

Appendix B

Full Text Revisions for Draft EIR Section 4.12 Population and Housing

4.12 Population and Housing

This section describes the existing and projected population and housing conditions at UCR, the change in population (i.e., students, student’s families, faculty, and staff) related to the proposed 2021 LRDP and whether the proposed 2021 LRDP would result in any environmental impacts associated with unplanned population growth.

4.12.1 Environmental Setting

State

California Population Forecasts

California’s 2020 population is approximately 39.8 million, with total population projected to reach 45 million by 2050. While the State’s population is aging, and it is projected that by 2030 about one in five Californians will be 65 or older. Generally, the State’s population is slightly younger than that of the rest of the nation. According to 2018 Census Bureau estimates, California has the fifth youngest population in the country with a median age of 36.7, compared to 38.2 for the entire country (Public Policy Institute of California [PPIC] 2020a).

Approximately 10.7 percent of California residents are between the ages of 18 and 25 (DOF 2021). As shown in Table 4.12-1, the population is expected to continue to grow 8.5 percent between 2020 and 2035 and will see the most growth between 2025 and 2030, then decrease between 2030 and 2035. Overall, there is a projected growth of over 36,000 residents statewide over the next 15 years in this age bracket.

Table 4.12-1 Population Projections for Residents Age 18-25 in California

Population Segment	2020 Population	2025 Projection	2030 Projection	2035 Projection	Difference 2020-2035	Percent Increase 2020-2035
Residents aged 18-25	4,091,113	4,053,774	4,143,279	4,104,500	13,387	0.3

Source: DOF 2021

Statewide Housing

California currently has approximately 14.3 million housing units (DOF 2020). An average of 80,000 homes have been built in the state per year since 2007, far below the 180,000 annually estimated to be demanded by California’s growing population from 2015 through 2025 (California Housing and Community Development 2017). Housing costs have fluctuated over the previous decade, but California home values have risen significantly since the Great Recession of 2007-2009. Additionally, California has six of the nation’s 15 most-expensive, large metropolitan rental markets, and a lower vacancy rate for renters and homeowners than the national average (PPIC 2020b).

Educational Attainment Levels and Trends

Educational attainment has increased for Californian residents over the past 50 years, with over 30 percent of residents aged 25 and older attaining a bachelor’s degree (California Legislative Analyst’s Office 2019). Higher education enrollment among traditional college-aged students is increasing. In

2000, 35 percent of Californians between 18 and 24 years of age reported attending an institution of higher education in California; in 2015, that figure was 47 percent. A recent study found that about 14 percent of current high school graduates are eligible for the UC (PPIC 2020c).

University of California

UC Population

STUDENTS

UC's 9 undergraduate campuses enrolled 46,677 freshmen students and 21,015 transfer students in Fall 2018 (UC 2020). Transfer students are those who are admitted as sophomore to a UC institution from another college institution or California-based community college.

Currently, about 10 percent of California's high school graduates attend a UC campus. Out-of-state residents make up an increasingly large share of UC enrollment, approximately 33,000 students, which was 15 percent of total enrollment as of the 2016/2017 academic year. However, the California State legislature enacted legislation to limit the number of non-resident students at UC campuses by academic year 2029/2030 (California Legislative Analyst's Office 2019). More specifically, the State's Budget Act of 2016 called for the Regents to adopt a policy limiting the number of undergraduate non-residents as a condition for receiving certain funding. On May 18, 2017, the Regents adopted a policy on non-resident enrollment. Under that policy, non-resident enrollment will be capped at 18 percent at five UC campuses. At the other four campuses where the proportion of non-residents exceeds 18 percent — UC Berkeley, UC Irvine, UC Los Angeles, and UC San Diego — non-resident enrollment will be capped at the proportion that each campus enrolls in the 2017–18 academic year.

The incoming class for academic year 2019/2020 also includes the largest number ever of new California transfer students, consistent with the high priority the Governor and members of the legislature placed on expanding opportunities for transfer enrollment (UCOP 2019).

FACULTY AND STAFF

The UC system is California's largest employer, with approximately 23,300 faculty, 157,400 staff, 47,000 academic staff, and 96,000 represented employees across its 10 campuses, five medical centers, and three laboratories (UCOP 2020). One widely used measure of academic quality is the student-faculty ratio, which reflects resources available for instruction and the average availability of faculty members to every student. Lower ratios are preferable for students, as they will generally receive more focused resources for instruction. The student-faculty ratio has increased at various times throughout the history of the UC, particularly during the last decade. In the lower division, full-time permanent faculty generally teach large lecture classes. Non-permanent faculty, such as lecturers, generally teach lecture sections and smaller classes. In the upper-division, student contact with full-time permanent faculty is evenly distributed across classes of all sizes. Graduate academic students are almost uniformly taught by full-time permanent faculty in classes with fewer than 50 students (UC 2020).

Regional

Riverside is the county seat of Riverside County, and it is also part of a larger geographic area known as Inland Southern California, which includes western Riverside and southwestern San Bernardino

counties and portions of the Pomona Valley in easternmost Los Angeles County. The three-county area includes housing within a reasonable commute of UCR (approximately 1 hour each way).

The Southern California Association of Governments (SCAG) serves as the Metropolitan Planning Organization for the southern California region. SCAG projects major growth indicators for its region, including Riverside, San Bernardino, Los Angeles, Imperial, Orange, and Ventura counties. Population, household, and employment estimates and forecasts are maintained at the jurisdictional and county unincorporated level and provide the basis for developing the regional growth forecast for the region (SCAG 2020). Table 4.12-2 and Table 4.12-3 provide population and housing estimates and forecasts for 2020 and 2035 for major cities in the Riverside-San Bernardino-Ontario metropolitan area, based on estimates from the California Department of Finance (DOF) and the 2016 SCAG forecast.

Population

Based on SCAG’s population forecast provided in Table 4.12-2, the City currently has, and is projected to continue to have, the highest population of the major cities in Inland Southern California.

Table 4.12-2 Regional City Population Forecast

City Name	2020 Population ¹	2035 Population ²	Change 2020-2035
Chino	89,109	114,200	25,091
Chino Hills	82,409	89,000	6,591
Corona	168,248	170,500	2,252
Eastvale	66,413	63,400	-3,013
Fontana	213,000	266,300	53,300
Grand Terrace	12,426	13,900	1,474
Highland	55,323	65,700	10,377
Jurupa Valley	107,083	112,900	5,817
Loma Linda	24,535	28,700	4,165
Moreno Valley	208,838	250,200	41,362
Norco	27,564	31,800	4,236
Ontario	182,871	248,800	65,929
Rancho Cucamonga	175,522	198,300	22,778
Redlands	70,952	83,400	12,448
Rialto	104,553	111,400	6,847
Riverside	328,155	384,100	55,945
San Bernardino	217,946	256,400	38,454
Upland	78,814	81,600	2,786
Total	2,213,761	2,570,600	356,839

¹DOF 2020

²SCAG 2016a

The population of cities in this area are projected to increase by 2035, with the population of the City expected to increase by approximately 56,000. By 2035, the City is projected to have 384,100 residents, or approximately 15 percent of the total population (2,570,600 residents) in the region.

Housing

Migration to the Inland Empire from coastal regions in California is anticipated to continue as housing costs in coastal cities remain high. Historically, rising property costs have driven people with diverse incomes and educational backgrounds to migrate inland for homes or rentals they can afford. However, income inequality remains a factor in Riverside and San Bernardino counties, similar to other counties in the state (SCAG 2018). The SCAG estimates provided in Table 4.12-3 indicate that Riverside has the highest number of housing units of the major cities in the region.

Table 4.12-3 Regional Housing Forecast

City Name	2020 Housing Units ¹	2035 Housing Units ²	Change 2020-2035
Chino	25,621	32,200	6,579
Chino Hills	25,850	27,400	1,550
Corona	49,941	51,300	1,359
Eastvale	17,067	16,000	-1,067
Fontana	55,093	70,000	14,907
Grand Terrace	4,727	5,600	873
Highland	16,845	20,200	3,355
Jurupa Valley	28,735	29,900	1,165
Loma Linda	9,853	11,500	1,647
Moreno Valley	57,523	71,200	13,677
Norco	7,329	9,100	1,771
Ontario	51,283	72,200	20,917
Rancho Cucamonga	59,440	70,200	10,760
Redlands	27,129	31,600	4,471
Rialto	27,595	31,000	3,405
Riverside	101,414	117,700	16,286
San Bernardino	65,654	76,600	10,946
Upland	28,000	28,800	800
Total	659,099	772,500	113,401

¹DOF 2020

²SCAG 2016a

The overall number of housing units is projected to increase in the region by more than 113,400 units between 2020 and 2035. The number of housing units in the City is projected to grow by approximately 16,286 housing units by 2035, when SCAG projects the total number of housing units for cities in this area to be approximately 772,500. The City will account for the highest total number of housing units in the area by 2035, comprising approximately 15 percent of the total, although Ontario is projected to increase its housing supply the most in terms of unit volume. Table 4.12-4 lists the most recent vacancy rate and persons per household for major cities in the region.

Table 4.12-4 Regional Housing Vacancy Rates

City Name	2020 Vacancy Rates (%)	2020 Persons Per Household
Chino	5.7	3.46
Chino Hills	3.6	3.30
Corona	3.6	3.48
Eastvale	3.9	4.05
Fontana	4.5	4.04
Grand Terrace	5.2	2.75
Highland	5.7	3.47
Jurupa Valley	4.7	3.88
Loma Linda	7.1	2.60
Moreno Valley	6.0	3.85
Norco	1.9	3.32
Ontario	3.7	3.68
Rancho Cucamonga	4.0	3.03
Redlands	7.0	2.72
Rialto	5.1	3.97
Riverside	4.9	3.28
San Bernardino	7.2	3.47
Upland	2.8	2.87
Average	4.8	3.40

¹DOF 2020

As shown, the average vacancy rate for the region is 4.8 percent, equal to approximately 31,637 housing units, and the average persons per household is 3.40.

