential development takes into account the realistic maximum number of potential units that could be built under the proposed land use designations (excluding any overlay districts such as the Housing Preservation Overlay Zone or the Transit Village Overlay Zones).

Future Development in Transit Villages

For residential areas within the Transit Villages, areas were identified that could be developed for mixed-use or residential uses. These areas consist of mostly vacant or underutilized parcels or areas planned for redevelopment such as the Redlands Mall. The associated acreage was then multiplied by the total maximum number of units permitted. For example, areas designated High Density Residential would permit 27 dwelling units per gross acre.

Two composite factors were then applied to account for the likelihood of buildout within the 20-year planning horizon and for development constraints that are present in any development or redevelopment of a site.

- In this instance, the likelihood of buildout within the planning horizon is also impacted by the timeline of the development of the rail stations, and associated infrastructure. As of 2016, only three of the five proposed stations are planned to be built and rail service to these three stations is not projected to begin until 2021. Therefore, a factor of 70 percent was applied to a potential maximum number of units given the associated timelines.

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- Factors that reduce the number of potential units developed include: the limit on residential development within a 500-foot Air Quality Management District (AQMD) buffer applied along the I-10 freeway; parcels that are narrow, shallow, or oddly shaped; challenges of assembling parcels that can support a higher density project; development requirements for setbacks, yards, parking, and other factors that limit density; and the desire of some property owners to build projects with only commercial or office uses. A factor of 80 percent of the potential maximum units was applied to account for these limiting factors. An 80-percent factor translates to approximately 22 dwelling units per gross acre under the High Density Residential designation, which allows a maximum of 27 dwelling units per gross acre. Some developments are likely to be much lower density than projected given site constraints, and some may be higher if a density bonus is applied.

The General Plan EIR also applied a 5 percent vacancy factor to new development on vacant land. This factor was used to determine population at buildout. This SEIR does not apply this factor as the vacancy of developed homes occurs after construction and therefore after any physical impacts associated with the development.

Methodology in the Draft SEIR

The City's Geographic Information System division calculated the vacant land by land use designation and zoning within the TVPA as shown in Tables 3-2 and 3-3 of this Draft SEIR. As the voter-approved initiative measures primarily address single-family and multiple-family development, non-residential uses are not part of the analysis. The approximately 19.03 acres of vacant Multiple Family Residential Zoned land shown in Table 3-3 was multiplied by 27 units to the acre. This resulting figure is compared to the assumptions used in the 2035 General Plan EIR regarding buildout of the 2035 General Plan. Vacant multiple family residential land was chosen for the analysis because of its immediate availability for multiple family residential development. Redeveloping a site with existing buildings or seeking approval to place residential uses on a commercial site, is much more involved, and requires approval of a conditional use permit as well as a site plan review. Multiple Family Residential development is a permitted land use on multiple family residential zoned land and requires only a site plan review pursuant to RMC Section 18.60.250. A site plan review focuses only on the design of the project rather than the whether the land use is appropriate.

4.1.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- LU-1 Physically divide an established community and induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).
- LU-2 Cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.

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LU-3 Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.

4.1.3 Summary of General Plan EIR Impacts

By improving connectivity within and between existing and proposed neighborhoods, the 2035 General Plan would provide more linkages within the City and surrounding area. The 2035 General Plan describes specific improvements in street connectivity, bicycling, walking, and transit. The Transit Village concepts aim to extend the breadth of commercial clusters to nearby neighborhoods and across I-10. Finally, the trail system aims to provide a comprehensive pedestrian network throughout the entire City. The proposed Project does not change existing land use designations, nor does the Project eliminate the policies identified in the 2035 General Plan as addressing Land Use impacts.

The 20-year buildout projected in the 2035 General Plan assumes that the majority of development would occur on infill sites within urbanized areas of the City. As infill sites are scattered throughout the City and are generally already served by public services and facilities, there would not be a significant increase in population and business in one particular part of the City as a result of the proposed Ballot Initiative. The 2035 General Plan does not directly displace any housing units, businesses, or people. Redevelopment of existing uses would likely occur; however, such development would take place over time as the market allows and would result in a net increase in dwelling units. Though it is impossible to guarantee residents would not be displaced as a result of implementation of the 2035 General Plan, the 2035 General Plan policies seek to preserve existing neighborhoods.

Population

According to the California Department of Finance, the population of the City was estimated to be approximately 71,839 as of 2019, comprising approximately 3.7 percent of San Bernardino County's total population of 2,192,203. The 2035 General Plan, as shown in Table 5.1-1, *Projected Residential Population (2035)*, of the 2035 General Plan EIR, would accommodate a population of 79,013 people by buildout, within the City of Redlands, which is an increase of approximately 10 percent of the 2019 population. The projected population total for the City at buildout is less than SCAG's 2035 population projection of 83,400 residents.

Housing

By buildout, the 2035 General Plan is projected to result in a total of approximately 22,553 single-family dwelling units and 8,551 multifamily dwelling units, which is a total of 31,104 dwelling units in the City, as shown in Table 4-4 in the Livable Community chapter. SCAG projected approximately 31,600 households in the City by 2035. Most of the housing needs of this projected population would be met by housing units provided in Redlands under the 2035 General Plan. For those households in excess of the number of housing units projected, housing needs would likely be met in the City's Sphere of Influence outside of the Redlands' city limits. Dividing the 2035 General Plan buildout population for Redlands of 79,013 residents by the assumed person per household calculation of 2.65 results in 29,816 total projected households. Applying the same persons per household to SCAG's 2035 population projection of 83,400, Redlands would result in an estimate of 31,471 households.

