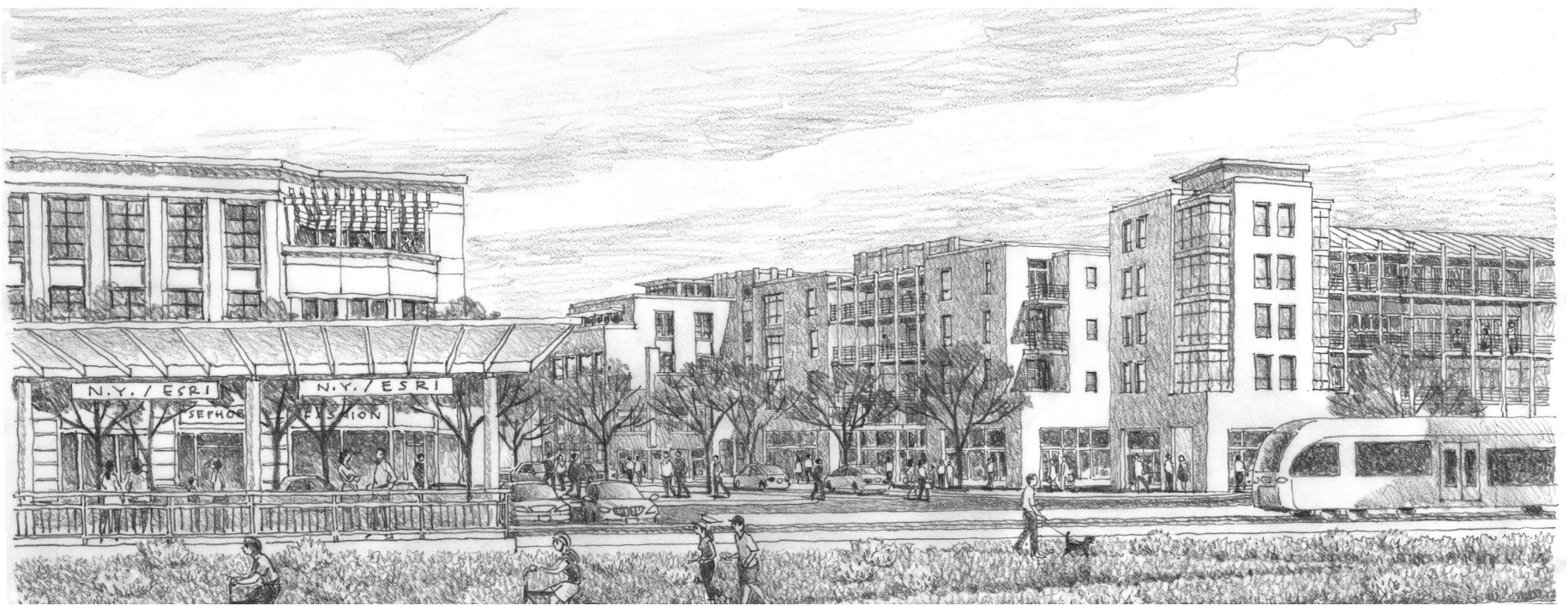


REDLANDS TRANSIT VILLAGES SPECIFIC PLAN

OCTOBER 18, 2022



Prepared by:
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for
City of Redlands

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REDLANDS TRANSIT VILLAGES SPECIFIC PLAN

Adopted by City Council on October 18, 2022 (City Council Resolution No. 8400; see also Ordinance No. 2947).

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CHAPTER 1: INTRODUCTION

After an extensive visioning and public engagement process, the City Council adopted the 2035 General Plan on December 5, 2017. A central component of the 2035 General Plan is the “Transit Villages Concept” and the creation of transit villages around the San Bernardino County Transportation Authority’s (SBCTA) Arrow Passenger Rail line, which is expected to begin operating in 2021-22, and will provide passenger rail service between Redlands and the San Bernardino Transit Center. Of the five train stops planned within Redlands, three are slated to be built in time for the opening of Arrow service: the University Station (adjacent to the University of Redlands campus), the Downtown Redlands Station (at the historic Santa Fe Depot), and the New York Street/Esri Station (near the Esri campus).

This Transit Villages Specific Plan implements the 2035 General Plan’s transit village strategy for the University of Redlands, Downtown Redlands, and New York Street stations, providing policies, a vision, detailed land use and building standards, architectural and landscape guidelines, and public realm and circulation plans for the areas located within approximately one-half mile of the three proposed stations. Each of these Transit Villages has its own unique character, reflecting the setting, character, history, architecture, and land uses within it. Typical characteristics of these villages, include: development intensities that place lots of people within walking distance to transit; tree-lined,

pedestrian-friendly streets that provide safe and comfortable pedestrian and bicycle access to the stations; buildings that face and are accessed from the adjacent sidewalk, with on-site parking located behind; and convenient access to neighborhood-serving retail and services; and a transportation network that encourages and facilitates intermodal service and access.

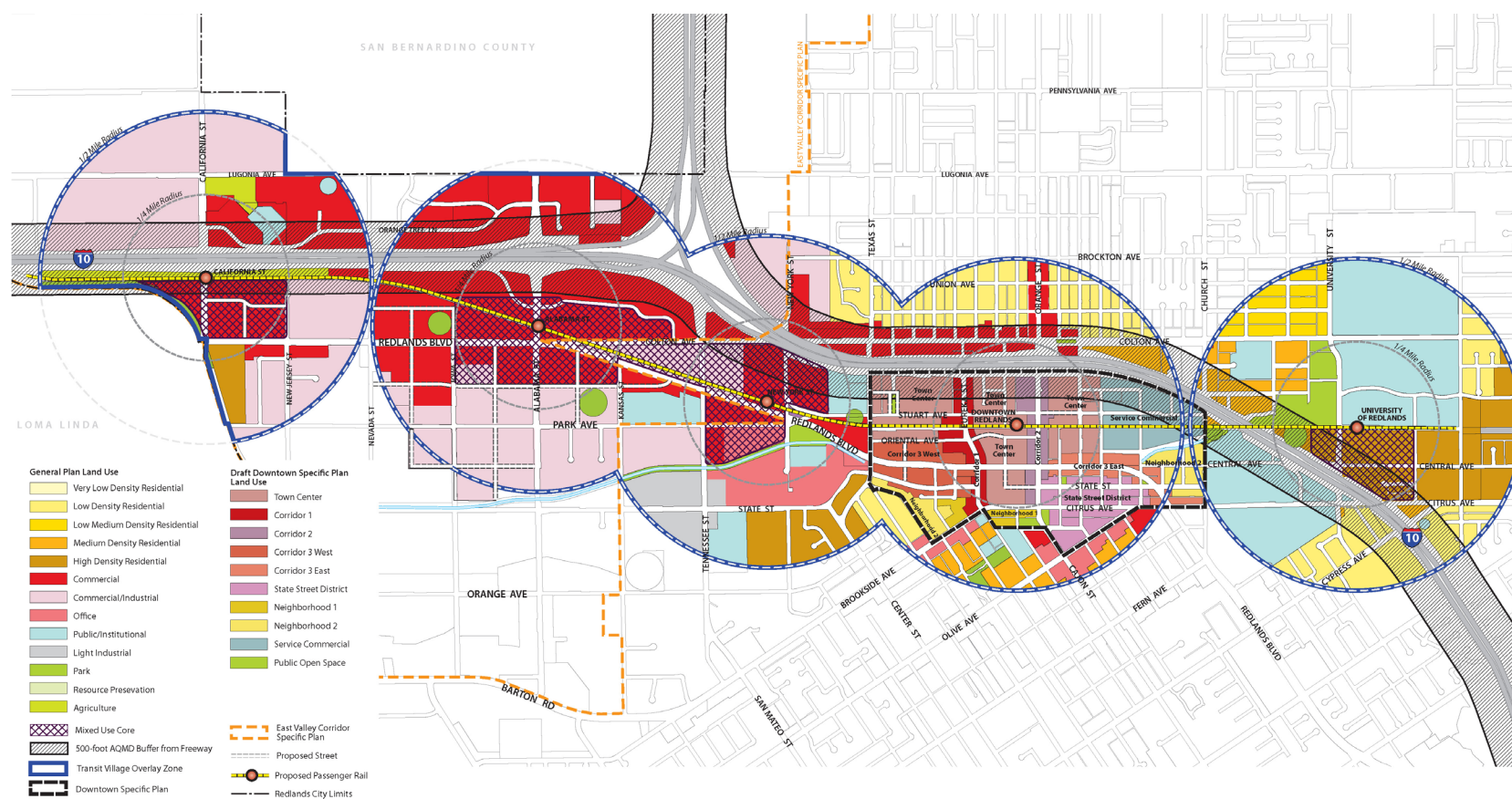
Transit Villages result in a variety of public benefits, including: reduced traffic congestion; improved air quality; revitalization of neighborhoods and districts; living and travel options for people who rely on transit; additional job opportunities; and development within the core areas of the city, rather than on agricultural and open space land around the periphery of the city.

This Introduction Chapter consists of the following sections:

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Redlands Passenger Rail “Arrow” Train



Transit Villages Land Use Map from 2035 General Plan

1. INTRODUCTION AND CONTEXT

1.1. BACKGROUND

The vision for development within the Redlands Transit Villages Specific Plan area is derived from town planning principles used to build great small towns all across America prior to World War II. These towns were small and compact and provided a true balance between town and country: they centered around a mixed-use downtown, which in turn was surrounded by a ring of residential neighborhoods; on the outskirts were farms and ranches; beyond the farms was pure untrammelled wilderness. All aspects of these towns – from their overall size, to the dimensions of their blocks, to the design of their sidewalks, to the scale of their buildings – were designed to serve the pedestrian. While people did use trains, streetcars, and automobiles to get to their destination or to travel longer distances, the principle method of getting around at their destination was by foot. Accordingly, the public realm of beautiful streets and spacious public parks of these towns was just as important as the buildings which defined the public realm’s edges.

Redlands was one of these small towns. It was laid out on a rectilinear grid of blocks approximately 250 to 400 feet in dimension with the majority of the blocks being bisected by alleys. The block pattern and size was walkable, promoting easy navigation and providing multiple ways of getting from place to place. Redlands was served by the Southern Pacific and Atchison, Topeka and Santa Fe Railroads, which connected Redlands to San Francisco and to the rest of the United States, and the Pacific Electric Railway, which connected Redlands to San Bernardino, Downtown Los Angeles, and other Southern California destinations.

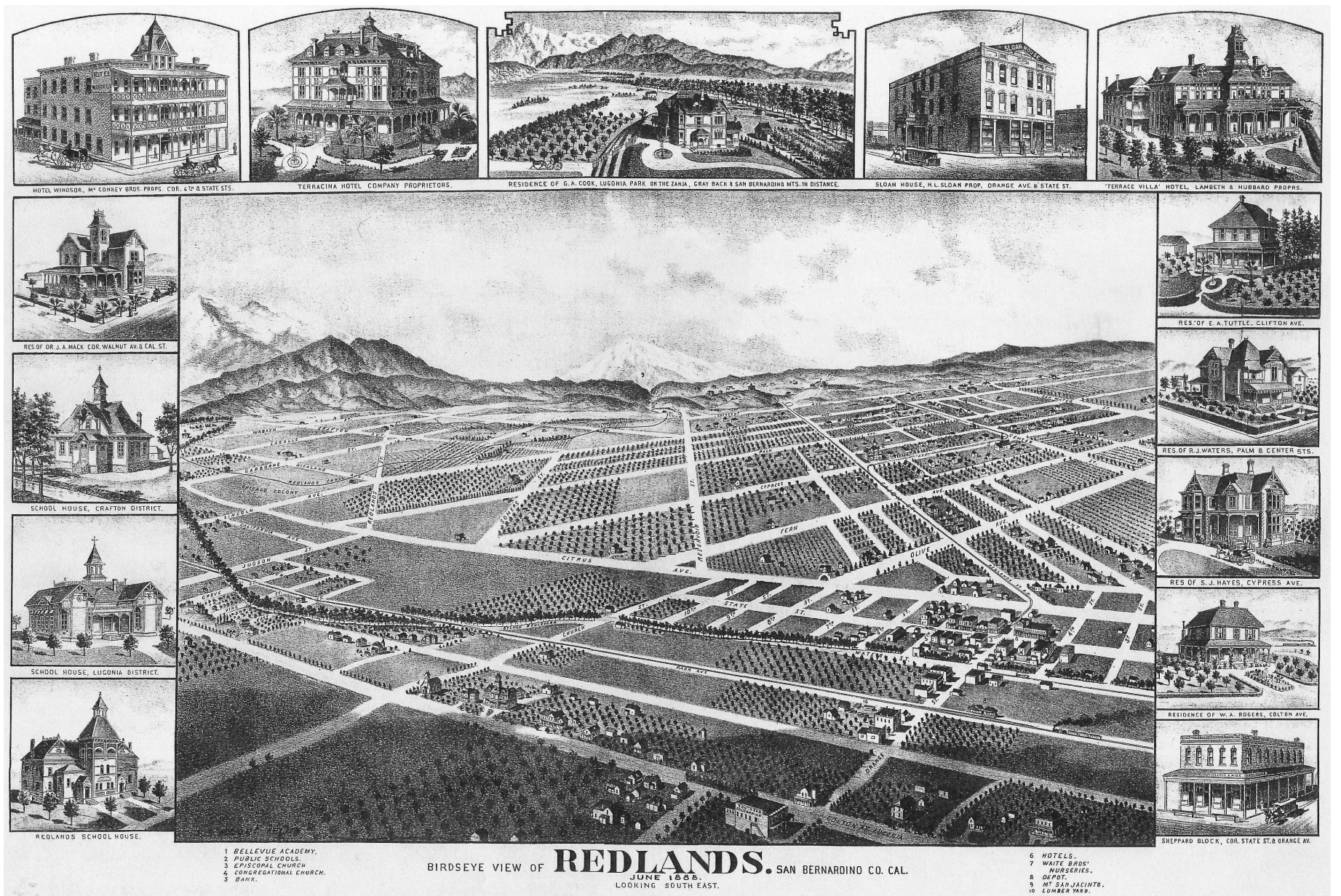
Homes were designed with their fronts facing the street and their backs oriented towards the alley. Thus, the more public rooms of the house, such as the parlor and dining room, faced the street. Service rooms such as the kitchen and bathrooms faced the sideyards or towards the alley. Entry doors, accessed by way of a porch or stoop, always faced



State Street looking toward Mt. San Bernardino. Three- and four-story high buildings have articulated facades and varied massing to ensure they maintain a human-scale (A.K. Smiley Public Library Archives).



