

DOWNTOWN SPECIFIC PLAN NO. 45
(Amendment No. 15)
City of Redlands



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1 INTRODUCTION

1.1 PURPOSE AND PROCESS

A. Purpose

The purpose of the Downtown Redlands Specific Plan is to organize and analyze information regarding Downtown Redlands into a set of comprehensive goals, policies and standards that will guide the urban form, land use, and design of future development. The Specific Plan envisions Downtown as a cohesive neighborhood with a well-defined hierarchy of blocks and streets, and a distinct historical urban form.

Because of a handful of known development projects in the pipeline at the time that this Specific Plan was written, along with other recently constructed developments, the Plan is formulated to guide more immediate growth in certain locations. The Plan is a pro-active, rather than reactive, strategy for immediate and long-range growth within Downtown Redlands, an effort that attempts to mend the fractured urban fabric and guide future development, which will inherently add value to the City as a whole.

The Plan suggests conceptual and detailed strategies that reflect this intent by creating a clearly defined core, various civic open spaces, and buildings that face the street. The Plan balances the needs of both pedestrians and automobiles by providing appropriately-scaled streetscapes and travel widths and human-scaled buildings.

B. Goals

The Specific Plan area is envisioned as a dynamic pedestrian-oriented environment that is consistent in character with the historical State Street area and leverages the potential for the areas north of Redlands Boulevard, south of the I-10 Freeway. These areas are ripe for Specific Plan action because of the substantial quantities of underdeveloped and vacant land, and their proximity to the new urban developments and the Redlands core area. The Specific Plan area should avoid becoming freeway-oriented and instead act as a cohesive town center with viable amenities and pedestrian-oriented streets.

With this in mind, this Specific Plan identifies four achievable goals to guide the future of Redlands:

1. Promote Downtown Redlands' economic vitality by encouraging a mix of uses and by encouraging transit oriented development in the vicinity of the proposed railway station;
2. Create a pedestrian-oriented environment
3. Maintain and enhance a distinct Redlands character, which is based upon its historical elements
4. Enhance and extend the civic realm through vibrant streetscapes.

C. Process

This Specific Plan amends the existing Downtown Redlands Specific Plan. This new, collaborative Specific Plan codifies the efforts of a variety of stakeholders - City and civic leaders, countless citizens, urban designers, architects, traffic planners, landscape architects, and economic and environmental consultants. Data was gathered and analyzed regarding issues, opportunities and existing conditions in the Plan area during and before an open "charrette" process. The charrette is a public brainstorming activity that develops informed conceptual planning, bringing key players and issues to the forefront through a series of interactive meetings and workshops.

During and after this charrette in 2004, several key issues, such as the location of a potential transit station, location(s) of City-provided, or public-private partnership parking garages, and the maturation of a realistic development program, were debated by the design team, residents, and civic leaders. In addition, discussions ensued about appropriate housing types, storm water management techniques, contextually-sensitive architectural styles, and the character of new and existing public spaces.

During the week-long charrette, three evening public presentations and daily open house work sessions culminated with a Preferred Alternative, or Master Plan. The Master Plan provides the framework for this Specific Plan.



Placing Downtown Redlands Regionally



Mid-Week Open House at Charrette



Final Presentation to Community at Charrette

1 INTRODUCTION

1.2 THE PLAN AREA

A. The Plan Area

The City of Redlands is located within San Bernardino County, California, approximately 60 miles east of Los Angeles along Interstate 10.

The area chosen for the Specific Plan (outlined below in red) expands the boundary from the existing Downtown Redlands Specific Plan (in dotted yellow). The new Plan boundary differs from the older one because it includes residential and civic areas in south Downtown Redlands. The Specific Plan area extends from Texas Street in the west to North Church Street in the east, and from the south side of the I-10 in the north to San Gorgonio Drive, Brookside Avenue, West Vine Street, South 6th Street, East Olive Avenue, and East Citrus Avenue in the south. (See Appendix for Legal description). Rail tracks cut through the site, just south of Stuart Avenue.

B. Description of Urban Form

The Specific Plan has been selected as the strategy to guide future development in the Downtown area so that development can be sensitive to the unique dynamics in each area, while growing cohesively as a town center.

Downtown is characterized by a series of small tight blocks around the historic State Street area and a series of large blocks that are a result of decay and large developments in recent years. The urban form in Downtown includes several shopping centers and an enclosed mall, which are regionally positioned between Interstate 10 and the State Street area. The architecture in Downtown Redlands is eclectic. It ranges from late 19th century brick commercial blocks and excellent examples of storefront design, to 19th and 20th century brick packing houses, and recently built shopping centers. Both the Santa Fe Depot and the Board of Trade buildings are Classical Revival buildings.

Orange Street and the Santa Fe Depot: The area of Downtown Redlands along Orange Street surrounding the Santa Fe Depot demonstrates distinctive eras of growth, architecture, and function of the City. This area combines buildings from 1888-1946 with industrial, commercial, and retail functions. There are twenty three contributing buildings on Orange Street, Stuart Avenue, Third Street, Fifth Street, and Oriental

Avenue that make up the Santa Fe Depot District, which is on the National Register of Historic Places. Many of the structures in the area are scaled to the pedestrian rather than the automobile.

The human scale is the outstanding feature of the entire area and unlike the rest of the Downtown, the street layout is still the same as it was when Redlands was founded. The use of brick construction ties the buildings together, creating a cohesive district. The area remains relatively intact due to a commercial shift south to State Street, where a new mall replaced the original Downtown settlement.

State Street: The urban form along State Street is also human-scaled. It accommodates retail and mixed-use buildings, which tend to front the street directly, creating a tight and friendly street edge, with large mature ficus trees.

Redlands Boulevard: This street is a car-oriented thoroughfare along which sit low, one to two story mid- and late-century commercial buildings. The Boulevard is wide and several car dealerships line its western portion, west of Eureka Street. Redlands Boulevard was previously State Highway 99.

The High Avenue Area: This area between 6th and 9th Streets includes cottage residential buildings. The physical condition of many of the cottages in the area is poor, though many have potential for rehabilitation into residences or small offices.

South of Citrus Avenue: There is a mixture of very well-preserved striking large Victorian, Classic and Mission Revival, and Craftsman houses, along with a handful of architecturally notable civic buildings in this area. Much of this fabric extends outside of the Specific Plan boundaries.

Just South of Interstate 10: This area contains many empty lots, and a few small bungalow and classic revival houses interspersed with mid-sized industrial uses that include a mixture of brick packing buildings.



Relationship of New Specific Plan Area to 1994 Plan Boundaries

1 INTRODUCTION

1.3 RELEVANT STATE LAW



A. Relevant State Law

California State Law authorizes cities with complete General Plans to prepare and adopt Specific Plans in accordance with Government Code §§ 65450 - 65457. Specific Plans are used as a bridge between the General Plan and individual development proposals in a defined area. The Specific Plan normally combines zoning regulations, a capital improvement program, development standards, design guidelines, and other regulations and policies tailored to meet the needs of the Downtown area.

The Specific Plan must, by law, include a description of the following:

1. The distribution, location, and extent of the uses of land, including open space, within the area covered by the Plan.
2. The proposed distribution, location, extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the Plan and needed to support the land uses described in the Plan.
3. Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.
4. A program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out (1), (2), and (3) above.

The Specific Plan must also include a statement of the relationship of the Specific Plan to the General Plan (see following page).

The Specific Plan may address any other subjects which, in the judgment of the Planning agency, are necessary or desirable.

A Specific Plan must be prepared, adopted, and amended in the same manner as a General Plan, except that a Specific Plan may be adopted by resolution or by ordinance and may be amended as often as deemed necessary by the legislative body.

No local public works project may be approved, no tentative map or parcel map for which a tentative map was not required may be approved, and no zoning ordinance may be adopted or amended within an area covered by a Specific Plan unless it is consistent with the adopted Specific Plan. Similarly, all subdivision and development must be consistent with the Specific Plan.

This Specific Plan for Downtown Redlands is both policy and regulatory by application. The policies and goals that are laid out herein provide general guidelines for development in the Plan area; they paint a cohesive vision for the area. The Plan's regulations enforce the policies.

This Specific Plan amends the Existing Downtown Redlands Specific Plan.

1 INTRODUCTION

1.4 RELATIONSHIP TO GENERAL PLAN

A. Relationship to the General Plan

The Specific Plan is a sub-area Plan for Downtown Redlands, one that tailors a set of urban form specifications and implementation programs to the unique characteristics of the area. This Specific Plan functions in tandem with the regulations for Downtown Redlands laid out in the Redlands General Plan. The Specific Plan is consistent with the themes, goals, and objectives of the General Plan, in particular:

1.90 Themes of the General Plan

Small Town Feeling. South of Interstate 10 at Orange Street, a Downtown bordered by historic residential neighborhood. A sense of History. Landmark buildings and modest bungalow neighborhoods are anchors that pull against the constant demand to declare everything old "obsolete." The Plan offers continuity with the past as a major ingredient of Redlands' Spirit.

2.0 Growth Management

- 2.0b Provide for expansion of housing and employment opportunities while avoiding deterioration of the quality of life associated with rapid growth.
- 2.0e Encourage and promote orderly development and growth of urban areas.

3.0 City Design and Preservation

South Redlands. This is the city of palm-lined avenues, stone curbs, Victorian mansions, craftsman bungalows, the Redlands Bowl, the Smiley Library, and a pedestrian oriented Downtown. The Downtown area is the site of the original commercial center of the City and through redevelopment efforts has become a visual and economic asset to the City while retaining its rich historic resources. South Redlands' main challenge is preservation of its residential neighborhoods. All of the designated Historic Districts are in this sector which includes two-thirds of the City's historic architectural resources. Where the Medium Density Residential designation remains, regulations to preserve the existing scale and character are to be enacted. (See Section 4.0 Land Use Element). Remaining citrus frontages are to be preserved. (See Section 4.0 Land Use and 7.0 Open Space and Conservation Element) Planted medians or other landscape elements that would reduce the expanse of pavement could be considered for Olive Avenue and other wide streets that do not need more than two lanes of traffic moving at 25 miles per hour.

- 3.10b Retain the character of the neighborhoods, streets, and buildings that established Redlands' reputation as an ideal Southern Californian city.
- 3.10c Discourage large master planned projects which create housing of one type, similar design, or narrow price range.
- 3.10g Use street trees to differentiate arterials and to reduce the apparent width of wide streets.
- 3.10h Maintain the village-like character of Downtown Redlands.
- 3.10k Maintain adequate setbacks along major and minor residential arterial streets.
- 3.10q Plant large-scale street trees on arterial streets.
- 3.30a Promote neighborhood preservation and stabilization.
- 3.30b Permit densities, design, and uses that will help preserve the character and amenities of existing older neighborhoods.
- 3.30c Discourage changes in residential areas that would disturb the character or clearly have a destabilizing effect on the neighborhood.

3.30d In multiple family areas with a predominance of houses built as single family residences, create "tailor-made" zones that will protect the single family appearance of the neighborhood.

3.30e In transitional areas, allow no new uses that would contribute to expansion of commercial uses and subsequent deterioration of neighborhoods.

3.30f Encourage shared parking or in-lieu parking in older neighborhoods.

3.30g Encourage preservation of historic public and private improvements, such as street curbs, street trees, specimen trees, street lights, hitching posts, masonry walls, unpaved and early paved sidewalks, etc.

The Revised Downtown Specific Plan is designed to be consistent with General Plan Policy 3.10(h) which states: "Maintain the village-like character of Downtown Redlands." Village-like character as defined in this specific plan is a pedestrian-friendly environment containing pedestrian scale improvements, enhanced streetscaping, public spaces and the integration of vertical and horizontal mixed-use consisting of retail, restaurant and office uses along with urban housing to create an attractive and vibrant urban village. Village-like character also entails placing more focus on pedestrians, bicycles and the downtown commuter rail and less on vehicles.

4.0 Land Use

4.40g Locate high and medium-density development near regional access routes, employment centers, shopping areas, and public services.

4.40i Encourage incorporation of residential units in Downtown mixed-use projects.

4.61a Develop the Specific Plan Area (between Redlands Boulevard and I-10 Freeway) as an extension of Downtown Redlands, providing a high-quality pedestrian-oriented development character consistent with the rest of the Town Center.

4.61b Provide opportunities for the expansion and development of small businesses that provide local services.

4.61c Provide public improvements for traffic circulation, flood control, utility services and aesthetic amenities that will attract new private investment and economic development.

4.61d Preserve historic buildings and sites.

4.61e Encourage mixed-use projects which integrate, retail, restaurant and/or office uses along with urban housing permitted at a density up to the High-Density Residential standard.

5.0 Circulation

5.50g Designate a Class I bicycle route adjacent to the Santa Fe railroad right-of-way from New York Street in downtown Redlands to east of Wabash Avenue.

In conjunction with a north-south bike route on Opal Avenue, this bike route would provide convenient bicycle access to downtown as well as to the Santa Ana Wash.

5.60a Treat pedestrians as if they are more important than cars. Except on freeways and a few hillside residential streets, pedestrians should have direct, safe routes to the same destinations.

