

4 Land Inventory

The purpose of the adequate sites inventory and analysis is to identify specific sites suitable for residential development to allow for a comparison of the Regional Housing Needs Allocation (RHNA) with realistic development capacity. The RHNA is broken down by income group into four categories: very low (less than 50% of Area Median Income (AMI)), low (50-80% of AMI), moderate (80-120% of AMI), and above moderate (over 120% of AMI). While a jurisdiction must show that it has adequate sites in total to meet its RHNA, it must also show that it can meet the allocation at each of these income categories.

4.1 SITE INVENTORY

The housing element must identify specific parcels of land that are available for residential development. Department of Housing and Community Development (HCD) guidance also states that the inventory can include sites that are in the process of being made available for residential development, “provided the housing element includes a program that commits the local government to completing all necessary administrative and legislative actions early in the planning period.” The planning period for this Housing Element is from January 1, 2006 to June 30, 2014¹.

Sites that are appropriate for residential development include:

- Vacant residentially zoned sites;
- Vacant non-residentially zoned sites that allow residential development;
- Underutilized residentially zoned sites capable of being developed at a higher density or with greater intensity; and
- Non-residentially zoned sites that can be redeveloped for, and/or rezoned for, residential use (via program actions).

As shown in Table 4.1-1, there are more than adequate sites available to accommodate the RHNA for the City of Redlands through 2014 (the end of the planning period) and beyond. The identified parcels are divided into three groups: parcels for very low and low-income units, other parcels, and parcels located in the canyon lands in the south of the city. The San Timoteo and Live Oak canyons (collectively referred to as the canyons) sites, as described later, are not meant to count towards the RHNA, but are rather meant to serve as a “reservoir” for future development. In total, the City has identified sites for 4,134 housing units (as well as 1,861 additional sites/housing units in the canyons) within city limits.

¹ The last Housing Element’s planning period was from 1998-2005. SCAG then received an extension from HCD. Therefore, while 2006, 2007, and part of 2008 have passed, housing units produced during these years can be counted towards the current Housing Element’s RHNA.

Table 4.1-1 Redlands RHNA and Housing Sites: 2006-2014

<i>Income Level</i>	<i>RHNA</i>	<i>Available Sites</i>
Very Low- Income	682	1,245
Low-Income	469	
Moderate- Income	539	2,889
Above Moderate- Income	1,155	
Total	2,845	4,134

*The 2007 County median for a family of four was \$59,200, as determined by HUD.

Sources: California Department of Housing and Community Development; SCAG 2007.

See Chapter 5: Constraints, pages 5-5 to 5-10, for a discussion of development standards and permit procedures and how they affect residential development.

AVAILABLE LAND INVENTORY SUMMARY

Appendix B provides an inventory of parcels that the City has identified to satisfy the 2006-2014 RHNA; see Appendix C for a zoning code abbreviation table.

4.2 SITE SUITABILITY

In addition to providing a listing of parcels to satisfy the RHNA, local governments must prepare an analysis which demonstrates that the identified sites can accommodate the housing needs, by income level, within the planning period of this Housing Element.

Table 4.2-1 organizes the parcels identified by the City by existing use. In total, approximately two-thirds of these parcels are vacant or in approved tracts.

Table 4.2-1 Suitability of Parcels Identified for Redlands' RHNA

	<i>Very Low/Low</i>	<i>Other</i>	<i>Canyon</i>	<i>Total</i>
Vacant/Approved Tract	27	163	377	567
Vacant Buildings	3	0	0	3
Underutilized	40	53	0	93
Total	70	216	377	663

Source: City of Redlands, Community Development Department, 2008.

As can be seen in the housing sites inventory in Appendix B, all of the identified housing sites have access to necessary water and sewer infrastructure. Moreover, the parcels listed in the inventory are already included in the General Plan.