State Street looking west towards Orange Street during the 1940s. State Street beyond the Security First National Bank building was vacated in 1977 to make room for the Redlands Mall (A.K. Smiley Public Library Archives).



1888 Birdseye view of Redlands looking southeast. Redlands provided a true balance between town and country. The original crossroads or “100% corner” occurs at the intersection of State Street and Orange Street (A.K. Smiley Public Library Archives).

the street. The porch, forming a clear transition between the public world of the street and the private realm of the home, also provided a comfortable and shady place for residents to relax on warm summer days and to socialize with passing neighbors.

Commercial buildings followed the same set of principles. Their street-facing facades were constructed of quality and durable materials and expressed the particular uses of the building. Ground floors, generally retail in use, had easily identifiable entrances and large storefront windows to display the wares sold inside. Upper floor windows, smaller in size and usually vertical in orientation, conveyed the residential or office uses that occurred inside. Many of these buildings were three and four stories in height, but employed varied massing (including towers), frontage types (shopfronts, arcades, stoops,), and architectural elements such as rafter tails, cornices, awnings, and assorted window types and sizes that ensured that the massing and height was varied, interesting, and human-scaled. Storage and garbage facilities were found at the back of the building.

The town planning and architecture of Redlands embodied a civic spirit that represented a genuine pride of place. Civic leaders, owners, designers, and the community recognized that this sense of place was dependent on the creation of a public realm of great streets, great open spaces, and the relationship of beautiful buildings to these streets and open spaces.

Since World War II, however, the town and country character of Redlands has been eroded and compromised by car-oriented, low-density, single land use approach to city design (sprawl) The introduction of the I-10 freeway in the 1960s separated the neighborhoods north of Downtown from Downtown and devalued the value of properties adjacent to the freeway. The construction of the Redlands Mall in 1977 demolished six blocks of Downtown’s traditional urban fabric including the removal of State Street between Orange Street and Eureka Street, resulting in the

loss of Downtown’s “100% corner.” The new mall building, located at the center of a megablock and surrounded by surface parking, degraded the pedestrian and urban character of the street. Today the mall sits vacant. In addition, much of the farmland and open space at Redlands periphery has been replaced with single-family houses, apartment buildings, strip malls, and office, and industrial parks. The growth management measures of the 1970s, 1980s, and 1990s were in response to the rapid growth on Redlands’ periphery. Meanwhile – whether due to the market realities of up to now it being less expensive to build low-density development at the edge, or the overbearing presence of the freeway, or the fact that many of these parcels are located within the 100 year floodplain – many parcels in the city center remain vacant and underutilized.

The 2035 General Plan seeks to rectify this disparity by encouraging development in the center of town around the soon to be built Redlands Passenger Rail stations at New York Street/Esri, Downtown, and University Street. This Specific Plan implements this General Plan objective by providing the road map for introducing up to 2,000 residential units and 500,000 square feet of commercial space on the largely vacant parcels located around the proposed Redlands Passenger Rail stations.

The traditional urban fabric and buildings that are still in place have much to teach us. After all, the desire of communities to preserve their historic buildings, neighborhoods, and districts is a testament to the power and spirit of this traditional urban fabric. Indeed, these historic buildings and neighborhoods are not preserved merely because they are old, but also because of their transcending place-making characteristics. The spirit of these traditional buildings, neighborhoods, and districts is the inspiration for the vision and implementing development code of this Transit Villages Specific Plan.



BIRDSEYE VIEW OF **REDLANDS** 2019

Redlands and vicinity in 2019.

1. INTRODUCTION AND CONTEXT

1.2. SPECIFIC PLAN LOCATION AND BOUNDARIES

A. Regional Location. Redlands is located at the base of the San Bernardino Mountains in San Bernardino County, 60 miles northeast of Los Angeles and 45 miles west of Palm Springs. Redlands is a mid-sized city with a 2016 population of 68,049 (see Figure 1-1). Redlands is situated along the Interstate 10 (I-10) freeway corridor, which links the city with the cities of San Bernardino, Ontario, and Los Angeles to the west and Palm Springs and the Coachella Valley to the east. Interstate 210 (I-210), or the Foothill Freeway, originates in Redlands, traverses the northwest part of the city, and heads west towards Pasadena.

B. The Specific Plan Area. The Specific Plan applies to parcels located within approximately one-half mile, or a 10-minute walk, of the New York Street, Downtown Redlands, and University Street. Arrow passenger rail stations (see Figure 1-2). The Specific Plan area is generally bounded to the west by Kansas Street, Redlands Boulevard, Alabama Street, and Tennessee Street; to the north by the I-10 Freeway Colton Avenue, and Sylvan Boulevard; to the east by Judson Street; and to the south by Citrus Avenue, Central Avenue, Redlands Boulevard, Olive Avenue, Brookside Avenue, Ash Street, Pine Avenue, Tennessee Street, and State Street. The Specific Plan area also includes the parcels along both sides of Orange Street between Colton Avenue and Lugonia Avenue.

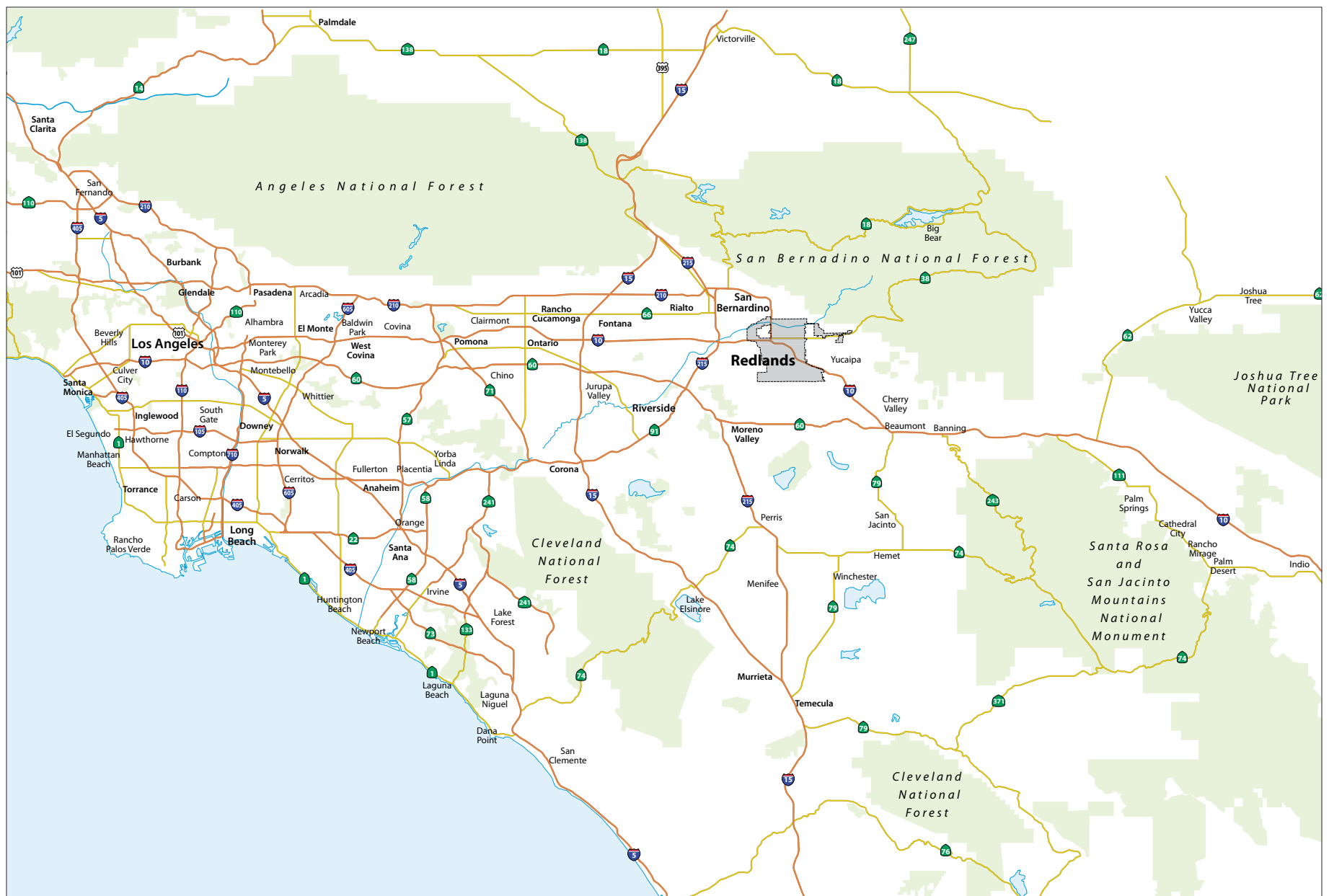
C. Redlands Passenger Rail Project. Metrolink commuter rail service currently links San Bernardino to Downtown Los Angeles. The San Bernardino County Transportation Authority (SBCTA) has started construction on the Redlands Passenger Rail, also called Arrow, which will provide rail transit between Redlands and the San Bernardino Transit Center. Using the former Atchison, Topeka and Santa Fe Railway right-of-way, the nine mile long route will initially provide three stations in Redlands: New York Street/Esri, Downtown Redlands, and University Street near the University of Redlands. Stations at Alabama and California Streets will be constructed in later phases.

D. Specific Plan Transit Villages. The Specific Plan area is divided into three Transit Villages: New York Street/Esri, Downtown, and University Street (see Figure 1-2). The New York Street/Esri Station Area is located generally west of Texas Street and Center Street. The Downtown Station Area is generally bounded to the east by Church Street, and to the west by Texas Street, and includes the parcels along both sides of Orange Street between Colton Avenue and Lugonia Avenue. The University Street Station Area is located east of Church Street and west of Judson Street. Each of these station area has its own unique character, and this Specific Plan provides land use, development, and public realm standards that ensure each transit village develops according to (or establishes) its unique character. Land uses – particularly retail – should not compete with those of the other villages.



Redlands Passenger Rail vehicle and Route Map.

FIGURE 1-1. REGIONAL LOCATION.



1.3. PLAN PURPOSE

This Redlands Transit Villages Specific Plan (TVSP) is enacted by ordinance on the authority vested in the City of Redlands by the State of California, including but not limited to the State Constitution; the Planning and Zoning Law (Government Code Section 65000 et seq.), and the City’s 2035 General Plan and Municipal Code. The specific plan enables a community to define a clear and specific vision for the future evolution of a specified planning area. This Specific Plan provides a “road map” for growth and change for the plan area until the year 2040. It is comprised of unique and customized standards that enable the City to shape or reshape its streets and public spaces and property owners to develop or redevelop their properties according to the vision of the Specific Plan. It guides public and private reinvestment and construction in a highly coordinated and integrated way in order to yield specific types of urban places that are the result of discussion, debate, and ultimately consensus by a majority of the community.

When development projects within the Specific Plan area are reviewed by the City, staff will use this Specific Plan as a primary means of evaluating them. Projects will be judged on their consistency with this Specific Plan’s vision and policies and for conformance with its development standards as contained in its Development Code. For projects within the specific plan area, the standards in this Specific Plan shall take precedence over more general policies and standards applied throughout the rest of the City, unless otherwise stated in the City of Redlands Municipal Code or the 2035 General Plan. In situations where policies or standards relating to a particular subject have not been provided in this Specific Plan, the applicable policies and standards of the currently adopted 2035 General Plan and Title 18 of the Municipal Code (Zoning Regulations) shall govern.