5.60d Provide a safe and healthful pedestrian environment.

1 INTRODUCTION

1.4 RELATIONSHIP TO GENERAL PLAN

This means providing separate pedestrian ways in parking lots, avoiding excessive driveway widths, and providing planting strips between sidewalks and streets where feasible.

5.60e Develop a program to remove all barriers to disabled persons on arterial and collector streets.

6.0 Housing

6.1a Designate and zone sufficient land to meet housing needs as determined by the regional housing allocation.

6.1c Ensure that the City's plans, codes, regulations, and ordinances, as well as housing program incentives, encourage the provision of a mix of housing types that are responsive to household size, income, and accessibility needs.

6.2-11 Remove constraints to Affordable Housing Development in the Downtown.

6.2-12 Promote Transit Oriented Development in Redlands by providing a 25% housing density/FAR bonus to development projects located within 1/4 mile of the proposed Downtown Metrolink transit station.

6.4-7 Continue to allow Mixed Use Zoning. Retain current zoning that allows residential units on upper stories in the downtown commercial district.

6.8a Promote policies and actions that reduce residential energy use.

6.8-3 Encourage land-use patterns and densities to facilitate energy efficient public transit systems in the new development areas.

6.9-3 Explore Mixed-Use Development possibilities for Redlands Metrolink Stations.

7.0 Open Space and Conservation

7.10c Enhance the presence of natural and recreational opportunities in the City and increase park use by selecting new, highly accessible locations for parks.

7.11a Create and maintain a system of trails serving both recreational and emergency access needs. The system is to accommodate walking, hiking, jogging, and equestrian and bicycle use.

7.23a Conserve scarce or nonrenewable energy resources. Nonrenewable resources such as fossil fuels are considered scarce in the long term, since they are finite. Many conservation measures rely on voluntary individual behavior for implementation, although some measures have the support of governmental bodies. For example, State law requires the incorporation of energy conservation features in the design of all new site development and construction.

7.23c Consider energy efficiency in architectural design.

7.30b Using the Archaeological Resource Sensitivity Map, review proposed development projects to determine whether the site contains known prehistoric or historic cultural resources and/or to determine the potential for discovery of additional cultural resources; refer all applications affecting sensitive areas to the Archaeological Information Center for further study.

This map, compiled by the Archaeological Information Center, is on file with the City.

7.30c Require that applicants for projects identified by the Archaeological Information Center as potentially

affecting sensitive resource sites hire a consulting archaeologist to develop an archeological resource mitigation plan; monitor the project to ensure that mitigation measures are implemented.

8.0 Health and Safety

8.12c Cooperate in efforts to expand bus, rail and other forms of mass transit in the portion of the South Coast Air Basin within San Bernardino County.

8.12d Promote expansion of all forms of mass transit in the urbanized portions of San Bernardino, Orange, Los Angeles and Riverside counties.

8.12e Support public transit providers in efforts to increase funding for transit improvements to supplement other means of travel.

8.12l Define and implement auto limitation procedures in selected areas and at selected times, provided that alternative transportation modes are available.

8.12w Participate with public transit providers serving San Bernardino County in a cooperative program to increase transit services with existing equipment and expand services through transit facility improvements.

8.12bb Provide bicycle and pedestrian pathways to encourage non-motorized trips.

See related policies in Section 5, Circulation Element.

8.12dd Manage parking supply to discourage auto use, while ensuring that economic development goals will not be sacrificed.

Modification of parking provisions and development of management strategies shall be done in conjunction with regional efforts so that there is not a competitive disadvantage suffered by the Redlands Planning Area.

8.40i Prior to project approval in the vicinity of a waterway or drainage course, consult Flood Insurance Rate Maps on file with the Community Development Department to identify areas which have not been subject to detailed study; if the project falls within an area which has not been studied, require studies and, if necessary, require mitigation or restrictions on development.

11.0 Economic Development

11.0a Promote a climate conducive to economic growth and rejuvenation to enhance employment and investment opportunities without sacrificing environmental standards.

11.0b Seek varied, convenient, high quality office and other commercial uses appropriate to Redlands to support the projected population.

11.0k Promote redevelopment and rehabilitation of older commercial and industrial areas to make them more efficient, accessible, aesthetically appealing, and economically viable.

11.0l Encourage the location of commercial centers according to function and scale of the particular development so that centers of different scales complement one another and each is accessible to the primary market it is designed to serve.

B. General Plan Amendments and General Plan Inconsistencies

While every effort has been made to ensure that the Specific Plan does not conflict with the General Plan, in some cases Specific Plan

1 INTRODUCTION

1.4 RELATIONSHIP TO GENERAL PLAN

elements are included that require General Plan amendments in order to make the two congruous.

In order to avoid conflicts with existing policies, programs, and ordinances from the General Plan, adjustments to existing Planning and regulatory programs should be made before or concurrently with the adoption phase of the Specific Plan process.

Needed General Plan Amendments include:

1. Modification of the introductory text in Section 4.61 (Downtown) of the Land Use Element to reflect the expanded boundaries of the Downtown Specific Plan, and to indicate that the entire Downtown Specific Plan permits mixed uses to include commercial, retail, services, offices, and residential.
2. Revise Policy 4.61(a) of the Land Use Element to reflect new boundaries of the Downtown Specific Plan.
3. Modification of Table 7.1 (Existing and Proposed Parks) of the Open Space and Conservation Element to reflect the proposal to add a number of small pocket parks within the Downtown to include their acreage and purpose.
4. Change the Land Use Map to reflect the proposed additions of pocket parks in the Downtown as "circles," as proposed in Table 7.1 of the Open Space and Conservation Element; and, modify the Land Use Map to show two areas of the Downtown Specific Plan currently designated Commercial/Industrial to be re-designated to Commercial. One area is bounded by Stuart Avenue on the north, State Street on the south, Eureka Street on the east, and Texas Street on the west. The other area is generally bounded by the I-10 Freeway on the north, Redlands Boulevard on the south, 7th Street on the east, and 6th Street on the west.
5. Modify Policy 5.50(g) of the Circulation Element to designate a Class I bicycle route which traverses through the Downtown by either utilizing portions of the current Santa Fe railroad ROW or be within proximity to the current railroad ROW from New York Street in Downtown Redlands to east of Wabash Avenue. Interim routes within the downtown area from Texas to 6th Street are appropriate.

1 INTRODUCTION

1.5 HISTORICAL CONTEXT

A. History

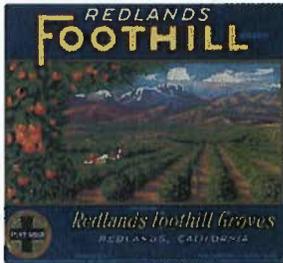
Founded in 1888 by engineer Frank Brown and stockbroker E.G. Judson, Redlands began as an idyllic agricultural community, focused on growing, packaging, and selling citrus fruits, with an historical architectural character arising from the Spanish Mission, Bungalow, and Victorian styles.

Naming their colony for the color of the local adobe soil, Redlands' founders recruited settlers who were encouraged by the newly discovered Washington navel orange ("the Chicago Colony"). The town eventually became a city, a melting pot of cultures with exquisite civic buildings and grand shopping

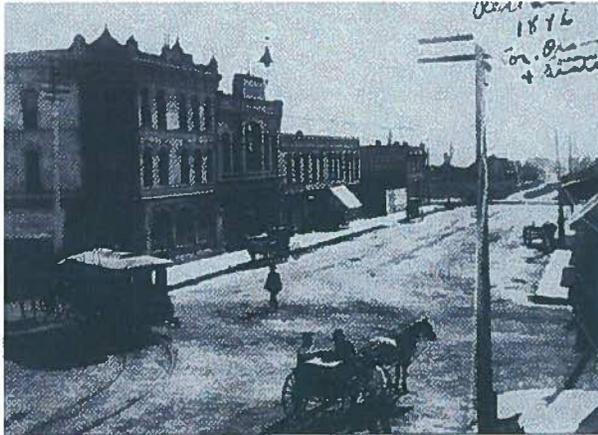
streets that bustled with residents and visitors. Human-scaled sidewalks and street-oriented services encouraged window-shopping, strolling, and pleasant conversation.

B. Historical Context Today

Today, Downtown Redlands continues its rich tradition of civic amenities and local historical character. The A.K. Smiley Public Library, old City Hall, Santa Fe Depot, and the surviving orange packing houses reflect these foundations. The weekly Market Night event, annual Redlands Orange Festival, and frequent open air concerts at the Redlands Bowl contribute to this unique Redlands character.



Citrus Packing Labels



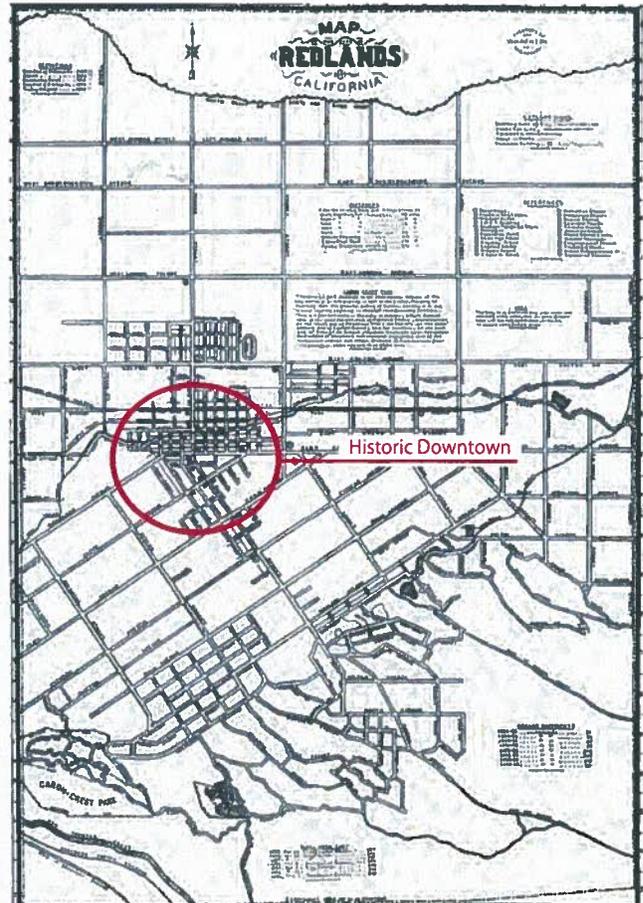
Southwest corner of State and Orange Streets, 1896



State Street at Orange Street, 1953

Several notable historical buildings still exist in Downtown Redlands including the Post Office (on the National Register of Historic Places since 1985), the AK Smiley Library, (on the National Register of Historic Places and designated as a California Historic Landmark), the Lincoln Shrine, old Redlands City Hall, and the First Congregational Church.

Four particular areas of historical significance in the Downtown area are elaborated on the following page.



Map of Redlands in 1897

1 INTRODUCTION

1.5 HISTORICAL CONTEXT

C. The Redlands Santa Fe Depot District

The Santa Fe Depot District surrounding the train station is an architecturally and historically significant part of the Specific Plan area and has been listed as a historic district on the National Register of Historic Places. The district is located between Eureka Street, Fifth Street, Stuart Street and Redlands Boulevard and contains approximately twenty three contributing or significant buildings dating from between 1888-1964. Predominately commercial in nature, the district also includes industrial packing houses, other citrus industry related structures and the train station.

The depot area was based around the first "Downtown" at Orange Street and Redlands Boulevard established by the "Chicago Colony" in 1886. A city ordinance, passed in 1888, prescribed that all future Downtown buildings be built of brick. Although some facades have changed, the traditional design strength of the commercial facades remains cohesive. Standing adjacent to each other, they form the rhythm of the retail area on the east side of Orange Street.

The city has added reproductions of the original Redlands' street lights, as well as benches, plantings, bollards at curb edges, and crosswalks with special paving. These elements add to the pedestrian scale and cohesiveness of the area. Architecturally, this area has the components of the 20th century small town. There are many architectural treasures that are still functioning or can be adapted to a Downtown use.

D. The State Street Area

The commercial areas along State Street represent the southern east-west historical axis of the old Downtown. The human scale of the area and its mostly one and two story mixed-use retail buildings are inviting to pedestrians. Though a shopping mall has interrupted the street between Orange and Eureka Streets, the State Street area maintains a selection of retail uses and historical structures.

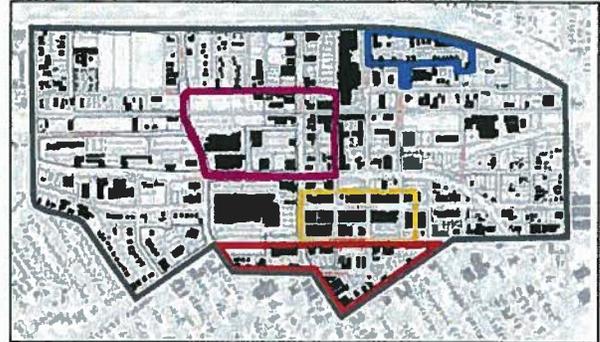
E. The Civic and Residential Areas in the Southern Portion of Downtown

Buildings in this area mix well-preserved Victorian and Craftsman homes with notable civic buildings, the Fox Theatre Building, and local churches.

