FOREWORD

CHAPTER 1. PLAN DESCRIPTION AND BACKGROUND

(a) Intent of the Plan

The East Valley Corridor is the principal gateway to the communities of the East San Bernardino Valley, including San Bernardino, Redlands, Loma Linda, Colton, Grand Terrace and Highland. The area is largely undeveloped, with over half of the planning area in agricultural production; In recent years, there has been increasing interest by property owners in developing the area. Based on its freeway and rail access, freedom from topographic and environmental constraints, large parcel sizes, and the economic growth within the San Bernardino-Riverside metropolitan area, property owners have considered it to be ideal for high quality commercial and industrial development. Such development has been constrained, however, by the lack of a backbone infrastructure of sufficient capacity to accommodate projected traffic, water, sewer, utility and service needs. The cost of planning for the engineering, financing and marketing needs of this type of development, as well as for land use and environmental concerns, was beyond the capability of individual owners or individual jurisdictions. As a result, several property owners initiated a cooperative study to be undertaken by San Bernardino County, the City of Redlands, the City of Loma Linda, and the property owners, to provide for such planning.

The purpose of this effort was to plan for the large areas of undeveloped land located along Interstate 10 in the Redlands-Loma Linda area so as to facilitate future industrial, commercial and residential development in an orderly and aesthetic manner. The objectives of the Plan are to provide a well-planned community which will attract major businesses to the area in order to provide a job base for the East Valley and strengthen the local economy, while ensuring high-quality development through design guidelines and standards.

(b) The Specific Plan Defined

The East Valley Corridor Specific Plan has been prepared pursuant to the provisions of Sections 65450 through 65453 of the California Government Code. The Plan has been adopted by local governments to provide a guide for the growth and development of the East Valley Corridor. Portions of the Plan are ordinances of the County of San Bernardino, the City of Redlands,

and the City of Loma Linda. It is intended that the Specific Plan, through its maps and text, shall incorporate nearly all the regulations and development standards affecting the use of land within the Plan area, and reflect the interests and concerns of the community through these standards and regulations. Among the subjects addressed by the Specific Plan are the locations of various land uses; development standards for buildings and facilities; regulation of land use in areas affected by safety hazards; location and capacity of circulation/ transportation systems and facilities; standards for building and population density; location and capacity of water supply, sewerage and stormwater drainage facilities; and design guidelines and requirements for the planning area as a whole as well as for specific development sites.

(c) Planning Area Location

The East Valley Corridor Specific Plan includes approximately 4300 acres located in the southeastern portion of the San Bernardino Valley, adjacent to Interstate 10 and Route 30 and generally between the cities of Redlands, Loma Linda and San Bernardino. The plan area includes portions of both Redlands and Loma Linda, as well as unincorporated area under the jurisdiction of San Bernardino County. The entire planning area is within the spheres of influence of Redlands and Loma Linda.

The Plan includes an irregular shaped area bounded in general by the Santa Ana River Wash on the north; by Texas Street on the east, north of Interstate 10 (I10); by Kansas Street on the east, south of I-10; by Barton Road on the south between Kansas and California Streets; by California Street on the west, south of Park Avenue; and by Mountain View Avenue on the west, north of I-10. The site also extends along a quarter mile strip on either side of Redlands Boulevard from California Street to San Timoteo Wash.

(d) Environmental Impact Report

The adoption of a Specific Plan constitutes a project under the California Environmental Quality Act. The East Valley Corridor Specific Plan is therefore accompanied by an Environmental Impact Report which has been prepared in accordance with CEQA guidelines and the adopted environmental review procedures of San Bernardino County, Redlands and Loma Linda.

(e) Development of the Specific Plan

The concept of a cooperative planning and development study for the I-10

corridor area was originally considered by the cities of Loma Linda, Redlands and San Bernardino in 1980. At that time, the Board of Supervisors budgeted $110,000 for the initial phase of the study, and a work program and Request for Proposal were prepared. However, subsequent budgetary cutbacks curtailed the study and a consultant was not selected.

A drawback of this early effort was the limitation of participation in the discussions to public entities. In October 1982, another meeting was held on the I-10 corridor concept which included about a dozen individuals owning or controlling substantial properties within the area. At that meeting, general interest and support was expressed for the concept of a joint, public-private, inter-jurisdictional effort involving planning, engineering, financing, and marketing for the area.

The concept was given a new impetus by the participation and support of key property owners whose interests would be affected by any outcome. However, since budgetary constraints had become even more stringent, it was clear at that meeting that any renewed effort would require financial support by the private sector. Those present expressed general willingness to provide reasonable project financing, and requested that the County take the lead in coordinating the project with the two Cities involved.