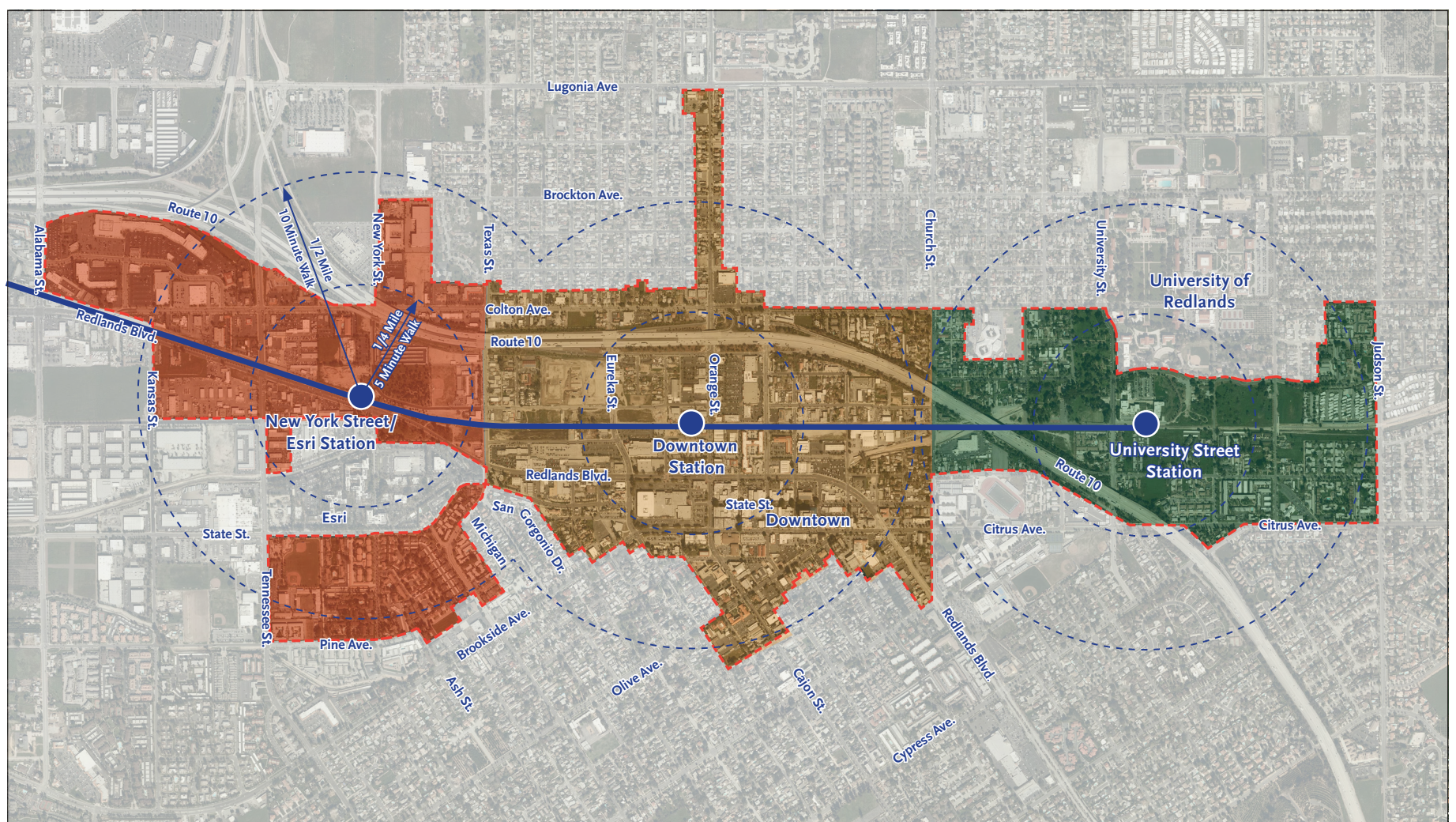
The result of extensive community outreach, debate, and consensus building, this Specific Plan guides and focuses public investment over time on essential infrastructure and streetscape projects that, in turn, will incentivize private parties to improve their property with the certainty that they are supported by long-term public commitment.

The primary purposes of this Specific Plan are to define:

1. A vision for the future of the three station areas that recognizes the importance of Redlands’ unique history and tradition while embracing opportunities for continued reinvestment, growth, and beneficial change.
2. Application of the General Plan’s goals, policies, and actions to achieve the revitalization of the Plan Area.
3. New form-based zoning standards for the Plan Area that will replace current zoning regulations. These new standards are calibrated to deliver new development that is consistent with Redlands’ physical character, history, and culture, as well as the community’s vision for its future growth.
4. An implementation strategy for transforming the Plan Area’s streets, infrastructure, parks, and other public spaces.

The above purposes provide private property owners with a clear understanding of the future context within which they are investing and reinvesting in their properties.

FIGURE 1-2. SPECIFIC PLAN STATION AREAS



LEGEND

- - - Specific Plan Boundary
- Arrow Passenger Rail
- New York Street Transit Village
- Downtown Transit Village
- University Street Transit Village



1. INTRODUCTION AND CONTEXT

1.4. PLAN PREPARATION PROCESS

The TVSP is both a record and a manifestation of the community's goals. Through participation in a series of public workshops and meetings, community members articulated a vision for the future of each of the TVSP's three Station Areas. This vision carries an expectation that the streets, open spaces, and buildings within each Plan Area will be improved and developed to generate a mixed-use, transit-accessible, pedestrian-friendly, environment that embodies Redlands' community spirit and pride and differentiates Redlands from other nearby communities within the Inland Empire.

The evolution of this plan was based on extensive community input throughout all phases of planning, including: Discovery, Alternatives, and Preferred Alternative Workshops, preparation of the Specific Plan, and adoption of the Specific Plan.

A. Analysis. Following an extensive analysis of existing physical, regulatory, transportation, circulation, parking, utilities, and market conditions, the team interviewed a broad range of interested stakeholders to solicit input regarding potential issues, opportunities, constraints, and observations about each Transit Village. Stakeholders interviewed included property owners, business owners, developers, realtors, members of various City departments, and representatives of SBCTA, Omnitrans, Esri, and the University of Redlands. Important outcomes of these interviews included confirmation of key opportunity sites, stakeholder plans for some of these opportunity sites, and preliminary ideas for establishing a use mix for each transit area that does not compete with that of the others. Key opportunities and constraints were also identified during the analysis phase and are described in Section 1.7 of this Chapter.

B. Discovery and Visioning Workshops. With a thorough understanding of the Plan Area and initial stakeholder needs and wishes, the team then participated in a series of nine public workshops, three for each Station Area:

1. Discovery Workshops: September 26, 2018 (Downtown), October 11, 2018 (New York Street/Esri); and December 13 (University Street). During these workshops the team described the planning process, reviewed each Station Area's constraints and opportunities, showed the proposed specific plan boundary, identified opportunity sites for development, and then solicited input from workshop attendees. Key input received during these workshops included:

- Create a mixed-use, multi-modal village around the Downtown Station.
- Generate active, walkable streets with wide sidewalks, shade trees, benches, outdoor dining, and safe pedestrian crossings.
- Provide pedestrian and bicycle connections between the train station and Downtown's unique destinations (Redlands Bowl, C.K. Smiley Library, etc.) and surrounding residential neighborhoods, especially those located north of the freeway.
- Replace the Redlands Mall with an interconnected street and paseo network lined with street trees and urban buildings.

- Infill vacant, underutilized parcels and parking lots with buildings that are up to 3 or 4 stories in height in core areas around the train stations, are designed according to a variety of architectural styles (but avoid 1960s styles), and employ massing in character with Redlands' historic buildings.
- Preserve Downtown's historic buildings and reference Redlands' cultural heritage and agricultural past.
- Build housing for a variety of income levels and family types, including parents with children and seniors.
- Introduce pocket parks, plazas, and greens that accommodate playgrounds, dog parks, public art, and creative uses such as arts and craft booths.
- Complete the Orange Blossom Trail as a link between the three stations and between Sylvan Park, Jennie Davis Park, and new parks, greens, and plazas.
- Introduce additional parking in structures lined with commercial or residential uses.
- Accommodate alternative transportation forms such as Uber and Lyft.

2. Alternatives Workshops: October 24, 2018 (Downtown), November 14, 2018 (New York Street/Esri); January 23, 2019 (University Street). Taking into account the community input received during the Discovery Workshops, the team shared with workshop attendees precedent images and illustrative design concepts for each Station Area showing how each Station Area could potentially develop over time. For the opportunity sites, the team generated street network and open space alternatives and developed initial ideas about the character/make-up of each particular Station Area. The team also identified streets that could relieve streetscape and/or multi-modal improvement, especially Orange Street, New York Street, University Street, Redlands Boulevard, and Colton Avenue.

3. Preferred Alternative Workshops: April 17, 2019 (New York Street/Esri), May 1, 2019 (University Street), and May 6, 2019 (Downtown). Following up on the input received during the Alternatives Workshops, and from direction received from the City Council on January 4, 2019 and April 16, 2019, the team presented the final vision to the community.

C. Specific Plan Preparation. Following the Preferred Alternative Workshops, the team prepared the Specific plan

D. Adoption. Adopted by City Council on October 18, 2022 (City Council Resolution No. 8400; see also Ordinance No. 2947).



Downtown Discovery Workshop.



New York Street/Esri Discovery Workshop.



University Street Discovery Workshop

1.5. RELATIONSHIP TO OTHER PLANS

A. 2035 General Plan. The City of Redlands 2035 General Plan is the City's primary policy planning document. Through its seven elements and the 2013-2021 Housing Element, the General Plan provides the framework for the management and utilization of the City's physical, economic, and human resources. Each element contains goals, policies, and implementation measures that guide development within the City. This Specific Plan meets the goals, policies, and actions established in the General Plan by providing a framework for future development within the Planning Area (see applicable and pertinent policies and actions in Table 1-1 on pages 1:8-1:12). The Specific Plan provides a direct link between the City's General Plan and detailed plans for development, and will direct the character and arrangement of future development and land uses within the Specific Plan Area.

An important goal of the 2035 General Plan is to encourage future development within the core areas of the city, and preserve the agricultural and open space land around the periphery of the city. This approach places residents, workers, students, and visitors in close proximity to stores, jobs, entertainment, and transit, while enabling more efficient use of existing infrastructure (such as roads, wastewater and stormwater systems, etc.).

B. Downtown Specific Plan. Adopted in 1994, the Downtown Specific Plan applies generally to the area within the Downtown Station Area bounded by Church Street to the east, Redlands Boulevard to the south, Texas Street to the west, and the I-10 Freeway to the north. The Downtown Specific Plan's primary goal is to support the economic vitality of Downtown Redlands and facilitate the development of financial, technical, professional and research-development offices, and services Downtown, supported by retail, restaurants, entertainment, and cultural activities.

Upon adoption of this Transit Villages Specific Plan, the 1994 Downtown Specific Plan will be repealed and the provisions of the TVSP will completely replace the regulations of the 1994 Downtown Specific Plan.

C. Transit Rail Stations Accessibility Plan. Concurrent with the preparation of this TVSP, the San Bernardino County Transportation Authority (SBCTA) is preparing the *Transit Rail Stations Accessibility Plan* which

provides recommendations for improving access to the various stations along the Redlands Passenger Rail route.

D. Growth Management Measures. Beginning with Proposition R in 1978, growth management measures were originally adopted in response to rapid residential development. Residential development peaked during the 1980s, when 20 percent of the current housing stock was constructed in a single decade. Since that period, residential growth has slowed substantially.

1. Measure N. Measure N, a growth control ordinance that amended Proposition R, was approved by Redlands voters in 1987. The measure limits the development of residential dwelling units to 400 units per calendar year. Of the 400 units, 50 units are, by resolution, reserved for single-family homes, duplexes, triplexes and four-plexes on existing lots, with the remainder to be allocated according to a point system, which emphasizes design amenities.

2. Measure U. Measure U, adopted by the voters in 1997, further articulated growth management policies. Measure U amended the Redlands General Plan Land Use Element to "plan for" a housing mix of 75 percent single-family and 25 percent multi-family dwelling units at build-out. The City Council adopted a clarification of this policy determining that "for-sale" condominiums (which are considered multifamily dwellings by the Census and the Department of Finance) will be considered single-family dwellings for purposes of this calculation. The measure has not proved to be hindrance for Redlands to achieve its regional housing fair share needs, and Redlands continues to have a certified Housing Element.

Measure U also establishes level of service (LOS) mandates, including requiring that all intersections presently at LOS C or better maintain LOS C or better and that the LOS of intersections with LOS below C may not be reduced the current level. However, new projects located within the Downtown Specific Plan area, per the boundaries existing in December 1997, are exempt from the above provisions with a four-fifths vote of the City Council.



Cover of the City of Redlands General Plan 2035.

1. INTRODUCTION AND CONTEXT

TABLE 1-1. APPLICABLE GENERAL PLAN POLICIES AND ACTIONS

FROM CHAPTER 2: DISTINCTIVE CITY

- 2-A.16:** Use transit stations as focal points for interconnectivity; plan to equally serve travelers from north and south. Plan for each village around the transit stations to have a unique character that complements the adjacent neighborhoods.
- 2-A.51:** Encourage new construction that ties the new with the old in a harmonious fashion, enhancing the historic pattern.
- 2-P.25:** Encourage a variety of uses and activities, such as a mix of commercial, office, restaurant, specialty retail, and residential uses, and civic, cultural, and entertainment activities to attract visitors and residents from across the community by creating a lively, interesting social environment.
- 2-P.26:** Foster transit-oriented development that is consistent/compatible with and sensitive to the historical structures in the vicinity of the proposed railway station.
- 2-P.27:** Conserve Downtown’s character and historic assets while infusing it with new uses, buildings, and activities. New development should proportionately relate to and complement existing structures and the pedestrian environment.
- 2-A.90:** Complete and adopt a Transit Villages Specific Plan as the guide for Downtown development that will establish guidelines or standards for roadways, building forms, architecture, signage, streetscape, parking, and public realm amenities.
- 2-A.94:** Encourage mixed-use projects in the Transit Village areas and Downtown that integrate retail, restaurant, office, and residential uses. Permit urban housing at a density up to the High-Density Residential standard.
- 2-A.95:** Enhance and extend the civic realm through vibrant streetscapes.
- 2-A.96:** Promote redevelopment of the Redlands Mall with a vibrant mix of uses. Explore feasibility of re-extending the traditional street grid through the new development.
- 2-A.97:** Seek an increased presence of both residents and activity in Downtown with new development—particularly residential as part of mixed-use development—as well as commercial, entertainment, and cultural uses that serve both residents and visitors.
- 2-A.98:** Promote a variety of housing types to attract a spectrum of households to live Downtown.
- 2-A.99:** Ensure that new development along Redlands Boulevard is pedestrian-oriented.
- 2-A.101:** Address parking demand by finding additional areas to provide parking for Downtown, and by developing creative parking management strategies, such as shared parking, maximum parking standards, “smart” metering, utilizing on-street parking for reuse of existing buildings, paid parking, etc. Monitor the impacts of new technology such as the autonomous vehicle and car hire /car share services on the total demand for parking.
- 2-A.102:** Improve connections from Downtown to adjacent neighborhoods, including areas north of I-10, through streetscape enhancement and multi-modal improvements.

