

# CHAPTER 9: IMPLEMENTATION AND ADMINISTRATION

## 9.0. INTRODUCTION

This Chapter provides a framework for implementation of the Transit Villages Specific Plan (TVSP), focusing on six key categories: flood control; parking; parks and open space; streetscape and utilities; land use and housing; and Transportation. For each category it identifies key actions and funding and financing strategies for implementing these. This Chapter also includes Specific Plan administration procedures, including amending this Specific Plan.

This Implementation and Administration Chapter is comprised of the following sections:

9.1.	Specific Plan Implementation Background . . . . .	9:1
9.2.	Specific Plan Implementation Recommendations . . . . .	9:1
9.3.	Implementation Framework . . . . .	9:2
9.4.	Specific Plan Amendment . . . . .	9:6
9.5.	Specific Plan Entitlement and Permit Process . . . . .	9:6

### 9.1. SPECIFIC PLAN IMPLEMENTATION BACKGROUND

In November 2018 HR&A Advisors, Inc. concluded a market analysis of the Transit Villages Specific Plan (TVSP) area to inform the plan’s guiding principles and recommendations. The firm analyzed office, retail, and residential land uses and observed the following:

**A. Office Market.** The office market saw significant growth prior to the 2008 recession, adding nearly 1.0 million square feet of space, mostly in freeway-adjacent areas. Since then however, there has been little additional development, with the market absorbing existing inventory.

The office market in Redlands has consistently higher rents than its secondary market, but Redlands office rents have not reached pre-2008 recession levels. However, Downtown Redlands outperforms the citywide average with higher rents and lower vacancy compared to the newer office inventory.

**B. Retail Market.** Redlands is a net importer of retail dollars, meaning consumers already see Redlands as a regional retail destination. Most of the retail inventory is located in shopping centers, however, projects like the Redlands Packing House demonstrate a market shift toward higher-end experiential retail placemaking.

Retail spaces in Downtown Redlands are performing considerably well. With limited recent deliveries and favorable location, standalone retail in Downtown has relatively higher rents and lower vacancies than traditional shopping center retail inventory. The University Street Station Area lacks retail spaces and the New York Street/Esri Station Area mostly has suburban style retail strip centers, which are both dated and underperforming. With the new Arrow Line, there is a potential of building on the success of the Downtown and extending that experience along Redland Boulevard and at the new transit station areas. With higher density developments, both residential and employment-generating uses are likely to require supportive retail spaces to cater to their needs.

**C. Residential Market.** The residential market in Redlands is comparatively stronger than its neighboring cities, with higher rents and lower vacancies. However, very little new inventory has been added in the last ten years, inclusive of the TVSP area, and market expansion has been limited.

Regional and city growth projections anticipate significant addition in number of jobs and residents, but current trends indicate that the residential market is not growing fast enough to catch up with the growth. For the TVSP area, which is comprised of predominantly single-family homes (and commercial areas), the Arrow Line offers the City an opportunity to explore planning tools that would enable higher density residential developments that could capture and retain employment and resident growth.

### 9.2. SPECIFIC PLAN IMPLEMENTATION RECOMMENDATIONS

**A. Principles for Development.** The observations from this market study informed the creation of four principles for development in the TVSP:

1. Densify housing.
2. Allow for mixed-use districts.
3. Invest in the public realm.
4. Encourage employment generating uses.

**B. Implementation Recommendations.** These principles, in turn, guided recommendations for each station area:

#### 1. New York Street/Esri Station Area

- Support Esri’s growth through planning for high-density, mixed-use, residential options;
- Leverage Esri’s presence by planning for employment-generating uses to attract more innovation-based companies; and
- Introduce a community-serving retail component to support the new residential development.

#### 2. Downtown Station Area

- Capitalize on growing trend of experiential food & beverage and entertainment-focused retail spaces;
- Leverage access to transit to attract and retain residents, employees, and visitors to catalyze economic vitality; and
- Establish an organization that will promote and attract investments in downtown Redlands.

#### 3. University Street Station Area

- Expand residential options for the University-based employees and students with attention to off-campus, multifamily, affordable and mixed-income housing; and
- Encourage student-oriented, pedestrian-accessible retail options that do not compete with downtown Redlands.

## 9. IMPLEMENTATION AND ADMINISTRATION

### 9.3. IMPLEMENTATION FRAMEWORK

This section offers a framework for implementation of the TVSP which will help realize these station area recommendations. It is organized by core areas of focus in the TVSP (e.g., Flood Control, Parks and Open Space Networks, Land Use and Housing) with pertinent implementation strategies. These strategies seek to address and balance four key overarching needs: flood control infrastructure, green infrastructure, fiscal sustainability, and delivery of community benefits.