F. The High Avenue Area

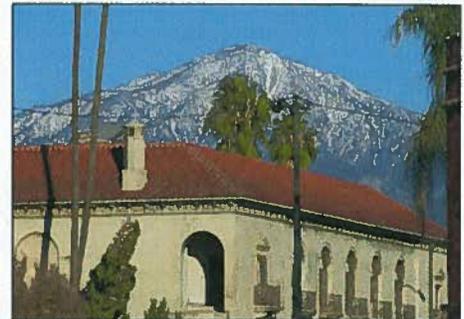
The High Avenue area, between Sixth and Ninth Streets, includes the southeast corner of High and Ninth (Southern California Edison Building). It contains several small cottage residences built in the early 1900s, as well as several architecturally noteworthy buildings. The physical condition of many of the cottages in the area is poor, although all have potential for rehabilitation as small offices. They hint at an appropriate scale for this neighborhood area.

Despite these notable historical elements, the well-intentioned "urban renewal" interventions of the past half century, such as the demolition of six city blocks for the creation of the Redlands Mall, have diminished the value and character which was so enjoyed in Redlands' early years. The introduction of Interstate 10 hastily divided the Downtown into two disparate, unlinked regions, dealing a severe blow to the originally-vibrant Downtown. For example, a formerly pleasant stroll along the lengths of Orange Street to visit friends staying at the former Casa Loma Hotel has been reduced to a sea of asphalt parking lots, temporal buildings, and narrow sidewalks.



- Santa Fe Depot Area
- State Street Area
- Civic and Residential Area
- High Avenue Area

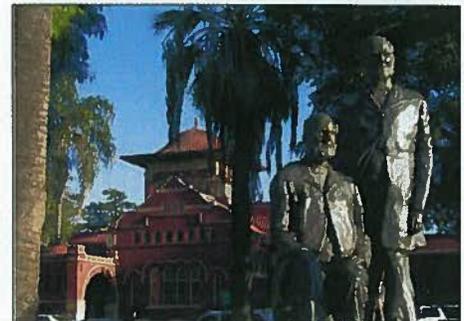
Four Areas with Historical Significance



Old City Hall and the San Bernardino Mountains



Fox Theatre Building along Cajon Street



A.K. Smiley Public Library

1 INTRODUCTION

1.6 URBAN FORM

A. Existing Urban Form

The existing conditions within the Specific Plan area are laid out in the diagrams and text in this and the following pages. An analysis of existing context helps substantiate the recommendations and policies of the Specific Plan presented in Sections 2 and 3.

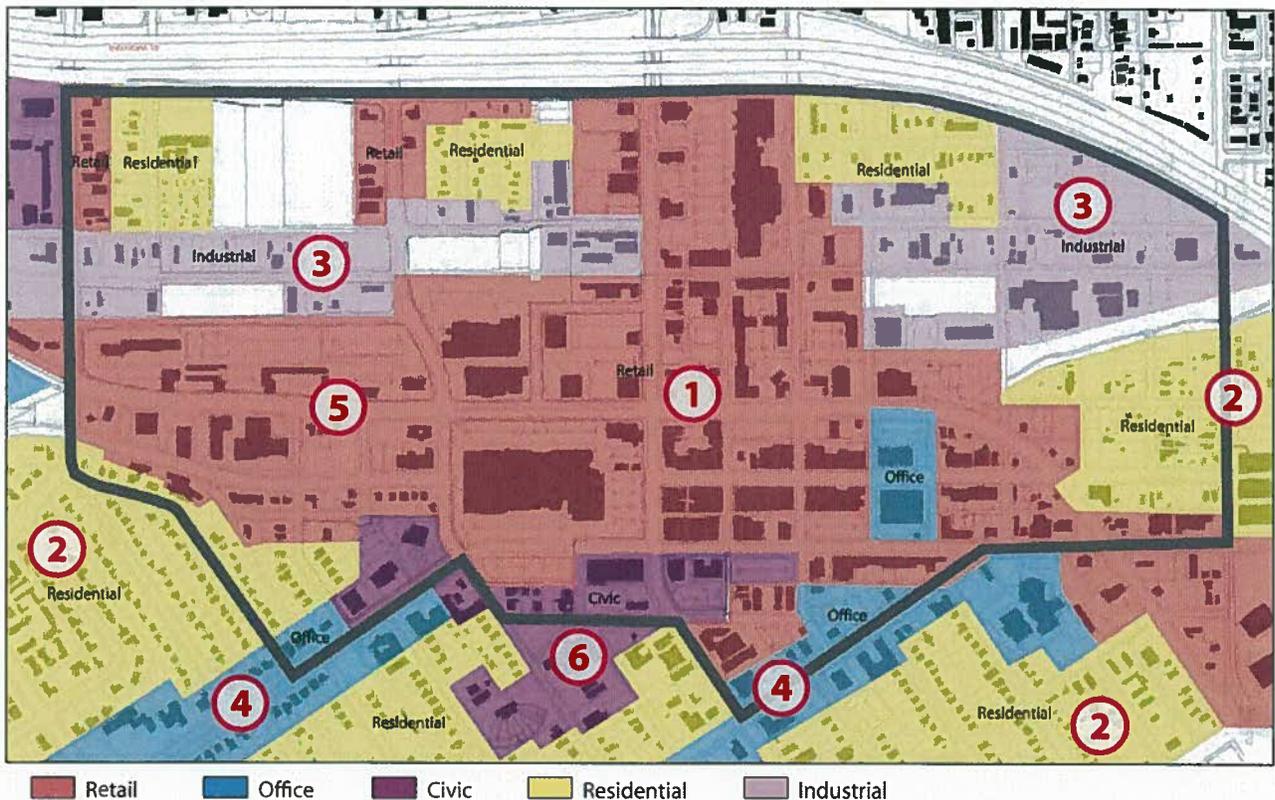
The study area is generally comprised of single-use districts even though a mix of uses is allowed under current zoning. The existing lack of a mix of uses in Downtown inhibits synergy between services and promotes a greater use of automobiles for traveling small distances.

B. Land Uses

The following numbers refer to the number on the diagram below:

1. Retail uses dominate the center of the study area.
2. Residential areas flank the boundaries.
3. Industrial uses are focused around the freeway and do not extend south of Redlands Boulevard.
4. Office uses are mainly clustered along Olive and Brookside Avenues, which are main access routes to and from the residential areas to the south of the Specific Plan area.
5. Car-oriented uses are mainly positioned along portions of Redlands Boulevard, west of Eureka Street.
6. Civic uses are concentrated south of Citrus Boulevard between the Downtown and the residential areas to the south.

Land Use Diagram



1 INTRODUCTION

1.6 URBAN FORM

C. Green Space, Civic Buildings, and Building Form

The following numbers refer to the number on the diagram below:

1. Human-scaled buildings form a tight and consistent edge along the historic State Street (outlined in red).
2. Shopping centers such as the Redlands Mall and Vons shopping center, dot the area and are surrounded by vast expansive surface parking lots.
3. There are many undeveloped and vacant lots just south of Interstate 10.
4. Residential neighborhoods mostly south of the Specific Plan area exhibit a clear pattern of single family detached homes, often with substantial setbacks from the street.
5. Several architectural and civic gems, such as the Redlands Bowl, Post Office, A.K. Smiley Public Library, old City Hall, and the Santa Fe Depot are dispersed throughout the Downtown and hint at an identifiable civic core.
6. A small pocket park on State Street and the area around Old City Hall are the only official public open space areas within the Plan area.

Figure | Ground Diagram



Existing Structures Civic buildings Public Open Space State Street Retail Area

1 INTRODUCTION

1.7 CIRCULATION AND PARKING

A. Circulation

The following numbers refer to the number on the diagrams to the right:

1. Redlands Boulevard, a car-oriented thoroughfare and the former historic Route 99 between Los Angeles and Palm Springs, currently divides the Downtown into two districts, which minimizes pedestrian connectivity. Interstate 10 acts as the northern edge for the Downtown area.
2. Eureka Street provides vehicular access to Downtown for traffic traveling east on Interstate 10.
3. 6th Street provides vehicular access to Downtown for traffic traveling west on Interstate 10.
4. Orange Street is used as a primary access point to the freeway and as a local pass-under street to access neighborhoods to the north.
5. Historical State Street serves as the current pedestrian core of the Downtown, providing local shops and restaurants, while new development to the west and north caters more to the automobile.
6. The urban street grid apparent in the State Street area is unconnected and fragmented in many areas of Downtown, often resulting in large mega blocks and dead end streets.
7. The existing east-west railroad tracks, once imperative to Redlands' early citrus trade now lie quietly unused. The train tracks offer great potential as a transit conduit for commuters to and from Downtown Redlands. The Redlands Rail Study completed by SANBAG proposes a transit station downtown between Eureka and Orange.
8. Four bus lines pass through the study area connecting Redlands to Fontana, San Bernardino, Highland, Loma Linda, Mentone, and Yucaipa.

B. Parking

Most of the parking in Downtown Redlands is provided in private surface lots that are attached to commercial and retail structures. There are approximately 1,410 on-street spaces and 5,340 off-street spaces in the Downtown area, for a total of approximately 6,750 parking spaces.

The State Street corridor consistently demonstrates the highest utilization of parking, as compared to the other areas. The perception by the public that there is not enough parking Downtown is partly borne out by the parking survey numbers (2004), primarily in the State Street corridor and the central core area.

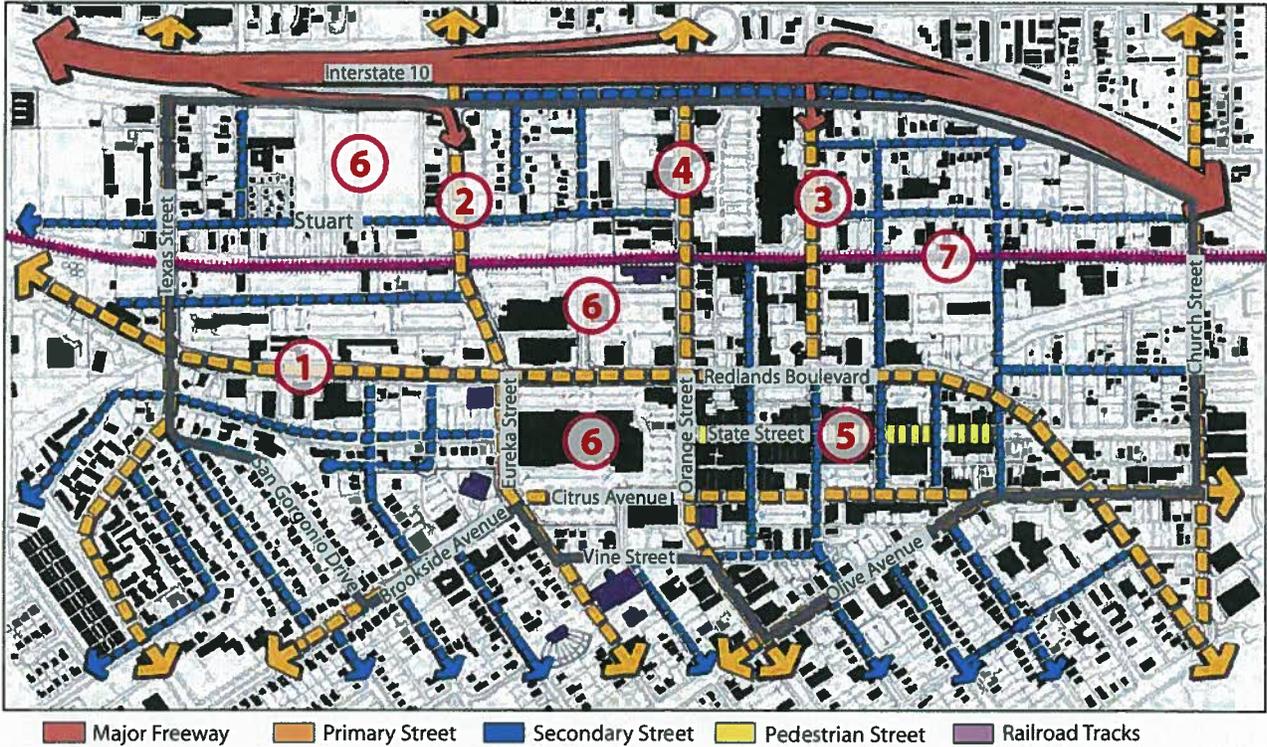
Much of the parking capacity is underutilized in the Specific Plan area. Public parking has a higher utilization (occupancy) than private parking. There is parking supply available that could be used more effectively. Efficiency could be increased if parking was shared between different uses, and if Downtown employees and visitors were prepared to walk slightly further distances to park.

For more analysis and information regarding parking patterns in Downtown, refer to the *Downtown Redlands Master Plan* (2004), available at the Development Services Department.