Further meetings were held throughout 1982 and 1983 to define the plan boundaries, the form of the final product of the study, and possible funding mechanisms. In December 1983, a mail survey of all property owners in the Corridor area was undertaken by the County to assess their interest in participating in the study. Based upon the degree of support shown by property owners, various alternatives to implement a property owner financed study were investigated. These included voluntary contributions, a one-time service charge collected through a combination of improvement zone and assessment districts, and formation of a County Service Area (CSA). The establishment of a CSA was considered the most feasible alternative for several reasons:

1) With a city's request, a County Service Area can overlay city and county area to create a single entity;

2) the CSA can borrow against future anticipated revenues to finance a study program;

3) the CSA has the power to assess a one-time service charge to finance the plan preparation;

4) a CSA joint steering committee would assure development of a coordinated plan; and

5) assignment of both planning and engineering powers to the CSA would assure coordinated planning and development of the project.

Hearings to consider formation of a County Service Area were held before the Local Agency Formation Committee, the County Board of Supervisors, and the City Councils of Loma Linda and Redlands in early 1984. On May 7, 1984, the Board of Supervisors adopted the resolution approving formation of CSA-110. In addition to the action taken to establish the CSA, the County and the two Cities entered into an agreement clarifying the role of each party. Of primary concern to the cities was their approval of facilities to be constructed within their spheres of influence or city limits. The agreement stipulated that CSA-110 would neither construct, operate nor maintain any capital improvement within the spheres of influence or boundaries of the cities, except pursuant to prior written approval by the City Councils. CSA-110 could, however, levy a one-time service charge to finance the East Valley Corridor Study. The CSA also provides a mechanism for assessing property owners and developers in the area for infrastructure improvements. CSA-110 is the first such Special District in the State to overlay multiple jurisdictions.

In order to finance formation of CSA-110 and preparation of the Specific Plan, The Board of Supervisors established a one-time service charge to the property owners within the planning area. This charge was levied through tax bills on all parcels within CSA-110 except for residentially-zoned parcels under one acre, and tax-exempt parcels. The service charge would fund planning and preliminary facilities design necessary for services to be furnished within CSA-110. At the same time, the Board of Supervisors approved funding a portion of the Study with Community Development Block Grant funds. The twelve-member CSA-110 District Advisory Commission was also appointed at this hearing, with four members from each of the three jurisdictions, including three public agency members and one private property owner. A fifteen member Property Owners Advisory Subcommittee was also established to provide input to CSA-110 staff during the plan preparation. For technical assistance, a Technical Advisory Committee was appointed of representatives from affected agencies, including the water

districts, Caltrans, Norton Air Force Base and engineering staff from the County and cities.

The County, through CSA-110, took the role of lead agency in preparation of the Plan. County planning staff functioned as the project managers, while the County Office of Special Districts administered contracts with the consultants chosen to undertake the various components of the project.

In January 1985, a Request for Proposal was issued seeking proposals for preparation of a Land Use Plan update, an Environmental Impact Report, a Preliminary Facilities Master Plan and Engineering Study, a Financing Program Study, and an Economic Development Study for the project area. Twenty-four potential consultants were interviewed, with contracts awarded to five of these in April 1985. The companies selected included URS to do the Environmental Impact Report: William C. Lawrence Company to do the Economic Development (Marketing) portion; Metcalf & Eddy for the Engineering Study; and Sutro and Company, Incorporated to prepare the Financing Program. The Land Use Plan Update portion of the study was eventually undertaken by planning staff from the County, Loma Linda and Redlands.

In April of 1986, the scope of the project was changed somewhat when it was determined that the Plan should be adopted by all three jurisdictions as a Specific Plan. This implementation procedure, in which the Plan is adopted as ordinance by the three entities, differed from the original concept of the Plan as a policy guideline for development. With this decision, development of the Specific Plan design and performance standards became a key component of the Land Use portion of the Plan.

Citizen participation was considered to be critical throughout development of the Specific Plan. Participation by property owners was obtained through direct consultations, meetings of the Property Owners Advisory Subcommittee, public input at advertised CSA-110 District Advisory Commission meetings, and in public hearings held throughout the adoption process. Additional public hearings were held before the Local Agency Formation Commission, the Airport Land Use Commission, the County Environmental Review Committee, Planning Commission and Board of Supervisors; Redlands Planning Commission and City Council; and Loma Linda Planning Commission and City Council. These meetings, which were advertised in local newspapers as well as through written notification to property owners, afforded repeated opportunities for residents and property owners to provide input into development of the Specific Plan.