A Funding Matrix (Table 9-1) is located at the end of this section that identifies key funding sources and tools relevant to this chapter's implementation strategies. This list is non-exhaustive but details many of the funding sources available to the City today. Moreover, since the California public financing landscape is constantly changing, the requirements and applicability of many of these tools may change over time and new tools may become available. The City should continuously review and update this matrix based on changes to the Federal, State and Local funding landscape.

The suitability of each of these tools often depends upon the characteristic of the station area and particular project being considered. As such, the matrix indicates applicability to infill, greenfield, or large redevelopment sites. In general, the Downtown Station contains mostly infill opportunities and a large redevelopment opportunity at the former Redlands Mall, while the New York Street/Esri Station and the University Street Station feature greenfield development opportunities. This chapter does not suggest that all sources and tools should be used together. Rather, the most effective funding tools should be carefully selected and applied based on the geographic context, market and political feasibility, and City policy goals.

**A. Flood Control.** Completion of Flood Control measures is central to the realization of the TVSP. With a majority of properties within a quarter mile of each station area lying in the 100-year floodplain, development in areas closest to the rail stations will be limited until Flood Control infrastructure is completed.

**1. Flood Control Strategy.** Actions for flood control include:

- Prioritize flood control improvements early in the TVSP implementation to unlock value of properties in the 100-year floodplain. These improvements are critical to realizing the development potential of the majority of properties within a quarter mile of each station area, allowing for a reduction in flood insurance cost and building restrictions (see section 8.6).

**2. Flood Control Financing.** Actions to fund improvements include:

- Explore partnerships with major land-owners to help fund infrastructure improvements. Partnerships could be especially successful for flood control improvements due to their tangible and visible link to property value. These partnerships could be in-kind contributions or formalized through a Community Facilities District (CFD) or Impact Fee.
- Explore applying for federal and state grants to offset the capital cost of improvements.

**B. Parking.** Parking, while a necessity, is a significant burden on development costs, particularly in land constrained areas like Downtown Redlands. Efficiently using existing and future parking inventory can reduce developer obligations on parking and make higher density development viable in the near term. The Downtown parking strategies are dependent on market conditions, and accordingly many of them may not be realized in the early phases of the implementation of this Plan, while some, such as instituting a pay for parking program, will require further actions by future developers and/or the City. In particular, the delivery of the Stuart Avenue Parking Garage, key to establishing a shared parking district, will require either up-front bonding from the City or a public-private partnership due to few alternative revenue sources early in the TVSP's implementation. Parking implementation strategies can be found in Chapter 6 of the TVSP.

**C. Parks and Open Space Networks.** New parks and open space will not only provide new spaces for recreation and relaxation but help enhance the public realm, critical in encouraging increased pedestrian activity and establishing greater connection between the three station areas.

**1. Parks and Open Space Networks Strategy.** Actions for parks and open space networks include:

- Prioritize greenways and trail improvements which, as proven real estate value generators, can help increase value capture capacity early on. Priority improvements include the Midtown Neighborhood Greenbelt, Zanja Greenway, and the Mill Creek Zanja, in the Downtown, New York Street/Esri and University Street station areas respectively (see sections 7.9, 7.10, 7.11), as well as the Orange Blossom Trail which traverses all station areas (see section 5.2).
- Consider phasing in open space to keep pace with development. Investment in open space should be benchmarked to the planned open space per resident upon full build-out for each station area.

**2. Parks and Open Space Networks Funding Mechanisms.** Actions to fund or encourage private delivery of improvements include:

- Consider using Enhanced Infrastructure Financing District ("EIFD") bonding to fund initial park and open space capital expenses.
- Consider using a Mello-Roos Community Facilities District ("CFD") to fund park and open space capital costs, maintenance and operations.
- Consider using Quimby Fees as a means of establishing open space and related improvements in the TVSP.
- Consider recalibrating existing or implementing new developer impact fees to fund improvements. Alternatively, fees may be waved in exchange for developer-led capital improvements.
- Explore establishing a community benefits program that includes parks and open space as a benefit which private investment can be directed towards in exchange for more generous development standards.
- Explore voluntary partnerships with major local businesses and institutions to help fund open space improvements. The structure of each deal would determine the role of each party regarding capital expenditures and ongoing operations and maintenance funding.
- Consider the establishment of a BID or TID in Downtown to maintain the open space improvements within the District. Both allow funding of capital improvements and maintenance but feature different governance structures creating different revenue sources and representation.
- Explore federal and state grants to offset the capital cost of improvements.

**D. Streetscape and Utilities.** The TVSP calls for extensive improvements to underground utilities and streetscapes. Careful attention to the order and speed of implementation of improvements will be important to maximize efficacy of public funds while minimizing negative impacts on existing residents and businesses.

