



City of Arts & Innovation

# City Council Memorandum

.....

**TO: HONORABLE MAYOR AND CITY COUNCIL                      DATE: OCTOBER 5, 2021**

**FROM: COMMUNITY & ECONOMIC DEVELOPMENT              WARDS: ALL**  
**DEPARTMENT**

**SUBJECT: PHASE 1 GENERAL PLAN UPDATE: PLANNING CASE PR-2021-001058**  
**GENERAL PLAN AMENDMENTS, SPECIFIC PLAN AMENDMENTS, ZONING**  
**TEXT AMENDMENT, REZONING, AND PROGRAMMATIC ENVIRONMENTAL**  
**IMPACT REPORT**

**ISSUE:**

Approval of staff request for the Phase 1 General Plan Update - Planning Case PR-2021-001058 - including General Plan Amendments (Housing Element Update, Public Safety Element Update, Environmental Justice Policies), Specific Plan Amendments, Zoning Text Amendment, Rezoning, and certification of the Programmatic Environmental Impact Report.

**RECOMMENDATIONS:**

Staff recommends that the City Council:

1. Adopt the Proposed Resolution certifying that the Final Program Environmental Impact Report for the Phase 1 General Plan Update:
  - a. Has been completed in compliance with the California Environmental Quality Act (Public Resources Code 21000 et seq.);
  - b. Was presented to the City Council and the City Council reviewed and considered the information contained in the Final Program Environmental Impact Report prior to approving the project; and
  - c. Reflects the City's independent judgment and analysis and making certain findings of fact.
2. Concur with and adopt the findings contained in the Final Program Environmental Impact Report, the attached California Environmental Quality Act Resolution, the case file and the administrative record, and adopt the Findings of Fact;
3. Adopt the Statement of Overriding Considerations attached to the California Environmental Quality Act Resolution;
4. Adopt the Mitigation Monitoring and Reporting Program attached to the California Environmental Quality Act Resolution;
5. Find that no feasible alternatives to the project have been proposed that will avoid or substantially lessen the significant environmental effects as set forth in the Final Program Environmental Impact Report;

6. Approve Planning Case PR-2021-001058 - General Plan Amendments (Housing Element Update, Public Safety Element Update, Environmental Justice Policies), Specific Plan Amendments, Zoning Text Amendment, Rezoning, as modified by the Planning Commission;
7. Adopt the attached Resolution amending the General Plan including the Housing Element, Public Safety Element, Environmental Justice Policies and Other Minor Text Amendments as modified by the Planning Commission;
8. Adopt the attached Resolution approving changes to the General Plan Land Use Designation of Opportunity Sites as modified by the Planning Commission;
9. Introduce and subsequently adopt the attached Ordinance approving Zoning Code Text Amendments as modified by the Planning Commission;
10. Introduce and subsequently adopt the attached Ordinance approving Rezoning of Housing Element Opportunity Sites as modified by the Planning Commission;
11. Adopt the attached Resolution approving amendments to the Downtown Specific Plan;
12. Adopt the attached Resolution approving amendments to the Magnolia Avenue Specific Plan;
13. Adopt the attached Resolution approving amendments to the University Avenue Specific Plan;
14. Adopt the attached Resolution approving amendments to the Riverside Marketplace Specific Plan;
15. Adopt the attached Resolution approving amendments to the Canyon Springs Business Park Specific Plan;
16. Adopt the attached Resolution approving amendments to the Hunter Business Park Specific Plan;
17. Adopt the attached Resolution approving the La Sierra University Specific Plan Amendment; and
18. Adopt the attached Action Plan to Implement the Phase 1 General Plan.

### **PLANNING COMMISSION RECOMMENDATION:**

On September 9, 2021, the City Planning Commission recommended approval of Planning Case PR-2021-001058 - including General Plan Amendments (Housing Element Update, Public Safety Element Update, Environmental Justice Policies), Specific Plan Amendments, Zoning Text Amendment, Rezoning, and certification of the Programmatic Environmental Impact Report by a vote of 6 ayes, 3 noes, and 0 abstentions. This recommendation included a modification of the staff-recommended Zoning Code Text Amendments related to Site Plan Reviews and the modification or elimination of 16 Opportunity Sites from the Sites Inventory included as part of the project (Attachments 16 and 17).

### **BACKGROUND:**

#### Legislative Summary

California Government Code section 65300 et. seq requires that all cities and counties adopt a Housing Element as one of the mandatory components of their General Plan. The Phase 1 General Plan Update (the Update) to the Riverside General Plan 2025, originally adopted in November

2017, includes updates to the Housing and Public Safety Elements, as well as the development of Environmental Justice (EJ) Policies. Assembly Bill (A.B.) 686 (Santiago, 2018) requires that Housing Elements adopted after January 1, 2021, include an analysis of fair housing issues and meaningful actions intended to Affirmatively Further Fair Housing (AFFH). AFFH is defined by the legislature to mean “Taking meaningful actions, in addition to combating discrimination that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity” for persons of color, persons with disabilities, and other protected classes under State and Federal Fair Housing laws.

California Senate Bill (S.B.) 1035 (Jackson, 2018) and S.B. 379 (Jackson, 2015) require that the Public Safety Element, one of the mandatory components of the General Plan, be updated concurrently with the Housing Element to address flood and fire hazards, climate adaptation and resiliency strategies that may not have been addressed in previous updates of the General Plan. Updating the Public Safety Element helps to ensure that the City takes action to reduce natural and man-made hazards and safety threats as well as respond quickly to any public safety incident.