Local

City of Riverside Population

UCR is located entirely within Riverside. In Riverside’s recent history, population growth has been a steady constant, adding approximately 40,000 new residents each decade since the 1960s. Even during times of economic recession, Riverside has continued to grow (City of Riverside 2018a). Between 2000 and 2018, the total population of Riverside increased by 70,694 to 325,860, or by 27.7 percent. During this time, the 21-34-year-old age group experienced the largest increase in share, growing from 21.3 to 26.1 percent (SCAG 2019).

City of Riverside Housing

Riverside currently has 101,414 housing units. Between 2000 and 2018, homeownership rates decreased, and the share of renters increased. In 2018, approximately 45.8 percent of residents rented, and 54.2 percent owned a home.

Most housing stock in Riverside consists of single-family units and over 60 percent of the housing units were built after 1970 (SCAG 2019). The City’s housing stock is shown in Table 4.12-5. The City

defines 12,086 units of housing as “group quarters”, which can include college student residential housing (DOF 2020).¹

Table 4.12-5 City of Riverside Housing Stock

Housing Type	Number of Units	Percent of Stock
Single-Family Homes (attached and detached)	68,560	67.6
Multi-Family Homes	30,627	30.2
Mobile Homes	2,227	2.2
Total	101,414	100.0

Source: DOF 2020

In 2018, the City re-designated 57 sites, comprising 308 acres, to either mixed-use or multiple-family zones to allow for residential development at a density sufficient to accommodate its housing needs. The City has a surplus in its Regional Housing Needs Assessment (RHNA) allocation of 1,831 potential units that could be affordable to lower-income households under its older 5th Housing Cycle (City of Riverside 2018b). See Regulatory Setting discussion below for more detailed information on the City of Riverside’s current RHNA allocation and Housing Element. As of January 2020, the City had a vacancy rate of 4.9 percent, lower than the state average of 8.7 percent². The City also has an average of 3.28 persons per household, higher than the state average of 2.93 (DOF 2020).

UNIVERSITY NEIGHBORHOOD PLAN

The City’s University Neighborhood Plan (a component of its General Plan Land Use Element) was adopted in 2008, pursuant to a CEQA Negative Declaration (Case No. P060401), and covers the area north and east of the UCR campus, generally bordered by Chicago Avenue to the west, Spruce Street to the north, and Box Springs Mountain Reserve to the east and northeast. The University Neighborhood Plan designated most of the area west of UCR and Watkins Drive as medium or hillside residential and the area north of the I-215/SR 60 freeway, east of Iowa Avenue, and west of Watkins Drive as primarily high-density residential with pockets of medium and medium-high residential and mixed-use urban. The blocks immediately surrounding University Avenue north of West Campus were designated mixed-use urban, with business/office park, commercial, and public facilities in the area south of the I-215/SR 60 freeway. Densities are permitted up to 60 dwelling units per acre, depending upon location and proximity to transit (City of Riverside 2008).

The Plan objectives as they relate to housing include the following:

- Allow for the growth and expansion of the UCR while ensuring preservation and enhancement of surrounding residential neighborhoods
- Provide a diversity of housing opportunities throughout the University Neighborhood
- Enhance the University Neighborhood’s quality of life by protecting single family areas, providing quality, affordable housing and enhancing neighborhood shopping

¹ College dorm group quarters population is defined as student population living in residence halls and apartment units located on or near college campuses.

² Vacancy rates are based on 2010 Census benchmark data, adjusted to incorporate the directional changes described by the latest available American Community Survey data. Exact data on foreclosures or other housing market indicators are not reliably available to adjust vacancy rates and are not used.

- Recognize and preserve existing rural lifestyles within the University Neighborhood by recognizing topographical constraints to conventional urban development

UNIVERSITY AVENUE SPECIFIC PLAN

The University Avenue Specific Plan was originally adopted by the City of Riverside in 1994, but has been updated several times, with current amendments approved by City Council as part of the 2021 Housing Element amendments (City of Riverside 1992).³ This Specific Plan provides development standards along University Avenue from Highway 60 to Park Avenue. The Specific Plan itself “is envisioned as primarily a multi-family housing area catering to the University populace.” (City of Riverside 1992: 4-15.) The Specific Plan further notes that “Multi-family residential-rental housing is recommended as the dominant land use...and primarily serving local student and community needs.” (City of Riverside 1992: 8-38.) This includes mixed use/residential development up to Floor Area Ratios of 2.0, and up to 60 dwelling units per acre. Buildout under the Specific Plan has already been subject to CEQA review associated with Resolution Nos 18587, 19686, 19715, 21054, and most recently in the City’s Housing Element Update SCH# 2021040089.

The City of Riverside Housing Element identifies a number of development opportunity sites within the University Avenue Specific Plan on 26.58 acres, which provide up to 1,774 dwelling units, with an estimated “realistic” development of 1,315 dwelling units (up to 3,813 students). This includes Parcel IDs 164, 165, 166, 167, 168, 171, 177, 178, 179, 180, 181, 183, 186, 187, 192, 193, 195, 196, 201, 204, 205, 206, 207, 209, 210, 211, 212, 214, 216, 217, 219, 220, 225, 227, 230, 234, 235, 242, 243, 244, 250, 251, 253, 254, 258, 259, totaling 26.58 acres. (City of Riverside 2021a; pdf page 379 through 408.)

COLLEGE AND UNIVERSITY STUDENT HOUSING

As home to multiple colleges and universities, including UCR, California Baptist University, La Sierra University, and Riverside City College, Riverside has many students, faculty, and associated workforce who live in the community. These institutions collectively enroll over 40,000 students each year and employ thousands more. State Housing Element law, Government Code section 65583(a)(7), defines “special needs” groups to include senior households, disabled persons, large households, female-headed households, single-parent families, farmworkers, and people who are homeless. Due to their numbers in Riverside, college students are considered to have special housing needs (City of Riverside 2018a).

Although Riverside educational institutions are building student housing, there has been a shortage. In recent years, for-profit developers have built or remodeled multiple housing complexes to serve students, including the University Village Apartments (166 units totaling 525 beds), the GrandMarc at University Village (approximately 500 beds), the Sterling University Palms Apartments (160 units totaling 635 beds), and the Sterling Highlander Apartments (216 units totaling 598 beds) (City of Riverside 2018b).

³ The University Avenue Specific Plan is available at: <https://riversideca.gov/cedd/sites/riversideca.gov.ceedd/files/pdf/planning/2020/University%20Avenue%20SP%20%28With%20Figures%209.pdf>, and the October 2021 amendments thereto are available at: <https://riversideca.legistar.com/View.ashx?M=F&ID=9837982&GUID=294E3A09-A502-4222-980C-6B360D34F8DD>

University of California, Riverside

Campus Population

Population typically refers to residents in a particular jurisdiction. For the purposes of analyzing campus population, the proposed 2021 LRDP includes undergraduate students, graduate students, faculty, and staff. Other people who may be present on campus, such as vendor support staff and visitors, are assumed to already be included in population estimates and forecasts for the jurisdictions in which they reside; therefore, they are not included in Campus Population values provided here.

Between 2009 and 2018, freshman applications increased by approximately 54 percent (from 31,884 students to 49,079 students) and transfer applications increased by 103 percent (from 6,060 students to 12,309 students). Likewise, student enrollment steadily increased during this time (UCR 2020a). Fall headcount⁴ for academic years 2015/2016 to 2019/2020 is shown in Table 4.12-6 and details student enrollment increases over the past 5 years. Enrollment has continued the upward trend that UCR has experienced since the 1990s.

Table 4.12-6 Fall Headcount Student Enrollment

Academic Year Student Type	2015/2016	2016/2017	2017/2018	2018/2019	2019/2020
Undergraduate	18,608	19,799	20,069	20,581	22,055
Graduate	2,931	3,122	3,209	3,341	3,493
Total	21,539	22,921	23,278	23,922	25,548

Source: UCR 2020a

The total campus population in academic year 2018/2019 is shown in Table 4.12-7. Academic personnel include instructional faculty and other academic appointments. Academic and non-academic personnel counts exclude students employed by UCR to prevent double counting.

Table 4.12-7 Academic Year 2018/2019 Total Campus Population

Category	Population
Students (i.e., undergraduates and graduates)	23,922
Academic Personnel (i.e., faculty, staff)	1,702
Non-Academic Personnel (i.e., staff)	3,037
Total	28,661

Source: UCR 2020a, 2020b

UCR-Affiliated Campus Housing

UCR currently provides UCR-affiliated housing for qualified students, totaling 6,511 beds, and does not offer housing for faculty and staff. Therefore, UCR housed approximately 27 percent of its enrolled students in campus housing (approximately 23 percent of total campus population). Faculty and staff, as well as students who do not qualify for or obtain UCR-affiliated housing, are distributed throughout the region in non-UCR-affiliated housing. Therefore, approximately 77 percent of the total campus population requires non-UCR-affiliated housing under baseline conditions.

⁴Fall headcount conducted at the end of the third week of Fall quarter.

Nearly 15 percent of housed freshman in academic year 2018/2019 were a third person in a two-person room (512 doubles converted to triples residents in 2,943 rooms) (see page 6 of Appendix B LRDP Supporting Information). UCR-affiliated housing includes four residence halls and apartment complexes, the locations of which are shown on Figure 4.12-1. One residence hall (Dundee) and two apartment complexes (International Village and Stonehaven) are available to students but not owned or managed by UCR. All residence halls and apartment complexes are located on East Campus except for the International Village.