FROM CHAPTER. 3: PROSPEROUS ECONOMY

- 3-A.10:** Encourage mixed-use projects within the Transit Villages that will attract a wide array of uses including retail, restaurant, entertainment, office, residential, and cultural offerings.
- 3-A.14:** Encourage commercial development, neighborhood retail, and professional offices and services of the appropriate scale and business types along neighborhood commercial corridors, such as Orange Street and Colton Avenue.
- 3-P.12:** Promote Redlands as a destination where visitors can shop, dine, play, and stay, and help create opportunities for increased visitation, hotel stays, sales tax generation, and employment.
- 3-P.16:** Strengthen Downtown as a center of commerce and culture, with attractions for local residents, workers, and regional visitors year-round.
- 3-A.33:** Support efforts to improve the economic and physical environment in the Downtown area by enhancing and expanding tourism-related activities and capital improvements, and generating external in-kind and monetary support for these efforts.
- 3-A.36:** Support revitalization of underutilized commercial space throughout Downtown, including the Redlands Mall, which could create new opportunities for businesses and residents, and provide a critical link to rail.
- 3-A.37:** Ensure adequate parking Downtown and efficiency in traffic flow to enable the continued revitalization of the commercial core.
- 3-A.38:** Improve the safety and sense of safety throughout Downtown and the adjoining commercial areas.
- 3-A.39:** Encourage and support the development of additional housing Downtown to increase the vitality and diversity of Downtown retail and services.
- 3-A.40:** Enhance and expand the public spaces Downtown (streetscapes, plazas, parks) to improve the pedestrian experience.

TABLE 1-1. APPLICABLE GENERAL PLAN POLICIES AND ACTIONS (CONTINUED)

FROM CHAPTER 4: LIVABLE COMMUNITY

- 4-P.7:** Promote a diversity of compatible land uses throughout the city, providing opportunities for the development of a range of businesses, services, residential types, and public facilities to meet the needs of the community.
- 4-P.8:** Provide for buffers and transitions between low- and high-intensity land uses.
- 4-P.9:** Locate medium- and high-density development near regional access routes, transit stations, employment centers, shopping areas, and public services.
- 4-P.10:** Ensure that the scale and character of new development is appropriate for surrounding terrain and the character of existing development.
- 4-P.12:** In areas planned to accommodate new growth, such as Downtown and the Transit Villages, use area plans, design standards and guidelines, and other tools to ensure cohesive transition in scale to existing neighborhoods.
- 4-P.13:** Encourage mixed-use development (two or more uses within the same building or in close proximity on the same site) in Downtown, the Transit Villages, and along Redlands Boulevard to promote vibrancy.
- 4-P.14:** Encourage mixed-use projects Downtown that integrate retail, restaurant, office, and residential uses. Permit urban housing at a density up to the High Density Residential standard.
- 4-P.16:** Promote a variety of housing types to serve the diverse needs of the community.
- 4-A.7:** Promote a range of residential densities to encourage a mix of housing types in varying price ranges and rental rates.
- 4-A.8:** Promote the development of a greater variety of housing types, including single-family homes on small lots, accessory dwelling units, townhomes, lofts, live-work spaces, and senior and student housing to meet the needs of future demographics and changing family sizes.
- 4-A.9:** Encourage the incorporation of residential units in Downtown mixed-use projects consistent with the Redlands Downtown Specific Plan.
- 4-A.11:** Ensure that opportunities exist for the development of housing types that are affordable to all segments of the Redlands community and are distributed equitably throughout the community.
- 4-A.12:** Support new residential development in Downtown, the Transit Villages, and other focused infill sites accessible to transit and in central parts of the community.
- 4-A.20:** Establish new neighborhood commercial centers to serve the needs of community members in areas planned to accommodate new growth, such as Downtown and the Transit Village areas.
- 4-P.26:** Support the University of Redlands in the development of its campus and the surrounding area in a manner that enriches both the University and Redlands communities.
- 4-A.23:** Support development of the campus in ways that both strengthen its ties to the community and enhance its status as a major activity center for the neighborhood.
- 4-P.39:** Promote infill and mixed-use development along Redlands Boulevard to create a cohesive commercial corridor connecting the Transit Villages and providing a retail and service destination for community members.
- 4-A.87:** Promote clusters of mixed-use development along Redlands Boulevard near the Mixed Use Cores of the proposed Transit Villages, providing opportunities for commercial, office, and residential development consistent with the needs and characteristics specific to each Transit Village.
- 4-A.88:** Promote infill development along Redlands Boulevard where it is classified as a Boulevard to create a continuous corridor of mixed-use and commercial activity.
- 4-A.89:** Complete and enhance the sidewalk system along both East and West Redlands Boulevard. Make pedestrian enhancements to facilitate the safe crossing of the street.
- 4-A.90:** Extend and enhance the center median of Redlands Boulevard with landscaping, public art, and lighting to improve the aesthetics and enhance its function as a major east-west boulevard.
- 4-P.40:** Encourage the revitalization of the commercial corridors on Colton Avenue at Orange Street by providing opportunities for a variety of commercial uses and providing guidelines for site design to create a more welcoming visual environment.
- 4-A.91:** Develop an area plan for the Colton Avenue and Orange Street corridors that will improve the public spaces, enhance the quality of architecture and landscape architecture, attract a mix of family-friendly retail and professional businesses to serve the neighborhoods, and improve the overall attractiveness of the areas.
- 4-A.93:** Seek to improve the mix of office, professional, and service related businesses along Colton Avenue and Orange Street that will serve the neighborhood.
- 4-A.95:** Promote infill development to create a continuous corridor of mixed-use and commercial activity.
- 4-A.96:** Encourage site designs that create an active street frontage and screen parking from the Colton Avenue and Orange Street frontages.
- 4-A.97:** Encourage the development of bicycle, pedestrian, and transit access that reduces the need for on-site parking. Improve the pedestrian experience within these corridors through street trees and landscaping.

1. INTRODUCTION AND CONTEXT

TABLE 1-1. APPLICABLE GENERAL PLAN POLICIES AND ACTIONS (CONTINUED)

FROM CHAPTER 4: LIVABLE COMMUNITY - TRANSIT VILLAGES

- 4-P.41:** Foster a connected, accessible, and active community by creating attractively designed pedestrian- and transit-oriented villages with a mix of uses in a compact area.
- 4-P.42:** Provide for new jobs, housing, and entertainment opportunities in compact, walkable environments.
- 4-P.43:** Ensure that each Transit Village has a unique character and identity that reflects its existing assets and unique characteristics, and provides appropriate services at that location.
- 4-P.44:** Provide choices for travel options, including walking, biking, vehicular, and transit.
- 4-P.45:** Accommodate all appropriate modes of transportation in Transit Villages, and promote seamless transitions between modes.
- 4-P.46:** Improve connectivity between Transit Villages and existing neighborhoods.
- 4-P.47:** Provide for appropriate transitions between Transit Villages and surrounding neighborhoods.
- 4-P.48:** Provide development and infill opportunities as alternatives to building at the edges of the city.
- 4-P.49:** Allow residential and mixed-use projects in the Mixed Use Core at densities up to the High Density Residential standard.
- 4-P.50:** Allow for density bonuses in the Transit Village Overlay Zone contingent on the provision of public benefits. Density bonuses shall be a minimum of 25 percent within a quarter-mile of each transit station, and 10 percent in areas located between a quarter-mile and a half-mile radius of each transit station. Public benefits may include but are not limited to amenities such as a public park, plaza, or playground; enhanced streetscaping; public art; or participation in a voluntary transfer of development rights program.
- 4-P.51:** Complete a Transit Village Plan that will define: village character, design guidelines for architecture and site development, permitted and conditional uses, building setbacks and heights, yards, interfaces with the public streets and sidewalks, security measures, and transitions to existing neighborhoods.
- 4-P.52:** Encourage stops of larger trains (Metrolink) in stations that can adequately accommodate their size and have greater availability of and access to parking.

ACTIONS FOR THE NEW YORK STREET TRANSIT VILLAGE

- 4-A.112:** Create an active and compact transit-oriented core with office uses that provide opportunities for jobs and innovation, as well as commercial and residential uses to serve the needs of the area's workers.
- 4-A.113:** Provide streetscape improvements along the major corridors of Colton Avenue, Texas Street, and Redlands Boulevard to enhance comfort and safety for all modes of travel and increase accessibility to and from surrounding areas.
- 4-A.114:** Establish boulevards along Redlands Boulevard and Colton Avenue with pedestrian-oriented streetscape improvements and ground-floor active uses.

- 4-A.115:** Provide pedestrian routes between offices, neighborhoods, and Downtown.
- 4-A.116:** Implement bicycle route improvements that provide strong east-west connections to other Transit Villages as well as north-south connections to improve access to existing neighborhoods to the north. Routes would include the Orange Blossom Trail, the Lugonia Trail on New York Street, and a route along Texas Street.
- 4-A.117:** Implement intersection improvements, including pedestrian improvements, at the I-10 undercrossings at New York and Texas Street to increase comfort and safety for all modes of travel.
- 4-A.118:** Ensure safe railway crossings at Tennessee Street, Texas Street, and New York Street for bicyclists and pedestrians.
- 4-A.119:** Maintain single-family residential neighborhoods designated as low- and low medium-density residential in the General Plan within the TVOZ. Transition higher density housing when adjacent to these neighborhoods.

ACTIONS FOR THE DOWNTOWN REDLANDS TRANSIT VILLAGE

- 4-A.120:** Complete and implement an update of the Downtown Specific Plan to create a cohesive town center with amenities and pedestrian-oriented streets.
- 4-A.121:** Encourage a centrally-located mix of uses to promote activity and economic vitality.
- 4-A.122:** Maintain a distinctive character that builds on Downtown's many historic features and its citrus heritage.
- 4-A.123:** Promote the reuse of citrus packing houses, historic warehouses, and other historic commercial buildings to create a destination for residents and tourists.
- 4-A.124:** Ensure accessibility within the Transit Village to arts and cultural venues and programming.
- 4-A.125:** Provide streetscape improvements along the major corridors of Colton Avenue, Texas Street, and Redlands Boulevard to enhance comfort and safety for all modes of travel and increase accessibility to and from surrounding areas.
- 4-A.126:** Establish boulevards along Orange Street, Colton Avenue, and Redlands Boulevard with pedestrian-oriented streetscape improvements and ground-floor active uses.
- 4-A.127:** Strengthen pedestrian and bicycle circulation routes within Downtown and to and from adjacent neighborhoods.
- 4-A.128:** Implement bicycle route improvements that provide strong east-west and north-south connections. Routes would include the Orange Blossom Trail, the Mission Creek Zanja Trail, and routes on Colton Avenue, Orange Street, and Citrus Avenue.
- 4-A.129:** Improve the I-10 undercrossing at Eureka Street, Orange Street, and 6th Street to increase comfort and safety for all modes of travel and enhance north-south circulation.
- 4-A.130:** Maintain single-family residential neighborhoods designated as low- and low medium-density residential in the General Plan within the TVOZ. Transition higher density housing when adjacent to these neighborhoods.

TABLE 1-1. APPLICABLE GENERAL PLAN POLICIES AND ACTIONS (CONTINUED)

FROM CHAPTER 4: LIVABLE COMMUNITY - TRANSIT VILLAGES (CONTINUED)

ACTIONS FOR THE UNIVERSITY TRANSIT VILLAGE

- 4-A.131:** Provide more multi-family housing for university students, staff, and other members of the community in the Mixed Use Core and adjacent residential areas.
- 4-A.132:** Create opportunities for ground-floor commercial uses, such as restaurants and cafes, retail, and professional services to serve university students, staff, and neighborhood residents in the Mixed Use Core.
- 4-A.133:** Promote pedestrian circulation between the station, homes, schools, and parks, with primary routes along multi-purpose trails (the Orange Blossom and Mill Creek Zanja trails), Citrus Avenue, and University Street.
- 4-A.134:** Implement bicycle route improvements that enhance circulation between the station, homes, schools, and parks and provide connections to Downtown. Routes would include the Orange Blossom Trail, the Mill Creek Zanja Trail, and routes on Citrus Avenue, University Street, and Colton Avenue.
- 4-A.135:** Improve the I-10 undercrossing at Sylvan Boulevard to allow safe trail connections along the Mill Creek Zanja.
- 4-A.136:** Improve the I-10 undercrossings at University Street and Citrus Avenue to allow safe and comfortable access for vehicles, pedestrians, and cyclists.
- 4-A.137:** Establish a boulevard along University Street from I-10 to Colton Avenue.
- 4-A.138:** Maintain single-family residential neighborhoods designated as low- and low medium-density residential in the General Plan within the TVOZ. Transition higher density housing when adjacent to these neighborhoods.

FROM CHAPTER 5: CONNECTED CITY

- 5-P.1:** Maintain a cohesive circulation system through a “layered network” approach promoting complete streets and mobility for all modes while emphasizing specific transportation modes for specific corridors and geographic areas.
- 5-P.4:** Support transportation infrastructure improvements such as safer street crossings and attractive streetscapes to encourage bicyclists, walkers, and users of mobility devices.
- 5-P.9:** Design a layered transportation network for individuals of all ages and abilities.
- 5-P.11:** Implement standards for pavement design and roadway and intersection striping so streets are accessible by all users and all modes, and safety is improved.
- 5-P.13:** Ensure streets are designed to accommodate bicyclists per the Bicycle Master Plan.
- 5-P.14:** Design streets to accommodate various modes according to roadway classification and reduce conflicts and safety risks between modes per Figure 5-4.
- 5-P.15:** Incorporate green infrastructure into the design of new roadways and retrofit existing roadways where appropriate.
- 5-P.16:** Strengthen active transportation circulation routes within Downtown and the Transit Villages, and to/from adjacent neighborhoods.
- 5-A.2:** Integrate complete streets and a layered networks approach into all City streets, traffic standards, plans, and details.