HOUSING SITES FOR VERY LOW- AND LOW-INCOME HOUSEHOLDS

The first section of Appendix B shows parcels that the City has identified for development of housing affordable to very low- and low-income households. All 70 parcels are suitable for development as defined by Gov. Code 6558.2. Thirty nine percent of these parcels are vacant or contain an approved tract, while about 4 percent contain vacant buildings. Approximately 57 percent of these parcels are considered underutilized by the City (Table 4.1-2).

In general, in order to make it feasible to develop housing that is affordable to very low- and low-income households, housing must be built at higher densities. HCD has published a table entitled, “Default Densities Appropriate to Accommodate Housing for Lower-Income Households by Region” that specifies the minimum residential densities deemed necessary to accommodate lower-income households.² In Redlands, this density is at least 30 dwelling units per acre.

The City has identified 1,245 housing sites that are suitable for the development of housing for very low- and low-income households (Appendix B). These sites are mostly in Downtown and therefore close to retail opportunities, transit, and other services. Furthermore, since very low- and low-income people have less access to personal vehicles in general, this proximity to transit to reach services and job opportunities in other areas is ideal.

Downtown revitalization is a significant part of Redlands’ city-wide economic development objectives. Thus, the City is actively promoting the Downtown Specific Plan (Specific Plan 45), which fosters mixed-use and transit-oriented development. The Downtown Specific Plan was adopted in 1996; amendments are currently underway and will be completed by Fall 2010 (Program 7.4.7).

Realistic Development Capacity

The parcels that the City has designated for very low- and low-income units are mostly in the downtown and are in zones that permit up to 30 units per acre (R-3 or equivalent zones). To determine the realistic development capacity of these sites, an average-sized parcel was chosen for analysis. The parcel is APN 0169-156-13. It is in the Town Center (TC) zone, and is .27 acres or 11,824 square feet. Figure 4-1 demonstrates that, per development standards, this parcel has no front setback, 5 foot side setbacks, and a 15 foot rear setback. This means that the developable area on this parcel is 9,293 square feet, or 79 percent of the total parcel area. There is no minimum lot area in the TC zone and the land is currently vacant. Up to three stories (55 feet) can be built in the TC zone; on the example parcel, this equals 27,879 square feet of floor space. Zoning allows 30 units per acre; the example parcel, therefore, accommodates 8 units. For Table 5.1-5: Redlands Development Fees (Per Unit), it was assumed that at 30 units per acre, multi-family units would be 800 square feet. Assuming that the 8 units would each be 800 square feet, this would be 6,400 square feet of building area. If a parking spot takes up 150 square feet of space, and each apartment has one parking spot, parking for the entire parcel equals 1,200 square feet. Therefore, using the aforementioned assumptions, the total building area and required parking take up 7,600 square feet of space—much less than the 27,879 square feet of floor area allowed on the parcel. Even if multi-family

² “Memorandum: Amendment of State Housing Element Law – AB 2348.” From Cathy E. Creswell, Deputy Director, Division of Housing Policy Development, HCD. June 9, 2005.

apartment square footage is bumped up to 1,100 square feet (possibly more realistic for 2-bedroom units), building area would equal 8,800 square feet, and parking (2-bedroom units assume 1.5 spaces per unit) would equal 1,800 square feet, for a total building area of 10,600—still far under the allowed 27,879 square feet. Similarly, if the first floor of a three-story building on the example parcel is commercial space (a possibility in the TC zone), 18,586 square feet would remain for residential space. Development standards allow for more than enough space for the maximum residential density—8 units. Therefore, under several different scenarios, the development standards that apply to the parcels that the City has identified for affordable housing allow for the maximum density allowed (30 units per acre). See Table 4.2-2 for a summary and similar analysis for the R-2-2000 zone.