Between Fall 2007 and Fall 2017, the total campus student population grew more than 35 percent. During this period, 1,300 apartment-style beds were added in the two phases of the Glen Mor housing development and approximately 860 apartment-style beds were added with the acquisition of Oban Apartments and Falkirk Apartments (UCR 2019a).

The two newest UCR-affiliated housing developments include Dundee Residence Hall and the North District. Dundee Residence Hall, located east of Aberdeen-Inverness Residence Hall and south of West Linden Street, opened Fall 2020 and features more than 800 beds in two, seven-story residential towers (UCR 2020c). The North District is a multi-phase redevelopment of the former Canyon Crest Family Housing site, bordered by West Linden Street to the south, Canyon Crest Drive to the west, Blaine Street to the north, and the Child Development Center and Corporation Yard to the east. Phase 1 of the North District Project is currently under construction which includes approximately 1,500 apartment-style beds; Phase 1 of the North District Project is planned to be opened Fall 2021. When complete, overall North District Project will include modern, higher density residence halls and apartments, including approximately 5,200 beds, as well as dining facilities and recreation/athletic fields (UCR 2020d). Table 4.12-8 lists the existing housing facilities at UCR and associated student type.

Figure 4.12-1 Location of Campus Residence Halls

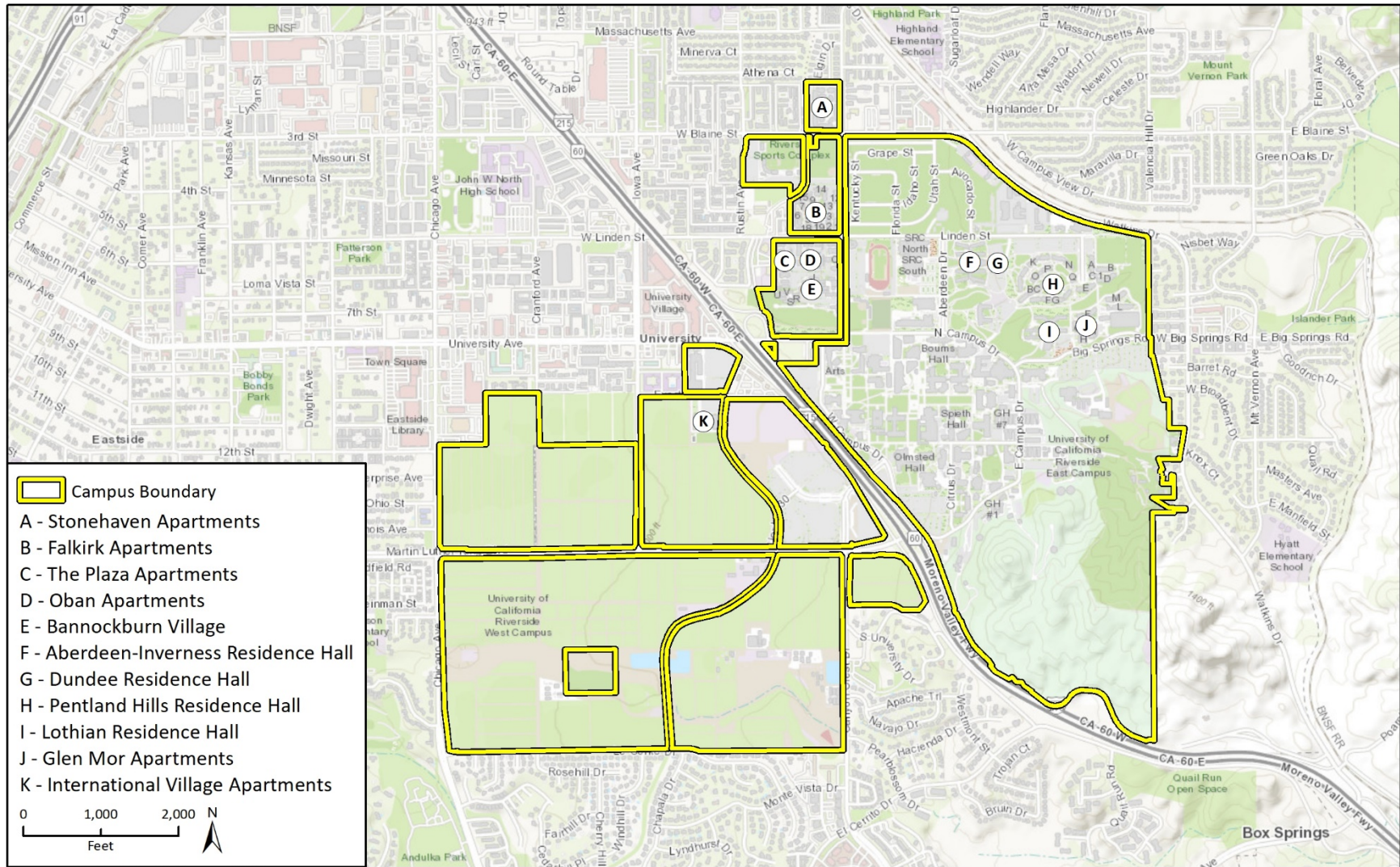


Table 4.12-8 Baseline (2018/2019) and Interim/Future UCR Student Housing Facilities

Housing Facility	Type of Housing					Approximate Number of Student Beds
	Incoming Freshmen	Continuing Students	Transfer Students	Graduate Students	Students with Family	
Residence Halls						
Aberdeen-Inverness Residence Hall	X	X	X			<u>792,892</u>
Lothian Residence Hall	X	X	X			<u>1,019,035</u>
Pentland Hills Residence Hall	X	X	X			<u>1,132,228</u>
Added Triples ²	<u>X</u>	<u>X</u>	<u>X</u>			<u>512</u>
Total Residence Halls						<u>3,453,155</u>
Apartments						
Bannockburn Village Apartments		X	X	X		420
Falkirk Apartments		X	X	X		565
Glen Mor Apartments		X	X	X		1,300
The Plaza Apartments		X	X	X		180
Stonehaven Apartments		X	X	X		455
Oban Family Housing Apartments					X	136
Total Apartments						3,056
Interim/Future Housing						
Dundee Residence Hall	X	X	X	X		820
North District (Full Build-out) ¹	X	X	X	X		4,000-6,000
Total Interim/Future Housing						4,820-6,820
Total Housing						<u>11,331,034-13,331,034</u>

Note: International Village is a P3 property that is programmed to serve International Student affiliate with University Extension. The campus has periodically housed regularly enrolled students at International Village when there is available space and the campus has a need for that space. However, the campus does not include the International Village housing in its demand review and considers this temporary lease of beds.

¹North District Phase 1 is currently underway with the construction of 1,500 apartment-style beds; anticipated construction completion Summer/Fall 2021.

²Third person in a two-person room in UCR Residence Halls (512 residents)

Source: UCR 2019b

Non-UCR-Affiliated Campus Housing

UCR provided the most recent zip code information available for UCR students, faculty, and staff for use in this Draft EIR analysis. See Appendix J for more information. Zip code data was analyzed to determine how many average miles from campus the campus population is reasonably assumed to reside. Approximately 15 percent of the total provided zip codes were outside of an assumed “reasonable” commute radius (approximately 1 hour each way) and likely represent home (i.e., parent) addresses of students rather than campus population residences. These zip codes were not included in this analysis.

As shown in Table 4.12-9, approximately 23 percent of the analyzed campus population resides in UCR-affiliated housing, approximately 10 percent reside in other housing within the City limits, approximately 22 percent reside outside of the City but within 20 miles of the UCR campus, and approximately 45 percent reside in locations greater than 20 miles from the UCR campus. The 20-mile distance was chosen as it is approximately the average vehicle miles traveled for the campus population, as discussed in Section 4.15, *Transportation*. Figure 4.12-2 illustrates the campus population residence distribution.

In 2018, UCR performed a Student Housing Market Study, which shows that approximately 23 percent of students live at home with their parents or relatives and approximately 5 percent own a home. (UCR 2018; Attachment 2: Student Survey Tabulation, p. 2) Survey response data from this study also shows that about 48 percent of renters in conventional apartments have their own bedroom, 18 percent share with a spouse and/or children, 13 percent share with a partner or significant other, and 20 percent share with a roommate. (UCR 2018)