S.B. 1000 (Leyva, 2016) requires that when two or more General Plan elements are updated, the General Plan must also be revised to include Environmental Justice policies that focus on reducing health risks from pollution exposure and other environmental conditions, promoting civic engagement, and prioritizing the needs of disadvantaged communities (also known as EJ communities). These policies may stand alone in a separate General Plan Element or may be incorporated throughout the General Plan through the addition of new policies and actions.

The Update establishes the City’s policies related to Housing, Public Safety, and Environmental Justice to ensure that the needs of all residents in Riverside are met. The Update also includes an Action Plan to implement the policies established as part of the Update.

Regional Housing Needs Assessment Requirement

California law requires that the City accommodate its fair share of regional growth during each of the Housing Element cycles (i.e., every eight (8) years). The City’s obligation is reflected in the Regional Housing Needs Assessment (RHNA). The RHNA is determined by the Southern California Association of Governments (SCAG) and reflects three social-economic categories (lower-income, moderate-income, and above-moderate income). For the 6<sup>th</sup> Cycle 2014-2021 Housing Element, the City of Riverside’s RHNA obligation is 18,458 and includes the following number of units based on median income levels:

**City of Riverside RHNA Obligation**

Income level	Income limit – percent of Riverside County median family income (\$75,300/year) <sup>1</sup>	Total number of units
<b>Very Low Income</b>	Less than 50% (\$37,650/year)	4,861
<b>Low Income</b>	50-80% (\$60,250/year)	3,064
<b>Moderate Income</b>	80-120% (\$90,360/year)	3,139
<b>Above-Moderate Income</b>	More than 120% (over \$90,360/year)	7,394
<b>Total RHNA Obligation</b>		<b>18,458</b>

<sup>1</sup>Department of Housing and Urban Development [FY 2020 Income Limits Documentation System](#)

The Housing Element must demonstrate that there is enough land available and zoned to accommodate the development of at least 18,458 units throughout the City over the upcoming 6th Cycle. The City is responsible for tracking, monitoring, and reporting to the State, on an annual basis, the number of units produced (built) to meet the RHNA obligation.

Riverside County Airport Land Use Commission (ALUC) Determination

ALUC considered the Phase 1 General Plan Update on September 9, 2021, and found the project consistent with the 2014 March Air Reserve Base/Inland Port Airport Land Use Compatibility Plan, the 2005 Riverside Municipal Airport Land Use Compatibility Plan, and the 2004 Flabob Airport Land Use Compatibility Plan. The Determination Letter is included as Attachment 15.

**DISCUSSION:**

Housing Element Update

The Housing Element Update includes the Housing Plan, which is intended to replace the current General Plan Housing Element in its entirety, and the Technical Background Report. Two appendices to the draft Housing Element contain the proposed Opportunity Sites Inventory and Development Case Studies. For all documents related to the Update, see the Exhibits included as part of Attachment 1. Implementing Actions for the Housing Element are contained in the Action Plan (Attachment 14).

**Housing Plan**

The Housing Plan articulates the City’s overall approach and strategy for meeting the current and future housing needs of all segments of the population. This approach is captured by the following proposed Guiding Principle:

***Provide a diverse, abundant, adaptable, and equitably distributed mix of rental and ownership housing that is safe, healthy, and affordable for people of all income levels and backgrounds and meets the needs of current and future Riverside residents.***

Policies have been developed to support the Guiding Principle. Each Policy is supported by existing and planned Programs that describe the specific activities that the City proposes to continue or undertake to achieve the intent of the Policy. The Action Plan contains the specific, concrete steps the City will take to achieve the intent of each Policy and identifies the relationship with existing and planned Programs. The proposed Housing Element Policies include:

**Proposed Housing Element Policies**

Number	Policy
<b>HE-1</b>	<b>Affordable Housing:</b> Preserve and increase affordable housing options, including subsidized and non-subsidized affordable units for lower-income and environmental justice communities, special needs, and under-served populations, with a particular emphasis on building community wealth.
<b>HE-2</b>	<b>Homelessness:</b> Expand housing and services that address the needs of the City's homeless population.
<b>HE-3</b>	<b>Fair Housing:</b> Promote safe, healthy, and attainable housing opportunities for all people regardless of their special characteristics as protected under State and Federal fair housing laws.
<b>HE-4</b>	<b>Thriving Neighborhoods:</b> Facilitate and encourage a variety of new housing types, including both single- and multi-family and missing middle housing, and the necessary public amenities to support a sense of community that results in equitable and sustainable neighborhoods.
<b>HE-5</b>	<b>Regulations:</b> Reduce and remove government barriers, where feasible and legally permissible, to reduce costs of housing production and facilitate both ownership and rental opportunities for all residents.
<b>HE-6</b>	<b>Monitoring/Engagement:</b> Ensure regular monitoring and reporting, including outreach to the public on the status of housing in the City of Riverside.
<b>HE-EJ-7</b>	<b>Development Process:</b> Facilitate a development process that promotes the design and rehabilitation of housing that is responsive to the needs and desires of the residents of environmental justice communities.

Number	Policy
HE-EJ-8	<b>Access to Food:</b> Provide opportunities to access fresh, healthy, and affordable food from food sources that are accessible to neighborhoods and within a quarter-mile of public transit.