Figure 4-1: Realistic Development Capacity

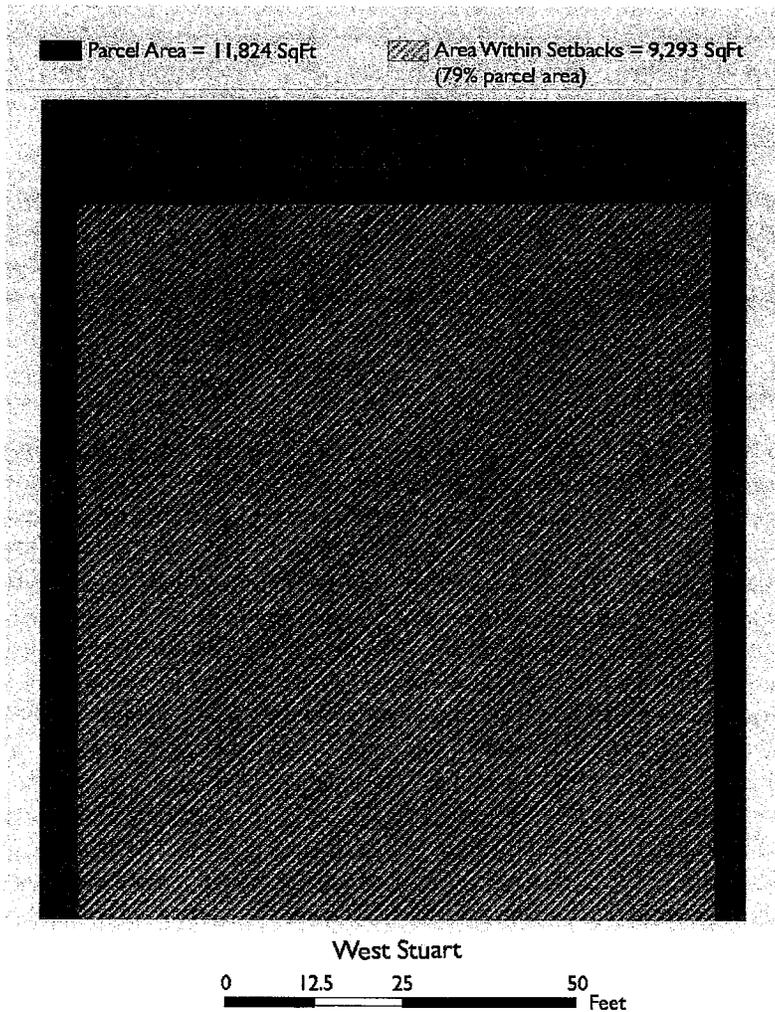


Table 4.2-2 Realistic Development Capacity

Zone	APN of typical parcel	Acres	Density Allowed (units/acre)	Number of units (1,100sq. ft. each)	Total building area (sq.ft.)	Space for parking (sq.ft.)	Total building area w/parking (sq.ft.)	Maximum floor area (sq.ft.)
TC	0169-156-13	0.27	30	8	8,800	1,800	10,600	27,879 ¹
R-2-2000	0292-391-01	6.88	22	219	240,900	49,275	290,175	723,252

¹Or, 18,586 square feet, assuming that there is commercial on the ground floor.

Source: Dyett & Bhatia, 2008.

Very Low- and Low-Income Housing Site Development

City staff has grouped the 70 identified parcels into 11 groups of parcels based on potential redevelopment scenarios. These parcels have street access and are of sufficient size as to be developable on their own. Therefore, lot consolidation into the 11 groups is meant to promote livability and more energetic development and is not a requirement for development.

However, in the past, the City has facilitated high-density, affordable housing development through lot consolidation. For Fern Lodge, a federally-subsidized Section 8 development dedicated to seniors, two small parcels on the corner of Redlands Boulevard and Fern Avenue were joined for a total project size of 1.62 acres. Fern Lodge's 61 units are at a density of 38 units/acre. Moreover, if, as with Fern Lodge, lot consolidation makes sense, Program 7.4.13 serves to facilitate this process.