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4.1.4 Environmental Impacts of the Proposed Project

Impact 4.1-1: The proposed Project would not divide an established community, nor would the proposed Project directly or indirectly result in population growth in the project area. [Threshold LU-1]

Dividing an Established Community

The proposed Project will not result in construction; but the proposed Ballot Initiative would allow the City to consider taller buildings and more intense development (up to 27 dwelling units per acre) without a 4/5ths vote of the City Council.

A concern raised during the notice of preparation period was the potential for the proposed Project to allow larger buildings that could visually and physically divide parts of the TVPA. As shown in Table 3-1, *Existing Land Use Summary*, in Chapter 3, *Environmental Setting*, the 2035 General Plan already allows for a range of development types (e.g. commercial, industrial, single and multi-family residential) within the TVPA. Existing zoning standards established by the Redlands Municipal Code (RMC) that apply in the TVPA currently allow for taller buildings. For example, properties located within the boundaries of the existing Downtown Specific Plan (SP45) have a three stories or 55 foot height limit; properties that are zoned C-3, General Commercial have no height limit (§ 18.92.130 RMC); and properties that are zoned Industrial have a 50 foot height limit (§ 18.108.100 RMC). Relatedly, properties zoned R-3, Multiple Family Residential, may be constructed up to 4-stories (§ 18.60.120 RMC).

If approved, the proposed Project would eliminate the 4/5ths vote and findings required to allow residential projects with a density of more than 18 units to the acre to exceed 35 feet within the TVPA. While the 4/5ths vote and findings would allow a multiple family residential structure in excess of 35 feet, Section 18.60.120 would restrict the building to four stories. Typically, a four-story residential structure can be designed within a 40-foot height, although some design features may extend beyond 40 feet. Section 18.152.030 of the RMC governs the design elements that could exceed maximum height restrictions. As the existing condition allows projects to exceed the 35-foot height limit with a 4/5ths vote, and if this requirement is removed, the underlying multiple family residential zoning standards would still be applicable, and the resulting buildings would be similar in height with or without the proposed Project.

The 2017 General Plan EIR indicated that the General Plan would not result in uses or development that would physically divide any established community, nor would it propose new highways or infrastructure that would physically divide the community. The 2017 General Plan EIR indicated that no impacts would occur, as identified on page 3.10-11 of the General Plan EIR, and similarly, the proposed Project would result in no significant impacts, as the proposed Project would be required to comply with the policies and actions of the 2035 General Plan.

Inducing Population Growth

The 2035 General Plan would result in an increase of 3,422 dwelling units (not including currently proposed housing units); 10,964 residents, as shown in Table 2.3-5, *Projected Population at Buildout (2035)*, of the 2035

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General Plan EIR; and 14,561 jobs as shown in Table 2.3-6, *Projected Non-Residential Buildout (2035)*. The proposed Project could result in a potential total of dwelling units by 171 (see Table 4.1-3) within the TVPA, by buildout of the 2035 General Plan. The 171 units represents a population of approximately 453 residents. Assuming that all residents are new to the City, this could increase the 2019 population by 0.63 percent. If applied to the projected 2035 population of 79,013, the total of 79,466 represents an increase of 0.57 percent, and remains below the SCAG 2035 population estimate of 83,400. The SCAG population estimate is used for regional planning.

According to Table 2.3-4, of the projected 3,422 dwelling units, 2,124 units would be single-family residential and 1,298 units would be multi-family residential at buildout. Additionally, of the 3,422 dwelling units, a total of 1,148 dwelling units (224 single-family and 924 multi-family units) would be constructed within the Transit Village.

As the proposed Project does not adopt any new policies that would change the design or intensity of development beyond what was evaluated in the 2035 General Plan EIR, there is no impact on the potential to divide an established community. Moreover, the proposed Project would not significantly affect the regional growth of the City and would be consistent with the overall population and employment growth forecasts evaluated in the 2035 General Plan EIR. As indicated on page 5-3 of the General Plan EIR, the impacts of the General Plan EIR would not be growth-inducing beyond regional forecasts, and the proposed Project would not result in new or more significant impacts in this regard.

Impact 4.1-2: Project Implementation would not conflict with applicable plans adopted for the purpose of avoiding or mitigating an environmental effect. [Threshold LU-2]

Many of the provisions of the Measure U address annexation, expansion into the rural periphery of the City, and along the Santa Ana River. Focused on the TVPA, the proposed Project does not affect any of the existing measures that address these issues. Further, the growth management policies, and municipal code requirements continue to apply to areas of the City outside of the TVPA.

Measure N is a zoning ordinance that amended Proposition R to limit the development of residential dwelling units to 400 units per calendar year. Of the 400 units, 50 units are required to be reserved for single-family home on existing lots of record as of the date of the Measure, with the remainder to be allocated according to a competitive evaluation system which emphasizes design factors. The Measure also restricts changing land designations or zoning to a higher density than Rural Estate (R-E) for those lands designated as urban reserve agricultural on June 1, 1987, and limits development on steep slopes. The proposed Project would amend Measure N and Proposition R to remove the TVPA from the annual dwelling unit limitation, but retain the annual dwelling unit limitation for the remainder of the City.