### Housing Technical Background Report

The Technical Background Reports (TBR) supplement and support the Housing Plan with a wide range of data and analysis on the state of housing in Riverside. The key findings of the TBR are also summarized in the preface to the Housing Plan. The TBDs include:

- **TBR 1 - Community Profile:** community characteristics including demographics, housing characteristics, and housing needs
- **TBR 2 – Housing Constraints:** constraints to housing production and preservation such as market, policies, and environmental limitations
- **TBR 3 - Housing Resources:** assessment of land availability for new construction and redevelopment and financial and administrative resources
- **TBR 4 - Past Performance:** summary of the City’s past performance and recommendations to improve future performance
- **TBR 5 - Community Outreach:** summary of the community outreach completed as part of the Update
- **TBR 6 - Affirmatively Furthering Fair Housing (AFFH) Analysis:** assessment of meaningful actions to combat discrimination, overcome segregation and foster inclusivity

### Housing Element Appendices

Two appendices to the draft Housing Element have also been prepared. Appendix A – Opportunity Sites Inventory includes a table and maps summarizing each Opportunity Site on a parcel-by-parcel basis and the anticipated number of units that can be expected on each site. An aerial photo context map is also provided for each site.

Appendix B – Development Case Studies presents a summary of development trends observed for recent housing development projects in the City. This analysis provides the basis for the assumptions the City is using for development capacity on each Opportunity Site to illustrate how the City will meet its RHNA obligation.

### Affirmatively Further Fair Housing (AFFH)

All Housing Elements adopted on or after January 1, 2021, must contain an Assessment of Fair Housing (AFH) consistent with the core elements of the analysis required by the federal Affirmatively Further Fair Housing Final Rule of July 16, 2015. Under State law, affirmatively furthering fair housing means “taking meaningful actions, in addition to combatting discrimination, that overcomes patterns of segregation and fosters inclusive communities free from barriers that restrict access to opportunity based on protected characteristics” under state and federal fair housing laws. The City identified specific actions, as identified in the Action Plan, that ensure that Policies and Programs are furthering fair housing in the City.

### Housing Element Implementation

To meet the City’s RHNA obligations, several changes to the City’s land use and development regulations are needed. The Update includes the following recommended changes:

- **General Plan Amendment:** Amendments to the General Plan Land Use Element Land Use Policy Map (Figure LU-10) for 340 identified Opportunity Site parcels to accommodate future housing development (Attachment 2);

- **Specific Plan Amendments:** Amendments to seven adopted Specific Plans, including non-substantive technical and clarifying changes, to accommodate future housing development on opportunity sites located within those Specific Plans;
  - **Downtown Specific Plan (Attachment 5):** Including amendments to expand the Raincross District, adding residential, mixed-use, and hotel uses to Prospect Place Office District, adding residential and mixed-use to Almond Street District along with Brockton, eliminating the Health Care District (expanding the Almond Street District) and adjusting parking requirements.
  - **Magnolia Avenue Specific Plan (Attachment 6):** Accommodating multi-family and mixed-use development on Housing Element Opportunity Sites.
  - **University Avenue Specific Plan (Attachment 7):** Accommodating multi-family and mixed-use development on Housing Element Opportunity Sites.
  - **Riverside Marketplace Specific Plan (Attachment 8):** Expanding the mixed-use Marketplace Sub Area to facilitate residential and mixed-used development.
  - **Canyon Springs Business Park Specific Plan (Attachment 9):** Incorporating mixed-use development within a portion of Planning Area 1.
  - **Hunter Business Park Specific Plan (Attachment 10):** Incorporating multi-family and mixed-use development within the General Industrial subdistrict.
  - **La Sierra University Specific Plan (Attachment 11):** Accommodating mixed-use development on additional acreage.
- **Zoning Text Amendments:** Amendments to Title 19 (Zoning) of the Riverside Municipal Code are proposed to streamline and facilitate future development of housing on Opportunity Sites and to bring the Zoning Code into compliance with requirements of state law. Proposed amendments (Attachment 3) include, but are not limited to:
  - **Chapter 19.100 – Residential Zones:** Modifications to development standards for Multi-family Residential Zones to facilitate residential development and to establish objective design standards.
  - **Chapter 19.120 – Mixed-Use Zones:** Modifications to development standards for Mixed-Use Zones to facilitate residential and mixed-use development and to establish objective design standards.
  - **Chapter 19.150 – Base Zones Permitted Land Uses:** – Amendments to the Permitted Uses Table to establish Low Barrier Navigation Centers as a use permitted by right in the Mixed-Use Zones and to eliminate Senior Housing as a separately regulated residential use.
  - **Chapter 19.170 – Innovation District Overlay Zone (ID):** New chapter establishing the ID Overlay Zone and setting forth permitted uses, development standards, permit requirements, and other regulations for properties having the ID Overlay Designation.
  - **Chapter 19.545 – Density Bonus:** Updates to the Density Bonus Ordinance to achieve consistency with recent legislation generally increasing the allowable maximum density bonus and the number of incentives possible; and decreasing parking requirements for affordable housing;
  - **Chapter 19.580 – Parking and Loading:** Adjustments to parking requirements, credits, reductions and calculation methods for mixed-use development and establishment of incentives for voluntary transportation demand measures;
  - **Chapter 19.710 – Design Review:** Extension of applicability of Administrative Design Review procedures to Opportunity Sites;

- **Chapter 19.770 – Site Plan Review Permit:** Based on the Planning Commission recommendation, adjustment of the site plan review requirement threshold for mixed-use development from 10,000 square feet of new development to 20,000 square feet of new nonresidential development or 20 residential units;
- **19.910 – Definitions:** Updates to and addition of various definitions associated with other Zoning amendments mentioned above; and
- Other non-substantive technical and clarifying changes, as necessary.

While related to the Housing Element, a rezoning to accommodate future housing development is also required. This is discussed in detail in the Opportunity Sites Inventory and Rezoning section of the staff report.

### Preliminary HCD Review and Comments

State review of the Draft Housing Element Update began in May 2021, with an initial submission of the Draft Housing Element, including proposed Policies, Programs, Actions, and the proposed Opportunity Sites Inventory to the State Department of Housing and Community Development (HCD) for an initial 60-day review. Formal comments from HCD were received in early July 2021. Following this feedback, the Draft Housing Element Update was revised and resubmitted to HCD for a subsequent 30-day review on August 6, 2021. As of the writing of this report, additional comments from HCD are pending.