Some of the parcels listed below for lower income housing development are owned by the Redevelopment Agency (RDA), while others are privately owned. When the RDA owns some or all of the parcels, it may assist with eminent domain proceedings to help consolidate parcels or provide tax increment money for housing financing. Since the RDA does not itself develop housing, when it owns some or all of the parcels involved in a tentative development, it can craft a disposition development agreement to sell the RDA-owned parcels to the developer. Furthermore, if the RDA owns land, it can be an active participant and support a project by lowering the price of the land to make the project more economically feasible. In the past, as was the case with Fern Lodge as well as the Casa de la Vista low-income senior development, the RDA acquired parcels with no land costs to the developer as part of its assistance.

The 11 groups of parcels described below reflect likely development scenarios as envisioned by City staff. Where parcels are not vacant, they either contain dilapidated or grossly underutilized buildings and are therefore ripe for redevelopment. While recent market conditions have slowed down housing production, the revised Downtown Specific Plan (which will be completed by Fall 2010), will provide regulatory incentives and standards to facilitate and spur redevelopment.

Group 1 (Count #1-4)

These four parcels share a common owner, making them less difficult to redevelop. The buildings on the properties are largely deteriorated and all lie within the redevelopment area.

Group 2 (Count #5-14)

These ten parcels were chosen for their assemblage and redevelopment potential by the City because they are either vacant, contain vacant homes, or host facilities that do not conform to the area's other land uses (i.e. the warehouse and masonry buildings). A developer has expressed interest in assembling the parcels for the purpose of developing a hotel and residential units. The developer and the Redevelopment Agency (RDA) have entered into an Exclusive Negotiating Agreement (ENA) on the property. The developer is also interested in other, nearby parcels for retail development in order to create a mix of uses.

Group 3 (Count #15-22)

These eight parcels have four owners, including the City of Redlands, which owns parcels 19 and 20, and one owner who owns parcels 15-18. Parcel 13 and parcels 15-20 are vacant. Only parcel 14 contains existing structures—a deteriorated building that was formerly used for an automotive purpose as well as other underutilized buildings. Because of the limited ownership and overall lack of existing uses, these eight parcels could be easily assembled. Program 7.4.13 could help with lot consolidation. Furthermore, they lie within the redevelopment area and are in Downtown and wrap around an existing neighborhood, which is also being targeted for redevelopment by the City.

Group 4 (Count #23-25)

Number 23 is owned by Krikorian, a developer, and parcel numbers 24 and 25 are owned by the Redevelopment Agency (RDA). While the developer's proposal is tentative, a formal application should be ready soon. The developer's conceptual design indicates a density of 38 units per acre in addition to a 25 percent density bonus for being within a quarter mile of a transit hub. Furthermore, this project is linked to the Downtown Specific Plan.

Group 5 (Count #26-34)

Parcel numbers 26 and 31-34 are owned by the RDA. The remainder of the parcels (numbers 27-30) are owned by Krikorian. The Agency property contains a non-dedicated street and deteriorated warehouse buildings. The Krikorian property consists of vacant parcels, as well as a Kinko's and a parking lot. Krikorian wants to remove the Kinko's and create a mixed-use development with retail on the first floor and residential units above. Like the Group 4 parcels, this project is encapsulated in the Downtown Specific Plan.

Group 6 (Count #35-51)

A developer has identified this group of parcels as an area for potential development and lot consolidation has begun. In total, there are six property owners. The RDA is assisting the developer assemble these parcels through eminent domain. Currently, the deteriorated buildings that largely occupy the land are not considered the "highest and best use" for property that lies within walking distance of transit. Rather, this location would be ideal for high-density, transit-oriented mixed-use development. The City considers these parcels ready for redevelopment.