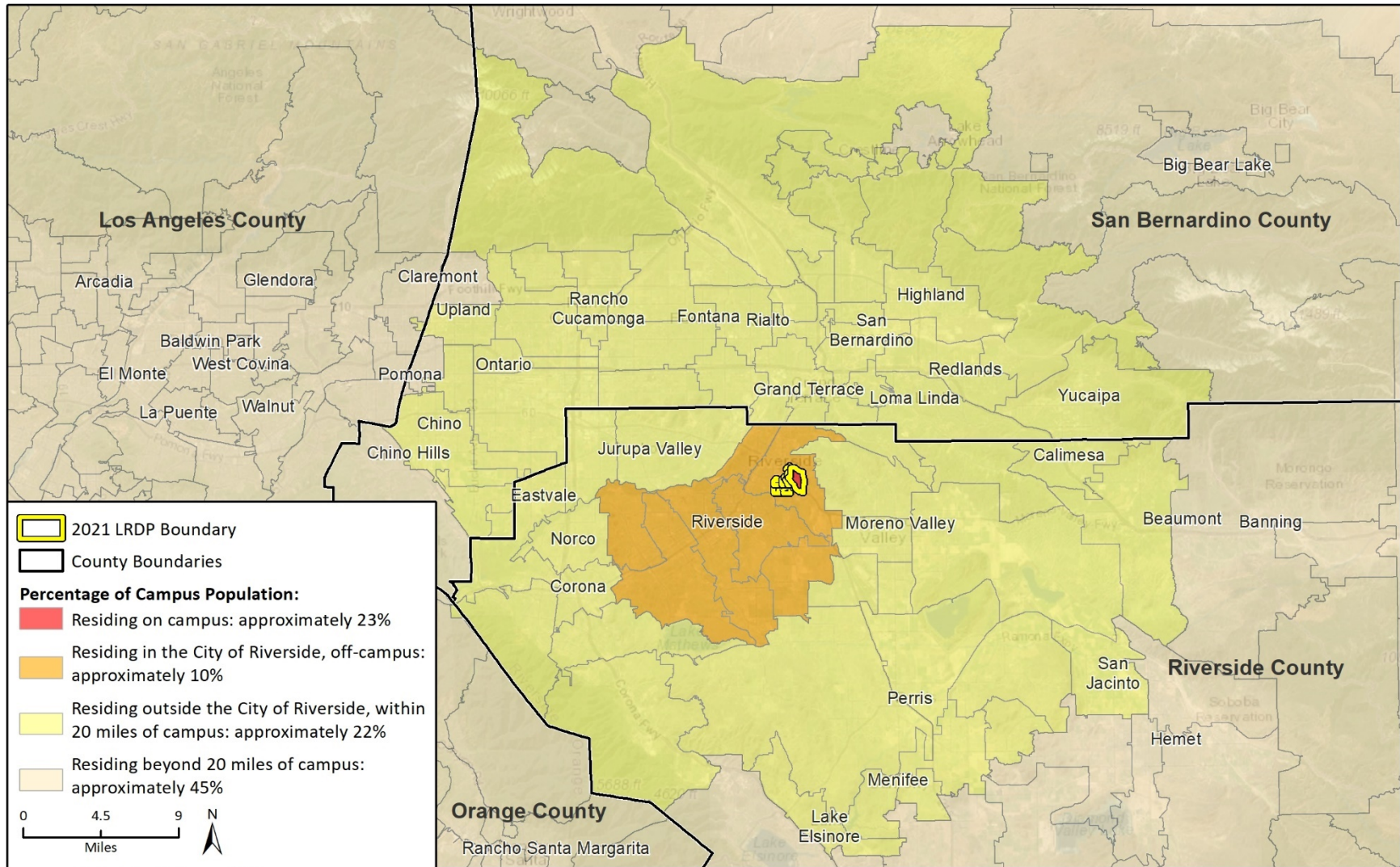
In 2021, UCR prepared a questionnaire to 43 UCR Staff members to determine the number of individuals who relocated upon taking a position at UCR. Only eight out of 43 individuals changed residences, meaning that 81.3 percent of UCR Staff maintained their current residence. (UCR 2021.)

Table 4.12-9 Baseline UCR Campus Population Residence Distribution

Residence	Percent of Total
UCR-Affiliated Housing	23
City of Riverside	10
Outside the City of Riverside but within 20 miles of the UCR campus ¹	22
More than 20 miles from the UCR campus	45
Total	100

¹ The 20-mile distance is approximate; if most of an identified zip code was included within the 20-mile radius, then data for the entire zip code was used.

Figure 4.12-2 Campus Population Residence Distribution



4.12.2 Regulatory Setting

Federal

There are no federal regulations related to population and housing that would be applicable to the proposed 2021 LRDP.

State

Regional Housing Needs Assessment

California Housing Element law requires each city and county to develop local housing programs to meet their “fair share” of the future statewide housing growth needs for all income groups, as determined by the DOF. (Gov. Code § 65583.) The regional councils of government, including SCAG, are then tasked with determining the regional housing needs allocation, referred to as the Regional Housing Needs Assessment (RHNA) process. SCAG is the lead agency responsible for overseeing the RHNA process for jurisdictions in the City and Riverside County.

Accessory Dwelling Units

An accessory dwelling unit (ADU) is an attached or detached residential dwelling unit that provides complete independent living facilities for one or more persons and is located on a lot with a proposed or existing primary residence. It must include provisions for living, sleeping, eating, cooking, and sanitation on the same parcel as the single- or multiple-family dwelling. Manufactured homes and efficiency units are also ADUs.

The legislature passed new laws governing ADUs that restrict a City's ability to regulate these units. (SB 13 [2019], AB 68 [2019], AB 881 [2019], AB 670 [2019], AB 587 [2019], AB 671 [2019].) Effective January 1, 2020, all ADU approvals, including what are called Junior ADUs are ministerial in nature and are not subject to public hearing. Cities must allow ADUs in single-family and multiple-family zones subject to limited exceptions. Cities can impose certain standards on the ADUs, including parking, height, setback, landscape, architectural review, maximum size of units, lot coverage requirements and the like. However, there are categories of ADUs proposed in residential and mixed-use zones that a City must approve including 1) one ADU or Junior ADU on a single-family lot with an existing or proposed single-family residence, subject to certain conditions, 2) one detached, newly constructed ADU that does not exceed 4-foot side and rear-yard setbacks and 16 feet in height, 3) multiple ADUs no larger than 800 sf in areas of existing multiple dwelling structures such as garages and attics, and 4) up to two ADUs detached from an existing multiple-family dwelling structure with a 16-foot height limit and 4-foot side and rear-yard setbacks. Cities may not require correction of nonconforming zoning conditions as a condition for these mandatory ADU approvals. In all cases, cities may require compliance with applicable Building Code requirements.

California Education Code

The California Education Code contains several provisions mandating certain enrollment plans and admissions practices. Section 66202.5 of the Education Code states the following:

The State of California reaffirms its historic commitment to ensure adequate resources to support enrollment growth, within the systemwide academic and individual campus plans to accommodate eligible California freshmen applicants and eligible California Community College transfer students, as specified in Sections 66202 and 66730.

The University of California and the California State University are expected to plan that adequate spaces are available to accommodate all California resident students who are eligible and likely to apply to attend an appropriate place within the system. The State of California likewise reaffirms its historic commitment to ensure that resources are provided to make this expansion possible and shall commit resources to ensure that students from enrollment categories designated in subdivision (a) of Section 66202 are accommodated in a place within the system.

Similarly, Section 66011(a) of the California Education Code provides that all resident applicants to California institutions of public higher education who are determined to be qualified by law or by admission standards established by the respective governing boards should be admitted to either a district of the California Community Colleges, in accordance with Section 76000, the California State University, or the University of California. Section 66741 of the California Education Code requires acceptance of qualified transfer students at the advanced standing level.

Additionally, under the California Master Plan for Higher Education, the UC system guarantees access to the top 12.5 percent of California's public high school graduates and qualified transfer students from California Community Colleges (UCOP n.d).

University of California

University of California Annual Operating Budget/Enrollment Plan

Each campus in the UC system provides varying amount of on-campus housing. The State of California does not plan, budget, or direct a set amount of planned or desired housing for campuses in California. Each UC campus provides student housing in the overall objective of meeting the UC mission of teaching, research, and public service for California. Based on local housing markets, historic construction rates at each campus, availability of campus land and infrastructure to support additional housing, and student desires related to housing type, location, and affordability, each campus plans for housing needs and new housing projects.

The UC budget plan for 2019/2020 represents the first year of a multi-year framework designed to further the University's longstanding goals of access, excellence, and affordability. The budget plan includes investments in the following four broad expenditure categories:

- Enrollment growth to maintain access for projected increases in UC-eligible high-school graduates and transfer-ready California Community College students. The plan proposes enrollment growth of 2,500 California resident undergraduates, 1,000 graduate students, and 800 non-resident undergraduate students—all of whom have the potential to contribute to the state's economic vitality upon graduation.
- Investments to improve student graduation rates and reduce time-to-degree, including investments in faculty hiring, course availability, academic advising, student services, instructional technology, and related areas. The plan includes a targeted investment of \$60 million in 2019-2020 for this purpose to fund programs and priorities at each UC campus.

- Addressing the University’s most critical capital needs—such as life-safety and seismic upgrades— by taking further advantage of the University’s ability to use a portion of its operating budget for capital investments.
- Other conservative but crucial expenditures to maintain reasonable faculty and staff compensation programs, retiree benefits, and non-personnel expenditures (e.g., utilities) (UCOP 2019).

University of California President's Student Housing Initiative

On January 20, 2016, UC President Janet Napolitano announced a housing initiative aimed at supporting current students and future enrollment growth across the UC system. Through the initiative, UC expected to expand the pool of student housing through 2020 and to accelerate the timetable for completing student housing developments that were already in the planning phase. Estimates projected that UC could add nearly 14,000 new affordable student housing beds to the campuses’ stock by Fall 2020. This would include the creation of new beds for undergraduates in residence halls and the addition of more graduate student housing and other apartments that are generally open to all students. All housing projects have since been completed, adding approximately 15,000 beds across the UC system. The completion of the projects surpassed the targeted goal of initiative established in 2016 (UCOP 2021).

University of California, Riverside

UC Riverside Housing Policy

UCR policy is to guarantee eligible freshman students the option of on-campus housing for their first year (UCR 2020d). These offers of housing are not mandatory and UCR does not require students to live on campus or in a certain distance of campus. Eligible freshman must meet housing deadlines, and typically demand has outstripped supply but only by a certain factor given constraints of affordability and students who chose to reside at their home address when in proximity to the UCR campus. Transfer students are provided housing based on availability.

