

RESOLUTION NO. 6801

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF REDLANDS
APPROVING TO THE CONVERSION OF AGRICULTURAL LAND TO
RESIDENTIAL LAND PURSUANT TO SECTION 4.40s OF THE REDLANDS
GENERAL PLAN**

WHEREAS, by ballot initiative in 1997, Measure “U” was enacted by the residents of the City to amend the Redlands General Plan and establish comprehensive growth management principles to preserve, enhance and maintain the quality of life in the Redlands community; and

WHEREAS, the Redlands Commons development project (the “Project”) site currently contains active agricultural production, thus making the provisions of Measure “U” applicable to the Project; and

WHEREAS, pursuant to Measure “U”, the number of residential units allowed by the R-E density on the 22.9 net acres of the Project site (inclusive of the 0.72 Open Space Parcel) would be 68 units; and

WHEREAS, the purpose of the following analysis is to determine whether the increased density from three units per acre to 8.97 units per acre (an increase of 131 dwelling units) would be consistent with the mandatory findings required under this policy;

NOW, THEREFORE, be it resolved by the City Council of the City of Redlands as follows:

Section 1. In accordance with Section 4.40s of the Redlands General Plan, the City Council of the City of Redlands hereby approves the redesignation of lands designated “Urban Reserve” in the Redlands General Plan (as of June 1, 1987) or in active agricultural production (as of November 3, 1986) to permit residential density greater than the Estate Residential (R-E) classification as the same existed as of June 1, 1987, based upon the following findings:

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

The Project will create substantial and overriding economic or social benefits to the City and its residents and taxpayers from the proposed density. Implementation of the Project will create several tangible benefits, including the creation of housing and employment opportunities and increases in property and sales tax revenues. The City has conducted a Socio-Economic Cost/Benefit Study that quantifies the tax revenues that would be generated as a result of the Project for the City, and has determined that the residential component will result in a \$66,677 positive balance to the City. The residential and commercial portions of the Project would generate approximately 126 new long-term full-time and part-time jobs. In addition, approximately 410 short-term construction jobs are projected as a result of the Project. As stated in Guiding Policy 4.40l of the City’s General Plan, “the substitution of residential development

for business park would reduce projected traffic congestion. Peak hour traffic generated by each acre of Medium Density development would be about 25 percent of that resulting from the alternative combination of office, retail, and industrial uses. About 10 to 20 percent of employed residents would be likely to work within the EVC.” Lower traffic generation and the proximity of housing to jobs would provide substantial and overriding economic and social benefits to the City.

The Project will help the City fulfill housing needs in a fast-growing part of the City. The smaller sized lots with detached single family homes would add to the mix of homeownership products available in the City. These smaller lot detached single family homes will provide homeownership opportunities to those who may not desire the increased maintenance costs and responsibilities of owning a house situated on a larger sized lot. Further, the creation of new single-family homes proximate to new and existing employment opportunities will reduce miles traveled and thus air pollution so as to increase the quality of life in the City and for its residents.

The Project will also add substantially to the tax revenue accruing to the City that helps fund infrastructure and public services, which is a direct economic benefit to the City, particularly because the Project would connect to existing infrastructure in the Project area. Further, the Project developers will pay developer impact fees for transportation and other infrastructure improvements, park fees and the Redlands Commons and school impact fees as well into the City’s General Fund. From a social benefit standpoint, the Redlands Commons Project has been designed to include a central open space area for gathering, recreation and socialization of Project residents, and the increased density would benefit additional persons than would occur if only 68 units were allowed. The developer impact fee for parks would help fund additional parks in the City, which is a social benefit.

The Project would accomplish the following objectives:

- Create one Concept Plan for the project site that promotes orderly and cohesive development for the entire Project to prevent piecemeal development of the site that could result in a mix of incompatible uses.
- Create a high-quality, comprehensive, and integrated residential and commercial development to accommodate existing and future demand for homes and services in the City.
- Provide a residential component that would be proximate to the new high school, and would act as a buffer and transition between existing residential neighborhoods, the high school and commercial uses.
- Provide a development of physically connected mixed uses that creates a synergy between uses.
- Provide a pleasing urban landscape that would enhance the aesthetic and visual quality of the area and provide recreational opportunities for residents.
- Provide employment opportunities for City residents near residential development in order to reduce miles traveled and air pollution.