Group 7 (Count #52-57)

Parcel numbers 52-54 are underutilized given their proximity to Downtown businesses, rail transportation, and ESRI, a major employer in the city. Since this group contains several larger parcels, limited assemblage would be needed. While the automobile repair business located on parcel number 52 is operational, the City is actively trying to get vehicle dealerships and associated businesses to relocate to a newly-designated auto mall near the freeway. The auto mall site is 24 acres in size and is owned by Majestic Realty. Majestic has a consultant continuously onboard to encourage dealerships to move. So far, one dealership has moved out to the auto mall site. The City has offered the in town dealers an incentive agreement to rebate a portion of new sales tax generated by the dealership to off-set their costs dealing with relocation. While parcel number 55 contains a historic building, this structure could be incorporated into a mixed-use development. There is a demolition permit for parcel number 57.

Group 8 (Count #58 and 59)

These two parcels have different owners, although both contain automotive uses (one is an outdoor area used for auto sales, and the other is an old car wash). An adjoining 5-acre parcel is currently zoned M-2 (General Industrial District) and contains three auto dealerships (with one owner). As mentioned earlier, the City is actively promoting a new auto mall near the freeway, and expects auto dealerships and related businesses to relocate as this area since it would be superior from a sales standpoint. Furthermore, in the Downtown Specific Plan, these parcels are designated for high-density residential development.

Group 9 (Count #60-63)

These parcels make up the Redlands Mall. One developer (General Growth) owns the property, and the RDA owns the surround parking lots. While there is currently no development agreement, General Growth plans to build a mixed-use development with retail on the first floor and three levels of residential units above. The project is designed and an Environmental Impact Report is near completion. However, because of market conditions, the project entitlements will be delayed approximately two years so as to evaluate retail and housing options. The RDA has had discussions with General Growth about incorporating affordable units and will continue to do so as the project processes. See Appendix B for the anticipated project density.

Group 10 (Count #64-68)

The Bank of Redlands currently owns these parcels. They are used as parking for the bank, though the space is grossly underutilized. Most people either walk to this bank or stop by momentarily, but do not park for long periods of time. While parcel 64 is currently zoned C-3, parcels 65-68 are zoned A-P, the Administrative Professional zone allows mixed-use residential projects with a conditional use permit. These parcels are very desirable as they are next to historic residences and they abut an existing district with residential and office uses. Furthermore, the Downtown Specific Plan identifies these parcels as ideal for mixed-use (residential) development, indicating that the City is actively taking steps to have these parcels realize their development potential.

Group 11 (Count #69 and 70)

These two parcels are the site of an approved 160-unit senior housing project that received a density bonus. The developer is Senior Housing Services, LLC.³ The developer received a density bonus because the project is a senior development—not because it is low income, per se. However, since this development was approved for over 33 units per acre, it meets the State-defined default density criteria. Furthermore, due to the recent economic decline, Senior Housing Services, LLC has had a difficult time securing conventional financing and is looking into affordable housing financing since this type of funding may be more readily available.

OTHER HOUSING SITES

The second section of Appendix B contains all of the other parcels that the City has identified to meet its RHNA. These sites are scattered throughout the city, and partially contained within specific plans. Three-quarters of these parcels are either vacant or on approved tracts, with the remaining quarter being underutilized (Table 4.1-2). While a portion of these parcels do contain vacant buildings or buildings that are still in use, the City believes that they have not met their development potential, and are thus good prospects for housing sites.

CANYON PARCELS

The last part of Appendix B contains parcels that the City has identified in the canyons. The City has identified 377 parcels in the canyons, all of which are vacant (Table 4.1-2). In general, at least one unit is currently allowed per Resource Preservation parcel in the canyons (without rezoning), unless other zoning is in place.⁴ Moreover, these sites are not needed to meet the RHNA, but should instead be considered as a “reservoir” for potential residential development. The upcoming General Plan Update will include discussion of future development in the canyons and if certain areas should be preserved as open space. In any case, excluding parcels that are included in specific plans, parcels in the canyons are generally the least likely to develop as they are on the outskirts of town, and come with slope and infrastructure constraints.