### Public Safety Element Update

The Public Safety Element Update consists of the draft Public Safety Plan, which is intended to replace the current General Plan Public Safety Element in its entirety, and the Technical Background Report (Attachment 1). Implementing Actions for the Public Safety Element are contained in the Action Plan (Attachment 14).

### Public Safety Plan

The Public Safety Element incorporates information on natural and human-caused hazards, along with new policies related to environmental justice, wildfire prevention, climate change, and pandemic preparedness and response, among others. The purpose of the Public Safety Element is to reduce the potential short- and long-term risk of death, injuries, property damage, and economic and social disruption resulting from fires, floods, droughts, earthquakes, landslides, climate change, and other hazards. The overarching objective of the Public Safety Element is summarized by the following proposed Guiding Principle:

***Comprehensively address the public safety needs and concerns of the City’s residents, businesses, institutions, and visitors in a proactive and coordinated way to ensure protection from foreseeable natural and human-caused hazards.***

Policies have been developed to support the Guiding Principle. Certain policies that cover broad areas of City activities are further broken down into subtopics. Each Policy is supported by specific actions contained in the Action Plan that contains the specific, concrete steps the City will take to achieve the intent of each Policy. The draft Public Safety Element Policies include:

### Proposed Public Safety Element Policies

Number	Policy
<b>PSE-1</b>	<b>Natural Hazards:</b> Reduce the risk to the community from hazards related to geologic conditions, seismic activity, flooding, drought, and structural and wildland fires.
<b>PSE-2</b>	<b>Hazardous Materials:</b> Minimize the risk of potential hazards associated with the management and transport of hazardous materials.
<b>PSE-3</b>	<b>Transportation:</b> Minimize the risk of potential hazards associated with air and ground transportation.

Number	Policy
<b>PSE-4</b>	<b>Emergency Services:</b> Provide high-quality and responsive police, fire, and emergency services to all residents and businesses in Riverside.
<b>PSE-5</b>	<b>Pandemic:</b> Provide high-quality and responsive public health services to all residents of Riverside.
<b>PSE-6</b>	<b>Homelessness:</b> Reduce homelessness in Riverside through coordinated implementation of and equitable accessibility to public safety, economic, and social programs.
<b>PSE-7</b>	<b>Climate Adaptation and Resiliency:</b> Identify key potential impacts of climate change on City organizations, infrastructure, natural resources, and residents and develop adaptation pathways and resiliency pathways to address them.

### Public Safety Technical Background Report

The Public Safety Element Technical Background Report (TBR) assess data and provides an analysis of information related to various City Department activities, policies, programs, and strategic plans related to public safety, including police and fire services, emergency operations, emergency preparedness and emergency response public health services, planning, public works, public utilities, drought preparation and response, and homelessness solutions. This information supports the policies and actions that are included in the PSE and stand-alone Action Plan.

### California Board of Forestry and Fire Protection

Throughout 2021, staff coordinated with the City Fire Department and CalFire on the draft Public Safety Element Update to ensure it meets legislative requirements. The staff made changes to the Actions and Policies to ensure that all State requirements were met. A formal review by the State Board of Forestry and Fire Protection is scheduled for September 21, 2021.

### Environmental Justice Policies

As defined by the U.S. Environmental Protection Agency (2021), environmental justice is “the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income, with respect to the development, implementation, and enforcement of laws, regulations, and policies.”

The Environmental Justice (EJ) Policies included in the Update consists of proposed EJ policies for the nine remaining Elements of the General Plan 2025 (Attachment 1). The proposed EJ policies provide a framework for incorporating EJ principles into the Phase 2 General Plan update. EJ-related policies are also incorporated within the draft Housing and Public Safety elements. Implementing actions for the EJ policies are contained in the Action Plan (Attachment 14).

The EJ policies are intended to supplement the existing objectives, goals, and policies of nine elements of the GP 2025 under the following topics:

### Proposed Environmental Justice Policies

Number	Policy
<b>LAND USE AND URBAN DESIGN ELEMENT</b>	
<b>LU-EJ-1.0</b>	<b>Housing Location:</b> Ensure New Housing Developments Adhere to Local, State, and Federal Requirements to avoid disproportionate impacts on Environmental Justice Communities
<b>LU-EJ-2.0</b>	<b>Public Engagement:</b> Ensure the Citywide Community Engagement Policy provides community members with opportunities to participate in decisions that affect their environment and health
<b>CIRCULATION AND COMMUNITY MOBILITY ELEMENT</b>	