- 5-A.4:** Consider innovative design solutions to improve mobility, efficiency, connectivity, and safety through the use of traffic calming devices, roundabouts, curb extensions at intersections, separated bicycle infrastructure, high visibility pedestrian treatments and infrastructure, and signal coordination.
- 5-A.5:** As part of street redesigns, plan for the needs of different modes – such as shade for pedestrians, lighting at pedestrian scale, mode-appropriate signage, transit amenities, etc.
- 5-A.6:** Add bike and pedestrian facilities on roads with excess capacity where such facilities do not exist, using supporting transportation plans as guidance. Excess capacity includes street right-of-ways or pavement widths beyond the standards, or excess capacity in roadways based on actual vehicular travel versus design capacity.
- 5-A.7:** Add new streets to create a finer-grained, pedestrian-scaled road network where the roadway network is characterized by particularly long blocks, connecting residential areas to parks and Transit Village cores. Ensure the street systems in Transit Villages support development of connected and accessible communities.
- 5-A.8:** Manage travel speeds in Downtown, at Transit Villages, and near schools, parks, and the University to enhance safety.
- 5-A.9:** Adopt a “vision zero” approach to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all.
- 5-P.17:** Provide a safe, direct, and healthful pedestrian environment through means such as providing separate pedestrian ways in parking lots, avoiding excessive driveway widths, and providing planting strips between side-walks and streets where feasible.
- 5-P.19:** Enhance street lighting for pedestrians where current lighting is inadequate.
- 5-A.20:** Provide pedestrian routes between offices, neighborhoods, Downtown, and Transit Villages. Plan for direct connections from the interiors of residential tracts to neighboring parks, schools, retail, and other services using side-walks, trails, and paseos.
- 5-A.21:** Strengthen trail connections to Downtown (such as Orange Blossom Trail, Lugonia Trail, Citrus Avenue, and Church Street).
- 5-A.22:** Include amenities such as shade trees, transit shelters and other transit amenities, benches, trash and recycling receptacles, bollards, public art, and directional signage that can enhance the pedestrian experience.
- 5-P.21:** Develop bike routes that provide access to rail stations, Downtown, schools, parks, the University, employment, and shopping destinations.
- 5-A.25:** Implement bicycle and trail improvements that provide strong east-west connections between Transit Villages and in the city’s wider bicycle network. Routes would include the Orange Blossom Trail, the Mission Creek Zanja Trail, routes on Colton Avenue and Citrus Avenue, Santa Ana River Trail, and the San Timoteo Canyon Trail.
- 5-A.27:** Implement safety improvements in mid-block areas that allow for bicycles to safely cross heavily traveled roads. Improvements can include stop signs for cyclists, warning beacons, and illuminated signs initiated by pedestrians and cyclists.

1. INTRODUCTION AND CONTEXT

TABLE 1-1. APPLICABLE GENERAL PLAN POLICIES AND ACTIONS (CONTINUED)

FROM CHAPTER 5: CONNECTED CITY

- 5-A.36:** Allow for flexibility and creativity in the roadway standards, where appropriate, to preserve historic features, specimen trees and significant landscaping, accommodate turn lanes, parking, wider sidewalks, bike paths, turnouts for buses, public art, and landscaped medians.
- 5-A.37:** Encourage the use of car share and car hire services within Redlands to provide vehicular transportation alternatives.
- 5-A.38:** Plan for future innovations in vehicular transportation such as self-driving vehicles.
- 5-A.44:** Establish new boulevards Downtown and in the Transit Villages that include planted center medians, accommodations for transit, wider sidewalks, and amenities for pedestrians.
- 5-P.27:** Support passenger rail as an alternative mode of regional transit.
- 5-A.61:** Support investments in passenger rail by providing effective on-site circulation and multi-modal connections to transit stations.
- 5-A.62:** Develop station area plans to determine the appropriate modes of transportation to be accommodated at each passenger rail station, the inter connections between those modes, and the facilities to be provided to support each mode.
- 5-A.67:** Encourage convenient and safe pedestrian linkages to and from transit service to provide better first-mile and last-mile connectivity.

FROM CH. 5: CONNECTED CITY [FOR PARKING CHAPTER]

- 5-A.17:** Locate public parking facilities to serve the downtown around the periphery so as not to draw additional vehicles into the core areas. Ensure that easily identifiable pedestrian connections exist between public parking areas and the downtown core.
- 5-P.29:** Ensure a balanced parking supply that adequately serves the community while employing strategies to reduce both the number of parking spaces needed, the area occupied by parking, and the number of vehicular trips needed within predominantly pedestrian oriented areas.
- 5-A.70:** Locate Downtown public parking to encourage a park once approach. Provide pedestrian directional signage to direct persons from peripheral parking to downtown destinations.
- 5-A.73:** Provide adequate parking availability Downtown for residents, commuters, visitors, and shoppers throughout the day.
- 5-A.74:** Design parking to meet applicable urban design goals from area plans and minimize negative impacts on pedestrians, bicyclists, and transit users.
- 5-A.75:** Consider techniques to reduce the amount of area in the Transit Villages occupied by parking, especially for developments located within easy walking distance of the Passenger Rail stations.
- 5-A.77:** Encourage developers to meet their minimum parking requirements via shared parking between uses, payment of in-lieu fees, joint parking districts, or off-site parking within a reasonable walking time of 10 minutes or less.
- 5-A.78:** Develop flexible on-site vehicle parking requirements. Such requirements would include implementation of innovative parking techniques, implementing effective TDM programs to reduce parking demand, and consideration of other means to efficiently manage parking supply and demand.
- 5-A.80:** Design parking structures in a manner so that they can be adaptively reused if they become obsolete for parking needs in the future.

1.6. EXISTING CONDITIONS

A. Urban Form. Covering 947 acres, stretching three miles in length, containing Downtown, Smiley Park, and Sylvan Park, and situated adjacent to the University of Redlands and Esri campuses, the specific plan area is characterized by a varied urban form.

- 1. New York Street/Esri Station.** Currently the New York/Esri Street station area is car-oriented. Blocks are large and commercial and light industrial buildings tend to be set back away from the street behind parking lots or landscaped front yards. The railroad tracks traverse the Station Area from west to east, running along the north side of Redlands Boulevard, until New York Street, where they branch off as they proceed eastward. The Mill Creek Zanja traverses east-west through the New York Street Station Area as an open channel.

The New York Street/Esri station will be located along the north side of Redlands Boulevard at New York Street. Immediately to the south of the proposed station site is Esri's world headquarters, a beautifully landscaped office campus within easy walking distance of the proposed station. Located southeast of the proposed station is Jennie Davis Park, a 5.2 acre neighborhood park with picnic and playground facilities. Existing development to the west of the Esri campus and south of the railroad tracks consists primarily of large footprint, light industrial and warehouse buildings. North of the railroad tracks existing development consists of an assorted mix of car-oriented uses, including strip shopping centers, fast-food restaurants, Redlands Ford, the Redlands Elks Lodge, the Ayres Hotel, and a Motel 6. North of the freeway are Toyota of Redlands, Empire Bowl, Quality Inn, Hertz, the Salvation Army Store, and single-family houses. Other buildings and points of interest within the New York Street/Esri Station Area include Orangewood High School and the Redlands Police Department. The parcels surrounding the proposed New York Street/Esri station are largely vacant and underutilized.

- 2. Downtown Station.** The Downtown station area contains the Downtown core and the historic Santa Fe Depot. Blocks located east of Orange Street, including within Downtown, are small and promote walkability, while those located west of Orange Street are larger and less pedestrian-friendly.

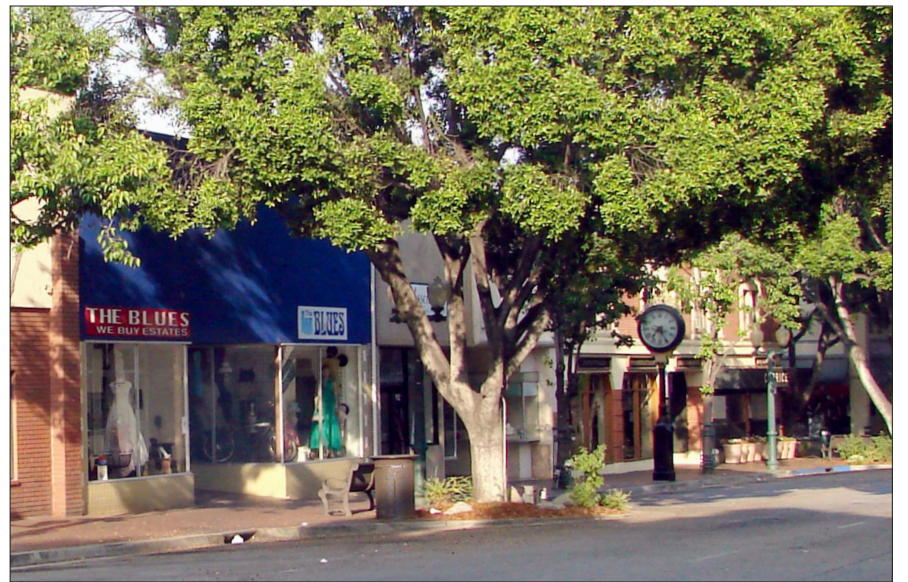
The Downtown area, west of Orange Street, is pedestrian-friendly with commercial and mixed-use buildings built adjacent to and accessed directly from the sidewalk. West of Orange Street, buildings and site design are more car-oriented, with many buildings located behind street-facing parking lots and/or facing the street with blank facades. Parcels west of the proposed station are largely vacant, underutilized, and primed for transit-oriented infill development. A few vacant packinghouse buildings to the north and south of the Santa Fe Depot provide opportunities for adaptive reuse with uses that can activate the station area.

The Mill Creek Zanja enters the Downtown Station Area from the east as an open trench to 9th Street, where it enters a culvert that passes underground through the majority of the Downtown Village.

- 3. University Street Station.** The University Street Station Area includes the portion of the University of Redlands campus located south of the Mill Creek Zanja and Sylvan Park. Blocks within the University Street Transit Village, especially near the proposed station site, are large. Parcels located north of the I-10 freeway and west of University Street are occupied by Sylvan Park, single-family houses, and some multifamily buildings. The southeast portion of the Village is occupied primarily by multifamily buildings. Like the other station areas, most of the land surrounding the proposed station site is vacant, underutilized, and ready for development.



New York Street looking north towards station site.



Shops along State Street.



Caption.



The historic Downtown Redlands Depot building.

1. INTRODUCTION AND CONTEXT

1.6. EXISTING CONDITIONS (CONTINUED)

B. Historic Resources. There are a number of buildings within and adjacent to the Specific Plan area that are listed on the National, State, and Local historic registers. The majority of structures with historic significance are located within the Downtown Station Area and are located primarily in the following areas:

1. **The Redlands Santa Fe Depot District.** Surrounding the Downtown train station, the Santa Fe District is listed as a historic district on the National Register of Historic Places. Located between Eureka Street, Fifth Street, Stuart Street, and Redlands Boulevard, the district contains approximately twenty contributing or significant buildings dating from between 1888-1964, including industrial packinghouses, associated citrus industry related structures, and the train depot.
2. **The State Street Area.** The area bounded by Orange Street, Cajon Street, Olive Street, 9th Street, and Redlands Boulevard, as well as Orange Street between the railroad right-of-way and Redlands Boulevard, comprises Redlands' old Downtown,

and maintains a fine selection of contributing structures. The portion of the historic Downtown located west of Orange Street was demolished to make way for the Redlands Mall in 1977.

3. **The High Avenue Area.** Located between Sixth and Ninth Streets, the High Avenue area contains a number of small cottage residences built in the early 1900s, as well as several architecturally noteworthy buildings. The physical condition of many of the cottages in the area is poor, although all have the potential for rehabilitation as small offices.

Finally, the Mill Creek Zanja, which runs through the University Street and New York Street/Esri station areas, was designated a California Historical Landmark in 1932 and placed on the National Register of Historic Places in 1977. Built in 1819 to convey water from Mill Creek to farms located east of the city, the Zanja now carries drainage water and storm runoff and has the double distinction of being the oldest continuously operating irrigation canal in California, and the oldest civil engineering project in Southern California.



Redlands Depot Building.