(f) Specific Plan Summary

The Specific Plan implements the General Plans of San Bernardino County and the Cities of Redlands and Loma Linda for the planning area. However, in using the Specific Plan on a daily basis, it is not usually necessary to refer to both the General Plans and the Specific Plan to determine what policies and regulations guide development for specific parcels of land. The Specific Plan, in most instances, will provide the user with all the information needed to determine the policies, regulations and standards which guide development for the parcel(s) in question.

The East Valley Corridor Specific Plan is divided into a Foreword, six Divisions and Appendices.

(1) The Foreword is separate from the six divisions and contains those elements which contribute to an understanding of the community, the evolution of the planning process and special features of the Plan. It outlines the area's history, environmental features, existing conditions and trends, and how the Plan was initiated and developed.

(2) Divisions 1-6 serve as the textual equivalent of the Specific Plan Map and justify the appropriateness of special development standards which have been adopted for the planning area. The intent of the standards is to secure, promote and protect the health, safety and general welfare of the community.

(A) Division 1, General Provisions, discusses legal aspects of the Specific Plan, including requirements for Plan amendments and how to process an application for development within the Specific Plan area.

(B) Division 2, Plan Foundation, contains the goals, policies and actions that form the basis for the regulations and development standards described in subsequent Divisions.

(C) Division 3, Land Use Districts, contains descriptions of the - Land Use Districts, including most of the detailed land use regulations applicable to the East Valley Corridor.

(D) Division 4, Community Design, contains a description of the design features and most of the development standards which will regulate and guide future development in the East Valley Corridor.

(E) Division 5, Overlay Districts, contains development requirements for the Health and Safety and Preservation Overlay Districts, which identify known hazards and serve to preserve desirable natural resources.

(F) Division 6, Public Facilities, contains a public facilities plan designed to accommodate the long-range need for community facilities and services. A phasing plan for development of these facilities is also included.

(3) The appendices include a series of maps and the following documents under separate cover: The Environmental Impact Report; the Engineering Report; the Market Feasibility Study and Absorption Potential Report; and the Financing Plan.

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CHAPTER 2. PLANNING AREA DESCRIPTION AND BACKGROUND

(a) Environmental Considerations

The study area is a relatively flat plain ranging in elevation from 1040 feet mean sea level in the west to 1310 feet mean sea level in the east. The west to east slope averages about one percent.

The site lies in the San Bernardino Valley block, located between the San Jacinto and San Andreas faults. The San Bernardino Valley block has subsided relative to the San Bernardino Mountains to the north and the Perris block to the south.

Soils within most of the site are relatively young sediments consisting of sands and gravels deposited in alluvial fans emanating from the San Bernardino Mountains.

Geologic hazards on the site include seismic shaking, liquefaction and flooding. Surface fault ruptures could occur along the two known faults which transect the western portion of the Plan area. Both the San Jacinto fault and the San Andreas fault lie within a couple of miles of the area; thus, sympathetic fault movement could occur along any zone of geologic weakness in the area. However, geologic hazards do not represent severe constraints to development.

The climate in the Planning area is Mediterranean, with cool wet winters and hot, dry summers. Average seasonal temperatures range from 53 F in the winter to 80 F in the summer, although summer temperatures commonly exceed 100 F. Mean annual precipitation is about 13 inches. Most precipitation occurs from December through March and results from winter storms. Summer thunderstorms are infrequent.

Potential flood hazards in the area are associated with the Mission Zanja and Morey Arroyo in the southern portion of the planning area, and San Timoteo Creek in the southwestern and panhandle areas. Channel improvements to the Zanja and Morey Arroyo will be required to implement development plans for the area. Drainage north of Interstate 10 is toward the Santa Ana River, and will require storm drain improvements prior to development.

The project is located in the South Coast Air Basin, managed by the South Coast Air Quality Management District (SCAQMD). The area experiences high ozone levels along with poor visibility on up to 50 percent of the days between May and September. Air quality is generally considered good from October through April. The principal source of air pollution within the project area is vehicle traffic.

The planning area contains cultural resources related to the historic period, including Indian settlement, the Spanish period, citrus development, and early settlement within Bryn Mawr and Redlands. An inventory of historical resources was done for the Environmental Impact Report, and preservation of significant sites is addressed within the Plan.

Noise impacts within the planning area were identified for parcels underlying one of the flight paths from Norton Air Force Base, and for property adjacent to the freeways. These impacts were addressed in development of the land use plan and Overlay districts.