Table 4.1-1, *Applicability Between Proposed Project and Measures U, N, and Proposition R*, includes a column identifying policies established by Proposition R, as amended by Measure N; and by Measure U. In the adjacent column, the applicability of those policies to the proposed Project is stated as follows:

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- **Continues to Apply.** Policies that would continue to apply to proposed development within the TVPA if the proposed Project is approved.
- **Would not Apply.** Policies that would not apply to proposed development within the TVPA if the proposed Project is approved.
- **Not Applicable.** Policies that would not apply to proposed development within the TVPA because they are inapplicable to the TVPA, if the proposed Project is approved.

Table 4.1-1 Applicability Between Proposed Project and Measures U, N, and Proposition R

Provisions	Applicability to Proposed Project
MEASURE U	
1A.10 Principle One – The cost of infrastructure required to mitigate the effects of new development shall be paid by that new development.	
a) Development Fee Policy – In accord with the provisions of California Government Code Sections 66000 et seq., all development projects as defined therein shall be required to pay development fees to cover 100% of their pro rata share of the cost of any public infrastructure, facilities or services, including without limitation police and fire services, necessitated as a result of such development. The City Council shall set and determine development fees sufficient to cover 100% of the estimated cost of such public infrastructure, facilities and services based on appropriate cost-benefit analyses as required by the provisions of California law.	Would not Apply. Proposed development within the TVPA would not be subject to this constraint.
b) Socio-Economic Cost/Benefit and Findings Required – Every development project proposal requiring a General Plan Amendment, Zoning Amendment, Subdivision Map, Specific Plan, or for projects involving structures larger than 5,000 square feet, Conditional Use Permit approval, shall submit a socio-economic analysis and cost/benefit study, which shall also be included in all environmental documents submitted to the extent permitted by law, identifying the source of funding for necessary public infrastructure and reflecting the effect of such development on the City, as part of the application process. The City Council shall publish notice of and hold at least one public hearing at which the public may appear and be heard to consider the socio-economic cost/benefit study. Approval of the development project shall only occur if the socio-economic study finds and determines to the satisfaction of the City Council that the development project 1) will not create unmitigated physical blight within the City or overburden public services, including without limitation the sufficiency of police and fire protection, and 2) the benefit of the development project to the City outweighs any direct cost to the City that may result. The City Council may, however, approve a development project for which the socio-economic study fails to make the required findings or determinations if the City Council finds and determines upon a 4/5ths votes of its total authorized membership that the benefits to the City from the development project outweigh the negative socio-economic effects that may result.	Would not Apply. Proposed development within the TVPA would not be subject to this constraint.

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Table 4.1-1 Applicability Between Proposed Project and Measures U, N, and Proposition R

Provisions	Applicability to Proposed Project
<p>c) Impacts of New Development on Public Schools Shall be Mitigated – A mandatory component of the socio-economic cost/benefit studies shall be an analysis of the effect of the proposed development on public school facilities and resources, and shall include proposed measures to mitigate any identified adverse impacts on school facilities to the greatest extent permitted under California law.</p>	<p>Would not Apply. See above. Socio-economic studies, including an analysis therein of school impacts by proposed development, would not be required for development proposed within the TVPA. California Government Code 65995 establishes the method for addressing school impacts related to future development that preempts any City mitigation. This provision of the Government Code remains unaffected by the proposed Project.</p>
<p>1A.20 Principle Two – Development within the planning area and sphere of influence of the City of Redlands shall conform to development standards within the City.</p>	
<p>a) Development Agreements – All development agreements entered into by the City and developers pursuant to California Government Code Sections 65864 et seq. after the Effective Date (12/12/1997) of this initiative measure as defined in Section 3 hereof, shall conform to the policies contained in the Redlands General Plan.</p>	<p>Would not Apply. Proposed development within the TVPA would not be subject to this constraint.</p>
<p>b) Extension of Public Utilities Outside the City Limits – No extension of City-provided utility services to areas outside the City limits shall occur until such areas are properly annexed to the City, except that utility services may be extended to areas outside the City limits without prior annexation if all of the following conditions are met:</p> <ol style="list-style-type: none"> 1. The area to be served is not contiguous to the City of Redlands; and, 2. The City and the land owner have entered into a properly recorded and binding pre-annexation agreement establishing covenants running with the land that assure full compliance with all development standards of the City of Redlands, payment of all capital improvement and other development fees which would be applicable to the property if it were within the City limits at the time of extension of such services, and immediate processing of annexation to the City at the City's request; and, 3. The land owner agrees as a condition of extension of utility facilities to serve the proposed development to pay the full cost of such extension of such utility facilities. 	<p>Not Applicable. The proposed Project is located within the TVPA which is completely within the City limits; therefore, no extension of utility services outside of the City's boundaries is needed to serve proposed development within the TVPA.</p>
<p>1A.30 Principle Three – Land use classification set forth in the Redlands General Plan provide for an appropriate range of densities for residential development and intensity of commercial and industrial development in the City of Redlands.</p>	
<p>a) Number of Land Use Classifications and Density Standards Shall Not Be Increased – The density standards set forth in Paragraph 4.40, "Residential Land Use Classifications," of Section 4.0, Land Use Element, of the Redlands General Plan shall not be increased and no new residential land use classification shall be added, without a vote of the people.</p>	<p>Would not Apply. Proposed development within the TVPA would not be subject to this constraint.</p>
<p>b) Prohibition on Transfer of Density – In order to assure that development occurs in a rational way, no transfer of residential development rights from lands other than those designated for single-family residential shall be permitted, and then such transfers of single-family residential density shall only be permitted to create or preserve agricultural, open space, school or park uses.</p>	<p>Would not Apply. Proposed development within the TVPA would not be subject to this constraint.</p>

