

I Introduction

This draft Environmental Impact Report (EIR) has been prepared on behalf of the City of Redlands in accordance with the California Environmental Quality Act (CEQA) (Public Resources Code Section 21000 *et seq.*). The EIR analyzes potential environmental impacts of the adoption and implementation of the proposed Redlands General Plan (General Plan) and Climate Action Plan (CAP), collectively referred to as the “Proposed Project.” This chapter outlines the purpose and overall approach to the preparation of the EIR. The City of Redlands is the lead agency responsible for ensuring that the proposed General Plan and Climate Action Plan comply with CEQA. “Lead agency” is defined by Section 21067 of CEQA as “the public agency which has the principal responsibility for carrying out or approving a project which may have a significant effect upon the environment.”

I.1 Purpose of the EIR

Pursuant to the provisions of CEQA and related case law, general plans and other programs must include analyses of the potential significant environmental impacts associated with implementation of their policies and proposals. The primary intent of CEQA is to ensure that public agency decision-makers document and consider the environmental implications of their actions in order to avoid or minimize environmental damage that could result from the implementation of a project wherever feasible and to balance environmental, economic, and social objectives. The purpose of an EIR is to identify the significant effects on the environment of a project, to identify alternatives to the project, and to indicate the manner in which those significant effects can be mitigated or avoided (California Public Resources Code [PRC] Section 21002.1).

PURPOSE

This EIR serves the following purposes:

- To satisfy CEQA requirements for analysis of environmental impacts by including a complete and comprehensive programmatic evaluation of the physical impacts of adopting and implementing the Project;
- To recommend a set of measures to mitigate any significant adverse impacts;
- To analyze a range of reasonable alternatives to the Proposed Project;
- To inform decision-makers and the public of the potential environmental impacts of the Project prior to taking action on the Project and to assist City officials in reviewing and adopting the proposed General Plan and CAP; and

- To provide a basis for the review of subsequent development projects and public improvements proposed within the planning area. Subsequent environmental documents may be tiered from the final Program EIR.

The proposed General Plan and CAP consist of policies, diagrams, and standards to guide the future development of the City of Redlands and the Sphere of Influence (SOI) within the Planning Area, as described in Chapter 2: Project Description. This EIR contains analysis of all potential environmental impacts expected to result from implementation of the various policies and programs identified as part of the Project, including those that serve to avoid or minimize adverse environmental impacts. In accordance with CEQA requirements, this EIR also identifies and evaluates alternatives to the Project, including the No Project Alternative, which represents the continued implementation of the current General Plan. An environmentally superior alternative is identified as part of the alternatives analysis.

This EIR represents the best effort, at a programmatic level, to evaluate the potential environmental impacts of the Project given its 2035 planning horizon. It can be anticipated that conditions will change; however, the assumptions used are the best available at the time of preparation and reflect existing knowledge of patterns of development.

APPLICABILITY

As a program EIR, the preparation of this document does not relieve the sponsors of specific projects from the responsibility of complying with the requirements of CEQA (and/or the National Environmental Policy Act (NEPA) for projects requiring federal funding or approvals). This document focuses on the overall effects associated with adoption and implementation of the Project and does not examine the effects of potential site-specific projects that may occur under the overall umbrella of the Project in the future. As noted, individual projects may be required to prepare a more precise, project-level analysis to fulfill CEQA and/or NEPA requirements. The lead agency responsible for reviewing these projects shall determine the level of review needed, and the scope of that analysis will depend on the specifics of the particular project. These projects may, however, use the discussion of impacts in this EIR as a basis of their assessment of these regional, citywide, or cumulative impacts, provided that the projects are consistent with the General Plan and the data and assumptions used in this EIR remain current and valid.

INTENDED USES OF THE EIR

The CEQA Guidelines (Section 15124(d)) require EIRs to identify the agencies that are expected to use the EIR in their decision-making, and the approvals for which the EIR will be used. This EIR will inform the City of Redlands, in addition to other responsible agencies, persons, and the general public, of the potential environmental effects of the Proposed Project and the identified alternatives. The City of Redlands will use the EIR as part of its review and approval of the General Plan and CAP. Other agencies expected to use the EIR include: The County of San Bernardino, San Bernardino Council of Governments, San Bernardino County Transportation Authority, and the Southern California Association of Governments, as well as State agencies such as CalFire and Caltrans.