Number	Policy
<b>CCM-EJ-1.0</b>	<b>Active Transportation:</b> Promote physical activity and transportation to address negative health outcomes, particularly among environmental justice communities
<b>CCM-EJ-2.0</b>	<b>Transportation Options:</b> Encourage increased public transportation and multi-modal transportation choices as means of reducing roadway congestion and associated air pollution and promoting overall health
<b>EDUCATION ELEMENT</b>	
<b>ED-EJ-1.0</b>	<b>Education:</b> Coordinate with public school districts, charter and private K-12 schools and local universities and college to promoted equity in educational facilities and opportunities for the entire community
<b>NOISE ELEMENT</b>	
<b>N-EJ-1.0</b>	<b>Noise:</b> With a particular focus on environmental justice communities, reduce noise pollution by enforcing noise reduction and control measures within and adjacent to residential neighborhoods
<b>AIR QUALITY ELEMENT</b>	
<b>AQ-EJ-1.0</b>	<b>Air Quality:</b> Ensure that land-use decisions, including enforcement actions, are made in an equitable fashion to protect residents and workers in environmental justice communities from short- and long-term effects of air pollution
<b>PARKS AND RECREATION ELEMENT</b>	
<b>PR-EJ-1.0</b>	<b>Parks and Recreation:</b> Distribute recreational facilities equitably throughout Riverside’s neighborhoods
<b>PUBLIC FACILITIES AND INFRASTRUCTURE ELEMENT</b>	
<b>FI-EJ-1.0</b>	<b>Health Care:</b> Coordinate with healthcare providers to expand healthcare access for residents of Environmental Justice Communities
<b>ARTS AND CULTURE ELEMENT</b>	
<b>AC-EJ-1.0</b>	<b>Arts and Culture:</b> Promote the equitable distribution of arts and cultural facilities across the City
<b>HISTORIC PRESERVATION ELEMENT</b>	
<b>HP-EJ-1.0</b>	<b>Historic Preservation:</b> Encourage identification and preservation of historic and cultural resources associated with communities whose histories and historical contributions are not well documented

Action Plan

A separate but related Action Plan has been prepared as part of the Update. The Action Plan allows the City of Riverside to implement the Policies. The Action Plan also provides City Staff and community stakeholders with a comprehensive list of actions while identifying the responsible group and timeframe.

The Action Plan is a working document that will be used to track the progress on implementing the Update and, in the future, the updated General Plan. The Action Plan includes details on what should be completed, the responsible City lead and support, and timeframe (Attachment 14).

Opportunity Sites Inventory and Rezoning

As part of the Update, the Housing Element must include an inventory of potential sites to accommodate the City’s RHNA obligation. To ensure the City can accommodate a minimum of 18,458 units, staff identified a buffer to ensure the City meets the “No Net Loss” requirement so that at all times, the City can meet the RHNA obligations. This buffer ensures that if sites are not developed at the anticipated density, are developed with uses other than housing, or otherwise become unavailable during the eight-year cycle, there are enough appropriately zoned sites in reserve to ensure the RHNA obligations are continuously met.

**Staff Recommended Opportunity Sites Inventory**

Not every proposed site in the staff recommended Opportunity Site Inventory requires rezoning to help meet the City's RHNA obligation. Of 681 individual parcels, staff recommended that 516 parcels be rezoned (76% of the total). Of the remaining 165 parcels (24%), 82 parcels (12%) were rezoned during previous Housing Element Updates and are still available for housing development.

The initial staff recommended Opportunity Sites Inventory by Ward included:

#### Staff Recommended Opportunity Sites Inventory - Units and Acres by Ward

Ward	Sites	Parcels	Acres	% Total Acreage	Dwelling Units	% Total Units
Ward 1	50	149	190.13	26.3%	9,137	38.9%
Ward 2	30	85	86.31	12.0%	3,350	14.2%
Ward 3	26	84	95.10	13.2%	2,315	9.8%
Ward 4	12	34	49.83	7.0%	1,071	4.6%
Ward 5	23	87	81.64	11.3%	2,135	9.1%
Ward 6	35	150	114.87	15.9%	3,198	13.4%
Ward 7	29	87	104.47	14.5%	2,311	9.8%
<b>Total</b>	<b>205</b>	<b>676</b>	<b>722.35</b>		<b>23,517</b>	

A summary of the staff recommended Opportunity Sites, by type of zoning proposed (Multi-family Residential, Mixed-Use, or within one of three special focus areas – the Innovation District, the Northside Specific Plan, or the Downtown Specific Plan) includes:

#### Staff Recommended Opportunity Sites Inventory – Zoning Category Breakdown

Zoning Category	Parcels	Acres	% Land Area	Dwelling Units	% Total Units
Multi-family	175	201.61	27.9%	4,692	19.9%
Mixed-Use	365	348.53	48.3%	10,205	43.4%
ID, NSP, DT Districts	136	172.21	23.8%	8,620	36.7%
<b>Total</b>	<b>676</b>	<b>722.35</b>		<b>23,517</b>	

The staff recommended Opportunity Site Inventory was analyzed as part of the CEQA environmental review process for the Update which is described in detail in the Environmental Review section of this report.

#### Additional Opportunity Site Analysis – Following Planning Commission Report Submission

Since the Planning Commission staff report was published, staff was able to complete additional analysis and evaluation of the Opportunity Sites in response to comments provided by HCD on the initial draft submitted for their review. HCD indicated that any units on parcels under 0.5 acres or on sites larger than 10 acres could not be counted as lower-income units. This impacts the distribution of units between income categories with respect to what was presented to the Planning Commission but does not impact the overall units analyzed by staff. In addition, a mathematical formula error resulted in the number of units reported as 23,517 but it should have been 23,928 units.

#### Planning Commission Recommended Opportunity Sites Inventory Changes

On September 9, 2021, the Planning Commission considered the Phase 1 General Plan Update, including the Opportunity Sites Inventory. During the discussion, the Commissioners identified 38 Opportunity Sites, including three that were identified by staff, to discuss for further consideration.