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Table 4.1-1 Applicability Between Proposed Project and Measures U, N, and Proposition R

Provisions	Applicability to Proposed Project
<p>1A.40 Principle Four – Agricultural uses of land are important to the culture, economy, and stability of the City of Redlands and shall be preserved to the greatest extent consistent with the will of the people as expressed in Proposition R and Measure N, and consistent with the policies of the State of California set forth in Government Code Section 51220.</p>	<p>Not Applicable. There are no agricultural lands within the TVPA.</p>
<p>1A.50 Principle Five – Preservation of San Timoteo Canyon as a water conservation, recreational, equestrian and wildlife refuge resource for residents of the City of Redlands is essential to the health, safety and general welfare of the community. Development in this area shall only occur in a manner that preserves the area in as natural a state as possible, whether such development is for residential, commercial or flood control purposes.</p>	<p>Not Applicable. The proposed Project does not encompass the San Timoteo Canyon area.</p>
<p>1A.60 Principle Six – Limitations on traffic levels of service and use of designated roadways, restrictions on permanent outdoor advertising signs and the proliferation of billboards, imposition of reasonable noise standards in residential areas and control of slope densities are essential to managing growth within the City by preventing undue urbanization and its attendant urban blight, the degradation of public services and over-intensive development of land.</p>	
<p>a) Levels of Traffic Service throughout the City Shall be Maintained – To assure the adequacy of various public services and to prevent degradation of the quality of life experienced by the citizens of Redlands, all new development projects shall assure by appropriate mitigation measures that, at a minimum, traffic levels of service are maintained at a minimum of LOS C throughout the City, except where the current level of service is lower than LOS C, or as provided in Section 5.20 of the Redlands General Plan where a more intense LOS is specifically permitted. In any location where the level of service is below LOS C at the time an application for a development project is submitted, mitigation measures shall be imposed on that development project to assure, at minimum, that the level of traffic service is maintained at levels of service that are no worse than those existing at the time of an application for development is filed, except as a provided in Section 5.20b.</p>	<p>Would not Apply. Proposed development within the TVPA would not be subject to this constraint.</p>
<p>b) Collector and Local Street Standards Shall be Maintained – No development shall be approved which will generate traffic volume on residential collector streets or local residential streets in excess of the standards set forth in the Redlands General Plan at Sections 5.32a and 5.32b. Roadways shall be designed and designated for use in accord with the standards set forth in GP Figure 5.3 of the Redlands General Plan.</p>	<p>Would not Apply. Proposed development within the TVPA would not be subject to this constraint.</p>
<p>c) Circulation Patterns Shall Protect Residential Neighborhoods from Increase Traffic Congestion – Traffic circulation patterns shall be established and maintained within the City in a manner that protects the character of residential neighborhoods as set forth at Sections 5.30i, 5.30j, and 5.30k of the Redlands General Plan. Major infrastructure improvements within the City designed to accommodate regional traffic needs shall be designed, constructed and financed in a manner which discourages increased traffic flows through residential neighborhoods, encourages traffic flows to existing freeway system and makes prudent use of federal and local taxpayer dollars. The City Council shall coordinate with</p>	<p>Would not Apply. Proposed development within the TVPA would not be subject to this constraint.</p>

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Table 4.1-1 Applicability Between Proposed Project and Measures U, N, and Proposition R