ENVIRONMENTAL AND INFRASTRUCTURE CONSTRAINTS

The presence of sensitive environmental conditions including the existence of active fault lines, steep slopes, and flooding hazards as well as the lack of infrastructure such as roads, water, and sewer lines, typically limit development in the parts of Redlands that are not currently developed. Most of the housing sites identified by the City in Table 4.1-2 are neither constrained by environmental factors nor by lack of adequate infrastructure. However, as noted later in this chapter, identified parcels in Downtown (Downtown Specific Plan) are impacted by the 100-year floodplain and canyons parcels (Southeast Specific Plan) are constrained by slope and lack of infrastructure. In the case of the canyons sites, these parcels are 1) not needed to meet the RHNA, 2) likely to develop later on since they are on the outskirts of the city, and 3) are unlikely to be for affordable housing given density restrictions and lack of proximity to services.

³ The Senior Housing Services, LLC project was approved in April 2008.

⁴ For example, many of the Canyons parcels are zoned A-1, which allows a density of two units per five acres.

The Downtown Specific Plan Area

The 70 parcels (which contain 1,245 housing sites) that the City has identified for the development of very low- and low-income housing are largely within the area covered by the Downtown Specific Plan. These sites allow for high densities, making the financing of affordable housing possible. In designating high density sites in the General Plan, a comprehensive analysis was performed during the General Plan preparation to verify that these sites were appropriate for this density and with few development constraints. These sites are relatively level (less than 5% slope), support standards outlined in the Circulation Element, are generally located away from noise generating uses, and are not in areas subject to aircraft overflight.

However, the fact that these sites are almost entirely within the 100-year flood plain could act as a development constraint. Based on Flood Insurance Rate Maps, any structure within the 100-year flood boundary must raise its finish floor approximately 1.5 feet above the corresponding street profile.⁵ While the additional cost imposed by this regulatory requirement could deter development, the City does not believe that development has been constrained by the existence of the floodplain. Furthermore, many of the projects proposed Downtown would be mixed-use. In this case, commercial uses would be on the ground floor with residential units above.

Floodplain considerations could be rendered moot, however, if funding is secured for projects that would remove the floodplain from Downtown. The City of Redlands has a Local Hazard Mitigation Plan (LHMP) that was approved by the Federal Emergency Management Agency (FEMA) on March 4, 2005. Flood Mitigation No. 2, the Crafton Detention Basin, and Flood Mitigation No. 3, the Regional Drain System, are inter-related flood improvements included in the LHMP necessary to eliminate the 100-year flood designation from Downtown. For the Crafton Detention Basin, the City has recently requested grant funds for acquisition of property at a cost of \$4 million. The cost of the detention basin construction is estimated at \$10 million, and for the Regional Storm Drain, the estimated cost is \$15 million. The City is working on an application for State funds (the application is due in April 2008) for funds that would be available in July 2008. There are no guarantees that the City of Redlands will get the funding; however, staff has been working closely with State legislators and they appear positive. These flood protection mechanisms will help not only future residential uses, but existing residents and businesses.

Beyond these two major projects, there have been some minor improvements to the current Downtown facilities (such as modification of the inbox at 9th Street); however these improvements have only assisted in improving the situation for smaller storms. Other projects proposed and planned by the Redevelopment Agency include: 1) a regional flood control channel improvement that serves the area from Third Street to Texas Street from the I-10 freeway to the railroad right-of-way; 2) traffic signals at Eureka and the I-10 off-ramp and Sixth Street and the I-10 on-ramp. In addition, the amended Downtown Specific Plan that is currently being prepared (see Program 7.4.7) has a design component that addresses methods of raising the first floor above the flood level while responding to urban design concepts and

⁵ Downtown Specific Plan – Section IV. “Public Improvements.”