**1. Streetscape and Utilities Strategy.** Actions for streetscape and utility improvements include:

- Implement water and sewer infrastructure improvements that serve as the foundation for future development under the TVSP before other surface-level infrastructure. Focusing on subterranean improvements (see sections 8.3, 8.4, and 8.5) first will reduce risk of having to remove and replace circulation, transportation, and open space improvements. Additionally, water and sewer improvements will allow the intensity of development outlined under the TVSP to occur without aggravation on the overall systems.

- Consider an incremental approach to transit corridor and transportation infrastructure improvements (e.g. new sidewalks, street redesigns, street tree plantings) to allow use of non-general fund sources of financing. This includes funds through tax-increment financing (via a potential EIFD), impact fees, development agreements, public-private partnerships, community facility district funds, among others.
- Develop a Curb Space Management plan that ensures pick-up and drop-off areas are provided where necessary without stopping traffic flow. This will be accomplished by providing designated curb space for transportation network companies in each commercial block.
- Collaborate with Omnitrans to deliver curbside improvements near station areas and along key transit routes within the TVSP.
- Collaborate with car share, bike share, and emerging mobility providers to locate stations for car share parking, multiple bike fixed stations, bike parking areas for dockless programs, and parking for other emerging technologies that aid small trips, such as motorized scooters.

**2. Streetscape and Utilities Funding Mechanisms.** Actions to fund or encourage private delivery of improvements include:

- Consider forming an Enhance Infrastructure Financing District (EIFD) to fund initial streetscape and utility capital expenses.
- Consider use of parking revenues from the TID for improvements including streetscape, transit, bicycle and pedestrian improvements.
- Consider using a Mello-Roos CFD to fund streetscape and utility maintenance.
- Consider recalibrating existing or implementing new developer impact fees to fund improvements. Alternatively, fees may be waved in exchange for developer-led capital improvements.
- Consider requiring new development to deliver infrastructure upgrades in the public right-of-way, including active transportation improvements (e.g., sidewalks, bike facilities) and climate resiliency upgrades (e.g., street trees, bioswales).
- Explore applying for federal and state grants to offset the capital cost of improvements.

**E. Land Use and Housing.** The TVSP envisions significant new development within each station area. The following strategies encourage new development that is high-quality, inclusive, and maximizes public value creation.

**1. Development Incentives.** Development can be incentivized in the TVSP through the following means:

- Explore building intensity minimums in transit-oriented development zones to encourage higher density and mixed-use development which supports creating walkable neighborhoods around the City's three rail stations.
- Consider implementing a clearly defined and streamlined development approvals framework that incentivizes development by lessening perceived development risk to invest in the TVSP.
- Explore implementing a subvention program on locally collected property taxes for new improved value on commercial properties that meet development intensity requirements and provide community benefits. Any such program should contain a sunset provision, as this would be a temporary means to catalyze desired development in the TVSP early in the plan's implementation.
- Consider establishing a BID or TID in Downtown to increase the attractiveness of the area to new investment.

**2. Affordable Housing Strategies.** Actions to increase affordable housing production include:

- Encourage use of the State of California Density Bonus Law to support the construction of affordable housing. The California Density Bonus Law (California Government Code Section 65915 – 69518) is a mechanism which allows housing developers to obtain more favorable local development requirements in exchange for offering to build or donate land for affordable or senior units. Developers that provide affordable or senior housing units may be rewarded with up to a 35% increase in project density or a larger package of incentives, including reduced parking, setbacks and minimum square footage requirements.
- Consider establishing an inclusionary housing policy to support the construction of affordable housing. With the help of a consultant, this policy can be calibrated to maximize affordable housing production without stifling overall housing production.

**3. Affordable Housing Funding.** Actions to increase affordable housing funding include:

- Pursue new sources of funding for affordable housing, including a “linkage fee” on new commercial development.
- Explore establishing a community benefits program that includes affordable housing as a benefit which private investment can be directed towards in exchange for more generous development standards.

**4. Publicly Owned Land.** Actions for publicly owned land include:

- Develop a centralized inventory of publicly owned parcels within the TVSP to identify vacant or underutilized parcels with economic development potential.
- Coordinate with the County of San Bernardino to attain right of first refusal on privately owned tax-delinquent properties that would otherwise be disposed of in auction, and then acquire them as publicly owned land for economic development uses.
- Coordinate with public agencies to develop preferred development programs for publicly owned sites that are both market-supportable and align with the goals of the TVSP.
- Consider delaying disposition or long-term leasing of City assets within a quarter mile of each station area until the rail line arrives to maximize value capture potential. These proceeds can subsequently be reinvested into the TVSP area.
- Include development guidelines and stipulations to encourage high quality development. Any disposition or ground lease should be discounted to ensure new development meets the development intensity, transit-oriented design, and community benefits envisioned under the TVSP.