Regional and Local (Non-Binding)

As noted in Section 4, “University of California Autonomy,” UCR, a constitutionally-created State entity, is not subject to municipal regulations of surrounding local governments for uses on property owned or controlled by UCR that are in furtherance of the university’s educational purposes. However, UCR may consider, for coordination purposes, aspects of local plans and policies of the communities surrounding the campus when it is appropriate and feasible but not bound by those plans and policies in its planning efforts. Information pertinent to population growth and housing from the City and/or County general plans is included here for informational purposes and would be applicable to cumulative non-UCR development.

Southern California Association of Governments Regional Housing Needs Assessment

The RHNA is mandated by State Housing law as part of the periodic process of updating local housing elements. RHNA quantifies the need for housing in each jurisdiction during specified planning periods. SCAG is in the process of developing the 6th cycle RHNA allocation plan, which will cover the planning period October 2021 through October 2029. Communities use the RHNA in land use planning, to prioritize local resource allocation, and in deciding how to address identified

existing and future housing needs resulting from population, employment, and household growth. The RHNA does not necessarily encourage or promote growth but rather requires communities to anticipate growth, so that collectively the region and subregion can grow in ways that enhances quality of life, improves access to jobs, promotes transportation mobility, and addresses social equity and fair share housing needs. However, as acknowledged in the City of Riverside’s Comment letter to SCAG, “in the past, the region was only obligated to accommodate housing; now the region is essentially obligated to construct housing.” (City of Riverside 2019) All cities and counties located in SCAG’s jurisdiction are subject to the SCAG RHNA requirements. SCAG has proposed updated RHNA numbers for all Riverside County’s 167,351,177 units. The RHNA factors in the housing needs generated by universities in the region, including UCR. The RHNA is based upon projections from SCAG. As part of SCAG’s Demographics and Growth Forecast, the following variables are used related to universities:

- One of the six variables used for the population variable is “Group Quarters Population living in student dormitories (1 variable): Population living in college dormitories (includes college quarters off campus).”
- One of the 26 variables used for households is “Households by Number of College Students (3 variables): the number of households with no college student, with one college student, with two college students or more.”
- One of the two variables used for school enrollment is “College/University Enrollment (1 variable): the total number of students enrolled in any public or private post-secondary school (college or university) that grant an associate degree or higher, located within a zone. This variable also represents “students by place of attendance.” (SCAG 2016b; Demographics and Growth Forecast Appendix).

Therefore, as indicated by SCAG’s Demographics and Growth Forecast, the agency that develops the growth forecasts considers universities and college students within their forecasts. UCR student enrollment growth is also linked to population growth, as discussed above under the Regulatory Setting discussion of the “California Education Code.”

SCAG Regional Transportation Plan/Sustainable Communities Strategy

On April 7, 2016, SCAG’s Regional Council adopted the 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS). The RTP/SCS is a long-range visioning plan that balances future mobility and housing needs with economic, environmental, and public health goals. The RTP/SCS charts a course for closely integrating land use and transportation. It outlines more than \$556.5 billion in transportation system investments through 2040. The RTP/SCS was prepared through a collaborative, continuous, and comprehensive process with input from local governments, county transportation commissions, tribal governments, non-profit organizations, businesses, and local stakeholders in the counties of Riverside, San Bernardino, Los Angeles, Orange, Imperial, and Ventura.

City of Riverside General Plan

The Housing Element of the City’s General Plan was ~~last~~ updated in 2018 to respond to the 2014-2021 housing element cycle (5th cycle RHNA allocation). The City of Riverside most recently received its RHNA allocation of 18,458 housing units for the 2021-2029 Housing Element Cycle. As part of this process the City has provided a buffer of approximately 5,500 dwelling units (approximately 30 percent over and above the RHNA allocation), and the City will identify space for up to 24,000 new

homes for the 2021–2029 RHNA cycle.⁵ As part of this process, the City of Riverside assumed 2.90 persons per household (PPH).⁶ (City of Riverside 2021b: Table 3.16-1.) UCR and adjacent areas fall within Ward 2 of the City’s planning documents. The City has initiated an update to its Housing Element to accommodate and address the upcoming RHNA cycle. The City of Riverside prepared a Draft and Final Environmental Impact Report for the Housing Element update and rezoning. The rezoning includes land use map changes in Ward 2⁷ and amendments to the University Avenue Specific Plan.⁸ This includes identification of a number of opportunity sites within this Ward.⁹ The Riverside Planning Commission recommended approval of the Housing Element materials, including the General Plan, Zoning, and Specific Plan amendments, on September 9, 2021 (City of Riverside 2021c) with approval by City Council occurring on October 5, 2021 and October 19, 2021. (City of Riverside 2021d and 2021e, respectively) As part of these amendments, development capacity in Ward 2 was proposed to increase to 3,770 dwelling units (10,993 persons assuming 2.90 PPH; or 12,347 assuming 3.28 PPH). The Housing Element contains the housing needs assessment based on demographic characteristics and anticipated changes, a constraints analysis for the development of housing by income groups and special needs, an inventory of housing resources, and objectives, policies, and implementation programs to address the development, improvement, and conservation of housing in Riverside.

City of Riverside Municipal Code - Title 7 (Noise Control)

It shall be the policy of the City to maintain and preserve the quiet atmosphere of the City, to implement programs aimed at retaining ambient noise levels throughout the City, and to mitigate noise conflicts.

It is determined that certain noise levels are detrimental to the public health, safety and welfare and are contrary to the public interest. Therefore, the City Council declares that creating, maintaining, causing or allowing to create, maintain or cause any noise in a manner not in conformity with the provisions of this title, is a public nuisance and shall be punishable as such.

In order to control unnecessary, excessive and/or annoying noise in the City, it is declared to be the policy of the City to prohibit such noise generated by the sources specified in this title. It shall be the goal of the City to minimize noise levels and mitigate the effects of noise to provide a safe and healthy living environment.

Sections 7.15.005 and 17.15.010 provide for enforcement actions and fines for individuals who violate these regulations. While such regulations are not applicable to the University, they are applicable to all individuals, including students, located off-campus.

⁵ The City of Riverside Housing Element update actually contemplates zoning for 31,564 dwelling units, but the Housing Element only assumed a 75 percent development rate. (City of Riverside Housing Element DEIR p. 2-1)

⁶ City of Riverside currently has an average Household size of 3.28 PPH but assumed a lesser number in their current Housing Element EIR based upon SCAG projections. (Housing Element Draft EIR Table 3.9-6.)

⁷ City of Riverside General Plan Proposed Land Use Plan amendments:

<https://rivsideca.legistar.com/View.ashx?M=F&ID=9770221&GUID=91D98DD7-2BEA-4A38-856A-9523C46CF186>

⁸ City of Riverside University Avenue Specific Plan Amendments:

<https://rivsideca.legistar.com/View.ashx?M=F&ID=9770226&GUID=4566A64B-8D04-4BFC-8081-4F376AD67F62>

⁹ Riverside Housing 6th Cycle Housing Element Ward 2 Opportunity Sites:

<https://rivsideca.legistar.com/View.ashx?M=F&ID=9770213&GUID=3D41EE0A-EFE7-4144-A7EA-79E66A66B857>

4.12.3 Environmental Impacts and Mitigation Measures

Significance Criteria

Would the proposed 2021 LRDP:

- a) Induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?
- b) Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere?

Issues Not Evaluated Further

While both criteria questions related to Population and Housing were scoped out of the Draft EIR analysis pursuant to the Initial Study (Appendix A), concerns related to campus population growth and potential impacts of increased housing demand on the surrounding community were raised by the City during the public scoping period. UCR determined it to be prudent to examine potential impacts related to campus population growth in more detail. Therefore, the criteria questions are addressed herein.

Analysis Methodology

Impacts related to population are generally social or economic in nature. Under CEQA, a social or economic change generally is not considered a significant effect on the environment unless the changes can be directly linked to a physical change. (CEQA Guidelines section 15131.) As further discussed under CEQA Guidelines Section 15126.2(e), “[I]t must not be assumed that growth in any area is necessarily beneficial, detrimental, or of little significance to the environment.” The purpose behind looking at growth is to determine whether increases in the population may tax existing community service facilities, requiring construction of new facilities that could cause significant environmental effects.

For purposes of this analysis, “substantial” unplanned population growth is defined as growth from construction of new homes, businesses, roads, or other infrastructure that would result in population growth that significantly exceeds planned growth in the SCAG projections. For impacts to be considered significant under the thresholds above, the project would also have to result in a significant environmental impact not already disclosed. As noted on page 69 of OPR’s November 2018 Statement of Reasons for Regulatory Action for amending the CEQA Guidelines Appendix G, “The Agency clarified that the question should focus on whether such growth is unplanned. Growth that is planned, and the environmental effects of which have been analyzed in connection with a land use plan or a regional plan, should not by itself be considered an impact.”

The impact analysis examines the population and housing impacts that would result from the population added to the study area as a result of campus growth. For purposes of analysis, it was assumed that full development under the proposed 2021 LRDP would occur by 2035. The examination of population, employment, and housing conditions is based in part on data found in the proposed 2021 LRDP, UCR enrollment information, and other university resources as cited.

2021 LRDP Objectives and Policies

Campus Population Growth

A primary goal of the proposed 2021 LRDP is to expand enrollment capacity up to 35,000 students through 2035, a net increase of approximately 11,000 students or a 46 percent increase from the 2018/2019 academic year student population. Furthermore, to align student/staff and student/faculty ratios with UC system-wide averages, it is anticipated that approximately 7,545 total faculty and staff would be needed to support the projected student enrollment in 2035, a net increase of approximately 2,800 faculty and staff, or an approximately 60 percent increase from the 2018/2019 academic year.