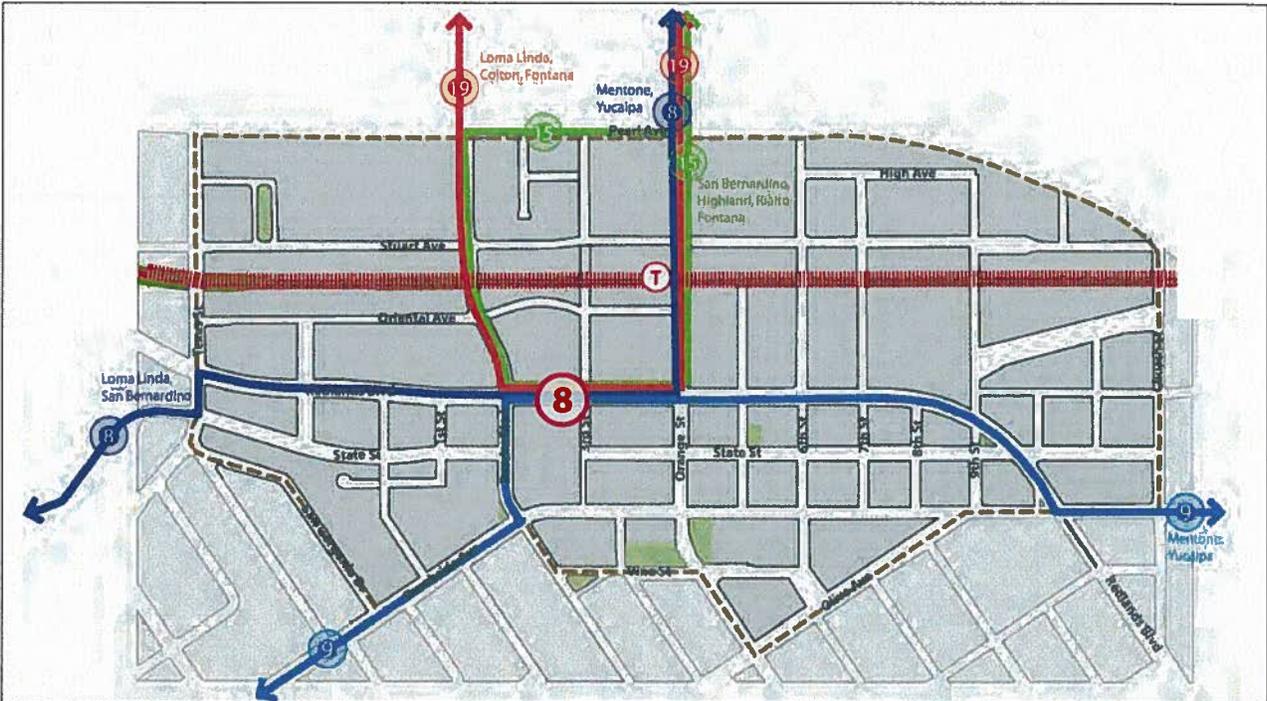
1 INTRODUCTION

1.7 CIRCULATION AND PARKING

Existing Street Hierarchy



Existing Transit Lines in Downtown



1 INTRODUCTION

1.8 EXISTING INFRASTRUCTURE AND FLOODPLAIN

A. Infrastructure

Existing water, wastewater, and drainage facilities are located in the project site area and are presented in the figures on these pages.

B. Water

A network of mains, as shown in the figure below, exists in the Specific Plan area.

C. Wastewater

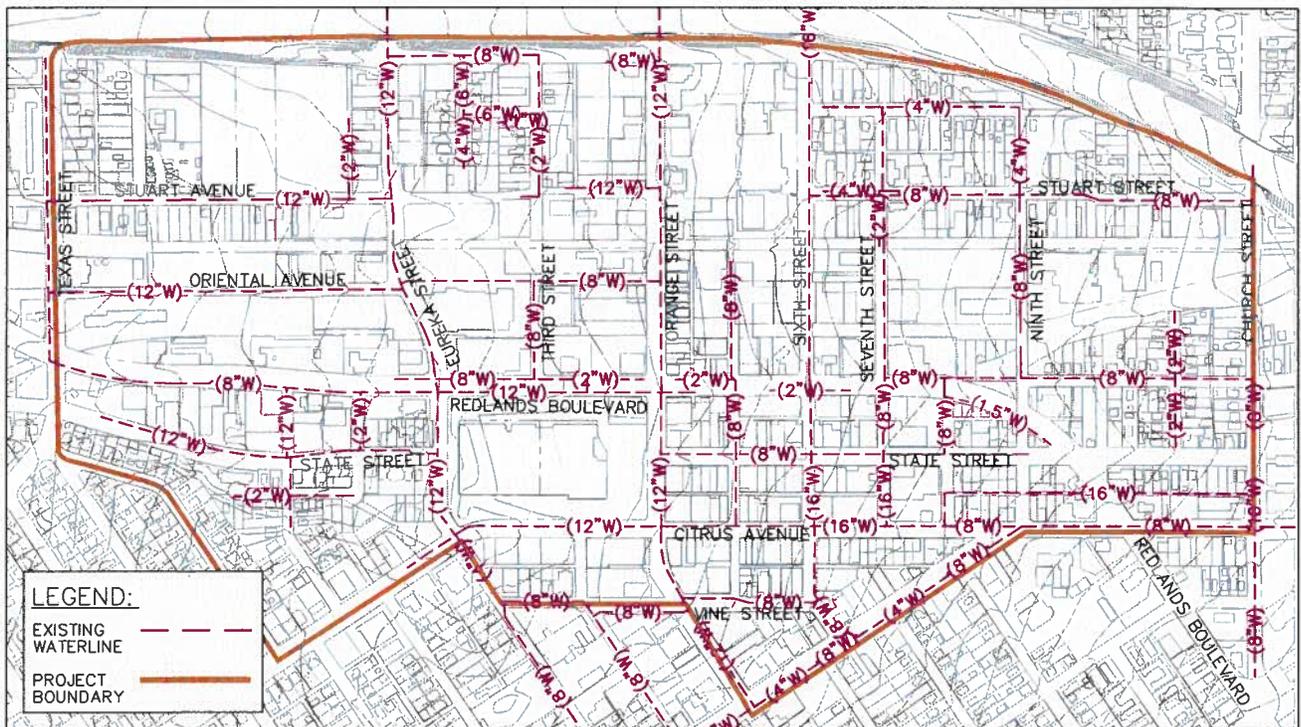
A network of gravity sewers, as shown in the figure to the right, exists in the Specific Plan area.

D. Flood Plain and Drainage

The Downtown area has historically experienced flooding during moderate storm events. Most of the Specific Plan Area is located in a Flood Zone (see the Federal Emergency Management Agency Maps # 06071C8716 F and #06071C8712 F). A "zanja" or culvert runs through the Plan area (near Redlands Boulevard) and in places is channelized. While base flood elevations for areas immediately surrounding the zanja have not been determined, other areas in Downtown have flood depths of 1-3 feet. The potential for flooding is a central consideration of this Specific Plan and is addressed in "Development Standards and Guidelines" Section 3. Flood considerations must be addressed so that either all new development is raised to safe levels or a comprehensive flood mitigation program for drainage is implemented by the City.

Drainage for the Specific Plan area will be operated and maintained by either the City (local systems) or by the County of San Bernardino Flood Control District. The existing system is shown in the figure to the right, below.