1.2 Planning Process and Public Involvement

The General Plan update process was initiated by the City of Redlands in June 2015. The CAP preparation began in October 2016. In order to ensure that the resulting plans accurately addressed community needs and values, the City undertook a comprehensive public process to obtain the input of residents, business, and property owners, as well as decision-makers and members of various City departments.

COMMUNITY INVOLVEMENT PROCESS

General Plan Steering Committee

The General Plan Steering Committee (GPSC) served in an advisory role to the Planning Commission and City Council on matters related to the General Plan update process. The GPSC was created to provide input on the project throughout the process and to bring together perspectives from different disciplines and neighborhoods within the Planning Area. The committee was made up of 34 community members serving on a voluntary basis. The GPSC met regularly throughout the course of the project to help define community input into a shared vision, brainstorm issues and ideas, and review the policy content of the General Plan to ensure that it met the needs and desires of the community. The public was welcomed to observe the meetings to learn more about the process and provide comment on draft components.

Community Workshops

Two visioning workshops were held in August 2015 with the objectives of fostering dialogue between community members on the future of Redlands; identifying common themes and visions for Redlands; and gathering ideas on key planning issues and ideas to consider during the General Plan update. The first workshop was attended by 52 people, and the second by 48.

Community Survey

An online survey was conducted between July 31, 2015 and September 21, 2015 to enable community members to express their values and visions for the future, while also gauging support for various potential improvements to circulation, the Downtown area, and the city as a whole. The survey was administered using Metroquest (an online survey provider) and made available as a paper version at community workshops and at City Hall. Full Spanish translations of the survey were available online and in paper form. There was a total of 1,838 responses to the survey. All responses were coded into a database and analyzed, and a report on findings was made available to the public.

Stakeholder Meetings

The City of Redlands conducted a series of stakeholder interviews to engage agencies and organizations with insight into the city's planning issues. These interviews were an opportunity for City staff to share information about the planning process and elicit information about programs being implemented by stakeholder groups; experiences stakeholders have had working with the City in the past; ideas for improvements to City regulations, policies, infrastructure, and services; and perspectives on key opportunities and constraints for the city over the next 20 years.

Stakeholders represented interests such as the airport, arts and culture, the Chamber of Commerce, natural resources conservation, bicycling, agriculture and citrus, neighborhoods, the special needs community, citizen groups, landowners, and real estate professionals.

City Council and Planning Commission Workshops

The Planning Commission met in April 2016 to review the draft principles, actions, and themes of the proposed General Plan. Two City Council workshops were held. The first was a joint public meeting/workshop with the Planning Commission in June 2016 to review proposed land use changes. The second meeting was a public workshop to review the draft principles, actions, and themes recommended by the Steering Committee.

Open House

An open house was held in September 2016 to present the draft General Plan that had been developed with input from the GPSC. Copies of the draft were made available to the public. Displays included large-format versions of the proposed General Plan land use map in order to show land uses in greater detail. Staff was available to answer any questions and to receive comments from the public.

Redlands 2035 Website

A project website was established to provide updates on the planning process, access to meeting materials and presentations, draft documents for public review, and additional background information about Redlands, urban planning, and the General Plan update. The URL for the project website is www.Redlands2035.org.

EIR PROCESS

Notice of Preparation and Public Participation

A Notice of Preparation (NOP) for the EIR on the Project was submitted to the State Clearinghouse on August 10, 2016 and circulated among relevant State and local agencies, as well as to members of the public. The City received comments during a 30-day review period, which ended September 9, 2016. The NOP and comments on the NOP received by the City are included as Appendix A of this EIR. An EIR Scoping Meeting conducted by the Environmental Review Committee was held on August 30, 2016 in Council Chambers to receive comments and suggestions on scope and content for the EIR; solicit inputs on potential impacts, mitigation measures, and alternatives to consider; and consult with public agencies responsible for natural resources, other regulatory bodies, neighboring communities, Native American tribes, and members of the public. Comments on the NOP, along with input received during public workshops and meetings over the course of the General Plan update process, have helped to identify the major planning and environmental issues and concerns and establish the framework of this EIR.