The Planning Commission came to a consensus on each of the 38 sites and made a recommendation as follows (Attachment 18):

### Planning Commission Recommended Changes

Site	Ward	Action	Notes
19	6	Staff recommended Zoning: R-4 – Multiple Family Residential (40 du/ac max) PC recommended Zoning: MU-V-TA – Mixed-Use Village - Transit Adjacent (40 du/ac max)	MU-V-TA is consistent with adjacent proposed zoning  Allows for the same residential density as R-4  Allows flexibility of other uses
22	7	PC recommended removing from Sites Inventory	
27	6	PC recommended removing from Sites Inventory	
30	5	PC recommended removing from Sites Inventory	Property owners requested to be removed to allow continuation of industrial uses on property  Pending entitlements under review
34	6	PC recommended removing from Sites Inventory	
67	7	Staff recommended correcting site boundaries. PC supported staff's recommendation to correct site boundaries.	Data error resulted in incorrect parcel boundary  Change corrects the issue
85	4	PC recommended removing from Sites Inventory	
87	6	Staff Recommended Zoning: R-3-2500 Multiple-Family Residential (17.4 du/ac max) PC recommended Zoning: R-3-1500 Multiple Family Residential (29 du/ac max)	Property representative requested maintaining existing zoning of R-3-1500 to accommodate pending development proposal
103	3	PC recommended removing from Sites Inventory	
107	3	PC recommended removing from Sites Inventory	
111	3	PC recommended removing from Sites Inventory	Multiple public comments opposed to rezoning and inclusion in Sites Inventory
112	3	PC recommended removing from Sites Inventory	Multiple public comments opposed to rezoning and inclusion in Sites Inventory
138	2	Staff recommended removing from Sites Inventory PC supported staff's recommendation to remove from Sites Inventory	Site recently developed
170	2	PC recommended removing from Sites Inventory	
192	1	Staff recommended removing from Sites Inventory PC supported staff's recommendation to remove from Sites Inventory	Covenant restriction on residential uses due to onsite contamination
208	3	PC recommended removing from Sites Inventory	Multiple public comments opposed to rezoning and inclusion in Sites Inventory

The Planning Commission Recommended Opportunity Sites Inventory includes a total of 205 sites comprising 649 parcels and just under 700 acres. The tables below summarize the Planning Commission Recommended Opportunity Sites by Ward (Attachment 19).

**Planning Commission Recommended Opportunity Sites Inventory by Ward**

Ward	Sites	Parcels	Acres	% Total Acreage	Dwelling Units	% Total Units
Ward 1	51	155	206.95	29.8%	8,338	38.5%
Ward 2	29	81	82.00	11.8%	3,265	15.1%
Ward 3	26	73	72.61	10.4%	1,819	8.4%
Ward 4	12	31	49.21	7.1%	1,060	4.9%
Ward 5	23	86	75.67	10.9%	2,016	9.3%
Ward 6	35	139	107.42	15.5%	2,944	13.6%
Ward 7	28	84	101.25	14.6%	2,201	10.2%
<b>Total</b>	<b>205</b>	<b>649</b>	<b>695.11</b>	<b>100.0%</b>	<b>21,643</b>	<b>100%</b>

A summary of the Planning Commission Recommended Opportunity Sites, by type of zoning proposed (Multi-family Residential, Mixed-Use, or within one of three special focus areas – the Innovation District, the Northside Specific Plan, or the Downtown Specific Plan) includes:

**Planning Commission Recommended Opportunity Sites Inventory by Zoning Category**

Zoning Category	Parcels	Acres	% Land Area	Dwelling Units	% Total Units
Multi-family	151	171.71	24.7%	3954	18.27%
Mixed-Use	357	337.94	48.6%	9939	45.92%
ID, NSP, DT Districts	141	185.46	26.7%	7750	35.81%
<b>Total</b>	<b>649</b>	<b>695.11</b>	<b>100%</b>	<b>21,643</b>	<b>100%</b>

The Planning Commission recommended Opportunity Sites by income level includes:

**Planning Commission Recommended Opportunity Sites by Income Level**

Income level	RHNA Units	Planning Commission Recommended Units
Very Low + Low Income	7,925	8,947
Moderate Income	3,139	12,640
Above-Moderate Income	7,394	56
<b>Subtotal</b>	<b>18,458</b>	<b>21,643</b>
<b>No Net Loss Buffer Units</b>		<b>3,185</b>
<b>No Net Loss Buffer %</b>		<b>17.3%</b>

**Specific Opportunity Site Considerations – Planning Commission Recommendation**

During the Planning Commission hearing, there was discussion on several sites that currently have entitlement applications in progress.

Planning Commission recommended removing Site 208 (2201 Fairview Avenue) which currently has an existing entitlement application for senior (multi-family) housing. This site is currently zoned R-1-8500, and with the recommended change to the zoning code text, senior (multi-family) housing in the R-1 zones would no longer be permitted with a Minor Conditional Use Permit. Although not recommended to be removed from the Opportunity Site Inventory by the Planning Commission, this change could potentially impact two other entitlements for senior (multi-family) housing currently in process for on Site 106 (3301 Dominion Avenue) and Site 207 – Gould Street (no address) – Senior Apartments (24 units) Planning Case PR-2020-001157.

For Site 30 (3315 Van Buren - Brookhurst Mill), Planning entitlements have been submitted for several Minor Conditional Use Permits (MCUPs) to establish new uses unrelated to the previously

developed animal feed mill on-site. The Planning Commission recommended removal of the site due to the property owner's demonstrated intent to continue industrial uses.

A portion of Site 87 (Parcel ID 602) located on Janet Street was previously rezoned to R-3-1500 Multiple Family Residential with a maximum density of 29 dwelling units per acre (du/ac) as part of the 5<sup>th</sup> cycle Housing Element Rezoning Program. As part of the current 6<sup>th</sup> cycle effort, staff recommended rezoning the site to R-3-2500 Multiple Family Zoning, which would reduce the maximum density to 17.4 du/ac. On September 8, 2021, a Conceptual Development Review application was reviewed by the Development Review Committee for a 100-unit senior housing complex with up to a 30% low-income housing component project on this property. The proposed rezoning to R-3-2500 would not allow for adequate density for this proposed project. The Planning Commission recommended maintaining the parcel as part of the Opportunity Sites Inventory but recommends no rezoning.