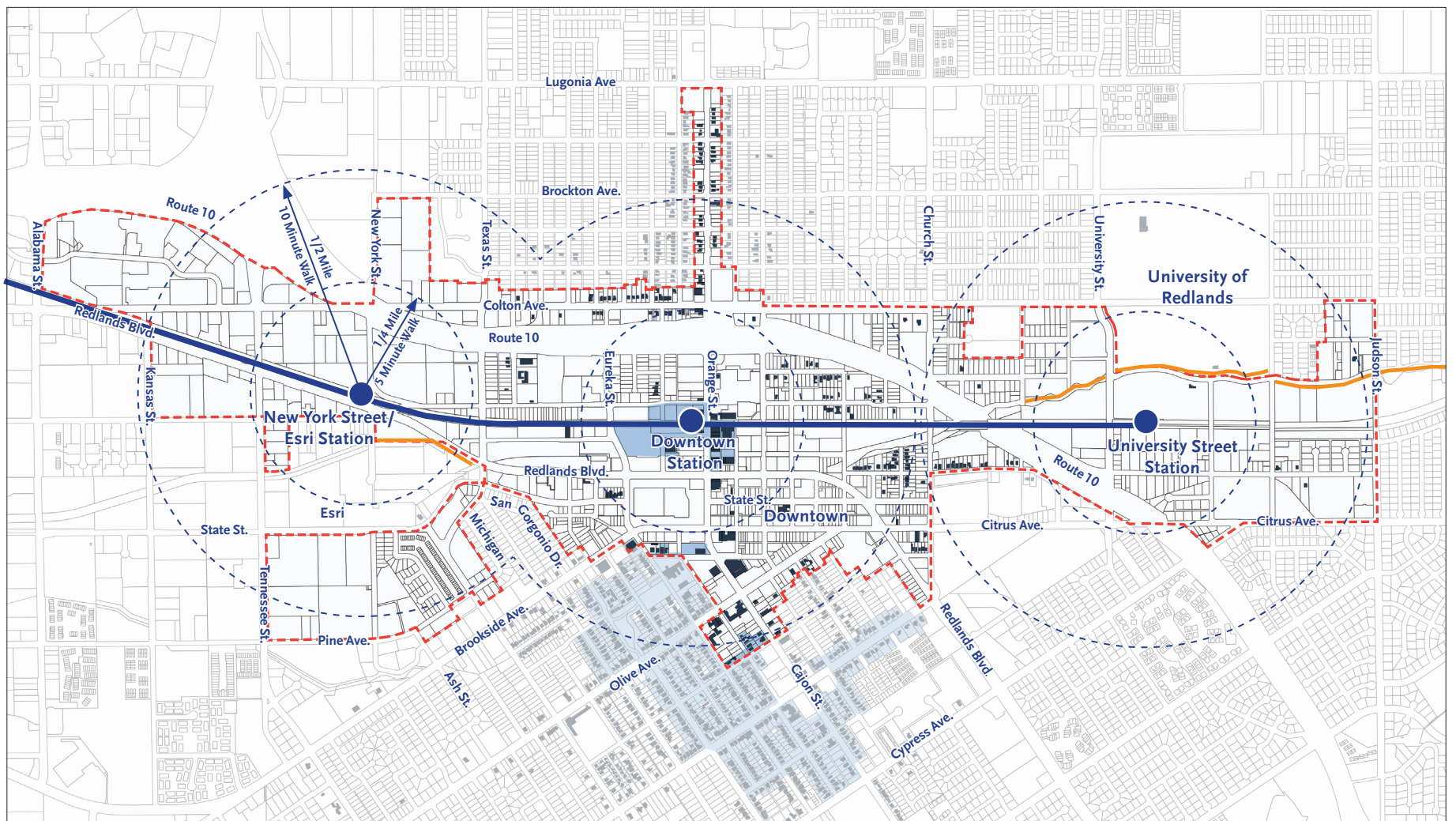


Historic building along Downtown's Orange Street.



Mill Creek Zanja.

FIGURE 1-3. HISTORIC RESOURCES



LEGEND

- - - Specific Plan Boundary
- Arrow Passenger Rail
- Historic Districts
- Major Historic Buildings and Structures
- Historic Mill Creek Zanja



C. Building Types. There are a variety of building types within, and in the vicinity of, the Specific Plan area. These range from single-family houses to house-form multi-family buildings (duplexes, triplexes, and quadplexes, and courts), to block-form mixed-use buildings. House-form building types are set back from their property lines and are massed and scaled to resemble single-family houses. These buildings typically accommodate residences, but along corridors can be converted to commercial uses. Block-form buildings typically have

zero side yard setbacks and are located at the back of sidewalk, forming a continuous “street wall” along the sidewalk. These buildings have commercial ground floors and can have residential or commercial upper floors, although most mixed-use buildings in Redlands currently have commercial upper floors. The proposed buildings within a quarter-mile of the future stations will be mainly the block-form types, although house-form building types will be appropriate for new development that occurs near existing residential neighborhoods.



Single Family Houses.



House-form quadplex.



House-form court.



House-form rowhouse.



House-form residential Block.



Mixed-Use Block.

D. Civic Buildings and Sites. Civic buildings are buildings that accommodate meetings, education, and religious or cultural activities. They include important landmarks such as the Lincoln Memorial Shrine, the historic U.S. Post Office building, and the Santa Fe Depot, as well as public and private schools, churches, clubs, libraries, government buildings such as City Hall and the Police Department Annex Building, and outdoor venues such as the Redlands Bowl. Civic buildings and sites are plentiful within and near the Specific Plan area, and are well

embedded within the surrounding neighborhoods. Schools within the Specific Plan area include Orangewood High School, Redlands Adventist Academy, and the southern portion of the University of Redlands. There are approximately 16 churches within the Specific Plan area, some located within single-family houses. Clubs within the Plan Area include the Rotary Club of Redlands, the Elks Lodge, and the historic Masonic Lodge.



Lincoln Memorial Shrine.



First Congregational Church.



Historic Redlands Post Office Building.



Redlands Bowl.



Redlands City Hall.

1. INTRODUCTION AND CONTEXT

1.6. EXISTING CONDITIONS (CONTINUED)

E. Frontage Types. Frontage types provide a transition between the public realm of the street and the private realm of building interiors. They add interest to a building's massing, help transition the scale of a building to the street (for instance, the scale of a two-story building next to a one-story front building can be reduced with the introduction of a one-story porch), and add a human-scale to buildings. Frontages include entry types, such as porches, stoops, dooryards (terraces enclosed by a low wall or hedge), arcades, and shopfronts, as well as

other elements such as awnings, balconies, and bay windows. Key to successful building frontages are ample windows and entries that are accessed directly from the sidewalk. Existing buildings within the Specific Plan, as shown in the below photos, employ a variety of these various frontage types and elements. This Specific Plan provides frontage standards to ensure that new buildings face the street and open spaces with pedestrian-oriented, human-scaled facades.



Front Yard.



Porch.



Stoop.



Dooryard.



Arcade.



Shopfront.

F. Existing Building Heights. The majority of the buildings within the Specific Plan area are one-story in height, although many of the light industrial and retail buildings have higher-ceiling spaces, presenting tall one-story facades to the street. The majority of buildings within the Downtown Transit Village are one- and two-story in height. A notable exception is the Citibank building, which is six-stories tall. In addition, many of the old packinghouse buildings surrounding the station are one-story buildings with tall interiors. Most of the buildings within the University Village are

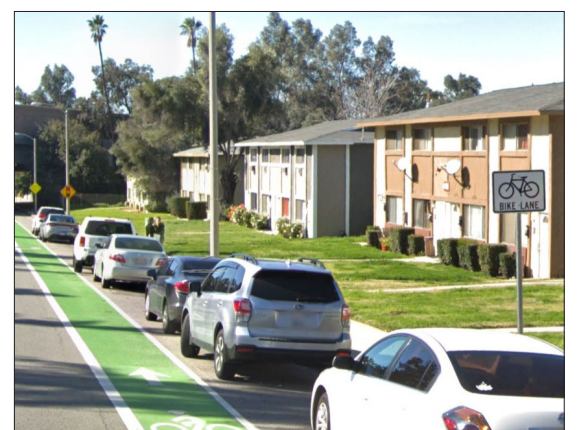
one- and two-story in height. Single-family houses tend to be one-story, and multi-family buildings tend to be two-story. Allowed building heights by existing zoning within the commercial zones (such as C-3, General Commercial) are, for the most part, unlimited (subject to discretionary approval). Allowed building height in the existing Downtown Specific Plan is limited to 4 stories or 55 feet in all districts. Allowed building heights for the multi-family residential zones range from 2.5 to 4 stories.



Esri's three-story world headquarters building.



Tall packing house building.



Two-story multi-family buildings.



The two-story Ayres Hotel.



Two-story mixed-use building along State Street.



Bekins Hall at the University of Redlands.

G. Historic Building Heights. While Redlands' rich heritage of single-family houses is relatively intact, many of Redlands' commercial buildings have been demolished. These buildings, many as tall as three and four stories, employed varied massing, frontage types, and architectural elements such as awnings and bay windows to break down the scale of the building into human-scaled proportions.

To promote transit ridership by locating more residents and/or workers in close proximity to the three stations (and to meet the

General Plan's goal to encourage future development to occur within the city's core areas), building densities, intensities, and heights should be higher than the one- and two-story heights of most buildings within the Plan Area. This Specific Plan provides building articulation standards that ensure that new buildings, regardless of architectural style, are built with massing and architectural strategies employed by Redlands' historic predecessors – pedestrian-friendly, human-scaled, buildings that reflect Redlands unique character.



State Street in early 1900s.



State Street looking east, ca. 1904.



State Street during early 1900s.



Corner of Orange and State Streets, ca. 1906.



Casa Loma Hotel in the 1920s.



State Street during 1950s.

H. Open Space. There are several parks within the Specific Plan area that provide open space and recreational opportunities to nearby residents, workers, and visitors. As multifamily housing and/or offices are built around the station areas, these parks will provide valuable open space for future residents, office workers, and visitors.

The sole park within the New York Street/Esri Station Area is Jennie Davis Park, which provides a large grassy lawn, picnic areas, playground equipment, and a small restroom building. The Mill Creek Zanja passes along the southern edge of the park and the Orange Blossom trail runs along the opposite bank from the park.

The Downtown Station Area contains three parks within its boundaries: Terrace Park, Ed Hales Park, and the northeastern tip of Smiley Park. Terrace Park is a linear park built along the south side of Colton Avenue between Orange Street and Church Street. It accommodates a tree-lined path down its center. The portion of Smiley Park within the Downtown Transit Village consist of the lawns, paths, and benches that surround the historic Police Annex building. While the Police Annex provides a welcoming face to

the Park, the building along the north side of the park fronts the park with blank, windowless wall. The rest of Smiley Park, which meanders through the historic Smiley Neighborhood, is home to the Redlands Bowl amphitheater, the Lincoln Memorial Shrine, the A.K. Smiley Library, shuffleboard courts, and a restroom building. It also provides open lawn areas, paths, benches, and is planted with groves of mature trees. Located on the northeast corner of State Street and Fifth Street in Downtown, Ed Hales Park provides picnic tables beneath a canopy structure.

The University Street Station Area is home to Sylvan Park, an 18-acre community park that contains open space amenities such as large lawn areas, individual and group picnic areas, pathways, benches, playground equipment, and a traditional rose garden. It also accommodates recreational activities such as lawn bowling, horseshoe pits, and a soon-to-be-built skateboard park. The historic Mill Creek Zanja, flanked by the Orange Blossom Trail, also passes through the center of Sylvan Park. Academic quadrangles and other greens on the University of Redlands campus provide additional open space amenities to the north of the proposed University Village station.



Bird's-eye view of Jennie Davis Park.



Bird's-eye view of Smiley Park.



Bird's-eye view of Sylvan Park.

1. INTRODUCTION AND CONTEXT

1.6. EXISTING CONDITIONS (CONTINUED)

I. Pedestrian and bicycle amenities. As mentioned above, portions of the Plan Area – primarily within the historic Downtown – consist of an interconnected street network that facilitates walking and biking. However, the remainder of the Plan Area presents a generally hostile environment for pedestrians and cyclists. Key pedestrian deficiencies include: megablocks (blocks measuring more than 500 feet by 500 feet); car-oriented intersections, unwelcoming underpasses, and deficient and missing sidewalks. Key bicycle deficiencies include

incomplete bicycle facilities, the unfinished Orange Blossom Trail, and narrow freeway underpass roadways. This Specific Plan provides recommendations and strategies for improving the pedestrian and bicycle environment around the stations, including the introduction of pedestrian-scaled blocks, intersection improvements, highway underpass enhancements, preservation of the Downtown rail crossing, new sidewalks, new and improved streetscape, and improved bicycle facilities and amenities.



Unfriendly pedestrian and bicycle environment.



Missing sidewalks and bicycle facilities.



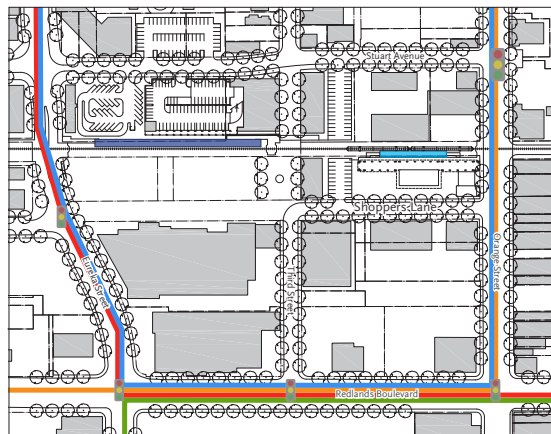
Class II bike lane on Brookside Avenue.

J. Transit. Redlands is served by Omnitrans, the primary transit operator in San Bernardino County. Currently, four routes provide service to the Plan Area: Route 8, which provides service between San Bernardino and Crafton Hills College; Route 15, which provides service between Fontana and Downtown Redlands; Route 19, which provides service between Fontana, the San Bernardino Transit Center, and Yucaipa; and Route 208, which provides commuter service primarily along the

I-10 Freeway between the San Bernardino Transit Center and Yucaipa. This Specific Plan provides recommendations for rerouting existing transit routes to better serve the proposed stations and indicates proposed bus stop and staging locations.



Omnitrans bus.



Existing Downtown Bus Routes.



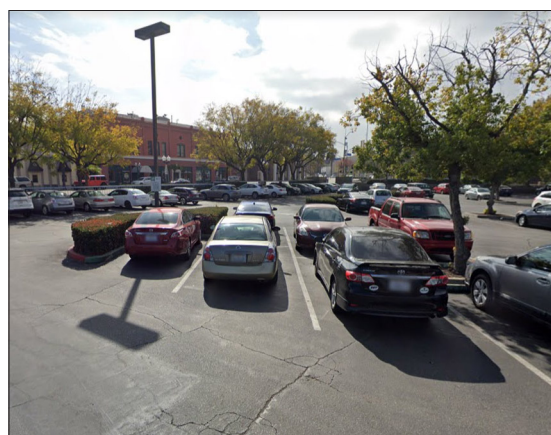
View of the Omnitrans Route 8 bus stop on Redlands Boulevard just east of Texas Street.