ADA requirements. This section of the code is being written to address this aspect of design should funding not be secured for the flood control improvements.

The Southeast Area/Live Oak and San Timoteo Canyons

In the mid-1980s, the City adopted the Southeast Area Plan (General Plan Amendment No. 38) to ensure development consistent with the natural environment. The Southeast Area is characterized by an escarpment falling away from a ridgeline located in the northern part of the Area to the south and west towards San Timoteo Canyon and Live Oak Canyon. This area is mainly rural, hilly, and underdeveloped; see Figure 4-2. The canyons contain the constraints that are described below.

Noise Considerations

Noise is a constraint within portions of the canyons because of the existence of the Southern Pacific Railroad line. This is a major rail line with significant traffic. Within 600 feet of the track, homes would be subject to noise greater than 60 CNEL (Community Noise Equivalent Level).⁶ Seventy-two of the 377 parcels (about 19%) are within this proximity of the track. Mitigation could include a physical barrier such as a berm between the rail line and the units or extra insulation built into the units themselves.

Slope Considerations

1,861 of the housing sites identified by the City are located in the Live Oak and San Timoteo canyons. Because of slope considerations and other environmental concerns, high density development is not allowed in the canyons. In general, areas with significant slope constrain housing development by reducing the number of units per acre, which also forces the cost of the land to increase. Not only do hillside areas hinder development of high density housing, they also discourage low-income housing as the cost of large parcels and land improvements increases. Since hillside slopes result in low density development, most of the hillside areas are zoned A-1 for agricultural use.

Geologic Considerations

The Land Use Element identifies several minor and dormant faults running in an east-west alignment within the Live Oak/San Timoteo canyons area. To the south of and parallel to San Timoteo Canyon outside the Southeast Area is an active fault line. However, with the exception of slope considerations, it appears there are no soil or geology problems or conditions that are so severe as to preclude development of any significant portion of the Southeast Area. It should be noted, however, that the ridge top area adjacent to Fairmont/Edgemont required an urban sewer system due to limitations on the use of septic tank/leach field systems in that area. In conclusion, it appears the normal soils and geology analysis done in conjunction with specific developments will be sufficient to handle localized soil and geology conditions which may exist.

Utilities

Although the general lack of infrastructure acts as a development constraint in the Southeast Area, the Southeast Area Plan addresses utility development. While city sewer service is not

⁶ City of Redlands General Plan Noise Element.

projected to serve this area in the near future, septic systems are allowed according to Municipal Code § 13.44.080. However, the Code requires installation of dry sewer systems in addition to septic systems to facilitate eventual hook-up to the city sewer system.

As for water, the Plan proposes that there must be a delivery system with sufficient fire flow storage and capacity. Because of the topography, a gravity flow system is proposed and should be master planned to reduce costs. There are currently two water supply tanks in the area.

While the Southeast Area Plan does not address the location of power lines, following the Plan's design policies, power lines are not allowed on signature ridgelines, though they do not necessarily have to be buried. However, in general, within residential subdivisions, all power lines are required to be underground unless the size of the lines are 66 kilovolts or higher. For the most part, overhead wires only exist along major roadways.

Roads

Roadways that follow the contours of ridgelines should be preserved as development occurs in the Southeast Area. Historically, access to the Area has been off the major surrounding roadways (San Timoteo Canyon Road, Alessandro Road, and Live Oak Canyon Road) or down the ridges from Sunset Drive; see Figure 4-2. The General Plan's Circulation Element states that there are no local roadways "of note" in the Southeast Area. However, while local roads do not exist for the most part, the perceived character of the Area dictates that roads should be designed to mesh with the low density, rural feel.

If there is no road in place adjacent to a Canyon parcel, developers must obtain access to a public street. This does not present an obstacle in most cases as the majority of parcels have access to public streets through easements.

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See Separate PDF
Section 6 Figure 4.2