- Provide a central park in the residential component that includes a play area for children.
- Provide a community commercial center to serve the surrounding residences.
- Locate new commercial retail, restaurant, office, and neighborhood services uses along a major arterial and in close proximity to a freeway exit/entrance, in order to facilitate public access and reduce air pollution.
- Create pedestrian connections between the commercial services for the residents so as to reduce vehicle trips and air pollution.
- Locate new development on a site that does not have a *Williamson Act* contract and/or is not reserved by the City for agricultural use.
- Provide a cluster design for the residential component integrated with central open space and recreational facilities and linked by an internal network of landscaped streets and meandering sidewalks to encourage a sense of place and social interaction between residents.
- Contribute to the logical and orderly development of the City and avoid leapfrog development by locating new residential and commercial development on a site that is designated for urban uses in the East Valley Corridor Specific Plan.
- Provide artwork components to the commercial area that commemorate the heritage of the area.
- Expand the City economic base by increasing property and sales tax revenues.
- Transition the site to urban land uses that are economically feasible.
- Provide the infrastructure necessary to meet Project needs in an efficient and cost-effective manner.
- Utilize architectural design, lighting, signage and landscape materials to give the project a distinctive and pleasing appearance.
- Reuse some of the existing cut stone curbs on the Project site in the landscape design.
- Install meandering landscaped sidewalks around the development to encourage social interaction between residents, patrons of the retail center, employees, and the surrounding neighborhood.
- Provide new detached single-family homeownership opportunities on smaller-sized lots that are more reasonably priced for first-time homebuyers.
- Place an emphasis on common open space rather than private open space in individual yards in order to bolster a sense of community.

B. The proposed density increase will not cause adverse environmental impacts, either individually or cumulatively, directly or indirectly.

The City's General Plan states in Guiding Policy 4.40s that land once in agricultural production on November 3, 1986 shall not be re-designated or rezoned to permit residential density greater than the Estate Residential (R-E) classification, unless the proposed density increase will not cause adverse environmental impacts, either individually or cumulatively, directly or indirectly. As indicated in the EIR for the Project, the proposed density increase would not cause substantially greater adverse environmental impacts, either individually or cumulatively, directly or indirectly, than the residential density of the Estate Residential (R-E) classification.

The environmental impacts of the proposed residential uses within the Project has been fully analyzed and described in the EIR prepared for the Project. Significant environmental impacts have been identified for the Project, as described below, followed by an analysis of whether the increased residential density proposed would cause the identified adverse environmental impacts:

- (1) **Agricultural Resources**—The Project would convert prime farmland as identified by the Department of Conservation, which has been identified as a significant and unavoidable impact for the Project. However, the increase in density from three residential units per acre to 8.97 residential units per acre would not change the significance of this impact or increase its severity. The same amount of farmland would be converted regardless of the density of the residential component of the Project.
- (2) **Air Quality**—The Project would generate both construction and operational air quality impacts. However, the increase in density from three residential units per acre to 8.97 residential units per acre would not change the significance of this impact or increase its severity. The same amount of grading would occur on the Project site, and much of the same construction equipment would be necessary for the construction of the Project. For operational air quality impacts, the decrease in trips would similarly not be enough to remove adverse operational air quality impacts. Therefore, significant air quality impacts identified for the Project would occur regardless of whether the residential density is at three dwelling units per acre or 8.97 dwelling units per acre.
- (3) **Biological Resources**—Regardless of density of residential development proposed on the Project site, the same amount of grading and removal of existing vegetation would occur, with the same removal of habitat for foraging raptors. Therefore, the increase in density would not cause the significant impact identified.
- (4) **Transportation/Traffic**—A supplemental Traffic Impact Analysis was performed to determine the potential impact of the proposed project when developed with 3.0 dwelling units per acre. This supplemental analysis is included in Appendix K of this EIR. As discussed in the supplemental analysis, the proposed project would generate 15,013 trips daily, including 745 trips during the A.M. peak hour and 1,333 trips during the P.M. peak hour when developed with 3.0 dwelling units per acre. The intersections of Texas Street at Pioneer Avenue and Church Street at Lugonia Avenue would continue to operate an unacceptable Level of Service F in Year 2030 with