Existing Water System

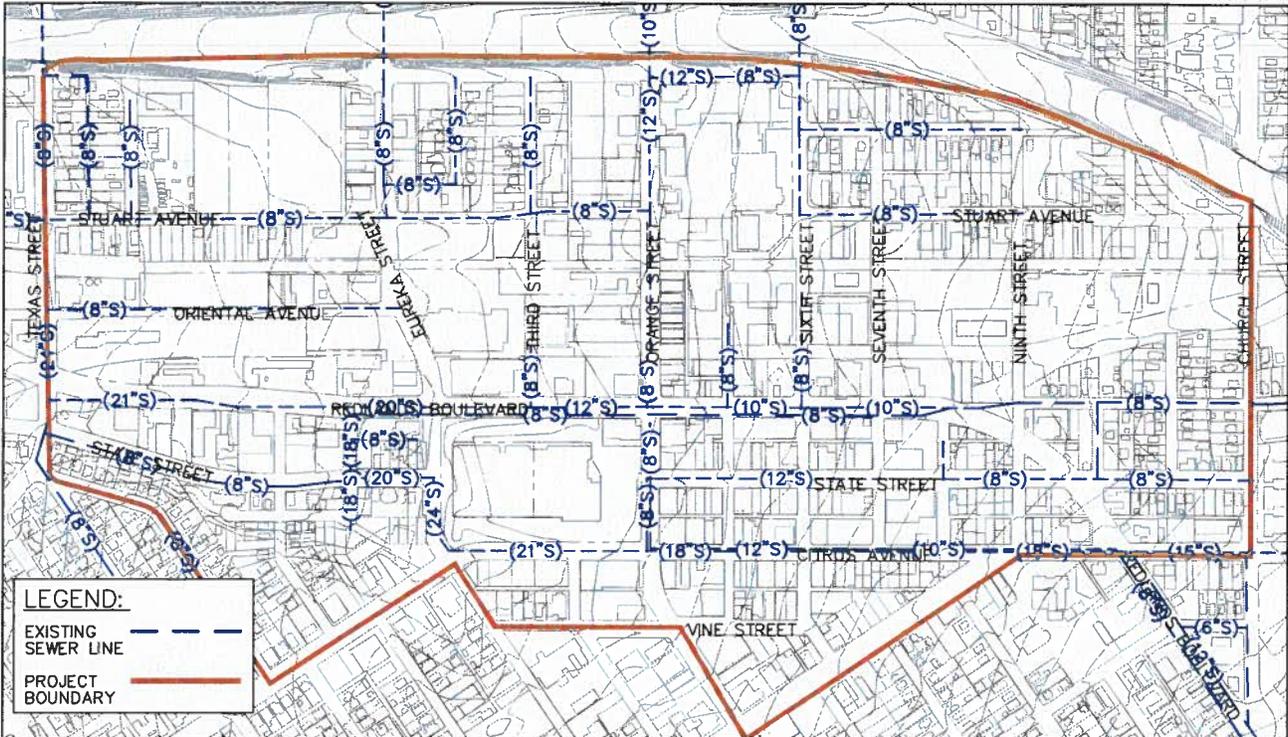


Existing Water System

1 INTRODUCTION

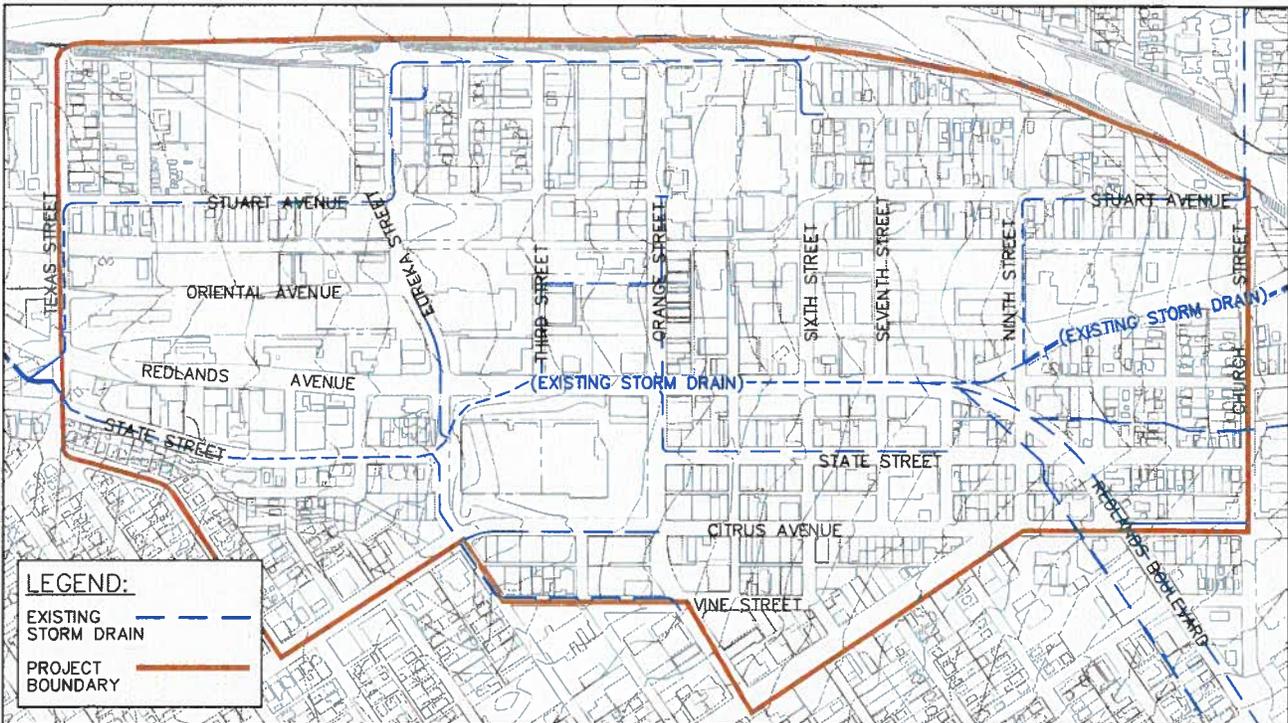
1.8 EXISTING INFRASTRUCTURE AND FLOODPLAIN

Existing Sewer System

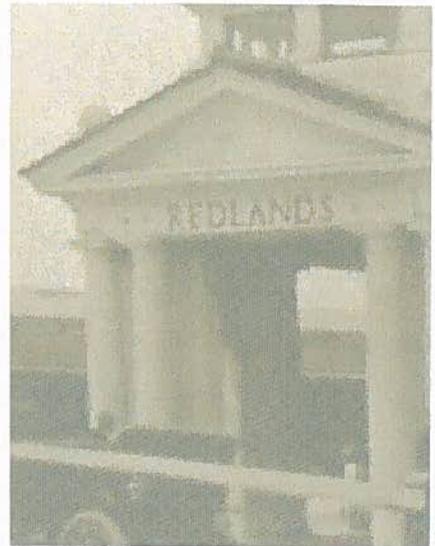


Existing Sanitary Sewer System

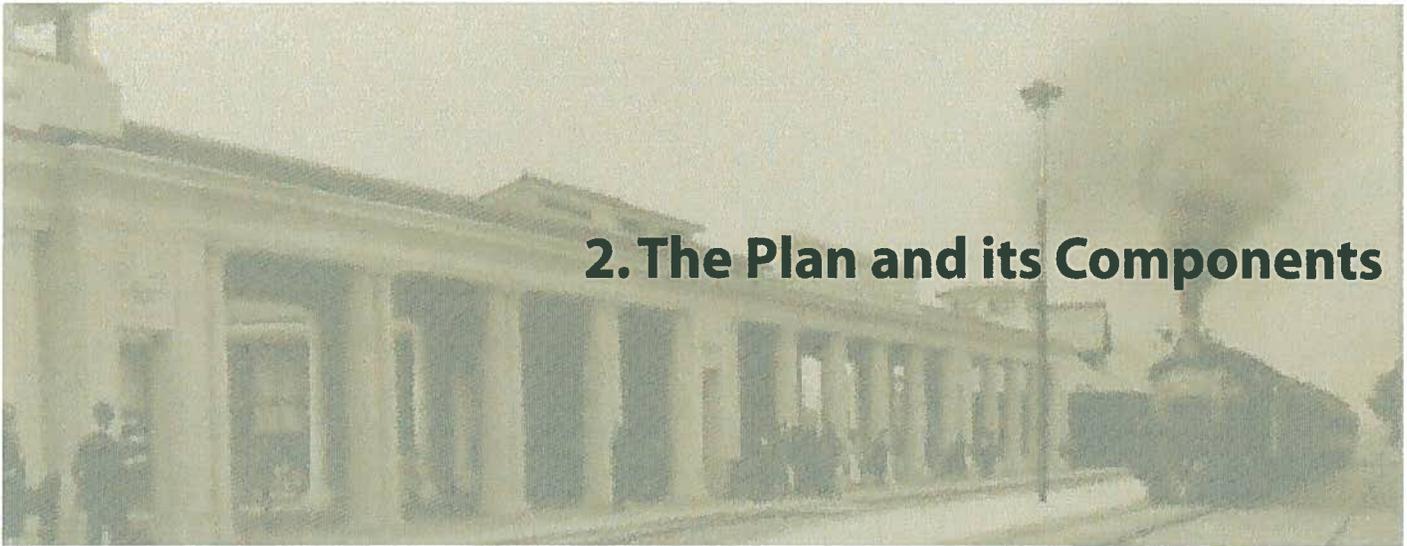
Existing Storm Drainage System



Existing Storm Drain System



2. The Plan and its Components



2 THE PLAN

2.1 OPPORTUNITIES AND GOALS

This section focuses on Specific Plan components that will be provided publicly while Section 3 focuses on standards and guidelines for private developers.

This section provides the illustrative Master Plan and related policy mandates. It introduces the public space, circulation, parking, and infrastructure elements of the Specific Plan.

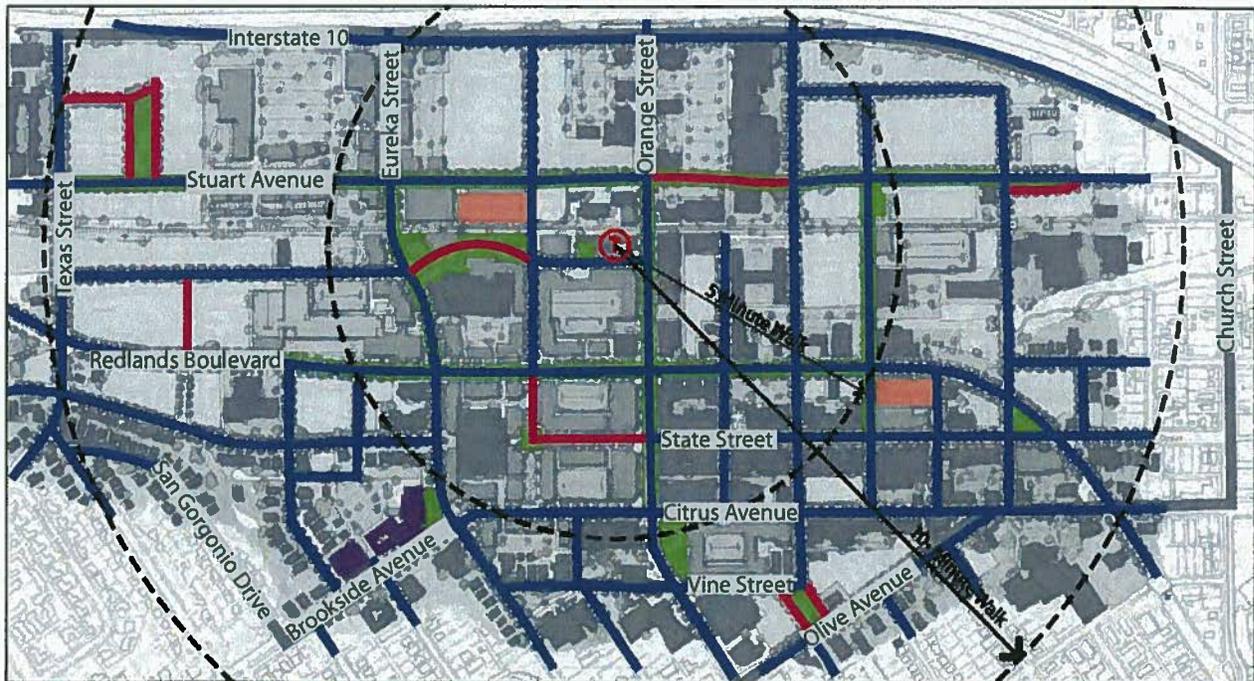
A. Opportunities

The Specific Plan area contains a large number of underdeveloped and recently developing properties, especially in the Town Center area. Together they represent an important opportunity to contribute to the City's economic development and provide local employment, shopping, service and entertainment facilities that will further strengthen the greater Downtown area. Since the development pattern that takes place in this area during the next decade is expected to continue, it is important for the City to carefully plan land use, design character and public improvements that address future needs and opportunities, with an outlook beyond present conditions.

This Specific Plan focuses primarily on the 'form' of the urban fabric in Downtown Redlands as the paramount feature, rather than the 'uses' that are found within it. It envisions the Plan area as a semi-urban Downtown with 2 main districts, 3 important corridors, and 2 surrounding neighborhood typologies. The Plan acknowledges the significance and value of historical buildings and urban form (scale, layout, structure) in Downtown. It leverages existing resources, such as the Santa Fe train depot, it reintroduces the historical block structure and landscape/streetscape design in the State Street and north Orange Street areas. The Plan ensures access to and from Interstate 10 and the proposed and new retail / commercial developments in the Town Center area. It proposes a series of programs, standards, and guidelines to ensure that present and future development in Downtown is cohesive and compatible with the character and vision of Redlands.

- | | |
|--|---|
|  Existing Street |  New Public Open Space |
|  Potential for New Street |  New City Garage |
|  Potential Location for Transit Station |  New Civic Building |

Opportunities and Goals



2 THE PLAN

2.1 OPPORTUNITIES AND GOALS

B. Goals

Goals were developed during the public charrette process to focus design attention to issues particularly important to Redlands' citizens and civic leaders. These goals guide and inform specific redevelopment strategies and individual plan proposals that are appropriate for the Plan area.

B1. Promote Economic Vitality by Encouraging a Mix of Uses:

- a. Leverage Downtown's Interstate 10 visibility and access
- b. Encourage New Downtown Residential Development
- c. Support Existing and Encourage New Locally-Owned Businesses
- d. Attract National Retailers with Special Appeal
- e. Develop Boutique Hotel(s) and a Conference Center
- f. Re-Use and Connect to Existing Infrastructure
- g. Support Transit Oriented Development

B2. Create a Pedestrian-Oriented Environment

- a. Discourage Surface Parking Adjacent to Downtown Thoroughfares
- b. Encourage "Park Once" and Shared Parking Concepts
- c. Improve Pedestrian and Bicycle Connections
- d. Encourage Use of Public Transit
- e. Improve and Integrate Redlands Boulevard
- f. Ensure Safe Pedestrian Access to Future Passenger Rail Stations
- g. Connect Orange Blossom Trail through Downtown

B3. Maintain and Enhance the Distinct Redlands Character

- a. Leverage Existing State Street Character
- b. Create Downtown Gateways to the Interstate 10
- c. Link Key Assets
- d. Encourage Contextual Architectural Design
- e. Encourage Public Art and Murals Downtown

B4. Enhance and Extend the Civic Realm

- a. Construct New City Hall Facility or rebuild and/or renovate the existing City Hall Facilities
- b. Identify New Civic Use for Old City Hall
- c. Improve and Create New Parks and Civic Spaces

C. Visions

The following are key visions of the Specific Plan. These elements are illustrated in the Vision Plan on the next page:

C1. Acknowledging Downtown's historical resources

The area contains many of **Redlands' oldest buildings**, including the historically significant Santa Fe Depot, adjacent citrus packing houses and turn-of-the-century commercial buildings on Orange Street. This area should be carefully preserved, with buildings that are adapted to modern uses, and with new development sensitively integrated. **Downtown State Street** is a unique old-town district. The urban design patterns and physical amenities in this portion of Downtown are like those that existed in many parts of this country before the influx of regional shopping centers. Most of the structures in the area are **scaled to the pedestrian**. The Specific Plan encourages this urban fabric to be respected and spread to other parts of Downtown. For instance, retail and mixed-use buildings should wrap around parking garages to create pedestrian-friendly streets in this area.

C2. Planning for future growth

The Plan calls for the introduction of a **"park-once" concept** that encourages people to park in centrally-located garages and then walk to multiple locations, thereby reducing vehicle trips and enlivening the sidewalks. A garage at Citrus and 5th will serve this purpose and will alleviate parking concerns along State Street. It will also provide additional spaces for select infill projects along State Street. A garage is also planned at Stuart and Eureka. As the City expands, other desirable sites for park-once garages include the southeast corner of 7th and Redlands and the northeast corner of 6th and Citrus.

C3. Redeveloping underutilized parcels for residential, office, and commercial infill development in the northern neighborhoods of the Specific Plan area will capitalize on Downtown's potential to become a walkable mixed-use neighborhood. This includes adaptive reuse / rehabilitation of the area's historical buildings and gradual rehabilitation of the historical High Avenue area.

The Plan envisions a transit station between Eureka and Orange with development of a new station or **re-use of the Santa Fe rail station** as a stop for incoming and outgoing rail commuters. The possible location of the station near new retail developments in the core block area and at the end of the historical axis along Orange Street (which connects south to the commercial State Street area and north to newer retail areas) offers potential for this area to become a future transit-oriented-development zone.