**5. Redlands Mall.** Actions for the Redlands Mall include:

- Consider establishing performance-based entitlements for the redevelopment project. Despite being privately held, the TVSP creates value to the Redlands Mall site, primarily through increased development capacity. The City should explore having entitlements at various stages of redevelopment tied to private delivery of key public benefits that reflect City priorities. A non-exhaustive list of these priorities includes site infrastructure, park and open space, and shared parking.
- Consider establishing overlapping EIFD and Mello-Roos CFD districts to create dedicated funding streams for on-site infrastructure improvements.

**F. Transportation Improvements.** The TVSP envisions significant changes to the City's road network and streetscape. With close collaboration with appropriate partners, these changes can significantly improve the travel experience for non-auto users in each of the station areas.

## 9. IMPLEMENTATION AND ADMINISTRATION

### 9.3. IMPLEMENTATION FRAMEWORK (CONTINUED)

**1. Public Transit Strategies.** Actions to improve access to public transit for workers and residents in the TVSP include:

- Continue to work with regional transit service providers to bring rail to Redlands.
- Collaborate with Omitrans to adjust bus routes to maximize use of and access to the rail line and accommodate the new proposed street network.
- Improve pedestrian and bicycle connectivity from the new rail stations to the specific plan area.

**2. Alternative Transportation.** Actions to encourage the use of alternative forms of transportation include:

- Continue to implement recommendations in the 2014 City of Redlands Bike Master Plan that will service the TVSP as well as connections from the TVSP to the regional bike network.
- Provide clearly identified and conveniently located bike parking along all mixed use and commercial streets in the specific plan area.
- Provide safe and conveniently located sheltered or indoor parking for long-term parkers.
- Implement new code regulations that require office and commercial uses to have access to safe and conveniently located lockers and showers.

**TABLE 9-1. FUNDING TOOL MATRIX**

Tools	Description	Infill	Greenfield	Large Redev.	City Action
<b>Enhanced Infrastructure Financing District ("EIFD")</b>	EIFDs divert future local property tax revenues to either pay directly for or issue bonds for the construction of infrastructure and public facility improvements. EIFDs were established in 2015 and have been subsequently refined to finance capital costs associated with public works, such as transportation, transit, parks, water and sewer facilities, and flood control and drainage.	x	x	x	Consider a feasibility study to evaluate district boundary alternatives, funding capacity, formation of single or multiple districts, and the political support to issue debt. Any EIFD should be established early to increase total bonding capacity in later years. This bonding should focus on delivering transportation and circulation infrastructure upgrades and major projects needed to realize the proposed open space network.
<b>Mello-Roos Community Facilities District ("CFD")</b>	CFDs, established pursuant to the Mello-Roos Community Facilities District Act of 1982, are special districts authorized to levy a special tax and issue tax exempt bonds for financing of public facilities and services.	x	x	x	Consider the establishment of a CFD as a means of funding the operations and maintenance of public infrastructure as well as costs associated with conservation planning, maintenance, and improvements related to open space in the TVSP.
<b>EIFD and CFD Combination</b>	These two financing tools are often combined together to encourage greater property owner participation in the CFD. The additional tax levy on property owners from the CFD is eventually rebated using dedicated EIFD funds as the property tax base grows.	x	x	x	See above
<b>Community Benefits Program</b>	A community benefits program enables a city to conduct more streamlined and transparent negotiations with developers for an equitable package of "public benefits" in return for the city granting more generous development standards for projects that are otherwise consistent with city policy objectives. An evaluation tool helps systematically quantify the "economic value" of a proposed zone change, General Plan amendment, and/or development agreement.	x	x	x	Conduct a financial feasibility analysis through the assistance of a real estate economics consultant to assess the financial threshold and market appetite to support community benefits. Community benefits can include various infrastructure projects outlined in the TVSP, including many open space improvements.  Hire a consultant to create a transparent and user-friendly evaluation model for future use when assessing new development proposals.
<b>Business Improvement District ("BID")</b>	BIDs, established under the Parking and Business Law of 1989, allow cities to levy assessments against businesses in a defined district to fund improvements or services that benefit businesses in the district.	x			Consider formation. A BID or PBID could be especially useful in the Downtown Redlands station area which features a high concentration of businesses in a walkable environment.
<b>Property and Businesses Improvement District ("PBIDS")</b>	PBIDs, established under the Property and Business Improvement District Law of 1994, allow cities to levy assessments on property or business owners in a defined district to fund improvements or services that benefit assessed properties in the district.	x			The BID could assist with security, cleaning, and marketing of the district.