Student Housing

A primary goal of the proposed 2021 LRDP is to expand on-campus residential facilities to include approximately 14,000 beds (40 percent of the student population) in University-managed or controlled housing in proximity to the Academic Center (an increase from the current 27 percent currently housed on campus). This equates to housing approximately 68 percent of the increase in student population in UCR controlled housing (i.e. 7,489 new beds / 11,078 increased student population). Which results in 3,589 new students looking for off-campus housing. The proposed 2021 LRDP contains the following objectives and policies supportive of the increased enrollment and housing goals and directly relevant to population growth and student housing:

Mobility (M)

- Objective M1 – Reduce future vehicular traffic, parking demand, and GHG emissions, by increasing student housing on campus up to 40 percent of the projected enrollment in 2035.
 - Policy: Continue to grow and support on-campus residency by focusing on more affordable student housing options, as well as the capacity for returning students (upperclassmen) and graduate students.
 - Policy: Promote public transit as a convenient and preferred mode of commuting to campus and connecting campus residents to the community and regional destinations.
 - Policy: Develop the University Avenue and Canyon Crest Drive Gateway streetscapes to support increased use and functional efficiency of the RTA system, improved clarity of drop-off and pick-up locations for ride-sharing services, reduced conflict, and improved safety for cyclists, pedestrians, and emerging micro-mobility solutions in these increasingly busy mixed-mode circulation areas.¹⁰
 - Policy: Improve access to public transit on campus by providing connectivity to access points via pathways or shuttles, as well as comfortable waiting facilities, proximate to commuter related services, where appropriate.
 - Policy: Advocate and support the development of a Metrolink train platform along Watkins Drive adjacent to campus to provide direct access and significantly reduce commute times. Consider dedicated vanpools or shuttles to nearby stations in the interim.

¹⁰ Micro-mobility is a category of modes of transport that are provided by very light vehicles such as electric scooters, electric skateboards, shared bicycles and electric pedal assisted bicycles. The primary condition for inclusion in the category is a gross vehicle weight of less than 500 kg.

- Objective M2 – Invest in infrastructure to increase bicycle use and support other active transportation modes to integrate desired routes with the campus’ and City’s circulation framework.
 - Policy: Support and facilitate City-led initiatives to extend bikeways to campus from every direction, including routes proposed along Canyon Crest Drive, Martin Luther King Boulevard, and the Gage Canal.
 - Policy: Develop wayfinding systems to interconnect preferred bicycle routes and invest in safe and secure pathways along all bicycle routes.
 - Policy: Provide adequate support amenities to facilitate and encourage the use of bicycles and other alternative transportation modes.
 - Policy: Develop a comprehensive improvement plan for Campus Drive to improve function, safety and utility for each mode of travel, as incremental growth occurs.
- Objective M3 – Emphasize safe and pleasing passage for pedestrians and bicycle riders through the careful, continued development and integration of the campus’ multi-model circulation framework and its extensions into the immediate community.
 - Policy: Identify and address gaps within the existing non-motorized circulation network, both on-campus and within the adjacent community.
 - Policy: Implement University policies to improve pedestrian safety and encourage social interaction in zones of high pedestrian activity.

Land Use (LU)

- Objective LU5 – Continue to grow on-campus student housing to 40 percent and increase student life facilities.
 - Policy: Provide increased housing capacity and student life facilities in existing student neighborhoods in the northern portions of East Campus.

Impact Analysis

Impact PH-1 INDUCE SUBSTANTIAL UNPLANNED POPULATION GROWTH.

THE PROPOSED 2021 LRDP WOULD ACCOMMODATE THE ANTICIPATED REGIONAL POPULATION FORECASTS. FURTHERMORE, THE PROPOSED 2021 LRDP DOES NOT INCLUDE INSTALLATION OR EXTENSION OF SIGNIFICANT ROADS OR INFRASTRUCTURE THAT WOULD RESULT IN FURTHER POPULATION GROWTH OR HOUSING NEEDS. DIRECT AND INDIRECT IMPACTS RELATED TO UNPLANNED POPULATION GROWTH WOULD BE LESS THAN SIGNIFICANT. NO MITIGATION MEASURES ARE REQUIRED.

Construction – Direct and Indirect Impacts

The proposed 2021 LRDP envisions new and renovated structures and facilities on the UCR campus which would require construction. While the development accommodated under the proposed 2021 LRDP would result in limited short-term construction employment opportunities, the City had an unemployment rate of 3.6 percent in 2019 and the county had an unemployment rate of 4.2 percent (California Employment Development Department 2020). Additionally, regional construction jobs occur on a temporary basis, which allows construction workers to move onto new jobs in the region. Given these factors, it is anticipated that there is a sufficient construction work force within the City and surrounding county area to meet the proposed 2021 LRDP needs. While some construction workers may choose to temporarily stay in the City or nearby areas in the

county, it is assumed that the majority of workers would remain in their current residences in the local area, and few would require the accommodations of hotels and motels in the City or near UCR campus. Therefore, construction of the proposed 2021 LRDP would not result in substantial unplanned population growth. Construction impacts related to substantial unplanned population growth under the proposed 2021 LRDP would be **less than significant**.

Operation – Direct Impacts

The proposed 2021 LRDP plans for the development of on-campus housing, academic/administrative space, and supporting uses to accommodate the undergraduate student, graduate student, and faculty/staff populations through the 2035/2036 academic year. The faculty and academic staff population would increase to fulfill UCR’s educational goals. New housing, facilities, and related support services on campus would develop incrementally to serve the increasing campus population.

UCR projects student enrollment will grow to 35,000 students (Fall quarter headcount) by the 2035/2036 academic year (42,545 total campus population). As shown in Table 4.12-10, the proposed 2021 LRDP would incrementally accommodate an additional 7,419 undergraduate students and 3,659 graduate students, plus 2,806 faculty and staff, resulting in a net increase to the campus population of approximately 13,884 people by the 2035 horizon year. However, approximately 68 percent of the increase in student population would be housed in new UCR-affiliated housing.

Table 4.12-10 Campus Population Growth

Category¹	Baseline (2018/2019)	2021 LRDP (2035/2036)	Net 2021 LRDP Increase from Baseline	Percent Increase from Baseline
Undergraduate Student Population	20,581	28,000	7,419	36.1
Graduate Student Population	3,341	7,000	3,659	109.5
Total Student Population	23,922	35,000	11,078	46.3
Academic Faculty and Staff	1,702	2,545	843	49.5
Non-Academic Staff	3,037	5,000	1,963	64.6
Total Faculty/Staff Population	4,739	7,545	2,806	59.2
Total Population	28,661	42,545	13,884	48.4

¹ Fall quarter headcount

Source: UCR 2021 LRDP

The proposed 2021 LRDP establishes a goal of housing 40 percent of total enrolled students (14,000 beds) to live in University-managed or controlled housing, equal to approximately 7,489 net new beds. The 40 percent benchmark is based on several factors including:

- University’s previously observed absorption rates for student beds
- Local students’ preference to live with family to save on housing costs
- Available land area
- Financial capacity and ability to build new housing supply
- Privately-owned housing options in the neighboring community
- Projected new supply created by private developers

- Future expansion of transit options that will expand the campus’ physical reach farther into the community

Table 4.12-11 shows the approximate number of current and proposed on-campus beds for students. The 2021 LRDP would more than double the number of on-campus beds for students over 2018 conditions.

Table 4.12-11 Proposed 2021 LRDP UCR-Affiliated Housing

Housing Type	Baseline (2018/2019)	2021 LRDP (2035/2036)	Net 2021 LRDP Increase from Baseline	Percent Increase from Baseline
UCR-Affiliated Residential (beds) (includes Freshman, Triples, Continuing students, and Family housing)	6,511	14,000	7,489	115.0

UCR = University of California, Riverside

Source: UCR 2021 LRDP

Some of the student housing capacity accommodated under the proposed 2021 LRDP would occur through strategic infill and selective replacement of existing housing facilities in the northern half of East Campus. One of the objectives of the proposed 2021 LRDP is to replace aging, low-density student housing units while considering affordability, financial feasibility, and physical site constraints. Over 1,100 existing beds are located in three apartment complexes: Bannockburn, Falkirk, and Oban. These structures are in relatively poor condition. The planned transformation of Canyon Crest Drive into a higher density, mixed-use student neighborhood assumes that the buildings in these complexes would be redeveloped at a greater density, as described in Section 2, *Project Description*.

The proposed 2021 LRDP assumes approximately 6,395 new students and faculty/staff (3,589 of which are new students) would require non-UCR-affiliated, off-campus housing (13,884 net increase to the campus population – 7,489 new on-campus beds) between the baseline (2018/2019) and buildout (2035/2036) years. Using a conservative estimate of even population growth each year, approximately 380 ~~new residents would live off-campus each year (239 students and 141 faculty/staff) between~~ could move to the region each year and need housing between the baseline (2018/2019) and buildout (2035/2036) years.¹¹ ~~The estimate of average increased housing needs each year is highly conservative and does not factor in the existing population that may happen to attend UCR or get a job at UCR in the future.~~ In 2018, approximately 59 percent of new California freshmen enrollees and 64 percent of new California transfer enrollees at UCR previously resided in a home within a 50-mile radius of the campus (UC 2019).