Tribal Consultation (SB 18 and AB 52)

Government Code §65352.3 requires local governments to consult with California Native American tribes identified by the Native American Heritage Commission (NAHC) for the purpose of protecting, and/or mitigating impacts to cultural places. Additionally, Assembly Bill (AB) 52

(effective in 2015) requires tribal cultural resources to be addressed under CEQA. AB 52 provides both federal and non-federally recognized tribes the right to formal consultation with project lead agencies. The City contacted the NAHC in August 2016 to request a consultation list of tribes traditionally and culturally affiliated with the Planning area. The City contacted the listed tribes and provided information about the planning process and forthcoming EIR.

Draft EIR Review

The 45-day review period for the draft EIR ends on June 19, 2017. The EIR and appendices are available for review at the City of Redlands City Clerk's office (Suite 4) and the Development Services office (Suite 20) at 35 Cajon Street, Redlands CA 92373, and online at www.redlands2035.org.

Please submit comments on this draft EIR in writing or via email to:

Troy Clark, General Plan Project Administrator
City of Redlands Development and Services Department
Planning Division
35 Cajon Street, Suite 20
Redlands, CA 92373
Troy.Clark@cityofredlands.org

After the close of the public review period, City staff and CEQA consultants will review the comments and determine whether any changes are required to the EIR. The City Council will then consider certification of the Final EIR. Subsequent to certification of the Final EIR, the City Council may approve the Proposed Project. If the City Council approves the Project, a Notice of Determination will be filed with the State Office of Planning and Research and the Clerk of San Bernardino County.

1.3 Approach and Scope of the EIR

TYPE OF EIR

This EIR is a program EIR, defined in Section 15168 of the CEQA Guidelines as: “[An EIR addressing a] series of actions that can be characterized as one large project and are related either: (1) Geographically; (2) A[s] logical parts in the chain of contemplated actions; (3) In connection with the issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program; or (4) As individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental impacts which can be mitigated in similar ways.”

Program EIRs can be used as the basic, general environmental assessment for an overall program of projects such as the Proposed Project, intended to be developed over a 20-year planning horizon. A program EIR has several advantages. First, it provides a basic reference document to avoid unnecessary repetition of facts or analysis in subsequent project-specific assessments. Second, it allows the lead agency to look at the broad, regional impacts of a program of actions before its

adoption and eliminates redundant or contradictory approaches to the consideration of regional and cumulative effects.

As a programmatic document, this EIR presents a citywide assessment of the potential impacts of the Proposed Project. It does not separately evaluate subcomponents of the Proposed Project nor does it assess project-specific impacts of potential future projects under the Proposed Project, all of which are required to comply with CEQA and/or NEPA as applicable.

As a program EIR, the preparation of this document does not relieve the sponsors of specific projects from the responsibility of complying with the requirements of CEQA (and/or the National Environmental Policy Act (NEPA) for projects requiring federal funding or approvals). As noted, individual projects are required to prepare a more precise, project-level analysis to fulfill CEQA and/or NEPA requirements. The lead agency responsible for reviewing these projects shall determine the level of review needed, and the scope of that analysis will depend on the specifics of the particular project. These projects may, however, use the discussion of impacts in this EIR as a basis of their assessment of these regional, citywide, or cumulative impacts, provided that the projects are consistent with the General Plan and the data and assumptions used in this EIR remain current and valid.

ENVIRONMENTAL ISSUE AREAS

Information gathered about the environmental setting is used to define relevant planning issues, determine thresholds of significance, and evaluate potential impacts. Based on the initial analysis of environmental setting and baseline conditions, and comments on the NOP, the following issues are analyzed in this Program EIR:

- Aesthetics
- Agricultural Resources
- Air Quality
- Biological Resources
- Energy, Greenhouse Gases, and Climate Change
- Geology, Soils, and Seismicity
- Hazards and Hazardous Materials
- Historic, Archeological, and Paleontological Resources
- Hydrology and Water Quality
- Land Use, Population, and Housing
- Mineral Resources
- Noise
- Public Services and Facilities
- Public Utilities
- Transportation

PLANNING HORIZON

For analytic purposes in this EIR, the base year is 2015 unless otherwise noted, and the horizon year representing future conditions is 2035. In cases where current data is not available, the most recent known data is used to depict baseline conditions. The horizon year of 2035 represents the target year of the Project when projects and programs are anticipated to be fully implemented and serves as an assumed year for buildout of the proposed General Plan. In reality, full buildout of the Project may take more or less than 20 years.