project build-out even with reduced residential development. Therefore, the increased density of the proposed project alone would not result in a significant impact as identified in Section 4.14 (Transportation/Traffic) of this EIR.

C. The proposed density increase will not convert viable agricultural land to non-agricultural uses.

The proposed density increase would not convert viable agricultural land to non-agricultural uses. The area surrounding the Project is becoming urbanized, with the potential of Wal-Mart to the south, existing residential uses to the northeast, proposed commercial development to the east, a proposed high school to the north and the existence of I-210 to the west. With its prime access to freeways and major arterials, the EVCSF has been the logical place where this growth would occur. While most of the growth has occurred south of the I-10, residential developments and neighborhood retail centers have sprung up in the northern portion of the City as well, particularly in the area surrounding the Project.

Agricultural uses on the Project site are no longer viable, even though portions of the Project are either designated Prime Farmland or Farmland of Statewide Importance. Agricultural uses on-site are not capable of success or continuing effectiveness, nor are they practicable. The closure of the Sunkist Packing Plant which was located adjacent to the Project, proposed for commercial development, is indicative of the transition of the area to more intensive uses. Maintenance activities for a citrus grove, which may include pesticide use, generation of dust and loud noise, are not compatible with urban uses. The Trojan Groves property was historically used for agriculture up until the 1990s, but has since been graded and vacant. Due to its proximity to surrounding and proposed uses, the land is not viable as an agricultural use.

The lack of economic viability for citrus groves in Southern California began 10 years ago due to the globalization of the industry. According to a report entitled *Conditions of Competition for Certain Oranges and Lemons in the U.S. Fresh Market* published by the U.S. International Trade Commission (ITC), technological advances in storage and shipping, and trade liberalizations has resulted in expanded trade. Historically, the U.S. industry has enjoyed a dominant position among world orange and lemon producers; however, producers in other countries are now able to meet U.S. quality at the same or even lower costs of production. Many new export-players increasingly supply high-quality oranges and lemons that compete directly with traditional suppliers. In addition, these countries generally have low domestic consumption of fresh oranges and lemons, so that any increases in productions are most likely to be shipped for export. Further, the ITC report indicated low relative farm-level costs per unit output in Argentina, Mexico and Australia for both oranges and lemons with high relative farm-level costs per unit output in the U.S., Spain and Chile.

Overall, local growers in the United States must comply with minimum wage and insurance requirements that make production costs significantly higher. Large growers found in the Central Valley of California are still able to produce at a profit by the very nature of economies of scale through the farming of thousands of acres. According to the late J.J. Ramirez, who managed the citrus production on the Redlands Commons property, the property has been operating at a substantial financial loss for the past several years, and it has been determined that the property is no longer viable to farm in the long or even the short term. It

should also be noted that the EVCSP recognizes agriculture as an interim use and identifies the Corridor area as an opportunity to develop high-quality commercial, industrial, and residential uses in a cohesive manner. Therefore, as agricultural uses are no longer viable on the Project site, and it has been recognized in City planning documents that agriculture is only an interim use in the EVCSP area, the Project would not convert viable agricultural land to non-agricultural uses.