As discussed in the environmental setting, UCR performed a Student Housing Market Study in 2018 which shows that approximately 23 percent of students live at home with their parents or relatives and approximately 5 percent own a home. Survey response data from this study also shows that about 48 percent of renters in conventional apartments have their own bedroom, 18 percent share with a spouse and/or children, 13 percent share with a partner or significant other, and 20 percent share with a roommate. (UCR 2018.) It is reasonable to assume that a portion of the new undergraduate and graduate student population would continue to reside in the same household during their studies and not occupy a new residence. It is also unlikely that every student would occupy a single housing unit; the region ~~has on~~ is projected to have an average 3.28 persons per

¹¹ 2035-2018 = 17 years; 6,395 students/staff divided by 17 years equals approximately 380 new residents per year

household (or 2.90 based upon future SCAG projections) (City of Riverside 2021f). It can also be assumed that some new faculty and staff would already reside in the region prior to working at UCR. In 2021, UCR prepared a questionnaire to 43 UCR Staff members to determine the number of individuals who relocated upon taking a position at UCR. Only eight out of 43 individuals changed residences, meaning that 81.3 percent of UCR Staff maintained their current residence. (UCR 2021).

As discussed above, approximately 85 percent of the entire campus population currently lists an address within a “reasonable” commute radius (approximately 1 hour each way). It is reasonable to assume that these trends will continue through academic year 2035/2036. Therefore, much of the off-campus housing needs projected in the proposed 2021 LRDP would be in the Inland Southern California region. However, as noted above, not all of these students would be new to the region. Approximately 28 percent of the 3,589 new students would reside in an existing home (1,005 students), and 52 percent of the remaining new students (2,584) would share a dwelling unit. Consequently, it is reasonable to assume that new UCR students would need approximately 1,704 off-campus units¹² or less (or 114 dwelling units per year). As discussed above on page 4.12-12, 10 percent of students in non-UCR affiliated off-campus housing reside in the City of Riverside (approximately 170 dwelling units under the 2021 LRDP population projections), with the remainder dispersed throughout the region.

Even if every new student, faculty, and staff person required a new dwelling unit, the net increase of 6,395 housing units by academic year 2035/2036 represents 5.6 percent of the net increase of total regional housing unit projections for 2035 (6,395 net increase in off-campus housing units/113,401 net increase in regional housing units). In reality, new students would need only 1,704 dwelling units over the next 15 years, and faculty/staff would need 2,806 or less residential units (not considering those new faculty and staff which already reside in the area, and not considering PPH),¹³ for a total of 4,510 regional residential units (301 units per year). This represents 3.97 percent of the net increase of total regional housing unit projections for 2035 (4,510 off-campus housing units/113,401).

The City of Riverside most recently received its RHNA allocation of 18,458 housing units for the 2021-2029 Housing Element Cycle. As part of this process the City has provided a buffer of approximately 5,500 dwelling units (approximately 30 percent over and above the RHNA allocation), and the City will identify space for up to 24,000 new homes [31,564 dwelling units with 75 percent development rate] for the 2021–2029 RHNA cycle. To implement the SCAG RHNA allocations over the next eight years, the City of Riverside has already proposed development capacity in Ward 2 (which contains UCR) of 3,770 dwelling units (10,993 persons, assuming 2.90 PPH, or 12,347 persons assuming 3.28 PPH). Furthermore, if the vacancy rate for the region remains in line with 2020 at 4.8 percent, then approximately 37,080 available housing units would be available (772,500 regional housing units/4.8 percent) in the region in 2035. Therefore, the new campus population residing in non-UCR-affiliated housing could be absorbed into the existing housing stock, and there would be no need to construct new housing or infrastructure as a direct result of the proposed 2021 LRDP.

The net increase of 13,884 people by academic year 2035/2036 would be accommodated by the 356,839 net increase in regional population. According to data from UC, approximately 82 percent

¹² $((0.52 \times 2,584 \text{ students}) / 2.90 \text{ PPH}) + (0.48 \times 2,584 \text{ students}) = 1,663 \text{ dwelling units for off-campus students through 2035}$

¹³ At UCR, approximately 82 percent of the non-student population is comprised of staff, and approximately 18 percent are academic faculty (850 faculty). As noted above in the environmental setting, approximately 81.3 percent of UCR Staff maintained their current residence and approximately 18.7 percent moved upon taking a new position at UCR. Taking this survey into account, would yield a non-student dwelling unit demand of 935 dwelling units for all UCR Faculty and Staff (and not considering the fact that Riverside homes average 2.9 PPH). ((UCR Staff) 2,806 x 0.82 x 0.187 (percent living off-campus) + [Academic Faculty] 2,806 x 0.18). When accounting for all off-campus student housing demand (1,704), this would result in a total demand of 2,639 off-campus dwelling units (or 176 per year).

of UCR students are in-state residents, meaning that they resided in California prior to attending UCR. More precisely, approximately 60 percent of the undergraduate student population lived within a 50-mile radius of the UCR campus prior to enrolling at the University (UC 2019). Furthermore, according to available zip code information for UCR students, faculty, and staff, approximately 85 percent of the campus population currently resides within a “reasonable” commute radius (approximately 1 hour each way). Approximately 28 percent of new students would reside in an existing home, and 52 percent of the remaining new students living would share a dwelling unit. It is reasonable to assume that these trends will continue, and that ~~much of the~~ campus population projected in the proposed 2021 LRDP ~~has will have~~ already been accounted for in existing and/or projected population growth in the Inland Empire region.

UCR anticipates off-campus living to continue to be dispersed throughout the region, with the only new location of potentially increased student density occurring within the University Avenue Specific Plan area (approximately 10 percent of the increased student population, i.e. 170 dwelling units). The Specific Plan itself “is envisioned as primarily a multi-family housing area catering to the University populace.” (City of Riverside 1992: 4-15.) The Specific Plan further notes that “Multi-family residential rental housing is recommended as the dominant land use...and primarily serving local student and community needs.” (City of Riverside 1992: 8-38.) This Specific Plan focuses mixed use residential development along University Avenue, which is currently commercial in nature, and separated from adjacent single-family homes. Buildout under the Specific Plan has already been subject to CEQA review. This Specific Plan was further amended in 2021 as part of the City’s RHNA allocation process and is the focus of the 2021 Housing Element opportunity sites, and adds “Student Housing” to subdistricts 2, 3, 4a, and 4b. The Housing Element adopted by the City on October 5, 2021 and October 19, 2021, estimates a “realistic” development total of 1,315 dwelling units during the current Housing Cycle (up to 3,813 individuals).

UCR student enrollment growth is linked to population growth, as discussed above under the Regulatory Setting discussion of the "California Education Code." Furthermore, as discussed above, the City has planned for growth which exceeds its RHNA allocation by 5,500 dwelling units (15,590 persons, assuming 2.90 PPH), and development capacity in Ward 2 provides for 3,770 dwelling units (10,993 persons, assuming 2.90 PPH, or 12,347 persons assuming 3.28 PPH). Additionally, the City and other municipalities within the region will also go through a second RHNA process halfway through the LRDP’s 2035 horizon year, which will make additional housing available.

Population growth under the 2021 LRDP was included as part of SCAG’s planned growth, and the City of Riverside’s and related municipal/county implementing actions. There would be no additional environmental impacts beyond those already analyzed in the other resource section of this EIR. As such, the student population growth assumed for the proposed 2021 LRDP is not considered unplanned, and direct impacts related to this growth are **less than significant**.

Operation – Indirect Impacts

Typically, population growth can occur indirectly when infrastructure, such as roadways or utilities, are extended to areas not currently serviced by such infrastructure. For example, an area that currently has no roadway access would become accessible and potentially developed following construction of a road through the area. The UCR campus is in a heavily urbanized area that contains existing infrastructure, including roadways, electricity, sanitary sewer, potable water, telecommunications, and natural gas. The development accommodated in the proposed 2021 LRDP would be serviced by existing infrastructure in the area, with minor connections to roadways and utilities, generally on campus. The proposed 2021 LRDP would not require infrastructure into

undeveloped areas or rural areas where infrastructure is not currently present. As such, the proposed 2021 LRDP would not induce secondary, unplanned growth in the region, and indirect impacts related to the proposed 2021 LRDP are **less than significant**.

Mitigation Measures

No mitigation measures are required.

Significance After Mitigation

Impacts would be less than significant without mitigation.

Impact PH-2 DISPLACE SUBSTANTIAL NUMBERS OF EXISTING PEOPLE OR HOUSING NECESSITATING THE CONSTRUCTION OF REPLACEMENT HOUSING ELSEWHERE.

THE PROPOSED 2021 LRDP WOULD NOT DISPLACE SUBSTANTIAL NUMBERS OF EXISTING PEOPLE OR HOUSING, NECESSITATING THE CONSTRUCTION OF REPLACEMENT HOUSING. IMPACTS WOULD BE LESS THAN SIGNIFICANT. NO MITIGATION MEASURES ARE REQUIRED.

Construction

The proposed 2021 LRDP intends to construct on-campus housing for up to 40 percent of the eligible student population (approximately 68 percent of the increase in student population). Under the proposed 2021 LRDP, no housing would be permanently removed, nor would any actions occur to substantially displace people. Students may be displaced temporarily as a result of redevelopment or remodeling of UCR housing facilities, but it is likely that redevelopment and/or remodeling would occur over the summer months, when student populations are reduced and such displacement would only temporarily occur during construction activities. Furthermore, consistent with existing practice, as development occurs on campus as part of the proposed 2021 LRDP, UCR would monitor on-campus population and stagger the opening of new housing facilities to correspond with any temporary decreases in housing availability, such that the level of on-campus housing is maintained or increased year-to-year and does not decrease. The proposed 2021 LRDP does not include proposed development of properties beyond the campus boundaries. Therefore, no permanent displacement of UCR students or area residents would result from construction projects implemented through the proposed 2021 LRDP.