ALTERNATIVES

CEQA requires EIRs to evaluate a reasonable range of alternatives to the Project that could feasibly attain most of the basic project objectives and would avoid or substantially lessen any of the significant environmental impacts. This EIR evaluates two alternatives, including the Suburban Expansion Alternative and the No Project Alternative, which represents the continuation of the City's currently adopted General Plan without adoption of the proposed CAP.

1.4 Other Relevant Plans and Environmental Studies

An Existing Conditions Report was published in December 2015/January 2016 to explore a range of social, economic, and environmental topics as part of the planning process for the proposed General Plan. In some instances, the report may contain information at a greater level of detail than this EIR; however, information in this EIR is more current. This document can be viewed online at <http://www.redlands2035.org>. Other plans and studies relevant to the Project include the following:

- City of Redlands Bicycle Master Plan (2015)
- City of Redlands Drainage Master Plan (2014)
- City of Redlands East Valley Corridor Specific Plan (1989)
- Redlands Community Sustainability Plan (2011)
- Redlands Downtown Specific Plan (1994)
- Proposed Redlands Downtown Specific Plan Update (Draft 2011)
- Redlands General Plan Master Environmental Assessment (1991)
- Redlands Municipal Airport Land Use Compatibility Plan (Revised 2003)
- San Bernardino County General Plan (2007)
- San Bernardino County General Plan EIR (2007)

1.5 Organization of EIR

This draft EIR is organized into the following chapters, plus appendices:

- ES. **Executive Summary.** The executive summary summarizes the Program EIR by providing an overview of the Project, the potentially significant environmental impacts that could result from the Project, the mitigation measures identified to reduce or avoid these impacts, alternatives to the Project, and identification of the environmentally superior alternative.
1. **Introduction.** This chapter introduces the purpose for the EIR, explains the EIR process and intended uses of the EIR, and describes the overall organization of this EIR.
 2. **Project Description.** This chapter includes a detailed description of the proposed General Plan and CAP, including the Project location and planning boundaries, purpose and objectives of the Project, buildout under the Project, and implementation of the Project.
 3. **Settings, Impacts, and Mitigation Measures.** This chapter analyzes the environmental impacts of the Project. Impacts are organized by major topic. Each topic area includes a description of the environmental setting, significance criteria, methodology, and potential impacts.
 4. **Analysis of Alternatives.** This chapter presents a reasonable range of alternatives to the Project, provides discussion of environmental impacts associated with each alternative, compares the relative impacts of each alternative to those of the Project and other alternatives, discusses the relationship of each alternative to the Project's objectives, and identifies the environmentally superior alternative.
 5. **CEQA Required Conclusions.** This chapter provides a summary of significant environmental impacts, including growth-inducing, cumulative, and significant and unavoidable impacts; significant irreversible environmental change; and impacts found not to be significant.
 6. **Bibliography.** A list of documents used in the preparation of the EIR.
 7. **Report Authors.** Identifies the persons and organizations that contributed to the preparation of the EIR.
 8. **Appendices.** Technical appendices include the NOP and compilation of agency and public comments received on the NOP, as well as other technical appendices related to traffic and cultural resources.
 - Appendix A includes the NOP and responses.
 - Appendix B includes supporting documents for Section 3.3: Air Quality, including SCAQMD permitted facilities in the Planning Area and the Teledyne Proposition 65 warning.
 - Appendix C includes supporting documents for Section 3.3: Air Quality, including air quality monitoring results.
 - Appendix D includes the cultural resources records search results referenced in Section 3.8: Historic, Archaeological, and Paleontological Resources.

- Appendix E includes letters pertaining to tribal consultation as referenced in Section 3.8: Historic, Archaeological, and Paleontological Resources.
- Appendix F includes documentation of analysis conducted for Section 3.12: Noise.
- Appendix G includes existing traffic counts referenced in Section 3.15: Transportation.
- Appendix H includes existing intersection level of service calculations referenced in Section 3.15: Transportation.
- Appendix I includes future year intersection level of service calculations for the Proposed Project as referenced in Section 3.15: Transportation.

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