Provisions	Applicability to Proposed Project
<p>the San Bernardino Association of Governments (SANBAG), the inland Valley Development Authority (IVDA) and the City of San Bernardino with regard to all Santa Ana river crossings, except the Orange Street crossing, to assure the development of California Street/Mountain View Avenue as a major arterial providing access to the San Bernardino International Airport.</p>	
<p>d) Designated Scenic Highways within the City Shall be Maintained – Where improvement of any scenic or historic drive highway or roadway is required, the City shall take all action authorized by California law to ensure that those roadways retain characteristics which justify their designation as scenic or historic roadways, including without limitation, capacity restrictions.</p>	<p>Would not Apply. Presently, there are no designated scenic or historic highways or roadways located within the TVPA. To the extent such highways or roadways were designated in the future within the TVPA, they would not be constrained by this provision of Measure U.</p>
<p>e) Permanent Outdoor Commercial Signs Shall Be Limited in Size – To accommodate the need for permanent outdoor commercial signs in a manner that provides the least intrusion on the community and the least risk of visual blight, no permanent outdoor commercial sign shall be approved that exceed 120 square feet in size except by variance and/or conditional use permit approved by a four-fifths (4/5) vote of the entire authorized membership of the City Council. No “readerboards” or “billboards” shall be permitted.</p>	<p>Would not Apply. Proposed development within the TVPA would not be subject to this constraint.</p>
<p>f) Noise Standards in Residential Areas Shall be Established to Protect Residential Use of that Land – Among the most damaging aspects of high density residential development is a degradation of residential noise standards. Accordingly, noise standards must be stringent enough to assure residents reasonable quietude in their homes.</p>	<p>Continues to Apply. The Noise Element of the 2035 General Plan will apply within the TVPA. All future development must comply with the City of Redlands Community Noise Control Ordinance (Chapter 8.06).</p>
<p>g) Slope Density Limitations Shall be Maintained – To preserve hillside vistas and character of the City of Redlands, no development projects shall be approved in the Hillside Overlay areas that is inconsistent with the slope density standards set forth in Section 4.42m of the Redlands General Plan.</p>	<p>Not Applicable. There are no Hillside Overlay areas within the TVPA.</p>
<p>PROPOSITION R, as amended by MEASURE N</p>	
<p>Annual Development Limitations (Section 3, Proposition R). Henceforth, further residential development shall be limited to four hundred (400) dwelling units per calendar year. In any given year, if less than four hundred (400) units are approved or constructed, the unused number may not be carried forward to any future year.</p>	<p>Would not Apply. The 400 dwelling units per calendar year limitation would not be applicable to development within the TVPA, but the 400 dwelling unit limitation would apply within the remainder of the City.</p>
<p>Subdivision Applications; Competitive Evaluation and Selection Process (Section 4, Proposition R). The City shall accept subdivision development applications in final approval form for each calendar year at a prescribed time. The City shall competitively evaluate the submitted applications for quality in at least: tract design, architecture and construction proximity and access to available city and school services, preservation of agricultural land, low income and minority housing requirements, senior citizen needs and price. The City shall select those applications, within the limits of section 19.04.030 of this chapter, which are superior in overall evaluation, for building permit approval. The City shall amend the existing procedure for competitive evaluation within ninety (90) days from the date of adoption of the</p>	<p>Would not Apply. Neither subdivision projects nor single family infill development projects proposed within the TVPA would be subject to this constraint.</p>

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Table 4.1-1 Applicability Between Proposed Project and Measures U, N, and Proposition R

Provisions	Applicability to Proposed Project
<p>ordinance codified herein to make the procedure and evaluation system consistent with Measure N.</p> <p>To encourage construction of single-family infill housing, the City Council shall reserve until October 1 of each year, fifty (50) of the four hundred (400) authorized building permits for the construction of single-family homes on existing lots of record as of the effective date of Measure N.</p>	
<p>Water and Sewer Service Extensions; Annual Limitations (Section 6, Proposition R). The City shall not make water or sewer service allocations or connections to more than one hundred fifty (150) dwelling units outside its corporate boundaries in any calendar year. Water or sewer service shall not be extended to any dwelling unit which is not within the city's adopted sphere of influence and which is not zoned or prezoned consistent with the Redlands general plan or plan for development of the sphere of influence area. Water or sewer service connections made pursuant to this provision which are not used or allocated within a given calendar year may not be carried forward to any future year.</p>	<p>Not Applicable. The proposed Project is located in the TVPA, which is entirely within the City limits. This provision of Proposition R, as amended by Measure N, has no application to the TVPA.</p>
<p>Urban Reserve (Agricultural) Lands (Section 10, Proposition R). No lands designated as urban reserve (agricultural) on the Redlands general plan map as the same existed on June 1, 1987, shall be rezoned or changed to a different general plan designation which would permit a density higher than the R-E designation as the same existed on June 1, 1987, in the Redlands city zoning ordinance unless the city council finds, by four-fifths (4/5) affirmative vote by the total authorized council membership, that each and all of the following is true:</p> <ul style="list-style-type: none"> A. There are specific overriding benefits to the city and its residents and taxpayers from the proposed density increase; B. The proposed density increase will not cause any adverse environmental impacts, either individually or cumulatively, directly or indirectly; C. The proposed density increase will not convert viable agricultural lands to nonagricultural uses; D. The proposed density increase will not have a growth inducing effect on other property. 	<p>Would not Apply. The TVPA does not contain any agricultural lands, and if it did, development of such lands would not be subject to this constraint.</p>
<p>Policy to Preserve and Foster Agriculture. It is declared to be the policy of the City of Redlands to preserve and foster agriculture as a vital industry and a desirable open space use because of our high soil quality, favorable climate, low water costs and economic benefit to our community. It is further declared to be the policy of the city to retain, wherever feasible, agricultural lands in private ownership and to encourage and assist the maintenance and formation of locally owned farms. The City shall forthwith adopt such policies, ordinances and resolutions as may be necessary to achieve these goals, including, but not limited to, the following:</p> <ul style="list-style-type: none"> a. The City shall establish programs to encourage and assist owners in the replanting of dying groves and/or vacant agricultural land, for the installation of water conserving irrigation systems and/or for the protection of agricultural land from theft, 	<p>Would not Apply Presently, no lands within the TVPA are designated as agriculture. If lands within the TVPA were designated as agricultural in the future, they would not be subject to this constraint.</p>