**TABLE 9-1. FUNDING TOOL MATRIX (CONTINUED)**

Tools	Description	Infill	Greenfield	Large Redev.	City Action
<b>Transportation Improvement District ("TID")</b>	TIDs, otherwise known as parking benefit districts ("PBD"s), allocate parking revenues for a wide range of improvements within the District's boundaries, including parking construction and operations, streetscape improvements; transit, bicycle and pedestrian improvements, Transportation Demand Management programs, and other programs that benefit the District, such as security, street cleaning, and marketing.	x			Consider formation. A TID could be especially useful in the Downtown Redlands station area which features high parking demand and a high number of streetscape and transportation improvements.
<b>Developer Impact Fees</b>	Fees levied on new or proposed development to cover costs of providing public services to this development.	x	x	x	Consider implementing new or recalibrating existing developer impact fees to fund improvements. New or existing fees should be calibrated to ensure financial viability of area development projects and revised periodically to respond to market conditions and completion of TVSP improvements.
<b>Quimby Fees</b>	The Quimby Act allows California cities and counties to pass ordinances requiring developers to set aside land, donate conservation easements, or pay fees for park improvements. Any land required to be dedicated or fees required to be paid can only be used to acquire new parkland or fund capital improvements at existing park facilities, not to offset park operation and maintenance costs.	x	x	x	Consider dedicating fees to improvements in the TVSP.
<b>Better Utilizing Investments to Leverage Development ("BUILD") Grants</b>	Federal grant program administered by U.S. DOT which provides funding for multi-modal, multi-jurisdictional projects that may not qualify as easily for traditional U.S. DOT program.	x	x	x	Consider applying
<b>Flood Mitigation Assistance Grant Program</b>	Federal program administered by the Federal Emergency Management Agency, which provides eligible communities funds to reduce or eliminate long-term funding risk to structures insured under the National Flood Insurance Program.	x	x	x	Consider applying
<b>Infrastructure for Rebuilding America ("INFRA") Grants</b>	Federal grant program administered by U.S. DOT to fund infrastructure projects. Local jurisdictions are eligible to apply and can use proceeds for public works.	x	x	x	Consider applying
<b>Safe Routes to School ("SRTS") Grant Program</b>	State and Federal funding grant program administered by Caltrans which provides eligible infrastructure projects that enhance student bicycle and pedestrian access to local schools.	x	x	x	Consider applying
<b>State of California's Infill Infrastructure Grant Program</b>	State grant program administered by the California Department of Housing and Community Development which funds infrastructure improvements to facilitate new infill housing.	x		x	Consider applying

## 9. IMPLEMENTATION AND ADMINISTRATION

### 9.4. SPECIFIC PLAN AMENDMENT

- A. Applicability.** The provisions and public improvements described in this Transit Villages Specific Plan shall apply to all properties and proposed public improvements within the *Transit Villages Specific Plan* area.
- B. Administration and Enforcement.** It shall be the duty of the City of Redlands to enforce the provisions set forth in the *Transit Villages Specific Plan*. See Section 4.1 (Purpose and Applicability) of the Development Code Chapter for administration procedures of the Development Code.
- C. Specific Plan Amendment Procedures.** This *Transit Villages Specific Plan* may be amended as site-specific circumstances change from the time of writing, to respond to new State or federal law, to ensure compliance with any General Plan amendments that are made, or to modify policies that may become obsolete or unrealistic over time. The *Transit Villages Specific Plan* may be amended according to the requirements of Redlands Municipal Code Chapter 18.204 and California Government Code Sections 65350-65456, 65453, 65454, and 65456, and as summarized in the following provisions:
- 1. General Plan Consistency.**
    - a. This Specific Plan and its Development Code may not be amended unless the amendment is consistent with the City of Redlands 2035 General Plan.
  - 2. Initiation.** Specific plan amendments may be initiated per the following procedures:
    - a. The planning commission may initiate proceedings by motion.
    - b. The city council may initiate proceedings by motion, and then refer the matter to the planning commission for public hearing.
    - c. The planning department may propose amendments to the planning commission for consideration.
  - 3. Noticing.**
    - a. If the amendment to this Specific Plan would have an effect on the permitted form or uses of property/properties within the Specific Plan boundaries, then:
      - i. Notice of public hearing must be given 10 days prior to: property owner(s); project applicants; each local agency that will provide infrastructure or other necessary facilities or services to the project; and all owners of property within 300 feet of the boundaries of the property that is the subject of the hearing (see Government Code Section 65091).
      - ii. Where the notice would affect more than 1,000 people, a 1/8-page newspaper advertisement can substitute the above noticing requirement.
      - iii. Notice must also be given in advance to anyone who requests it in writing and in any other manner it deems necessary or desirable.
  - 4. Public Hearing.**
    - a. Planning Commission. The Planning Commission will hold a public hearing on the amendment to the Specific Plan and make a recommendation to the City Council.
    - b. City Council.
      - i. The City Council must hold at least one public hearing before amending the Specific Plan.
      - ii. The Council will then decide to approve, conditionally approve, or deny the amendments.
      - iii. The City Council's decision on the amendment is final, subject to appeal.
    - c. Appeals. Appeals are subject to the rules and regulations of Redlands Municipal Code, Chapter 1.06.