There are no identified endangered or protected species within the plan area. However, the existing fan palm rows (Washingtonia robusta), planted as windbreaks around the orange groves, have been identified by the community as a unique biotic resource. The Plan contains standards to protect these trees, as well as other existing trees where possible.

(b) Development of the Planning Area

(1) Historical Development

Early development within the project area took place in the southern portion, adjacent to the Mission Zanja and the community of Bryn Mawr. The following account of early settlement of the area is excerpted from a local history column in THE SAN BERNARDINO SUN:

> "(The) first residents (of Bryn Mawr) were Indians, who established a village called Guachama. As there was no natural water on the site they built a Zanja, or irrigation canal, following a route laid out by Pedro Alvarez, a Mexican who lived in the district.
>
> The Zanja was dug all the way from Guachama to Mill Creek Canyon, twelve miles to the east, and when it was completed in 1820 it irrigated the first crops ever planted in the San Bernardino Valley. The Zanja was the first engineering project to be completed in the county, and it is said to be the only one built and maintained by Indians for their own use.
>
> A short time later an adobe residence and a storage shed were built to house the mayordomo, another Mexican named Carlo Garcia, and priests from the San Gabriel Mission, who often visited and counseled the Indians.

Sometime after 1830, the priests ordered an asistencia built. The structure was to be used as sort of an outpost mission and was constructed on what is now known as Barton Hill, one and one-half miles east of the original adobe storehouse. Due to various problems, it was not completed.

However, when the two Lugo brothers received their San Bernardino Rancho land grant in 1842, Juan del Carmen Lugo finished the asistencia and moved in.

After the Mormons purchased the Lugo ranch in 1851, Bishop Nathan Tenney occupied the adobe and was placed in charge of agricultural operations for the church, utilizing the Zanja — still the only means of irrigation in the valley.

The next residents were four brothers by the name of Cram. They occupied the adobe for two years, manufacturing furniture on a lathe driven by water power generated from the Zanja.

When the Mormons were recalled in 1857, Dr. Ben Barton purchased the asistencia and 1,000 acres of land from elders Amasa M. Lyman and Charles C. Rich. In 1866, after moving into his new brick mansion on Nevada Street (still standing there today), he used the asistencia as a stable for his farm animals and it soon fell into disrepair.

In 1924, Dr. Barton's granddaughter, Mrs. Sherman G. Batchelor, sold the asistencia's remains to the county. Under the direction of Horace B. Hinkley and the San Bernardino County Historical Society, the buildings were eventually restored and opened to the public in 1937.

The Zanja lured a number of the other families to the area, which soon became known as Old San Bernardino. Most of them settled along 'Cottonwood Row, ' (now Mission Road) named for the number of cottonwood trees growing along the banks of the Zanja.

The names of the residents living there read like a 'Who's Who' of the founding fathers of San Bernardino. They included Anson and Louis Van Leuven; James A. Cole; Henry M. Willis; Captain Nathaniel Pishon and Horace M. Frink, all of whom settled there before 1861.

The Van Leuven brothers, who arrived in 1852, were the first to cultivate orange trees in the county, making plantings over a five year span. Their trees represented the beginning of the citrus industry in the San Bernardino valley." (September 28, 1986)

Agriculture continued to dominate the planning area through the nineteenth century, during which a variety of crops, including peaches and grapes, were attempted. Navel oranges had been a successful undertaking in Riverside during the 1870's, and backers of early Redlands were actively promoting their cultivation in that area. The completion of Big Bear Dam in 1884 provided additional water for irrigation in the Valley, and by the late 1880's the citrus industry was well established in the planning area. Numerous groves were planted, separated by rows of Mexican Fan Palms, and several packing houses were in operation. Agriculture has continued to be the predominant land use within the planning area to the present, with citrus as the major crop.

(2) Existing Development

The following table summarizes the existing land uses within the planning area as of October, 1987:

Land Use Type	# Acres
Agriculture	2,558
Residential	388
Commercial (office & retail)	351
Industrial	74
Vacant	390
Roads/Infrastructure	589
Total Acreage	4,350

These figures indicate that over half (59%) of the project area is currently under agricultural production. Most of the agriculture in this area is citrus production; other agricultural uses include alfalfa and other field crops, poultry, and horse raising. Almost the entire area north of Interstate 10 is in agricultural use, except for about 200 acres south of Lugonia between California Street and Karon Street, on which recent commercial and office development has occurred fronting I-10.