D. The proposed density will not have a growth-inducing effect on other property.

The Project would not do any of the following:

- (1) Remove an impediment to growth or include a precedent-setting action. The Project would connect to existing infrastructure and require only minimal infrastructure improvements to accommodate the Project demands. The Project would not extend infrastructure to an area that previously did not contain such infrastructure which could induce further growth. The EVCSP has been identified as an area for future development of high-quality commercial, industrial, and residential uses, and the Project is consistent with this vision and is not precedent-setting. Redlands General Plan policy 4.401 considers approval of Medium-Density residential development at appropriate locations within the EVCSP Special Development District. Peak-hour traffic generated by each acre of Medium-Density residential development would be about 25 percent of that resulting from the alternative combination of office, retail, and industrial uses. About 10 to 20 percent of employed residents would be likely to work within the EVCSP area. The inclusion in the Concept Plan of 199 dwelling units at 8.97 units per acre would be consistent with the Medium-Density residential land use classification of the City's General Plan. With a new high school under construction directly across the street, residential uses directly across the street to the northeast, as well as commercial projects proposed to the east and south, the increase in density does not remove an impediment to growth or represent a precedent-setting action.
- (2) Urbanize land in a remote location. Please see analysis 4a, above. The Project site is in the EVCSP area and has been identified as an area for future high-quality development of commercial, industrial, and residential land uses. The area is served by existing infrastructure (e.g., storm drains, water lines, electrical lines, and gas lines). Development of the Project site represents a logical outward expansion of City growth, not leapfrog development. Neither the Project as a whole or the increased density proposed on the Redlands Commons property would urbanize land in a remote location. Land uses surrounding the Project site include the proposed new high school site north of Pioneer Avenue, a proposed new Wal-Mart Super Center south of San Bernardino Avenue a proposed retail/office development east of Texas Street, and a major freeway to the west. As existing development, as well as development proposed and under construction, surround the Project site, it is not considered urbanizing land in a remote location.
- (3) Establish a precedent-setting action. The Project is consistent with the objectives of the City's General Plan and the EVCSP which have been established to assist in the

orderly growth of the area. Redlands General Plan Guiding Policy 4.401 states that the City shall “consider approval of Medium Density development proposals at appropriate locations within the East Valley Corridor (EVC) Special Development District.” While the General Plan Map would need to be changed to allow the proposed residential use, it would not be considered a precedent-setting action since the City’s General Plan expressly contemplates the potential approval of Medium Density housing in the Special Development District and the surrounding area has existing or planned residential development.

- (4) Result in economic expansion or growth. The generation of new jobs as a result of the Project would have a beneficial or neutral effect on the City’s unemployment rate. The combination of land uses of the Project would function to increase retail and commercial sales and activities within the City, which would facilitate the continued provision of high-quality services and programs for residents and businesses and would contribute to the municipal revenue stream. This could result in indirect growth-inducing impacts. However, as noted, above, the Project is consistent with the vision for the EVCSP as an area for future development of high-quality commercial, industrial, and residential uses. The Project would not result in economic expansion or growth that has not been foreseen in applicable City documents. In addition, while the increase of 131 residential units would contribute both additional developer impact fees for parks, schools, and libraries, and provide additional property taxes, the 131 units would still be consistent with the growth forecasts contained in the Redlands General Plan and SCAG’s AQMP due to the City’s adopted growth management policies that allow a limited number of residential units to be built each year and establish a maximum number of residential uses at General Plan buildout. The proposed new commercial projects in the Project vicinity would be built irrespective of whether the Project, including the residential component, is built. The increased density would not induce further economic expansion or growth that has not already been accounted for in City plans.

E. The resulting use will be compatible with uses on adjacent land.

The Project would create a mix of uses that is compatible with uses on adjacent land. EVCSP Section EV4.0225 contains development and compatibility standards that ensure an orderly transition from Special Development District uses to residential uses, and the Project would adhere to these standards. Land uses surrounding the Project site include the proposed new high school site north of Pioneer Avenue, a proposed new Wal-Mart Super Center south of San Bernardino Avenue and a proposed retail/office development east of Texas Street. Uses found along the eastern edge of the property include existing single family residential, the City of Redlands water tank site and the former Sunkist Packing Plant.