### 9.5. SPECIFIC PLAN ENTITLEMENT AND PERMIT PROCESS

- A. Commission Review and Approval.**
- 1. Applicability.** Projects or new individual buildings shall require site plan approval in accordance with RMC Chapter 18.12 (Sections 18.12.070 through 18.12.130) prior to the issuance of any building, engineering, or construction permits. Projects or individual buildings that require site plan approval under RMC Chapter 18.12 shall also require architectural review by the Planning Commission subject to the objective design standards of this Specific Plan prior to the issuance of any building permit. Projects or individual buildings which occur within an area for which a Master Planned Development Permit (or "Planned Development") has already been issued must still obtain a Commission Review & Approval permit prior to the issuance of any building, engineering, or construction permits.
  - 2. Process.** The requirements and procedures for Commission Review & Approval shall be consistent with the applicable provisions of RMC Chapter 18.12. Submittal items and requirements for a Commission Review & Approval shall be those listed on the applicable development application form(s) provided by the Development Services Department.
  - 3. Findings.** The findings necessary for approval of a Commission Review & Approval permit shall be the same as those required in the applicable provisions of RMC Chapter 18.12 (see Section 18.12.080(D)).
- B. Master Planned Development Permit.**
- 1. Applicability.** Any project with the *Transit Villages Specific Plan* area which meets all the following criteria shall be subject to the requirements of this section and shall require a Master Planned Development Permit (or "Planned Development") prior to the issuance of any building, engineering, or other construction permits.
    - a. Includes a project area of one-half acre (21,780 square-feet) or more;
    - b. Includes the construction of two (2) or more new buildings; and,
    - c. Includes the dedication or introduction of new vehicular right-of-way.An application for a Master Planned Development Permit (or "Planned Development"), when submitted as a comprehensive site plan for master planning purposes, shall be "quasi-legislative" in nature and subject to review and recommendation by the City's Planning Commission with final review and approval by the City Council.
  - 2. Process.** A Master Planned Development Permit (or "Planned Development") shall be subject to the requirements and development standards of this plan, architectural review by the Planning Commission subject to the objective design standards of this plan, the Subdivision Regulations (RMC Title 17), and the applicable provisions of RMC Title 15.
    - a. An application for a Master Planned Development Permit (or "Planned Development") shall be made by the owner(s) of the property or properties, or their authorized representative, and shall be on a form provide by the Development Services Department and accompanied by a filing fee as established by the City Council.
    - b. An application for a Master Planned Development Permit (or "Planned Development") shall be accompanied by maps showing the subject property, as well as any other data required by the Development Services Department or other City departments to adequately present the application to the Planning Commission and City Council.
    - c. A Master Planned Development Permit (or "Planned Development") shall be processed as two stages, as follows.