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Table 4.1-1 Applicability Between Proposed Project and Measures U, N, and Proposition R

Provisions	Applicability to Proposed Project
<p>vandalism and dumping. Total cost of this assistance shall be borne by those directly benefited;</p> <p>b. Plan and implement programs wherever feasible in appropriate areas for recreational opportunities for biking, equestrian and hiking uses, consistent with farming needs, agricultural uses and wildlife protection;</p> <p>c. Develop and implement public service and infrastructure standards compatible with and appropriate to agricultural and rural living purposes.</p>	
<p>Planning to Minimize Adverse Impacts to the City's Sphere of Influence Area. The City shall forthwith initiate a planning process leading to the development and adoption of a plan for the ultimate development of the City's sphere of influence area. Until such plan is adopted by the City, the city shall not, unless compelled by law to do so, initiate or approve any annexations to the City. Upon adoption of the plan required by this section, the City may initiate and/or approve annexations consistent with the plan.</p> <p>The City's plan for sphere of influence area shall meet, at minimum, all of the following criteria:</p> <p>a. The plan shall extend, at minimum, the provisions of Proposition R and of Measure N to the sphere of influence area;</p> <p>b. The plan shall identify and make provision to protect sensitive wildlife, open space, and agricultural lands;</p> <p>c. The process leading to adoption of the plan and its implementation shall include residents of the sphere of influence area and shall include notice and public hearing; and</p> <p>d. The plan shall require that upon annexation, new development in the sphere of influence area shall pay all costs of providing public services and urban infrastructure to such development.</p>	<p>Not Applicable. The proposed Project is not within the City's Sphere of Influence.</p>
<p>Conformance of General Plan and Code. The Redlands City General Plan and this code shall be amended forthwith to conform with the requirements of Measure N. To the extent that any policy or provision of Measure N is not self-executing the City Council shall promptly enact such regulation and ordinances as may be necessary to carry out the purposes, intent and directives hereof. The provisions of Measure N are expressly declared to be minimum requirements.</p>	<p>Would not Apply. Proposed development projects within the TVPA would not be required to comply with Proposition R, as amended by Measure N.</p>

Multiple Family / Single Family Unit Mix

If the proposed Project is approved, housing units within the TVPA would not count toward the Measure U planning goal of achieving a mix of 75 percent single family and 25 percent multiple family housing units citywide. As a result, future projects could increase density within the TVPA changing the overall percentage of single and multiple family residential units in the City. The housing units shown in Table 4.1-2, *Population and Housing Units 2000 – 2019*, shows that the existing ratio of conventional

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single-family homes to other housing types may currently exceed the 75/25 percent expectation outlined in the 2035 General Plan. Encouraging more density in the TVPA may reduce expectations to build higher density in the remainder of the community allowing the ratio in those areas of the City to remain unchanged or move closer to the citywide goal of 75/25 multiple-/single-family residences.

Table 4.1-2 Population and Housing Units 2000 - 2019

Year	POPULATION			HOUSING UNITS					Units per Year	Persons per Household
	Total	Household	Group Quarters	Total	Single Detached	Two to Five+	Mobile Homes	% Two To Five+		
2000	64,308	62,312	1,996	24,982	16,868	7,197	917	28.81%		2.63
2001	65,678	63,642	2,036	25,205	17,018	7,251	936	28.77%	223	2.66
2002	66,753	64,676	2,077	25,423	17,164	7,304	955	28.73%	218	2.69
2003	67,641	65,524	2,117	25,580	17,331	7,273	976	28.43%	157	2.72
2004	68,471	66,314	2,157	25,874	17,630	7,248	996	28.01%	294	2.72
2005	68,738	66,541	2,197	26,182	17,832	7,336	1,014	28.02%	308	2.71
2006	68,670	66,433	2,237	26,370	17,977	7,362	1,031	27.92%	188	2.69
2007	68,726	66,448	2,278	26,539	18,085	7,406	1,048	27.91%	169	2.68
2008	68,617	66,299	2,318	26,604	18,159	7,381	1,064	27.74%	65	2.67
2009	68,752	66,394	2,358	26,636	18,201	7,354	1,081	27.61%	32	2.68
2010	68,747	66,379	2,368	26,634	18,203	7,346	1,085	27.58%	-2	2.68
2011	69,418	67,050	2,368	26,664	18,233	7,346	1,085	27.55%	30	2.70
2012	69,843	67,475	2,368	26,685	18,235	7,365	1,085	27.60%	21	2.71
2013	70,026	67,658	2,368	26,703	18,234	7,384	1,085	27.65%	18	2.70
2014	70,185	67,817	2,368	26,703	18,236	7,382	1,085	27.64%	0	2.72
2015	70,827	68,459	2,368	26,762	18,294	7,382	1,086	27.58%	59	2.74
2016	71,033	68,665	2,368	26,787	18,319	7,382	1,086	27.56%	25	2.74
2017	71,236	68,868	2,368	26,903	18,350	7,467	1,086	27.76%	116	2.76
2018	71,441	69,073	2,368	26,973	18,420	7,467	1,086	27.68%	70	2.77
2019	71,839	69,471	2,368	27,045	18,496	7,463	1,086	27.59%	72	2.78

Source: California Department of Finance Demographic Research Unit, E-8 and E-5 Reports

Density and Height Limitation

Without making all of the following findings, and a 4/5ths vote of the total authorized membership of the City Council to approve a project, a development project is limited to a density of 18 units per acre and 35 feet in height:

1. There are substantial and overriding economic or social benefits to the City and its residents and taxpayers from the proposed density or height increase.