The Project will be compatible with the above-listed surrounding uses. The residential component would be directly across the street from the proposed new high school on Pioneer Avenue. High schools are typically found in residential neighborhoods, and not commercial or industrial areas. Industrial or commercial uses could be potentially incompatible with a high school; industrial uses may have hazardous material, air quality, traffic, noise and other incompatibility issues that a residential use in close proximity to the high school would not

create. The proposed residential use would be much more compatible with the proposed new high school than industrial or commercial uses which are permitted under the EVCSP. As a result, the Project has placed its residential component nearest the proposed high school and existing residential uses, and will place its commercial component significantly set back from the adjacent proposed school and existing residential uses.

To the south, the commercial uses proposed will be low density commercial/office, and design elements proposed would ensure compatibility of the residential and commercial/office uses. The commercial uses proposed would be compatible with the proposed Wal-Mart Super Center on the south side of San Bernardino Avenue as well as the proposed commercial uses on the east side of Texas Street at San Bernardino Avenue. The proposed commercial uses would be compatible with the Project's proposed residential component. Homeowners would be able to walk to the proposed new shops and restaurants, yet, design elements, such as a landscaped buffer would adequately protect the different uses from any potential incompatibility. There would also be a significant landscaped buffer to the west that would separate the residential component from the adjacent vacant land.

All design policies in the EVCSP are written to ensure that design would be aesthetically pleasing and achieve land use compatibility. There are further requirements in the EVCSP for building articulation, massing, landscaping, and façade treatments that would ensure an aesthetically pleasing design. The Project site is located in an area with existing residential uses as well as planned commercial uses.

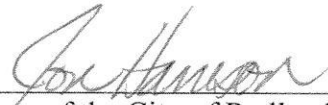
Architectural styles and façades are designed to be compatible with adjacent uses. In addition, an expansive landscaped buffer of 35 feet would be included between the residential uses and the commercial development to the south, and a 40-foot landscaped buffer between the residential uses and the future commercial uses on the Trojan Groves property, allowing for a pleasing transition to the commercial uses and providing a visual and spatial separation. No structures in Redlands Commons would exceed 60 feet in height. All commercial buildings would be set back at least 40 feet from proposed residential uses and include a at least a 35 foot landscaped buffer from the proposed residential uses. The increased density of the Project would be compatible with adjacent land uses.

F. The proposed density or height increase will not require substantial expansion of public infrastructure, facilities or services.

The Project area is currently served by water, sewer, storm drain, electrical, natural gas, and telephone infrastructure. The Project would be required to extend some of the pipes to connect to the Project site, but would not require substantial expansion of public infrastructure. The Project also would not require substantial additional fire protection, police protection, school, or library services, as noted in Section 4.12 (Public Services) of this EIR. The Project developer(s) would be required to pay the appropriate development impact fees for transportation and infrastructure improvements, and the Redlands Commons developer would be required to pay school, park, and library impact fees into the City's General Fund. These developer impact fees represent the new development's fair share of planned facilities and are not intended to address any needed facilities required to serve existing development. The residential density of 8.97 dwelling units per acre for the Project is analyzed with respect to all of these public

services, infrastructure, and facilities, and the impacts are less than significant. Therefore, the additional residential density alone would not require substantial expansion of public infrastructure, facilities or services.

ADOPTED, SIGNED AND APPROVED this 6th day of January, 2009.



Mayor of the City of Redlands

ATTEST:



City Clerk

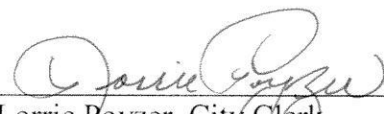
I, Lorrie Poyzer, City Clerk of the City of Redlands, California, do hereby certify that the foregoing Resolution No. 6801 was duly adopted by the City Council at a regular meeting thereof held on the 6th day of January, 2009, by the following vote:

AYES: Councilmembers Gilbreath, Gallagher, Aguilar; Mayor Harrison

NOES: Councilmember Bean

ABSENT: None

ABSTAIN: None



Lorrie Poyzer, City Clerk
City of Redlands, California