- i. Stage 1. The first stage is the consideration of the Planned Development permit or entitlement. The plans, maps, and exhibits filed with a Planned Development application shall be considered conceptual and not final for development purposes. A Socio-Economic Cost/Benefit Study should also be prepared concurrent with the Master Planned Development Permit for comprehensive review.  
Note 1: If applicable, a subdivision map may also be required for any land divisions or parcel mergers, in accordance with the Subdivision Map Act and RMC Title 17 (Subdivision Regulations).
  - ii. Stage 2. If the Planned Development is approved, then the second stage shall consist of a subsequent filing of an application for a Commission Review & Approval permit pursuant to RMC Chapter 18.12 for all individual buildings and building sites. The plans, maps, and exhibits filed with each Commission Review & Approval application shall be fully detailed and considered final for development purposes. Per Section 9.5(A) above, a Commission Review & Approval permit must still be obtained for each individual building prior to the issuance of any building, engineering, or construction permits.  
Note 2: If applicable, a Conditional Use Permit may also be required for a conditionally permitted use, in accordance with RMC Chapter 18.192. If applicable, a subdivision map may also be required for further land divisions or parcel mergers, in accordance with the Subdivision Map Act and RMC Title 17 (Subdivision Regulations).
  - d. Public Hearing – Planning Commission. An application for a Master Planned Development Permit (or “Planned Development”) shall be considered by the Planning Commission at a noticed public hearing. Notice shall be published in a newspaper of general circulation within the City and mailed in accordance with the requirements of Government Code Section 65091.
  - e. Public Hearing – City Council. Upon receipt of the recommendation of the Planning Commission, the City Council shall hold a noticed public hearing. Notice shall be published in a newspaper of general circulation within the City and mailed in accordance with the requirements of Government Code Section 65091. The City Council may approve, modify, or disapprove the recommendation of the Planning Commission.
  - f. The Planning Commission and/or City Council may affix to a Master Planned Development Permit such conditions as it deems necessary and reasonable to protect the best interests of the surrounding property and neighborhood, the Transit Villages Specific Plan, the General Plan and the intent thereof.
- 3. Submittal Requirements.** The following items are supplemental or in lieu of those items required by the applicable development application form(s) provided by the Development Services Department, or required by the City’s Zoning Regulations (RMC Title 18) and Subdivision Regulations (RMC Title 17).
- a. Development Application Form and related items.
  - b. Legislative Application Form, if applicable (e.g., GPA, Zone Change, Development Agreement, etc.).
  - c. Written narrative Project Description for the entire project, including a detailed Phasing Plan.
  - d. Tentative Subdivision Map(s), if applicable.
  - e. Draft Development Agreement in a form acceptable to the City Attorney.
  - f. Conceptual Site Plan: proposed streets, blocks, general building placement/pads (if known), building frontages on streets, general area of different land uses, general areas of parking lots (if known), general areas of perimeter and interior landscape, general areas for open space and drainage features, overall site layout, and acreages for all areas and proposed land uses.
  - g. Conceptual Engineering Site Plan: show proposed utilities and improvements (e.g., right-of-way dimensions, lane dimensions, cross-sections, etc.). May include a separate Street Striping Plan.
  - h. Water capacity analysis and sewer capacity analysis.
  - i. Conceptual Architectural Renderings or Elevations: general building form, massing, height, rooflines, and general style. (Note: does not require detailed information about architectural treatments or finishes at the conceptual stage.)
  - j. Conceptual Landscape Plan: preliminary landscape plan to include open space plan. (Note: does not require a preliminary planting or irrigation plan at the conceptual stage). Conceptual landscape plan may show general planting zones, include a list of potential plant and tree selections, and provide preliminary calculations demonstrating conformance to the City’s water efficient landscape ordinance.
  - k. Any engineering studies that have been completed in conjunction with preparing the site design (e.g., Preliminary WQMP, hydrology report, preliminary grading plan, soils report, geotechnical report, etc.).
  - l. Water Supply Assessment for any project that is subject to CEQA and proposes commercial development of more than 250,000 square-feet of floor space, a retail center with more than 500,000 square-feet of floor space, or any development with more than 500 dwelling units (Calif. Water Code §10910 and §10912).
  - m. Other studies as may be required for an individual project (e.g., VMT impact analysis, Air Quality/GHG analysis, biological or cultural resources assessment, traffic LOS with Measure U analysis, etc.).
- 4. Required Findings.** In considering a request for a Master Planned Development Permit (or “Planned Development”), the Planning Commission shall satisfy itself that the following conditions prevail before recommending to the City Council that the Planned Development application be approved. The findings listed below shall be made by the approving body prior to project approval.
- a. That the proposed Planned Development is in conformity with the General Plan of the City;
  - b. That the proposed Planned Development is in conformity with the purpose, intent, and transit-oriented objectives of the Transit Villages Specific Plan;
  - c. That the proposed Planned Development will comply to the maximum extent feasible with the applicable development standards and other design regulations of the Transit Villages Specific Plan;
  - d. That the proposed Planned Development and land use is appropriate at the proposed location;
  - e. That the proposed Planned Development will not be detrimental to the public health, safety and welfare; and,
  - f. That the proposed Planned Development complies with all applicable mitigation measures contained in the Transit Villages Specific Plan EIR or other environmental document prepared for the project.
- Note 3: For good cause, the City Council may approve deviations from the development standards and design regulations of the *Transit Villages Specific Plan* if the City Council determines that the Planned Development will remain substantially consistent with the objectives of the *Transit Villages Specific Plan*.

# 9. IMPLEMENTATION AND ADMINISTRATION

**C. Master Planned Development Permit Process.** This section describes the general planning steps that should be followed for master planning an area that meets the criteria in section 9.5(B)(1) to prepare a Conceptual Site Plan and Engineering Site Plan prior to submittal of a Master Planned Development Permit application.

## 1. Step One: Land Use Zones

Apply appropriate land use and civic/open space zones to the original site in conformance with Figure 4-1 (Regulating Plan) and Section 4.2 (Regulating Plan, Zones, and Land Use Standards) of the Development Code (Chapter 4) and as shown in Figure 9-1 (Original Site) and 9-2 (Apply Zoning) below. For purposes of demonstration, the Village Center (VC), Village General (VG), Neighborhood General 1 (NG1), and Civic Space (CS) zones are shown in Figure 9-2.