### Public Outreach and Comments

#### **Outreach Summary**

Public input is essential in preparing the Update to ensure its success. This has resulted in the establishment of an inclusive process in which all residents have the chance to participate. State planning law requires that the City engage the public and include all stakeholders and income groups.

Promotion of the public outreach and engagement process began in December 2020 with the announcement of an upcoming series of virtual public workshops intended to introduce the project. Staff also began collecting input on the approach to developing the Housing Element Opportunity Sites Inventory. This initial outreach phase included contacting groups and organization partners and developing "interest lists." Outreach activities have been continuous throughout the Update process.

When public outreach activities for the Update began in early January 2021 at the peak of the COVID-19 Pandemic in the United States, the City was in the State's most restrictive Purple zone, meaning that opportunities for in-person engagement were essentially nonexistent. As with all outreach during this period, the City shifted to a variety of virtual and online mechanisms to engage residents as the priority is to protect health and stop the spread of COVID-19.

By Summer 2021, the effectiveness of the statewide vaccination campaign and diligent efforts to manage the spread of the disease meant that City facilities could begin to reopen fully, and in-person meetings and engagement activities could resume. This enabled, for the first time since the start of the project, a series of five in-person community meetings across six Wards to share the project with the public and solicit input.

Throughout all phases of the Project – and all iterations of pandemic-related restrictions – the City took a multi-faceted approach to engage residents. The Housing Element Technical Background Report TBR 5 – Public Outreach contains a detailed report of all outreach activities conducted, levels of participation, and key themes of the feedback that was received. In summary, outreach activities include:

- Updates and presentations to the City Council Housing & Homelessness Committee (May 2021) and Planning Commission (March and August 2021)
- Individual Councilmember briefings at each phase of the Update
- Six virtual public workshops in January, February, May, and June 2021
- Ward-based in-person community updates in June and July 2021
- Virtual focus group meetings as requested

- One-on-one consultations with residents and stakeholders as requested
- A dedicated project website
- Two online surveys
- Online ranking feedback forms for each of the draft Housing and Public Safety Elements and Environmental Justice Policies
- Map.Social – an online map-based feedback and commenting tool
- Interactive Housing Opportunity Sites web map
- Noticed public hearings before the Planning Commission and City Council
- Recorded public meetings posted online
- Letters to individual property owners and occupants of Opportunity Sites Inventory properties
- Postcard notices to property owners within 300 feet of Opportunity Sites;
- Flyer distribution at emergency food distribution events with City partners;
- Electronic billboard announcements
- Social media outreach through official City channels
- Media kits including flyers, social media graphics, and copy distributed to individual Councilmembers for each event
- Regular email blasts to over 50,000 recipients.

### **Public Comment Letters**

As of the publication of this report, the City has received 65 written comments and 18 e-comments collected throughout the course of the project, from February 2021 to the present. All comments are included in Attachment 20 of this report. These are in addition to the comments received during the public workshops and through various meetings with community organizations, as well as the formal comments on the EIR as listed below. Comments generally included:

- Requests to slow down or stop the process
- Concerns with specific Opportunity Sites included
- Concerns with adequate infrastructure capacity
- Concerns the Update does not fully reflect requirements of State legislation

Staff has addressed these concerns in the Update, this staff report, the Planning Commission staff report and the Final Environmental Impact Report.

### **Environmental Review**

An Environmental Impact Report (EIR) has been prepared for the Update pursuant to Sections 15161 and 15126.6 of the California Environmental Quality Act (CEQA) and City of Riverside CEQA Resolution No. 21106 (Attachment 13). These sections indicate that an EIR should focus primarily on the changes in the environment that would result from the project. The EIR should also describe a range of reasonable alternatives to the project, which would feasibly attain most of the basic objectives but would avoid or substantially lessen any of the significant effects and evaluate the comparative merits of the alternatives.

A Notice of Preparation (NOP) of an Environmental Impact Report was published for the project on April 5, 2021, and a virtual public scoping meeting was held on April 22, 2021. The NOP included the publication of an Environmental Initial Study that identified the environmental topics that would be analyzed further in the EIR.

The EIR includes an analysis of potential effects associated with 21 environmental topics, including Air Quality, Biological Resources, Cultural and Tribal Cultural Resources, Paleontological Resources, Greenhouse Gas Emissions, Hazards and Hazardous Materials, Land Use and Planning, Noise, Population and Housing, Public Services, Recreation, Transportation, Utilities and Service Systems, and Cumulative Impacts.

To evaluate the potential environmental impacts of the project, the EIR assumes that all proposed Opportunity Sites to be rezoned would be developed with 100% of the maximum density allowed during the 8-year 6<sup>th</sup> Cycle. As a result, the EIR analyzed the potential addition of 31,564 dwelling units to the City. However, it is highly unlikely that this amount of development would occur.

The EIR also analyzes four alternatives to the project: 1) a No Project Alternative; 2) a Dispersed Growth Alternative; 3) a Focused Growth Alternative; and 4) a Limited Opportunity Sites Alternative. With the exception of the No Project Alternative, each of these is designed to accommodate the City's RHNA obligation through various approaches to site identification and proposed zoning changes.

The EIR concludes that the Update would have a potentially significant impact to Biological Resources, Cultural Resources, Paleontological Resources, Hazards and Hazardous Materials, and Tribal Cultural Resources, but that with the implementation of mitigation measures, these impacts would become less than significant. Significant and unavoidable impacts are expected to Air Quality, Greenhouse Gas Emissions, Noise, and Transportation, and impacts would remain significant even after the implementation of mitigation. Impacts to Population and Housing would be significant and unavoidable, and there is no mitigation available to reduce this impact. As such, a Statement of Overriding Considerations is required to be adopted by the City Council.