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2. The proposed density or height increase will not cause adverse environmental impacts, either individually or cumulatively, directly or indirectly.
3. The proposed density increase will not have a growth-inducing effect on other property.
4. The resulting use will be compatible with uses on adjacent land.
5. The proposed density increase will not require substantial expansion of public infrastructure, facilities or services.

The proposed Project would remove the requirement for these findings within the TVPA allowing the 2035 General Plan maximum of 27-units to the acre to apply without the need for a 4/5ths vote. The RMC however, will still apply to multiple family residential development larger than a fourplex within the TVPA. The Architectural Review Criteria (RMC Section 18.20.170) establish the following must be considered by the Commission in review of the project:

1. Site layout, orientation, location of structures and relationship to one another, as well as open spaces and topography;
2. Harmonious relationship of building with existing and proposed adjoining developments;
3. Maximum height, area, setbacks and overall mass of buildings, as well as other structures such as walls, screens, towers or signs, and effective concealment of all mechanical equipment;
4. Harmony of construction materials and colors in relation to all exterior elevations;
5. Location and type of planting, with due regard for the preservation of specimen trees upon a site;
6. Design and appropriateness of signs in relation to the architectural style of the building;
7. Glazing or image reflective surfaces (specular reflectance) shall be limited to a maximum reflectance value of twenty five percent (25%).

The findings for approval of a site plan in the RMC are similar to those in Measure U and will continue to apply to projects within the TVPA. The difference is that if the proposed Project is approved, the Council can approve projects with a simple majority rather than a 4/5ths vote.

If the proposed Project is approved, a 4/5ths vote would not be necessary to exceed the 35-foot height limitation of Measure U within the TVPA. However, the 4-story limit established in the R-3 Multiple-Family Residential District would apply. zoning standard established by Section 18.60.120 of the RMC.

As shown in Table 4.1-3, *Maximum Potential Unit Yield within the TVPA Without 4/5ths Council Vote*, there are approximately 19.03 acres of land zoned for multiple family residential. Table 4.1-3 calculates the change in the number of units that could be built if all the available land was able to accommodate the maximum density allowable in the 2035 General Plan.

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Table 4.1-3 Maximum Potential Unit Yield within the TVPA Without 4/5ths Council Vote

Zoning	Acres	Existing Yield	Proposed Project	Difference
Multiple Family Residential	19.03	353	514	171

If the buildout methodology in the 2035 General Plan EIR is followed, the unit yield would be approximately 80 percent of the maximum allowable density resulting in approximately 137 more units that could occur without a 4/5ths vote of the Council. The estimated 514 multiple family units is below the 924 units estimated in Table 2.3-4 on page 2-29 of the 2035 General Plan EIR for Transit Village Housing by 2035. The 2035 General Plan EIR evaluated environmental impacts associated with the full 27-units to the acre. No mitigation measures are included in the 2035 General Plan EIR for Land Use and Housing and as the proposed Project is within the development assumptions for the 2035 General Plan EIR. Thus, because the proposed Ballot Initiative does not alter the maximum buildout potential for properties within the TVPA, or the City, and because the land use designations remain the same and the total maximum intensity development remains unchanged, the proposed Ballot Initiative would not have new or more significant impacts with respect to conflicts with existing land use plans.

Annual Residential Unit Cap

The provision of Proposition R which restricts the number of residential permits that could be issued in a single calendar year would not apply within the TVPA if the proposed Project is approved. Table 4.1-2 shows the population growth from 2000 to 2019 as estimated by the California Department of Finance who bases growth, in part, by the numbers of building permits reported by jurisdictions annually. Table 4.1-2 shows that on average, the City added 109 new homes per year. The proposed Project does not represent a significant increase in the number of housing units and does not exceed the estimates in the General Plan EIR used for evaluating buildout of the 2035 General Plan. Therefore, the proposed Ballot Initiative would not result in new or more significant impacts in this regard.

The General Plan EIR indicated on pages 3.10-14 and 3.10-15 that no impacts would occur if the 2035 General Plan does not conflict with any other agencies' land use policies or plans and if amendments to City policies and regulations are detailed in the General Plan. Similarly, as the proposed Project would not result in new or more significant impacts, no impact would occur.

Impact 4.1-3: Project implementation would not result in displacing people and/or housing. [Threshold LU-3]

The 2035 General Plan EIR indicated that the majority of development in the 2035 General Plan area is composed of residential uses, which are not anticipated to undergo substantial land use changes. The 2035 General Plan focuses on infill residential development opportunities in vacant areas in the City, while policies seek to preserve existing neighborhoods. The 2035 General Plan EIR indicated that it would be possible that some homes may be lost in the event of redevelopment of sites where housing currently exists. However, under the 2035 General Plan, the overall number of dwelling units would increase and provide housing to

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serve the diverse needs of the community, meaning that potentially displaced people would be able to find housing elsewhere in the community. As indicated in Impact 4.1-2, there would be an increase of 3,422 dwelling units in the City, and of these dwelling units, 1,148 dwelling units would be located in the TVPA.