## 2. Step Two: Primary and Secondary Connections.

First establish primary roadways and street intersections to create village scaled blocks (see Figure 9-3 below). Large land areas (e.g., area south of the University) or large megablocks (e.g., Redlands Mall site) must be divided into smaller village-scale blocks by introducing applicable street types and implementing the appropriate development standards in accordance with the applicable zone. Primary roadways should provide vehicular access, on-street parking, and ample pedestrian walkways (sidewalks). While automobile connections remain important, equal priority must be given to major transit connections and convenient pedestrian and bicycle pathways.

Then establish secondary connections such as alleys and pedestrian paseos (see Figure 9-4 below). Secondary connections may be street right-of-way, pedestrian paseos, plazas, and pedestrian greenbelts. Emphasis should be placed on developing high-quality pathways that are safe, attractive, and comfortable to pedestrians and bicyclists. Buildings should front pedestrian paseos with windows, entries, and appropriate frontage types per Section 4.6 (Frontage Standards). Village-scale block lengths and widths may vary depending on the block sizes in the surrounding (existing) area and the applicable development standards, but generally should not be more than 200 to 300 feet in length without a break such as an intersecting street, alley, or paseo.

Refer to Section 4.14 in the Development Code (Chapter 4) for block and special lot design standards. Refer to Section 4.15 in the Development Code (Chapter 4) for street design standards and Chapter 5 (Transportation & Circulation) for street types, dimensions, and illustrative cross-sections.



### 3. Step Three: Design Parcels, Building Envelopes, and Frontage.

To provide a framework for village-scale buildings that are consistent with their place in the city, divide the building parcels into smaller “design parcels” based on the building length standards in Section 4.3 (Development Standards) of the Development Code (Chapter 4) and as shown in Figure 9-5 (Create “Design Parcels”) below. Design parcels are intended for design purposes only, but may be recorded as separate, legal parcels. Once design parcels have been created, introduce building envelopes based on the setbacks and heights allowed by the applicable zone in the Section 4.3 of the Development Code as shown in Figure 9-6 (Create Building Envelopes) below. Finally, designate where appropriate frontage elements will be introduced per Section 4.6 (Frontage Elements) of the Development Code and as show in Figure 9-7 (Designate Frontage) below. Frontage elements should be provided along all ground floor frontages that face public streets, pedestrian paseos, and publicly accessible open spaces. In addition, access to vehicle parking structures, surface parking lots, and services should be properly planned and placed on the parcel in accordance with the applicable development standards in Section 4.3. (Development Standards).

The design parcels, building envelopes, frontage placement, and parking/service placement and access should be adhered to during the subsequent Commission Review & Approval process for site plan and building approval. The conceptual site plan for a Planned Development application will not include site development details such as precise building footprints, pedestrian entrances and ADA-accessibility, driveways and on-site vehicular circulation, parking areas, loading zones, refuse enclosures, planters and landscape areas, NPDES treatment, and other details typically required for a Commission Review & Approval entitlement. These details would be required with a Commission Review & Approval application for each individual building site as the Master Planned Development is constructed in a coordinated manner over a period of several years or phases.

**FIGURE 9-5. CREATE “DESIGN PARCELS”**



**FIGURE 9-6. CREATE BUILDING ENVELOPES**



**FIGURE 9-7. DESIGNATE FRONTAGE**



- Site Boundary
- Village Center (VC)
- Village General (VG)

- Neighborhood General 1 (NG1)
- Civic Space (CS)

- Building Envelope
- Frontage Line

### 4. Step Four: Building Placement and Public Open Space.

Building size and placement is a high priority in this Specific Plan. New buildings appropriately scaled to their place in the city in conformance with the applicable zone should form the street space to create an active, pedestrian-friendly “street wall” with street-facing windows, transparent openings for ground floor retail stores and restaurants, and stoops and door yards for residential buildings.

Public and semi-public open spaces should be planned in close coordination with building placement. Building frontages should face, shape, and enclose open space areas so that the public realm open space acts as an “outdoor room” that is an integral component of the surrounding development (see Figure 9-8 below). Refer to Section 4.16 in the Development Code (Chapter 4) for park, plaza, and open space design development standards. Public open spaces may be plazas, parks, outdoor seating/dining areas, parklets, water features or fountains, functional green space, active or passive recreation areas, children’s play areas, and similar public realm amenities. Public open space for the intent of this section does not include storm water detention/retention basins, runoff treatment swales, creeks or waterways, street medians or parkways (e.g., between curb and sidewalk), parking lots, and similar areas that cannot be functionally utilized by pedestrians or residents.

Public open spaces should be connected via pedestrian or other access ways to form a network of open spaces, where feasible, rather than a series of isolated and disconnected open spaces areas that would limit or discourage their use.

**FIGURE 9-8. INTRODUCE BUILDINGS**



INTENTIONALLY LEFT BLANK