K. Parking. Parking within the majority of the Specific Plan area is provided on the street and on site in either surface garages or parking lots. Parking within Downtown is provided in on-street spaces, parking lots, the Citrus Avenue parking garage located at the corner of Citrus Avenue and 6th Street, and public and private surface lots. There is generally sufficient public parking Downtown except during events and Thursday night Market Nights when parking occupancies

reach 100% in most parking venues. This Specific Plan provides parking management strategies to ensure existing parking is used efficiently and in a manner that safeguards surrounding neighborhoods from spillover parking; describes how parking for each station is accommodated; suggests ways to accommodate new parking as needed; and provides standards to ensure on-site parking is not visible from the street.



Angled Parking along State Street.



Redlands Mall parking lot.



Ed Hales public parking lot.

L. Stormwater and Utility Infrastructure.

1. Flooding. The plan area has historically experienced flooding during moderate storm events. Portions of the plan area, particularly the majority of the parcels within a quarter mile of the three stations are located within the Flood Zone (see Figure 1-4) below). Causes of the flooding include both local and regional storm drain deficiencies, including a lack of conveyance capacities in the Mission Zanja (Zanja), Redlands Boulevard storm drain, and the Oriental storm drain.

Any new “occupiable” finished floor must be at least 2 feet above the 100-year flood elevation. In addition, any floodplain cross-section modifications (earthen platforms) may not cause more than a one foot water surface elevation increase upstream.

This Specific Plan recommends methods for relieving or eliminating the 100-year flood zone, thereby reducing the number of properties subject to flood insurance as well enabling retail buildings to be built at sidewalk grade.

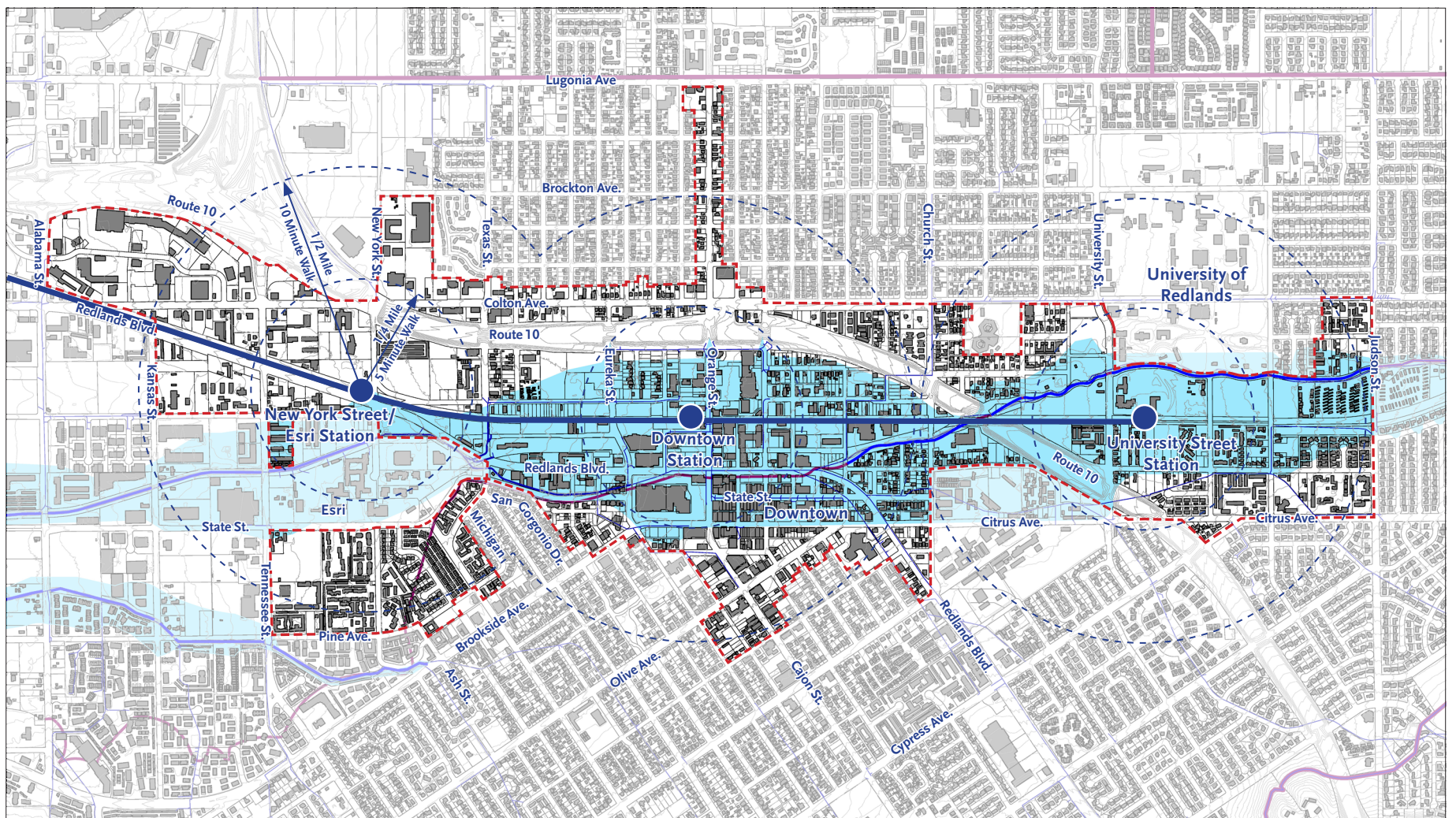
2. Wastewater. The Redlands Wastewater Treatment Facility (WWTP) is located in northwest Redlands adjacent to the Santa Ana River. All wastewater collected and treated is from the City’s service area and discharged within the City’s service area. The City utilizes all wastewater collected and treated at its WWTP in its service area for distribution to customers and percolation into Bunker Hill. The City requires new commercial development to provide dual plumbing for irrigation systems to accommodate the use of recycled/non-potable water.

In general, wastewater effluent from south of the 10 Freeway flows to the south and then west in a collector line in Redlands Boulevard, while the effluent north of the Freeway flows north and west towards the treatment plant. This Specific Plan describes the recommended wastewater pipe upgrades needed to accommodate the proposed development.

3. Potable Water Supply, Water Distribution, and Fire Protection. The City of Redlands currently serves approximately 24,000 customers with a 5-year average potable water demand of 26,165 acre feet per year. Currently, the majority of water is obtained from the Santa Ana River, Mill Creek, and groundwater. The City operates two surface water treatment plants, 20 wells, 37 booster pumps, 18 reservoirs, and 400 miles of transmission and distribution lines to provide water to its customers. Based on the City’s available supplies, the City can continue to meet multiple and single dry year demands. Potable water mains exist in all of the Plan Area’s streets and there are plenty of fire hydrants in the Plan Area. This Specific Plan describes the recommended water pipe upgrades needed to accommodate the proposed development.

5. Non-Potable Water. The city’s non-potable distribution lines are located in the vicinity of the plan area. This Specific Plan describes the recommended non-potable water pipe upgrades needed to accommodate the proposed development.

FIGURE 1-4. EXISTING 100-YEAR FEMA FLOOD PLAIN



LEGEND

- - - Specific Plan Boundary
- Arrow Passenger Rail
- Historic Zanja
- Current Zanja
- 100-Year Flood Plain



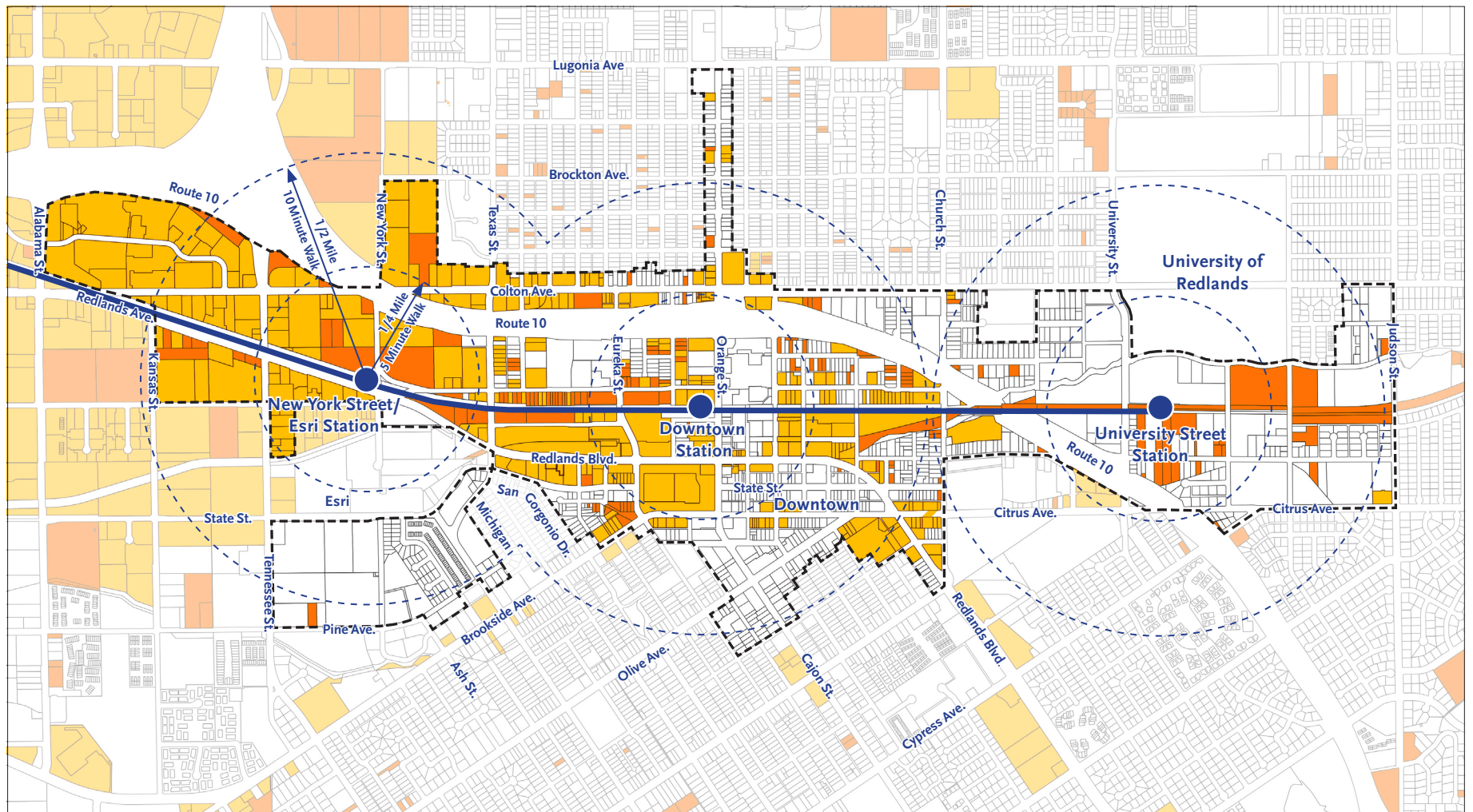
1. INTRODUCTION AND CONTEXT

1.6. EXISTING CONDITIONS (CONTINUED)

M. Vacant and Underdeveloped Parcels. There are a number of vacant parcels located within the Specific Plan area, mostly concentrated along and near the railroad right-of-way (see Figure 1-5). In addition, there are many underdeveloped parcels that currently contain development that does not contribute to the walkable, multi-modal, urban environment envisioned by the General Plan (i.e., not conforming to design regulations of this form-based code) that are

ripe for intensification. Examples include sites where a parking lot is located between the building and the sidewalk, sites where the majority of the land is vacant, or sites with buildings with blank walls that face the street. Buildings on some of these sites are vacant or contain underperforming businesses. These underdeveloped parcels also tend to be located along the railroad right-of-way and within a quarter mile of the stations.

FIGURE 1-5. VACANT AND UNDERDEVELOPED PARCELS.



LEGEND

- Specific Plan Boundary
- Arrow Passenger Rail
- Orange square: Vacant Parcels
- Yellow square: Non-Conforming Parcels



Vacant parcels in New York Street Station Area.



Vacant parcels in Downtown Station Area.



Vacant parcels in University Street Station Area.



Vacant parcels in New York Street Station Area.



The Redlands Mall.



Vacant parcels in University Street Station Area.

N. Areas of Change Together, the Plan Area’s vacant and underdeveloped parcels – particularly those around the proposed station sites – offer the perfect opportunity for building a pedestrian-friendly, transit-oriented, mixed-use, environment. These parcels – particularly those located within a quarter mile of the proposed passenger rail stations – have been identified as areas of immediate change where transformation in the near future is envisioned (see

Figure 1-6). Many of these parcels are also owned by a single land owner. In areas where the urban fabric is more complete, where sporadic vacant and underutilized parcels can be found, and where properties have not been consolidated, infill development could occur incrementally and over time – these are areas of incremental or future change. The vision represented in Chapter 2 shows how the areas of immediate change could develop over time.