Agriculture is also found throughout the southern portion of the planning area, although it is interspersed with other uses. The southern portion, which has better access to a system of collector streets and major arterials, is generally more developed than the north. Along with scattered single family residences associated with the agricultural use in this area, there are several newer residential developments located along Redlands Boulevard, including single family tracts, multiple family projects, and mobilehome parks.

Commercial uses are heavily developed along Redlands Boulevard as well, particularly around the Alabama and Tennessee interchanges in Redlands and in the panhandle of the project area west of Mountain View, in Loma Linda. Light industrial uses, including mini-storage and light manufacturing, are intermixed with commercial in these areas, with some industrial extending south along Alabama Street.

A housing survey of the area, conducted in August 1985, indicated that there were a total of 599 dwelling units within the plan area. Forty-four percent (265 units) were single family dwellings, and fifty-six percent (334 units) were multiple units, including condominiums. Almost ninety-five percent of the housing units are located south of

Interstate 10, with only 32 single family homes located in the northern portion of the planning area.

The housing survey also indicated that nearly all (94%) of the units were in sound or good condition, with over 65% constructed within the last ten years. Eighty percent of the recently constructed units were multiple family dwellings.

Public uses occupy only about one percent of the total project area, and include schools, a post office (under construction), Redlands' City Yard, the County Museum, and the Asistencia Mission. Public facilities adjacent to the planning area which will affect the Specific Plan include the City of Redlands' sewage treatment plant and landfill, abutting the project area to the north between Nevada and Alabama Streets; the Edison plant northwest of the planning area; and Norton Air Force Base, located north of the planning area across the Santa Ana River Wash.

(3) Conditions and Trends

A demographic analysis of the planning area was conducted in conjunction with the Economic Development portion of the Plan. This study compared the regional setting of the Plan area, defined as the Riverside-San Bernardino Metropolitan Statistical Area, with other

MSA's in Southern California, to identify economic and demographic growth trends. The analysis concluded that the Riverside-San Bernardino MSA has historically represented a relatively small share of regional employment growth. Conversely, the area has experienced rapid growth in population, housing and labor force. The study further identified emerging trends indicating that the Riverside-San Bernardino region will play an increasingly important role in regional economic growth. The study area shows favorable housing, population and labor force characteristics, supportive of new job locations.

With regard to economic growth trends, the Riverside-San Bernardino MSA experienced relatively high job growth in service industries and retail trade. Other growing industries included government, construction, transportation, communication and utilities. Manufacturing and wholesale trade showed low levels of growth in the region.

The 1987 population forecasts issued by the Southern California Association of Governments (SCAG) assume accelerated housing growth and slower employment growth for the area. SCAG projected growth rates for communities in the area surrounding the project site to year 2010 are as follows:

Fontana	212%
Loma Linda	70%
San Bernardino	74%
Redlands	46%

The growth rate in and adjacent to Redlands has been slower than the county-wide growth rate, and is projected to stay lower than surrounding communities. This is due in part to the restrictions imposed by a growth-limiting ordinance passed by the City of Redlands in November 1978, known as Prop R. This ordinance limits to 450 the number of dwelling units that the City can approve in a single year; it also limits to 150 the total number of homes outside the City that may be connected to City water and sewer lines. (Exempted from these restrictions are housing developments of 4 homes or less, apartments of 4 units or less, and custom-built single family homes). Prop R was adopted out of a community-wide concern over accelerated growth rates in the regional area. It is the only growth-limiting ordinance in San Bernardino County.

The higher growth predicted for population and labor force in the Riverside-San Bernardino region is one of the area's strengths in terms of the development proposed for the East Valley Corridor. Other factors contributing to development potential include relatively

low land and lease values, which currently vary from around $3 to $10.50 per square foot for commercial and industrial land. The area also has excellent highway, air and rail access. Proximity to redevelopment areas in adjacent communities, as well as to a major medical center, will also benefit future growth in the planning area. In addition, Redlands and Loma Linda have developed many amenities which are expected to increase their attractiveness to business and industry.

The major constraints to development of the Planning area are the costly infrastructure improvements needed to provide a backbone system of roads, water supply, sewage collection and treatment, and stormwater drainage. In most instances, existing systems are adequate to serve the existing developed portions of the planning area. However, intense planned development in the undeveloped areas will require significant additional facilities. It is the intent of this Plan to provide a means for installing these facilities, through a coordinated planning effort which includes engineering, financial planning and land use planning for the study-area.

(4) Summary

This chapter of the Specific Plan has provided background on the East Valley Corridor study area and on development of the Specific Plan. This information has been included to contribute to an understanding of those factors which have shaped the present development of the study area, and which will influence future growth.

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