As stated previously, the proposed Project is a ballot initiative that, if approved by voters, would allow the City Council to consider future projects within the TVPA without the burden of the annual residential dwelling unit limitation. The proposed Project does not propose any specific development. The proposed Project would not increase or change the overall land use buildout assumed and analyzed in the 2035 General Plan EIR, therefore, the proposed Project would not affect population in the City or regional growth as the proposed Project would be consistent with the overall growth forecast assumed in the 2035 General Plan EIR. 2035 General Plan Policy 4-P.2 (“Provide for the expansion of housing and employment opportunities while ensuring a high quality of life is maintained in Redlands”) and Policy 4-P.16 (“Promote a variety of housing types to serve the diverse needs of the community”) would continue to be applicable under the proposed Project. As indicated on page 3.10-16 of the General Plan EIR, the General Plan EIR had less than significant impacts on the displacement of people and housing, and similarly, the proposed Project would not result in new or more significant impacts related to the displacement of people or housing.

4.1.5 Cumulative Impacts

The land use effects of the proposed Project are limited to the TVPA, with all other provisions of the 2035 General Plan applying to the remainder of the City. Cumulative population and housing impacts are assessed relative to the City’s 2035 General Plan and regional plans, including SCAG’s 2016-2040 RTP/SCS population, housing, and employment projections.

The cumulative current and future projects in the City would include projects with residential components. Full build out under the 2035 General Plan would result in an increase of 4,355 dwelling units, which include pipeline housing units and future development under the 2035 General Plan. Therefore, the future buildout scenario within the City would be 31,104 dwelling units, 79,013 residents, and 31,471 households by 2035. Approval of the proposed Project would allow up to a total of 171 dwelling units within the TVPA without a 4/5ths vote of the City Council.

Table 4.1-4, *Projected Population Buildout (2035)*, shows the existing (2016) and projected residential and population growth in the City of Redlands at buildout, as indicated in the General Plan EIR.

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Table 4.1-4 Projected Residential Buildout (2035)

	Single-Family Residential	Multi-Family Residential	Total
1. Existing (2016) ¹	19,877	6,872	26,749
2. Pipeline ²	552	381	933
3. Future Development - Total	2,124	1,298	3,422
4. Future Development – Outside of Transit Villages ³	1,900	374	2,274
5. Future Development – Transit Village Housing ⁴	224	924	1,148
Total at Buildout	22,553	8,551	31,104

¹ Data for existing residential housing units was derived from the City's GIS databased as of March 2016.

² Pipeline housing units include projects that were under construction, had been entitled, or were in the planning stage as of November 2016.

³ Future buildout outside of the Transit Villages was estimated for the 20-year horizon of the General Plan. These figures were derived by analyzing the maximum number of potential units that can be built based on proposed land use designations considering historical density growth patterns.

⁴ Housing estimates in the Transit Village areas were calculated separately from the rest of the Planning Area owing to their priority in the planning process. It should be noted that certain factors limit the amount of residential development with the Transit Villages. The most significant of these is the 500-foot AQMD buffer applied along the I-10 freeway. The process of calculating Transit Villages buildout was similar to the process for future buildout outside of the Transit Villages.

As shown in Table 4.1.4, lines 1, 2 and 4 of this table represent existing housing, plus housing approved but not constructed, plus future development outside of the TVPA. If the figures on these three lines are totaled, they represent approximately 74.5 percent single-family and 25.5 percent multiple family. As the target percentages are excluded from the TVPA, line 5 is excluded from the calculations. As calculated, the proposed Project does not result in a change in multiple family/single family percentage in the City as a whole. Measure U only requires that the City "plan for a housing mix at buildout" of 75% single-family and 25% multi-family, for purposes of this SEIR, the calculated 74.5/25.5 percent ratio is acceptable.

As noted in this section, the City can currently approve the maximum allowable density of 27-units to the acre (i.e., the total of 171 dwelling units), as permitted under the 2035 General Plan, by making a series of findings and a 4/5ths vote of the Council. Page 2-31 of the General Plan EIR states that the numbers in Table 4.1.4 evaluated environmental impacts of the 2035 General Plan using the density of 27-units per acre for properties within the TVPA. The result of the proposed Project would be to eliminate the super-majority requirement and potentially allow for more than 400 residential building permits to be issued in a calendar year within the TVPA. The maximum potential buildout of 514 units from Table 4.1-3 of this SEIR, represents less than two years of buildout under the 2035 General Plan. The proposed Project has the potential of accelerating the buildout of the 2035 General Plan by two years. However, no significant cumulative impact is anticipated, as the total unit yield is within the estimates evaluated in the 2035 General Plan EIR and below the regional population estimates for the City. The proposed Project's contribution to land use, population and housing, is not considered cumulatively considerable.

4.1.6 References

Southern California Association of Governments (SCAG). 2016, April 7. Final 2016–2040 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS): A Plan for Mobility, Accessibility, Sustainability, and a High Quality of Life.
<http://scagrtpscs.net/Pages/FINAL2016RTPSCS.aspx>.