FIGURE 1-6. AREAS OF CHANGE

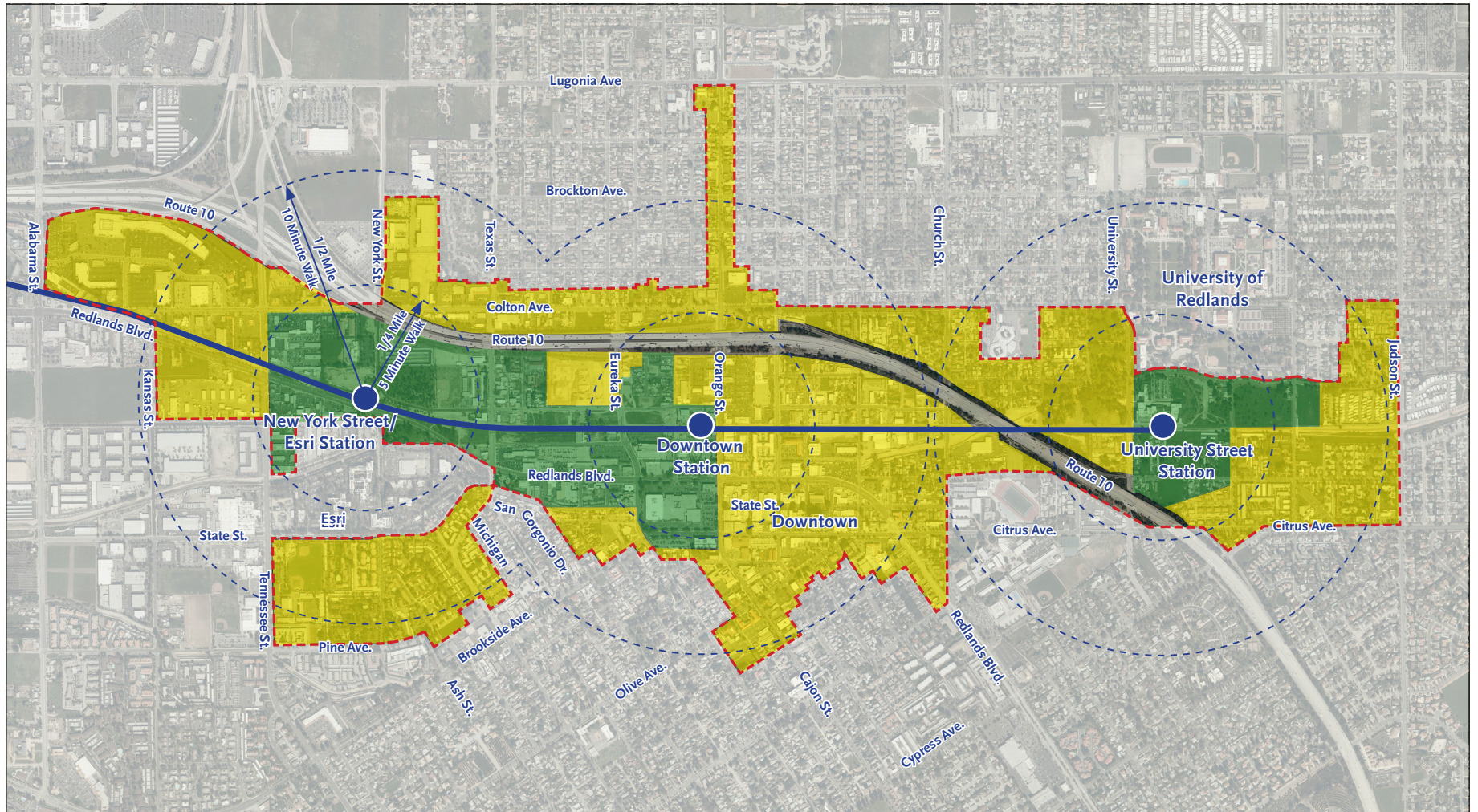
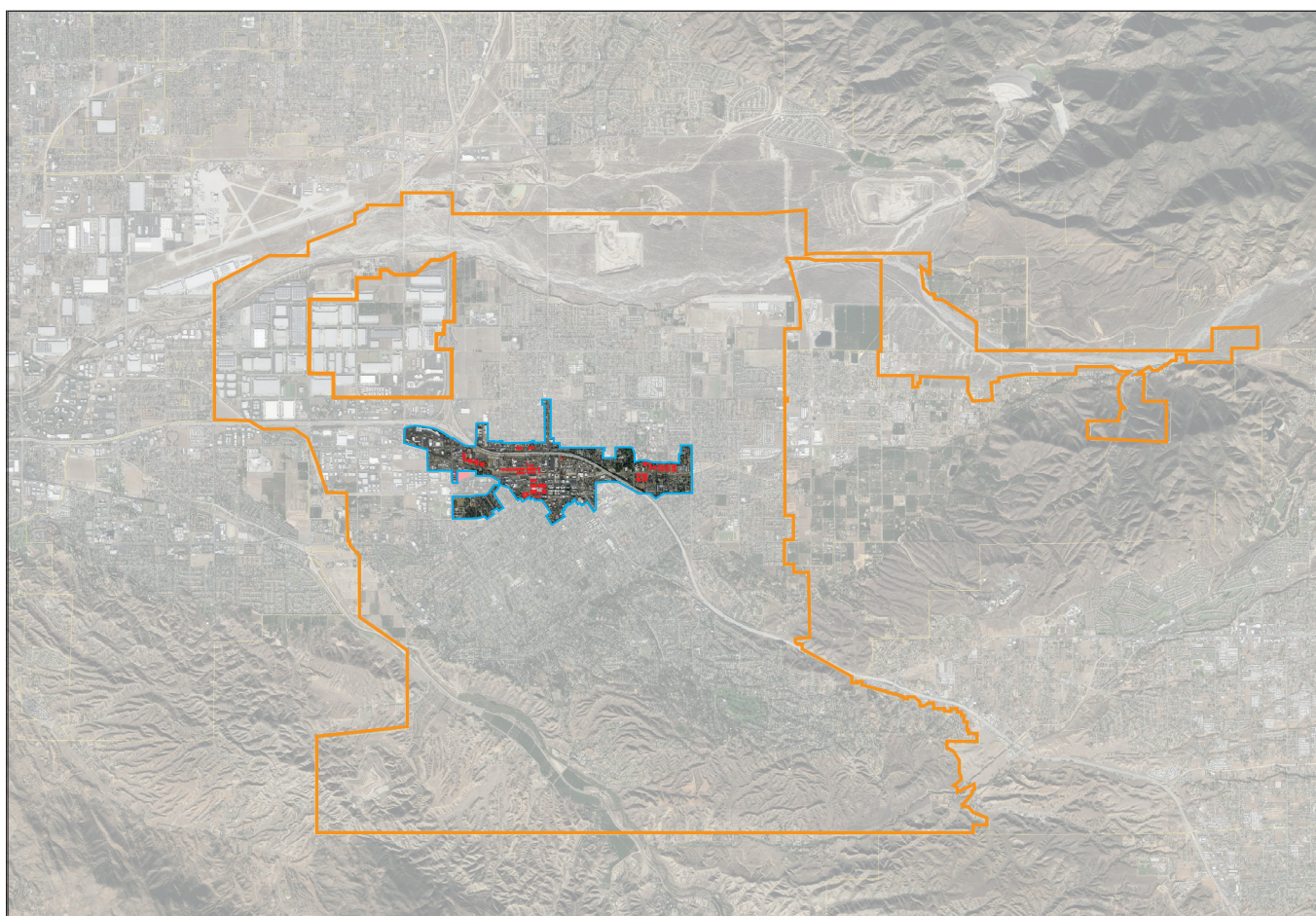
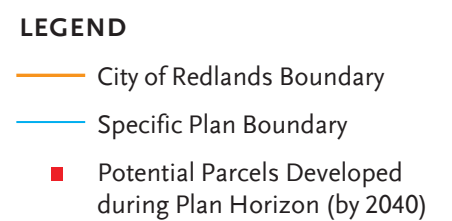


FIGURE 1-7. AREAS OF CHANGE IN RELATION TO ENTIRE CITY OF REDLANDS



The areas of immediate change shown in Figure 1-6 contain approximately 150 acres of developable area (0.64% of the City of Redlands entire land area). This Specific Plan anticipates, however, that only about half of these parcels will develop (75 acres) – representing a mere 0.32% of the City of Redlands entire land area (see Figure 1-7).



1. INTRODUCTION AND CONTEXT

1.7. CONSTRAINTS AND OPPORTUNITIES

A. Constraint and Challenges

- 1. Existing Growth Management Measures.** Existing City of Redlands growth management measures and regulations limit the amount of development that can occur in Redlands to 400 units per calendar year with a housing mix of 75 percent single-family and 25 percent multi-family.
- 2. Megablocks.** Most of the blocks within a quarter mile of all three stations are “megablocks” (blocks measuring more than 500 feet by 500 feet) that contain vacant and underutilized land or conventional suburban developments with large, street-facing parking lots. These megablocks maximize vehicular throughput at the expense of pedestrian comfort and safety. Pedestrians must walk long distances with limited crossing opportunities. Megablocks also restrict connectivity for cars, buses, and emergency vehicles by offering less routes to a given destination, while reducing opportunities for turning movements.
- 3. Car Oriented Streets.** Many streets within the Plan Area – especially Redlands Boulevard and University Street – are designed for cars, not for pedestrians and cyclists. They promote fast vehicular speeds and lack adequate pedestrian and bicycle facilities, such as bike lanes and comfortable ways for pedestrians to cross the street.
- 3. Pedestrian Barriers.** The freeway forms a barrier between the neighborhoods and corridors located on the other side of the freeway. In addition, some of the I-10 underpasses currently are unpleasant for pedestrians and cyclists to pass through due to insufficient lighting and the location of the sidewalk immediately next to fast-moving traffic.
- 5. Incomplete Bicycle Network.** The existing bicycle network outside the Plan Area is relatively well developed, but is deficient within the Plan area. Bicycle connectivity to the future stations – including the neighborhoods located on the other side of the freeway – is critical for generating multi-modal access to the train station. The Orange Blossom Trail, a Class 1 facility, has been built at the western and eastern ends of the Plan Area. However, the connection through Downtown has yet to be built.
- 6. 100-Year Floodplain.** The 100-year floodplain runs east-west through the Plan Area and covers most of the parcels identified as “Areas of Immediate Change” in Figure 1-7. Property owners within the floodplain must pay flood insurance. In addition, new residential uses must be located a minimum of two feet above the floodplain. The parcels located north of the New York Street/Esri Station, however, have base elevations above the 100-year floodplain.

B. Assets and Opportunities

- 1. Access and Proximity to Transportation.** The Plan Area is well-located in relation to transit and freeway access. Downtown Redlands is served by Omnitrans bus routes 8, 15, 19, and 208 which provide service to San Bernardino, Fontana, Yucaipa, and destinations between. The Orange Blossom Trail when completed through Downtown Station Area will provide an opportunity to connect the three station areas. Freeway access is provided at Alabama Street, Tennessee Street, 6th Street, Orange/Eureka Street, and University Street.

- 2. Infill Opportunities.** There are many vacant and underutilized parcels located within a quarter mile of each station that provide excellent opportunities for mixed-use, transit-oriented infill development around each station. The arrival of the Arrow Passenger Rail will help catalyze development within the Plan Area, particularly on parcels identified as “Areas of Immediate Change” in Figure 1-7. In addition, the 2035 General Plan land use designations and associated Transit Village Overlay Zone (TVOZ) enable mixed-use, transit-oriented development around each station.

- 3. Walkable Urbanism Precedents.** The Plan Area is graced with excellent precedents of walkable, tree-lined streets; buildings that face and are accessed from the street through appropriate frontages (porches, stoops, shopfronts, etc.); and well-designed parks and open spaces that can serve as models for development that occurs within the Specific Plan’s “Areas of Immediate Change.” In addition, there are many historic resources and contributing buildings within the Downtown Transit Village.

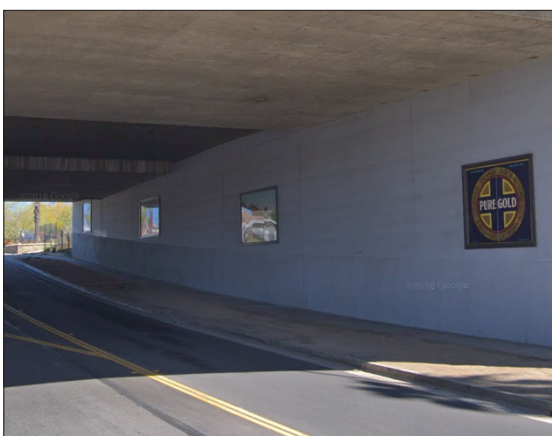
- 4. Walkable, Interconnected Street Precedents.** Redlands’ historic Downtown core and the residential neighborhoods north and south of the plan area have an interconnected street network and small blocks – the indispensable components of a walkable, multi-modal, mixed-use environment. State Street and its cross streets, in particular, are excellent examples of pedestrian-friendly roadway design that calms vehicular traffic and provides convenient access to adjacent retail and restaurant uses. Additionally, Orange Street has a number of pedestrian crossings, facilitating pedestrian connections between Downtown and the future station area. This network can and should be extended into the areas identified as “Areas of Immediate Change” in Figure 1-7.

In addition, Downtown Redlands has alleys, some of which have been transformed into pedestrian-only passageways that accommodate street art and outdoor dining. Such pedestrian-only passageways could also be introduced in other parts of the Plan Area.

- 5. Proximity of Existing Parks.** All three station areas have convenient access to existing parks: Jennie Davis Park within the New York/Esri Station Area; Terrace Park, Ed Hales Park, and Smiley Park within the Downtown Station Area; and Sylvan Park within the University Street Station Area.

- 6. Flood Control Improvements.** For parcels located within the flood plain, redesigning the flood water conveyance system could provide an opportunity for relieving or eliminating the 100-year flood zone. Reducing the size of the floodplain will reduce the number of properties that are subject to flood insurance as well enable buildings – especially building with retail ground floors – to be built at sidewalk grade.

In addition, future open spaces within the Plan Area and continuous planters between the roadway and the sidewalk provide opportunities for incorporating passive stormwater and flood management strategies – such as infiltration basins, bioswales, or bioretention systems – that can mitigate the impacts of floodwater.



Eureka Street freeway underpass.



State Street.



Orange Street Alley.