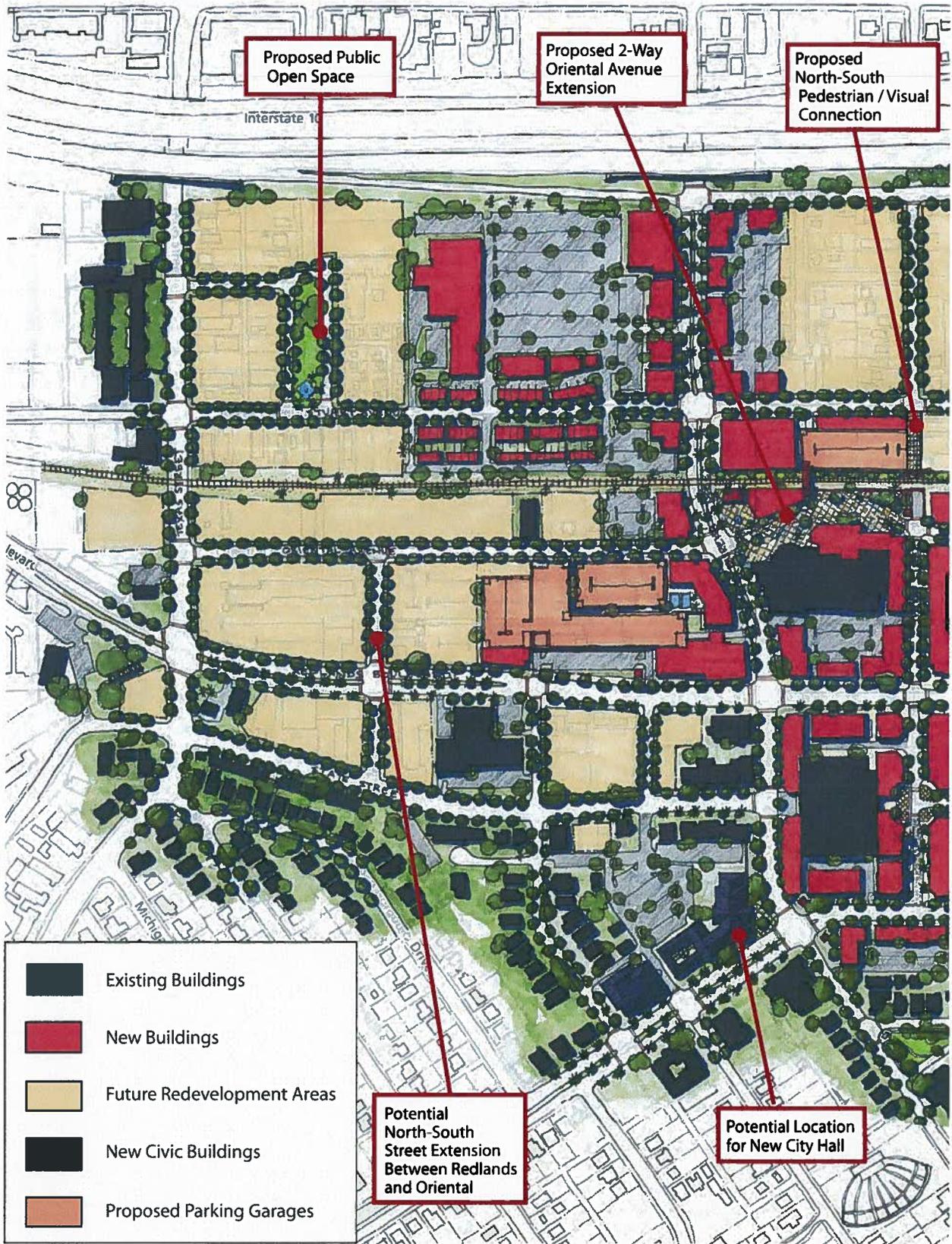
C4. Potential relocation of civic buildings to accommodate growth. This includes redevelopment of the existing City Hall site with mixed-use buildings to match the existing fabric in the State Street area. Alternatively the existing City Hall facilities can potentially be renovated or rebuilt in their current locations. A new town green may be located at the intersection of Citrus Avenue and Orange Street, acting as a terminated vista that provides a central public open place for Downtown, across the street from the old City Hall. This also includes redevelopment of the existing Safety Hall at the intersection of Eureka Street and Citrus Avenue as a possible site for a new City Hall. This site can be easily found from all directions and is adjacent to other existing civic buildings. It is owned by the City and it can accommodate expansion demands. The area near Citrus and Eureka would also be an optimal location for a new needed police station. The bunching of civic uses in one area would create a civic zone and would encourage the walkability of the area. Other central locations, such as the re-use of the Redlands mall site, should also be considered.

C5. Increasing Vehicular and Pedestrian Circulation

New thoroughfare standards and improved vehicular and pedestrian connections, would relink the fragmented street grid. Examples of potential street extensions include: the extension of **Stuart Street** from Orange to Sixth Street, the extension of **State Street** west of Orange Street into the Redlands Mall, the extension of **Oriental Avenue** east of Eureka, and the extension of a **north-south street**, just east of Texas Street between Oriental and Redlands. Street extension suggested as part of this Plan are *required only* upon significant intensification of the site (see Circulation Element 2.4).

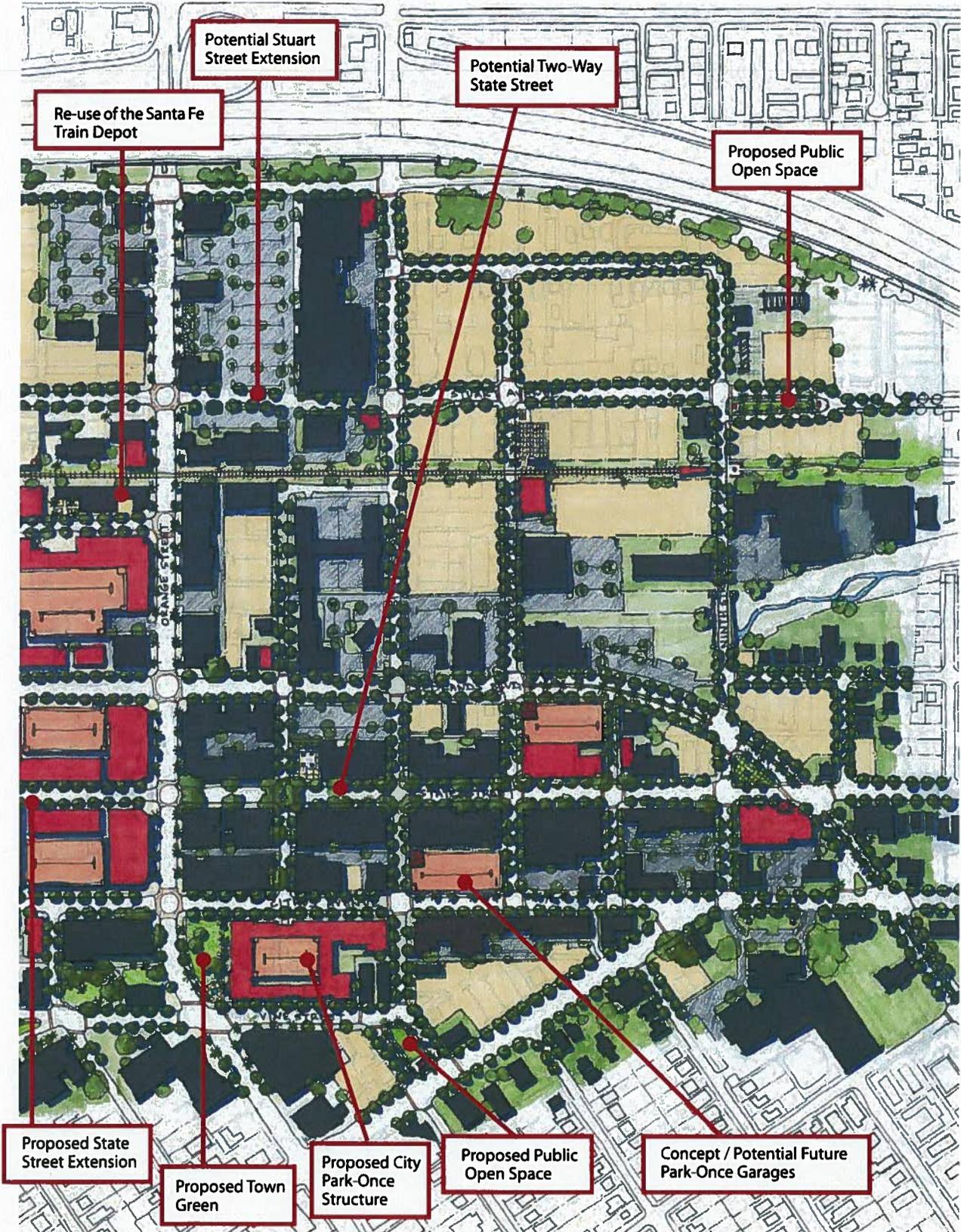
2 THE PLAN

2.2 MASTER PLAN



2 THE PLAN

2.2 MASTER PLAN - FOR ILLUSTRATIVE PURPOSES ONLY.



2 THE PLAN

2.3 PUBLIC SPACE

A. Open Space

The Specific Plan's goals for open spaces in Downtown are to:

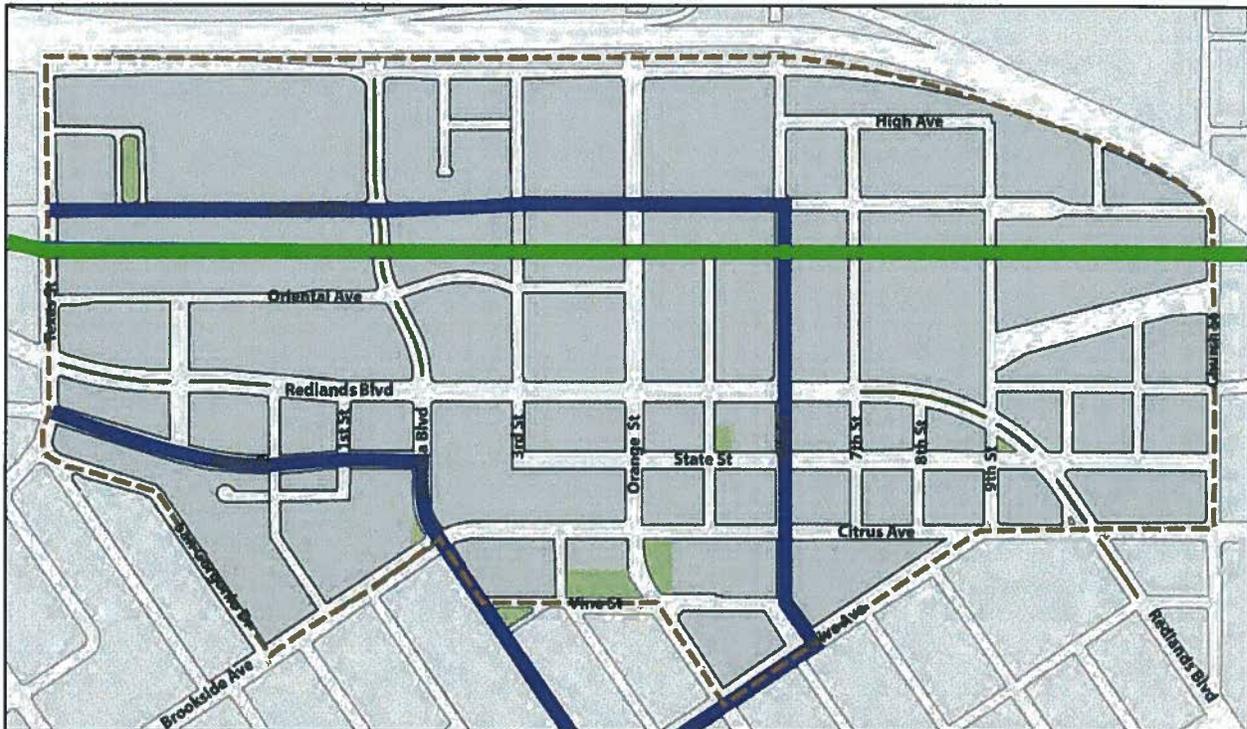
1. Create open spaces that enhance the safety and the experience of the pedestrian.
2. Ensure that open spaces, especially streetscapes, create a sense of intimacy and respect the history and character (e.g. scale and style) of Downtown.
3. Envision the location for a main civic open space on Cajon Street between Vine and Citrus, which can act both as a visual anchor for Downtown and a practical space for events and gatherings.
4. Create Downtown streetscapes that are distinctively different in character from streets outside the Downtown area and which are also differentiated one from the other in order to establish a cohesive hierarchy of streets.
5. Evaluate existing open space and parks within the downtown for possible expansion and/or improvements such as Ed Hales Park.

6. The Orange Blossom Trail will traverse the Downtown Specific Plan from east to west along the Santa Fe rail line or in close proximity to the rail line. The bicycle trail along with pocket parks and amenities associated with the trail provide unique opportunities for open space through downtown. Interim Class 2 and Class 3 trails utilizing the existing street system will provide for bicycle circulation until the final alignment can be completed. The interim trail will be a loop utilizing streets north and south of the current Santa Fe Rail Right-of-Way (ROW).

North of the Santa Fe ROW at Texas Street a Class 2 route will follow Stuart Street easterly to Orange, pass through the shopping center and pedestrian opening to Sixth Street, then pass south to the Santa Fe Rail ROW where sufficient width is available for a trail and transit use easterly of Sixth.

South of Santa Fe Rail ROW at Center Street a Class 2 route will follow State Street easterly to Eureka Street, south on Eureka Street to Olive (a portion to be Class 3 as there is insufficient roadway for a lane), east on Olive to Sixth Street, then north to the Santa Fe Rail ROW.

Proposed Green Network



 Public Green / Open Space

 Interim Orange Blossom Trail, Class 2 and Class 3 Bicycle Trails

 Proposed Orange Blossom Trail

2 THE PLAN

2.3 PUBLIC SPACE

B. Open Space Components

The Plan's open space element includes four main components.