Pursuant to CEQA, a 45-day public review and comment period was provided beginning July 19, 2021, and ending Thursday, September 2, 2021. A Notice of Availability was mailed to individuals that participated in any of the engagement opportunities or requested to be notified of project actions, various Federal, State, regional, and local government agencies, and other interested parties, including the agencies/interest groups that commented on the Notice of Preparation, and the State Clearinghouse. Additionally, a one-eighth page ad was published in the Press Enterprise advising of the availability of the DEIR and the timing of the public comment period.

## **EIR Comment Letters**

Staff received 14 comment letters on the EIR to date that are included in Attachment 21; this includes one letter that was received after the comment period closed. Responses to these comments are included in the Final EIR Response to Comments section (Attachment 13). The Final EIR also includes an Errata that outlines technical changes and clarifications as well as a Mitigation Monitoring and Reporting Plan (MMRP). Comments generally related to the CEQA topics include:

- Concerns with the overall process
- Concerns with adequate road and infrastructure capacity (particularly water) and the need for further City investments in infrastructure upgrades to accommodate the additional housing
- Concerns for potential to increase greenhouse gases
- Suggests requirements for Environmental Justice are not met
- Concerns with impacts to flood zones
- Concerns with placement of housing near freeways and railroad tracks

- Impacts of using outdated data (the 2016 Urban Water Management Plan and the 2010 Census)
- States Number of units analyzed exceeds the RNHA obligation of 18,458 units
- Concerns with overriding considerations for the Significant Impacts
- Concerns with the dismissal of Project Alternatives

These comments are addressed in detail in Chapter 10 of the FEIR (Responses to Comments). As it relates to the letter submitted after the comment period ended, the letter focused on requiring local hire and use of skilled and trained workforce to provide additional community benefits.

### **STRATEGIC PLAN ALIGNMENT**

The General Plan Phase 1 Update supports the Envision Riverside 2025 City of Riverside Strategic Plan and supports the following Strategic Priorities:

1. Strategic Priority 1 – Arts, Culture and Recreation (Goals 1.2, 1.3 and 1.5)
2. Strategic Priority 2 – Community Well-Being (All Goals)
3. Strategic Priority 4 – Environmental Stewardship (Goal 4.3)
4. Strategic Priority 5 – High Performing Government (Goal 5.2, 5.3, 5.5)
5. Strategic Priority 6 – Infrastructure, Mobility & Connectivity (Goal 6.1)

This Update aligns with the following Cross-Cutting Threads:

1. **Community Trust** – The project included outreach that included virtual meetings, Planning Commission Workshops, City Council Committee Workshops, one-on-one meetings, social media blasts and other techniques to ensure public input into the overall process.
2. **Equity** – The Update aligns with the Equity Cross-Cutting Thread in that it provides for additional housing opportunities, considers public safety, and proposes environmental justice policies that will apply to all Wards. By taking a holistic approach to the Update, every member of the community has access to share the benefits of the Update.
3. **Fiscal Responsibility** – The Update aligns with the Fiscal Responsibility Cross-Cutting Thread as the public funds expended to complete the Update considered housing opportunities, public safety, and environmental justice policies in all Wards.
4. **Innovation** - The project responds the changing needs of residents and provides an Action Plan that identifies future partnerships and collaboration.
5. **Sustainability and Resiliency** – The project considers both the existing and future needs related housing opportunities, public safety, and environmental justice in the City.

### **FISCAL IMPACT:**

There is no fiscal impact associated with this report.

Prepared by: David Welch, Community & Economic Development Director  
Certified as to availability of funds: Edward Enriquez, Chief Financial Officer/City Treasurer  
Approved by: Rafael Guzman, Assistant City Manager



Approved as to form: Phaedra A. Norton, City Attorney

Attachments:

1. Resolution approving General Plan Amendments including the Housing Element, Public Safety Element, Environmental Justice Policies and Other Minor Text Amendments
2. Resolution approving General Plan Land Use Designation of Opportunity Sites
3. Ordinance approving Zoning Code Text Amendments
4. Ordinance approving Rezoning of Housing Element Opportunity Sites
5. Resolution approving Downtown Specific Plan Amendment
6. Resolution approving Magnolia Avenue Specific Plan Amendment
7. Resolution approving University Avenue Specific Plan Amendment
8. Resolution approving Riverside Marketplace Specific Plan Amendment
9. Resolution approving Canyon Springs Business Park Specific Plan Amendment
10. Resolution approving Hunter Business Park Specific Plan Amendment
11. Resolution approving La Sierra University Specific Plan Amendment
12. Resolution certifying the Final Program Environmental Impact Report prepared for the Phase 1 General Plan Update
13. Final Environmental Impact Report (including DEIR) – Distributed to the City Council and available electronically at:  
[https://riversideca.gov/cedd/sites/riversideca.gov.cedd/files/pdf/planning/2021/Housing\\_Element/Attachment%2013%20-%20Final%20Environmental%20Impact%20Report\\_09-21.pdf](https://riversideca.gov/cedd/sites/riversideca.gov.cedd/files/pdf/planning/2021/Housing_Element/Attachment%2013%20-%20Final%20Environmental%20Impact%20Report_09-21.pdf)
14. Final Action Plan
15. ALUC Determination
16. City Planning Commission Report – September 9, 2021
17. City Planning Commission Minutes – September 9, 2021
18. Planning Commission Recommended Removed Opportunity Sites Map
19. Updated Opportunity Sites Inventory Maps
20. Public Comments on the Update
21. EIR Comments on the Update
22. Presentation