In addition, an estimated 6,395 new students and faculty/staff would require non-UCR-affiliated, off-campus housing. As described in Impact PH-1, the region is anticipated to absorb the incremental population increase over the 15-year life of the proposed 2021 LRDP, and no new housing or infrastructure would be needed as a direct result of the proposed 2021 LRDP. Therefore, no direct displacement of residents or housing would be anticipated as a result of the proposed 2021 LRDP, and no replacement housing would be necessary.

The proposed 2021 LRDP would not displace substantial numbers of people or housing, necessitating the construction of replacement housing elsewhere. Impacts would be **less than significant**.

Operation

Impacts related to the displacement of substantial numbers of existing people or housing, necessitating the construction of replacement housing, are limited to construction impacts. **No significant operational impacts** would occur.

Mitigation Measures

No mitigation measures are required.

Significance After Mitigation

Impacts would be less than significant without mitigation.

4.12.4 Cumulative Impacts

Cumulative Unplanned Population Growth

Cumulative development within the region would result in construction jobs, as outlined in the SCAG population projections. While the development accommodated under the proposed 2021 LRDP and cumulative development would result in limited short-term construction employment opportunities, the City had an unemployment rate of 3.6 percent in 2019 and the county had an unemployment rate of 4.2 percent (California Employment Development Department 2020). Additionally, regional construction jobs occur on a temporary basis, which allows construction workers to move onto new jobs in the region. Given these factors, it is anticipated that there is a sufficient construction work force within the City and surrounding county area to meet the proposed 2021 LRDP needs and cumulative development. While some construction workers may choose to temporarily stay in the City or nearby areas in the county, it is assumed that the majority of workers would remain in their current residences in the local area, and few would require the accommodations of hotels and motels in the City or near UCR campus. Therefore, construction of the proposed 2021 LRDP in combination with cumulative development would not result in substantial unplanned population growth. Cumulative construction impacts related to substantial unplanned population growth (Impact PH-1) under the proposed 2021 LRDP would **be less than significant (not cumulatively considerable)**.

Direct

The geographic context for cumulative impacts on population and housing is the Inland Empire region, as detailed in Table 4.12-2 and Table 4.12-3. SCAG's population projections account for the region's population growth and is based on the data collected from individual municipalities' general plans and community plans. The regional population is expected to increase by approximately 356,839 people between 2020 and 2035 and is expected to reach approximately 2,570,600 people in 2035. The regional housing stock is expected to increase during this same period by approximately 113,400 units, for a total of approximately 772,500 housing units in 2035. Because these population and housing projections are accounted for in regional future models and area plans (i.e., general plans, community plans), the increases described above do not constitute unplanned population growth. Therefore, the anticipated housing stock increase as a direct result of this population growth, is also considered to be planned. Thus, there would be a less-than-significant direct impact related to cumulative unplanned population growth.

The proposed 2021 LRDP would incrementally accommodate a net increase to the campus population of approximately 13,884 people by the 2035/2036 horizon year. It can logically be assumed that many students, faculty, and staff would be from the region, as described under Impact PH-1 above; however, for purposes of this analysis, it is conservatively assumed the entire new campus population would be from outside the region, necessitating relocation upon enrollment or employment with UCR.

The proposed 2021 LRDP establishes a goal of housing 40 percent of eligible students in University-managed or controlled housing, equal to approximately 7,489 net new beds (approximately 68 percent of the increase in total student population). The increase in University-managed or controlled housing is anticipated to accommodate 14,000 eligible students. Furthermore, the proposed 2021 LRDP would result in approximately 6,395 new students and faculty/staff who would require non-UCR-affiliated, off-campus housing between baseline (2018/2019) and buildout (2035/2036) years. As discussed in the analysis above, the off-campus housing needs projected in the proposed 2021 LRDP will be accommodated in the Inland Empire region. Therefore, the direct cumulative impacts related to unplanned population growth (Impact PH-1) would be **less than significant (not cumulatively considerable)**.

Indirect

The Riverside County Transportation Commission (RCTC) continues to work on traffic management plans that include projects to expand highways near the campus (I-215/SR 60 and SR 90). A recent long-range transportation study states that “while recent improvements to I-215 have been made, it is likely that there will be a need for continued investment in ground transportation systems to accommodate increasing volumes at March [Air Reserve Base]” (RCTC 2019). Furthermore, the study considers mobility innovations that will expand types of transportation and the way those systems are managed to accommodate future need. These projects are included in the SCAG 2016-2040 RTP/SCS Plan and its updates. These projects are included as part of regional transportation planning (SCAG 2016b) and is accounted for in this analysis.

The proposed 2021 LRDP includes policies to support public transit options for the campus population, including the development of a Metrolink train platform along Watkins Drive adjacent to campus. The Watkins Drive platform is not included in the Metrolink 10-Year Strategic Plan (SCRRA 2016). Currently, there are no actual plans to construct the train platform. If the Watkins Drive train platform was constructed, it would accommodate the projected needs of the campus population and would not encourage new unplanned population growth.

As described in Section 4.14, *Recreation* and Section 4.15, *Transportation*, the proposed 2021 LRDP includes extensions of key on-campus bicycle and pedestrian corridors where notable gaps exist and would direct access and connection improvements throughout the campus, plan for connection to on and off campus existing and proposed pedestrian and bicycle circulation paths, and improve pedestrian safety and experience along entrances and at gateways. The County and City of Riverside have each identified potential, near term projects to develop or expand bicycle and pedestrian trails, including the multi-use, multi-County Santa Ana River Trail, and the Gage Canal Trail north of campus. These projects would provide recreational and transportation opportunities for the current and projected campus, City, and regional population.

Other infrastructure, including sewer and water systems, are discussed in detail in Section 4.17, *Utilities and Service Systems*. Increased growth near the campus would likely include the need for associated infrastructure that has been accounted for in the City’s General Plan. Campus projects would be accommodated by existing infrastructure on campus.

New housing and associated infrastructure projects could increase the population in the area, but not beyond what is accounted in local and regional planning documents. Projects implemented under the 2021 LRDP would not contribute significantly to cumulative indirect impacts to population growth. Therefore, the cumulative indirect secondary impacts related to unplanned population growth (Impact PH-1) would be **less than significant (not cumulatively considerable)**.

Cumulatively Displace Substantial Numbers of Existing People or Housing

Displacement occurs regionally, and in part, when the cost of housing outstrips the earning potential of residents. Displacement can also occur when projects remove housing to construct other kinds of development, such as commercial or office units and transportation infrastructure. Finally, “gentrification” can transform a neighborhood where housing was once affordable for a range of incomes to a place where only the higher income tiers can carry the cost of living there. The increased demand throughout the state coupled with a range of factors that inhibit increased development have resulted in an imbalance that jurisdictions across the state are working to resolve (SCAG 2016bc).

The City has a median household income of \$65,000, commensurate with the rest of the county, but is characterized by a widely diverse income range, such that housing prices and rental costs also span a range (City of Riverside 2018a). The City’s Housing Element notes that while costs are more affordable in Riverside than other areas, there are still problems of overcrowding, overpayment, and housing in need of rehabilitation or replacement. As such, the RHNA numbers for Riverside for the period 2014 to 2021 are 8,283 units, which includes units for very low- and low- income households. SCAG has proposed updated RHNA numbers for Riverside County as a whole of 167,351~~177~~ units. The RHNA factors in the housing needs generated by universities in the region, including UCR. The City of Riverside most recently received its RHNA allocation of 18,458 housing units for the 2021-2029 Housing Element Cycle. As part of this process the City has provided a buffer of approximately 5,500 dwelling units (approximately 30 percent over and above the RHNA allocation), and the City will identify space for up to 24,000 new homes for the 2021–2029 RHNA cycle. The City has initiated an update to the its Housing Element to accommodate and address the upcoming RHNA cycle, certified the Final EIR and approved the Housing Element and related planning amendments on October 5, 2021.

Cumulative development in the region would be designed to facilitate development of diverse housing types and prices that are high quality, built in a sustainable manner, and meet the varied housing needs of residents. They would also increase opportunities for low- and moderate-income residents and workforce members to find suitable ownership and rental housing in Riverside. Additionally, new State requirements related to Accessory Dwelling Units discussed above in Section 4.12.2, make their approval subject to a ministerial process which will also increase cumulative access to residential structures. Finally, development would seek to provide adequate housing and supportive services to assist in meeting the requirements of residents with special housing needs, including students (City of Riverside 2018a).

The 2021 LRDP facilitates redevelopment of existing student residential units, including in areas where existing student apartments are located. The proposed 2021 LRDP would increase the campus housing stock to accommodate approximately 40 percent of eligible students (a 115 percent increase from the percent of students accommodated in UCR-affiliated housing from baseline year 2018/2019), which would reduce the demand for off-campus residences. The City Housing Element encourages the production of housing for students, faculty, and employees of educational institutions. As such, increased campus housing development as indicated would not displace populations but would create more housing for the special-needs student category.

Cumulative development throughout the City would be encouraged in a way that balances affordability and livability, along with neighborhood character and identity (City of Riverside 2018a, policies H-1.6, H-1.8). Even though new development under specific plans near UCR could remove existing housing, they would necessarily replace and increase housing opportunities in those

planning areas such that the overall housing stock would increase and provide housing opportunities for all income levels.

As described in Impact PH-1, the region is anticipated to absorb the incremental population increase over the 15-year life of the proposed 2021 LRDP and with redevelopment and infill as described in the 2021 LRDP, along with new housing throughout the City and region, substantial populations would not be displaced. Implementation of the 2021 LRDP would not contribute to cumulative displacement of population or loss of housing and cumulative impacts would not be cumulatively considerable. Cumulative impacts (Impact PH-2) would be **less than significant (not cumulatively considerable)**.

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