- 1. Vital public space along the area's sidewalks and an extended street grid** including substantial landscaping and widened sidewalks (around 15') to mitigate high summer temperatures and to enhance the pedestrian experience. (See the Public Space Guidelines on the following pages). A reconnected street grid will improve pedestrian and vehicular circulation and reestablish the historical form of the Downtown Area. (See the Circulation Element in Section 2.4 for more information on street improvements and street hierarchies).
- 2. A civic green** at the intersection of Citrus and Cajon links State and Orange Streets, the two main retail and pedestrian areas in Downtown. The character of the town green is meant to be more formal than neighborhood green spaces; it should be perceived as an open space where people can gather. More paving is encouraged and dense tree clusters are discouraged in order to create a plaza or square feeling. Tot lots, play structures, and sand pits are prohibited, while a pavilion or stage is appropriate.
- 3. Greening of train tracks and station area.** Adding green space to the tracks, which are currently dusty and barren, will make the area more attractive and will equip it to potentially accommodate active recreation uses until the reinstatement of the tracks as part of a regional commuter rail system.

The Orange Blossom Trail, which is planned to go through the communities of Redlands and Mentone and connect to the Santa Ana River Regional Trail on the eastern and western ends of the trail's terminus, might utilize the rail right of way as the trail passes through Downtown. Where a trail is impractical, other alignments should be used to provide a continuous non-motorized trail from east to west across the Downtown Specific Plan. The trail will provide a safe, non-motorized connection between current and future residential areas in Redlands with education, shopping and employment centers. Active recreation will take place along its length.
- 4. Small informal green spaces** proposed within neighborhoods when they are redeveloped, can act as anchors for local community use. The character of these areas is informal and intimate. Tot lots, play structures, and sand pits are encouraged, while stages and podiums would not be appropriate. Pedestrian paths may be meandering.
- 5. Public roof green spaces** may be provided in conjunction with civic buildings, public parking structures, and public/private partnerships.



Active Open Space



Small Neighborhood Park



Wide Greened Sidewalk



Redlands Town Character

2 THE PLAN

2.3 PUBLIC SPACE

C. Guidelines

The following are Public Space guidelines that describe the relevant character of sidewalks and street lighting for the Specific Plan Area. See Section 2.4 for the Circulation Element and Section 3.6 for Landscape Guidelines that pertain to private developments.

D. Sidewalks

1. Sidewalks are an essential component of creating a pedestrian friendly environment. Well-designed sidewalks provide the necessary comfort, safety, and sense of welcome to support walking.
2. Sidewalks are required on both sides of the street throughout the Downtown area, where streets are generally fronted by buildings or parking.
3. Sidewalks at a street or alley intersection should meet the level of the street or alley or be equipped with a ramp.
4. Sidewalk designs shall conform to the Americans with Disabilities Act, as well as all state and local codes.
5. A sidewalk should be separated from any parking space by a physical barrier that will obstruct vehicles from intruding into the required clear path. At any location where parking is allowed adjacent to the sidewalk, a minimum separation of 5 feet should be maintained between the required clear path of the sidewalk and a curb, wheel stop, or other barrier low enough to be overhung by portions of a vehicle.
6. Alleys do not require sidewalks.
7. Retail sidewalks should be paved from building face to street curb and punctuated with trees and grates.
8. Meandering walkways may be used to avoid obstacles and minimize conflicts with driveways. If a meandering walkway is desired, the number of curves should be minimized to avoid creating a route that is too awkward and indirect, as approved by the City Engineer.
9. In all areas when such streets are generally fronted by buildings or parking, sidewalks should be designed with a buffer between the sidewalk and the street.
10. In commercial areas, the buffer zone is often the "furnishing zone" where utility poles, trees, hydrants, signs, benches, transit shelters, and planters should be placed. The furnishing zone in a low-density commercial zone should be a minimum of 4 feet wide, and commonly is 5 to 8 feet wide. The furnishing zone is over and above the clear area of the sidewalk.
11. Decorative benches with back to the street should be provided in the furnishing zone. Benches should be 5 to 6 feet long and there should be an average of one bench minimum (on each side of the street) per 120 feet of street in retail area.



Street furniture is separated from the street by a short masonry wall to buffer vehicular traffic from the pedestrian

12. In residential areas, a continuous landscape planted strip or parkway is strongly recommended to create a "detached" or "setback" sidewalk.
13. Moveable chairs and tables should be utilized in the open spaces and as café seating.
14. Streetscapes that are primarily paved should have moveable planters. They should contain plants with seasonal color.
15. In retail areas, special paving (using texture, color or patterned brick or stone) should be used to enhance the architecture and the experience.
16. Portable bollards may be used to provide additional safety features for special events and/or extension of Ed Hales park at Fifth Street near State Street.
17. Throughout downtown, provide bicycle racks and lockers, drinking fountains, trash receptacles, and other amenities to complement the downtown environment.

E. Size of Sidewalks

1. In residential neighborhoods, sidewalks should be 6 feet in width.
2. Sidewalks in retail areas should provide 10 feet of walking clearance and generally range up to 15 feet in width.
3. The clearance requirements for sidewalks should also apply to projections of sidewalks across driveways and crosswalks.
4. A "shy distance" is a designated width or buffer area along a path to allow for the pedestrian to instinctively avoid proximity to objects such as buildings, retaining walls, curbs, poles, and fences. A shy distance should be maintained between the required clear path of a sidewalk and obstacles near the clear path to maintain the usable width of the clear path.
 - A shy distance of 2 feet should be maintained adjacent to vertical barriers (including structures, walls, fences, signs, hedges, etc.) that extend to a height greater than 3.5 feet above the sidewalk surface and extend more than 4 feet in length parallel to the sidewalk.
 - A shy distance of 1 foot should be considered for all other fixed obstacles except that soft vegetative landscaping (grasses, annuals, succulents, and woody plants with stems less than one inch in diameter) less than 3.5 feet in height do not require a clear zone.
 - Shy distances do not apply where handrails are required on ramps, slopes, or stairs.

F. Street Lighting

Street lights should follow current lighting specifications for the City. Street lighting along Eureka Street, Redlands Boulevard, Orange Street, and 6th Street should use current lighting specification Type A (see facing page), while all other streets in the Specific Plan area should use specification Type B. Type C lighting is a standard for taller poles and is typically used at major intersections, with or without integrated traffic signals as the light base.

Along with these street lighting standards for public sidewalk areas, the following guidelines relate to additional street lighting.

1. All new streets (and all new developments, where feasible) should provide pedestrian scaled streetlights.
2. All new alleys should have lights mounted on outbuildings or garages. These lights should be connected to a separate circuit.
3. Outdoor lighting should create and encourage a pedestrian friendly environment, which is especially beneficial to residential neighborhoods and neighborhood business districts.

2 THE PLAN

2.4 CIRCULATION

A. Circulation

This section defines overall concepts for mobility and circulation within Downtown. It emphasizes a multi-modal approach to circulation, such that convenient access to, and circulation within, Downtown is afforded to all transportation modes. This multi-modal approach is based on the premise that a successful Downtown environment requires not only good automobile circulation, but also choices and opportunities for effective and convenient transit, pedestrian, and bicycle circulation.

Both employees and visitors should be able to conveniently park and then walk around Downtown in an attractive, safe and comfortable environment. They should also be able to travel to Downtown by transit or bicycle. The Plan therefore strives for a balance between all transportation modes.

B. The Street System

The street system provides the backbone for all transportation modes in the Downtown. The Downtown street system essentially comprises a grid-type system, with a variety of differently sized streets serving different functions. Principal access to/from the Interstate 10 just to the north of Downtown is provided by Eureka Street, Orange Street and 6th Street, which all have ramps to/from I-10. Other key entry corridor streets into the Downtown are Redlands Boulevard, Brookside Avenue, Citrus Avenue, Cajon Street, Texas Street, and Church Street.

The functional classification of Downtown streets is shown in the figure to the right, which depicts the roadway circulation network. This classification describes how various streets are expected to operate with respect to traffic flow in the Downtown. This diagram is consistent with the City's General Plan.

C. Level of Service

1. City of Redlands General Plan Standards

The City of Redlands General Plan establishes standards for traffic level of service for intersections located in the City. Section 5.20 of the Circulation Element contains the following policies:

- a. Maintain LOS C or better as the standard at all intersections presently at LOS C or better.
- b. Within the area identified in General Plan Figure 5.3 maintain LOS C or better; however, accept a reduced LOS on a case by case basis upon approval by a four-fifths (4/5ths) vote of the total authorized membership of the City Council.
- c. Where the current level of service at a location within the City of Redlands is below the Level of Service (LOS) C standard, no development project shall be approved that cannot be mitigated so that it does not reduce the existing level of service at that location except as provided in Section (b).

2. Downtown Specific Plan Level-of-Service Criteria

Measure "U", a voter initiative, was approved by the voters in 1997 and amended the Redlands General Plan. Measure "U" statutorily exempts new development projects located in the Downtown Specific Plan, as the boundaries existed in December 1997, from these provisions with a four-fifths vote of The City Council. The result is new development projects located in the Downtown Specific Plan (1997 Boundaries) can have a reduced level-of-serve (LOS) standard on approval by a four-fifths vote of The City Council. The Downtown

Specific Plan proposes a modified level of service standard for the Specific Plan area, that existed in December 1997, to be LOS E. The expanded areas associated with the revised boundaries of the Specific Plan shall comply with the general plan level of service policies stated in section C.1. above. The rationale is that the downtown area is different to the rest of the City, for the following reasons:

Because of the intensity and mix of uses it is not practical to maintain an LOS C standard in the downtown. A vibrant and successful downtown contains a compact, higher intensity and greater mix of land uses than other areas of the City which is acknowledged in Measure "U". It also needs to be a walkable and a pedestrian-friendly environment. Traffic speeds on downtown streets are limited to 25 mph. Convenient and comfortable pedestrian circulation is important. It is not an environment for wide streets or high speed traffic – both of which are detrimental to the downtown dynamic and aesthetics. It is therefore not desirable or practical, and it is often not feasible because of existing and older buildings, to widen streets. Maintaining LOS C would lead to too much of the surface area being devoted to street space, which would be counter to the key goals of the Downtown Specific Plan. It would also encourage further auto use, and would conflict with establishing transit-oriented districts around the downtown rail station. Many cities have realized the infeasibility of maintaining LOS C, or even LOS D, in downtown areas and have recognized the practicality of adopting LOS E standards in their downtown areas.

Therefore, based on the above, future development projects in the Downtown Specific Plan will be subject to a reduced LOS standard as follows:

- a. The LOS standard for all intersections located within the Downtown Specific Plan boundaries, as existed in December 1997, is Level of Service E.

D. Major Streets

"Major Streets" are the principal streets that traffic will use to access the Downtown. They are the widest streets and they provide principal connections to other areas of the City. The following streets are classified as Major Streets:

1. Redlands Boulevard
2. Brookside Avenue

Redlands Boulevard is the principle east-west roadway serving the Downtown. As such it carries some of the highest traffic volumes as well as supporting a number of regional and local transit routes.

E. Secondary Streets

These streets are also key streets for access to Downtown, but also serve an important role for traffic circulating within the Downtown. These streets will typically not be as wide as the Major Streets. They do however typically also connect outside the Downtown to other parts of the City. The following streets are classified as Secondary Streets:

1. Orange Street
2. Eureka Street
3. Citrus Avenue
4. Texas Street
5. Cajon Street

Orange Street is the principal north-south thoroughfare in Downtown and it also provides access to I-10 westbound. Eureka Street provides north-south access in the west side of Downtown and also provides access to the Downtown from I-10 eastbound.

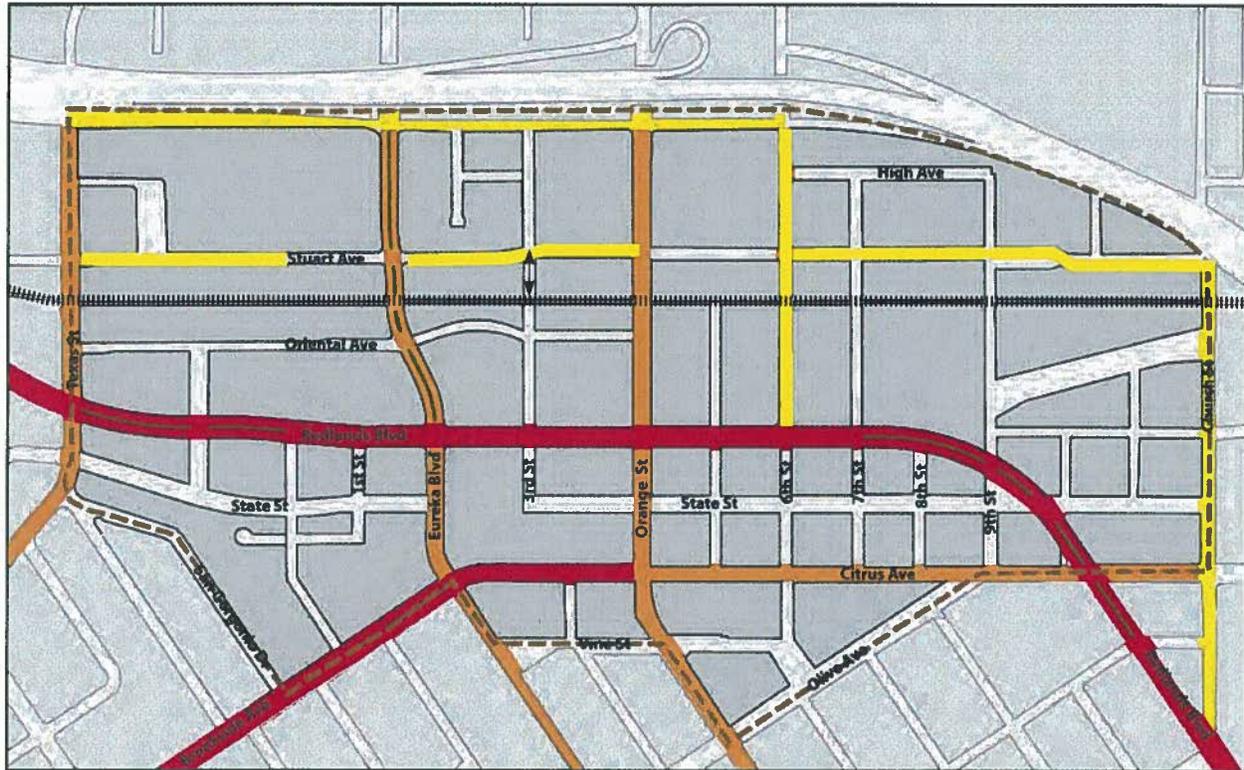
F. Collector Streets

The primary function of these streets is for circulation within the Downtown. They typically do not connect outside of the Downtown to other areas. The following streets are classified as Collector Streets:

2 THE PLAN

2.4 CIRCULATION

Street Types Diagram



Major Streets

Secondary Streets

Collector Streets

Local Streets

↑↓ Pedestrian / visual connection at Third Street

Specific Plan Area

1. 6th Street
2. Church Street
3. Pearl Avenue
4. Stuart Avenue

6th Street provides north-south circulation in the eastern part of Downtown, as well as access to and from I-10 from the east. However, 6th Street only extends as far south as Olive Avenue, so it functions as a Collector Street. Stuart Avenue is an important street that provides critical circulation for traffic traveling east and west between the I-10 freeway and Redlands Boulevard. Although Stuart Avenue is not fully improved to a Collector standard, it can provide the necessary traffic volumes utilizing a local street standard until such time it is necessary to be fully improved.

F. Local Streets

All other streets are considered Local Streets. The function of all other local streets is to support the circulation of local traffic to specific land uses and buildings in the Downtown. While they complete the circulation grid, these streets are not expected to carry through-traffic or high traffic volumes.

G. Pedestrian / Visual Connection

Facilitating the movement of pedestrians and assuring visual permeability are key aspects of the Plan. A north-south pedestrian

visual connection at Third Street between Stuart Avenue and Shoppers Lane (Oriental Avenue extension) is proposed. This connection breaks up the large block between Eureka and Orange and it also potentially provides circulation across the train tracks. This connection would also be where the pedestrian crossing would occur for the "split" transit station between Eureka and Orange.

2 THE PLAN

2.4 CIRCULATION

H. Street Improvements

A number of street improvements are identified in the Specific Plan, all of which are potential opportunities for street extensions or connections that will enhance the street grid in Downtown. Many of the potential improvements will only be achieved in conjunction with potential future redevelopment of certain areas, and as such are defined as "opportunities" in the Specific Plan rather than as definite projects (they are not included in the Specific Plan Project Description analyzed in the EIR – unless otherwise noted).

I. Proposed Street Improvements

The following improvements are built into the Specific Plan and are analyzed in the Specific Plan EIR:

1. 3rd Street Connection between Redlands Boulevard and State Street. 3rd Street will be extended south one-block from Redlands Boulevard to connect to a westerly connection of State Street, as part of the redevelopment of the Redlands Mall. It will be a two-way local street with one lane in each direction, with diagonal on-street parking.
2. Conversion of State Street from a one-way to two-way Street between Orange Street and 8th Street. This section of State Street, which is currently one-way eastbound, will be converted to a two-way street with one lane and angle parking in each direction. This will require: street re-striping, potential modification of planters, and reconstruction of the traffic signal at Orange and State Streets. No new significant construction for street widening is required. The timing of this improvement would only occur with the extension of State Street to the west or as determined by the City Council.
3. State Street Extension West of Orange Street. State Street will be extended west one block from Orange Street to a southerly extension of 3rd Street, as part of the redevelopment of the Redlands Mall. It will be a two-way local street with one lane in each direction, with diagonal on-street parking.

J. Potential Street Improvements

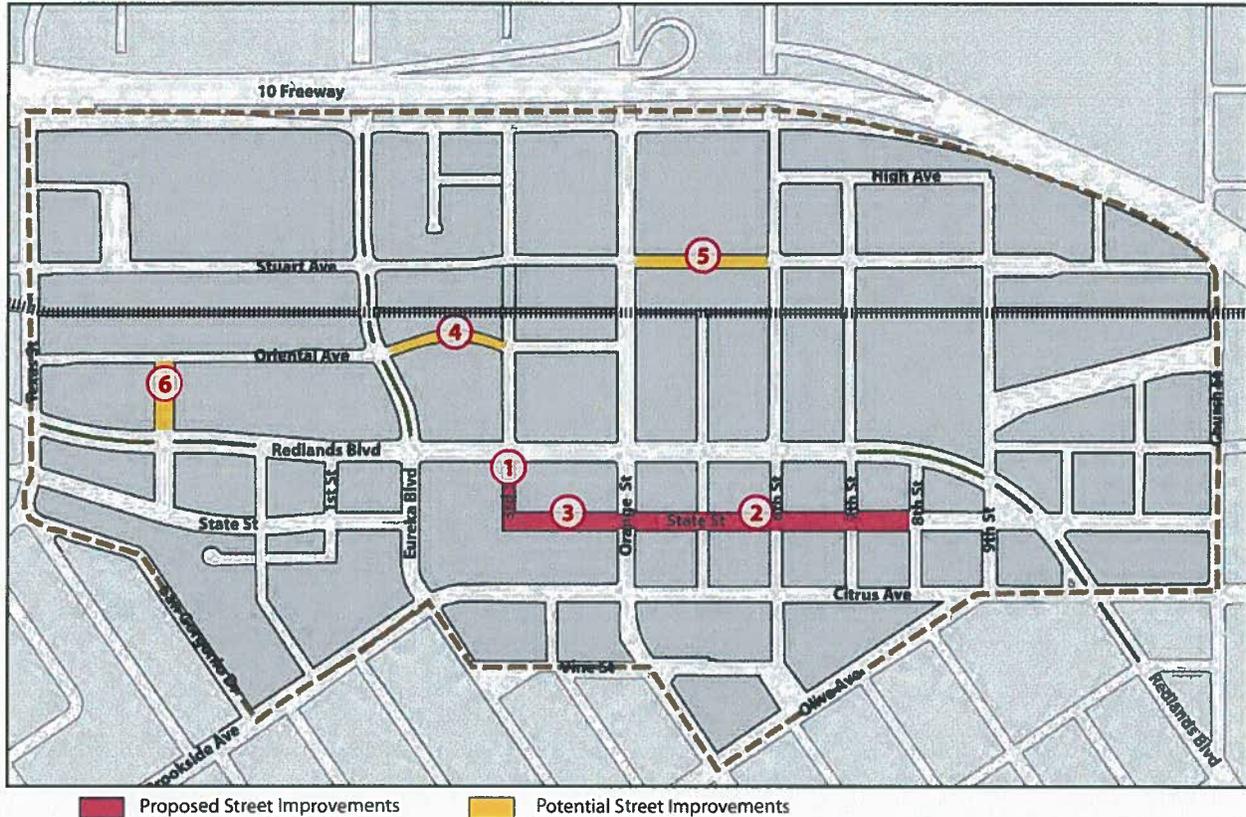
The following improvements are considered potential opportunities that could occur with future redevelopment, and are not analyzed in the Specific Plan EIR:

4. Oriental Avenue Connection between 3rd Street and Eureka Street. Oriental Avenue may be connected between 3rd Street and Eureka Street to provide a local street connection in this area, in conjunction with the Krikorian project. If connected, it will be a two-way street with one lane in each direction.
5. Stuart Avenue Connection. If and when the existing shopping center on the east side of Orange Street between Pearl Street and the railroad redevelops, consideration should be given to extending Stuart Avenue from Orange Street to 6th Street. This would enable Stuart Avenue to provide a continuous connection through the Downtown area. Such a connection should be a two-way local Street with one lane in each direction and on-street parking.
6. New North-South Street Connection to East of Texas Street. At such time as the area bounded by Eureka Street, Redlands Boulevard, Texas Street and Oriental Avenue is redeveloped, a new north-south street connecting Redlands Boulevard and Oriental Avenue should be constructed to provide for enhanced local circulation in this area. Such a connection should be a two-way Local Street with one lane in each direction and on-street parking.

2 THE PLAN

2.4 CIRCULATION

Street Improvement Diagram



K. Street Closures

A full and continuous street grid is important to the effective circulation of all modes, including walking in Downtown. Closing or vacating streets permanently for new developments may have negative long-term effects on Downtown circulation by making the street system more confusing to users and forcing higher traffic volumes on to other streets, thereby degrading both traffic and pedestrian conditions and creating longer blocks that are not pedestrian friendly.

The Specific Plan does not allow for any future closure or vacation of any street in the Downtown area that is classified in the General Plan as a Major Arterial, Secondary Arterial, or Collector Street. Stuart Avenue has been an important roadway for east and west bound traffic from the I-10 freeway to Redlands Boulevard within the downtown, therefore, Stuart Avenue should not be closed or vacated.

The closure or vacation of local streets is discouraged by the City. Local streets, at the discretion of City Council, may be closed or vacated in connection with an application for a new development project. The closure or vacation of any other street, or a request for closure or vacation of a local street not accompanied by a new development project, may only occur upon approval of an amendment to this Specific Plan.

- ① 3rd Street connection between Redlands Blvd and State St
- ② Conversion of State St from one-way to two-way between Orange Street and 8th Street
- ③ State Street extension west of Orange Street
- ④ Oriental Ave connection between 3rd St and Eureka St
- ⑤ Stuart Ave connection
- ⑥ New north-south Street connection to east of Texas St

2 THE PLAN

2.4 CIRCULATION

L. The City encourages transit oriented development within a 1/4 mile radius of a transit station. State Law permits a residential density bonus.

Transit oriented development within this area should consider:

Transit Proximity: Number of jobs and residents within 1/4 mile walking distance of transit.

Density: Higher numbers of residents and jobs per acre are often a Smart Growth planning objective, and are effective at reducing travel and other impacts, especially when accompanied by high levels of regional accessibility, mix of uses, and quality urban design. Development density is a useful indicator of Smart Growth plans, and is usually measured in terms of total population and employment per acre. Density also reduces the need to convert green field land to urban uses.

Diversity: Land use mix measures the relative balances of jobs and housing as well as the mix of retail and non-retail jobs within walking/ biking distance or, secondarily, short driving distance. Diversity is correlated with reductions in vehicle trips and vehicle miles, and is therefore an indicator of a Smart Growth plan.

Design: Smart Growth concepts often involve walkable neighborhoods. When measured in terms of connectivity and density of the street and pedestrian networks and sidewalk completeness, walkable urban designs are correlated with reduced vehicle travel, and represent a useful indicator of Smart Growth.

M. Transit Circulation

Bus service to Downtown is provided by Omnitrans which runs four routes into/through Downtown.

Key transit streets in the Downtown, those serving multiple transit routes and needing to accommodate buses, are shown in the Figure to the right and include:

1. Redlands Boulevard
2. Eureka Street
3. Orange Street
4. Stuart Avenue

Currently all bus routes serving Downtown travel along the section of Redlands Boulevard between Eureka Street and Orange Street, and stop between 3rd Street and Orange Street to provide convenient transfers between routes. This has several negative impacts, including pedestrians crossing Redlands Boulevard midblock, and the lack of on-street parking due to the bus stops. This bus transfer point could possibly be relocated to Stuart Avenue (See discussion below).

Commuter rail transit through Downtown is planned in the future. The Redlands Passenger Rail, currently being planned by SANBAG, will be a new passenger train service running from Redlands to Downtown San Bernardino, utilizing the existing rail right-of-way. A rail station is planned in Downtown adjacent to the historic Santa Fe Depot between Orange Street and Eureka Street.

The final site for the station platform has yet to be determined. However, the street entrance frontage to the station will be Stuart Avenue between Orange Street and Eureka Street. Stuart Avenue could provide vehicular access to the station, and be the location not only for bus access but also for bus transfers, and for kiss-and-ride drop-off of transit passengers. The existing bus transfer location on Redlands Boulevard could possibly be relocated to Stuart Avenue and be integrated with the rail station.

The SANBAG study has estimated the need for 260 to 300 parking spaces at the rail station. These will possibly be provided in a parking structure adjacent to the rail station.