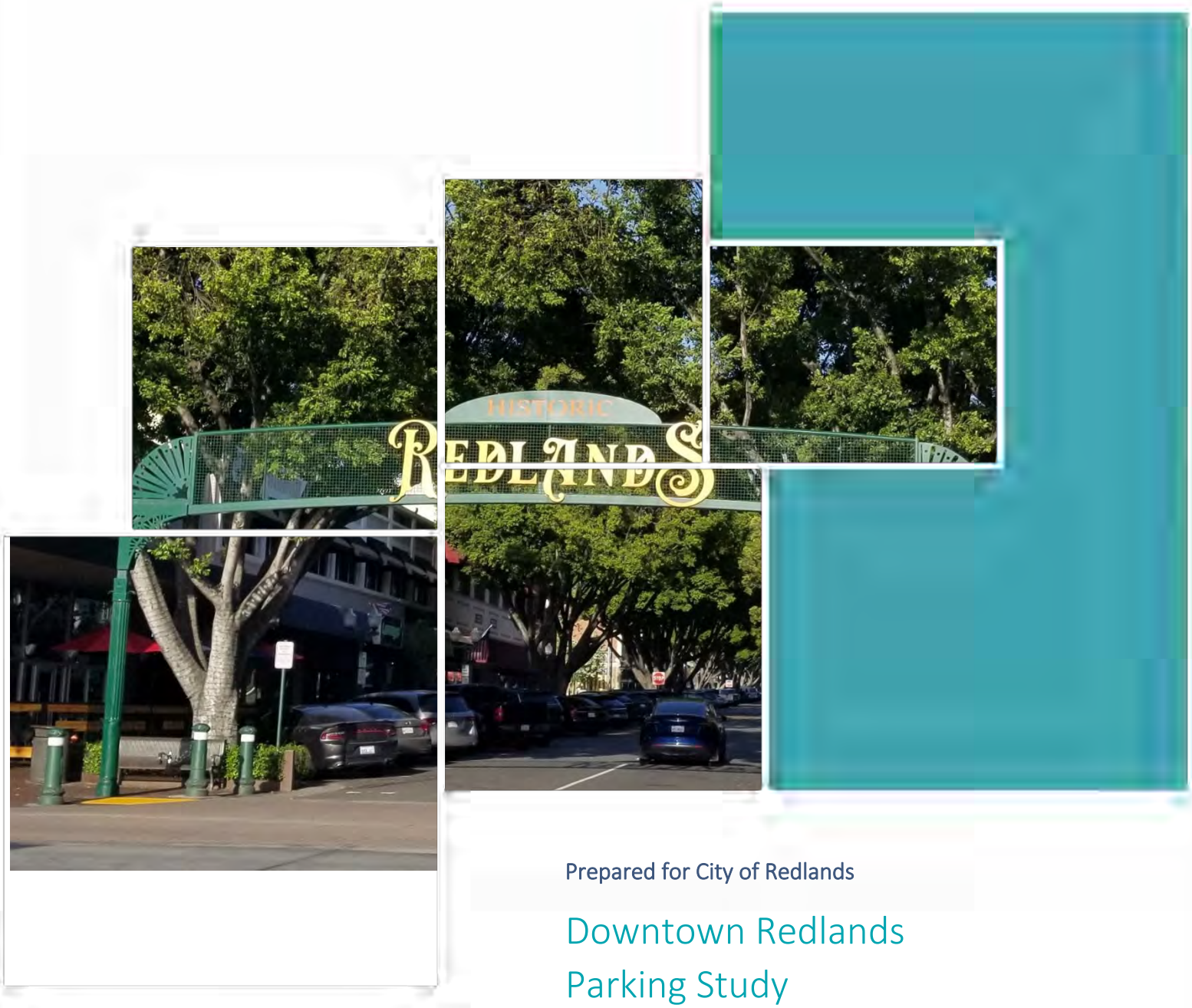

Prepared for City of Redlands

Downtown Redlands Parking Study

June 29, 2023

WALKER CONSULTANTS

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Executive Summary

The City of Redlands engaged Walker Consultants ("Walker") to conduct a comprehensive downtown parking study. This includes an overview of the existing parking conditions, a summary of key findings from community outreach, and parking strategy recommendations that align with existing downtown parking vision, goals, and policies outlined in the Transit Villages Specific Plan. Key findings include:

- More than half of the parking spaces in the core downtown area were unused during the busiest times (over 2,000 spaces, not including the spaces at the Redlands Mall).
- Parking spaces on and near State Street were often nearly fully occupied, making it difficult for the visitors who most value convenient access to find a parking space that meets their needs.
- New developments can be expected to further increase the pressure for street parking, and it may become even more difficult to find a convenient space if actions are not taken to manage demand.
- In light of existing and future conditions, and the community priorities revealed through public outreach, this report's recommendations for improving the parking experience in downtown Redlands include:
    1. Increase access to underutilized off-street facilities.
    2. Manage parking to ensure at least one or two spaces remain available in high demand areas; pilot a paid parking program on select streets and prime off-street facilities.
    3. Establish a parking benefit district.
    4. Improve the downtown pedestrian environment.
    5. Encourage the use of sustainable travel modes to reduce parking demand.
    6. Increase the supply of publicly available parking.

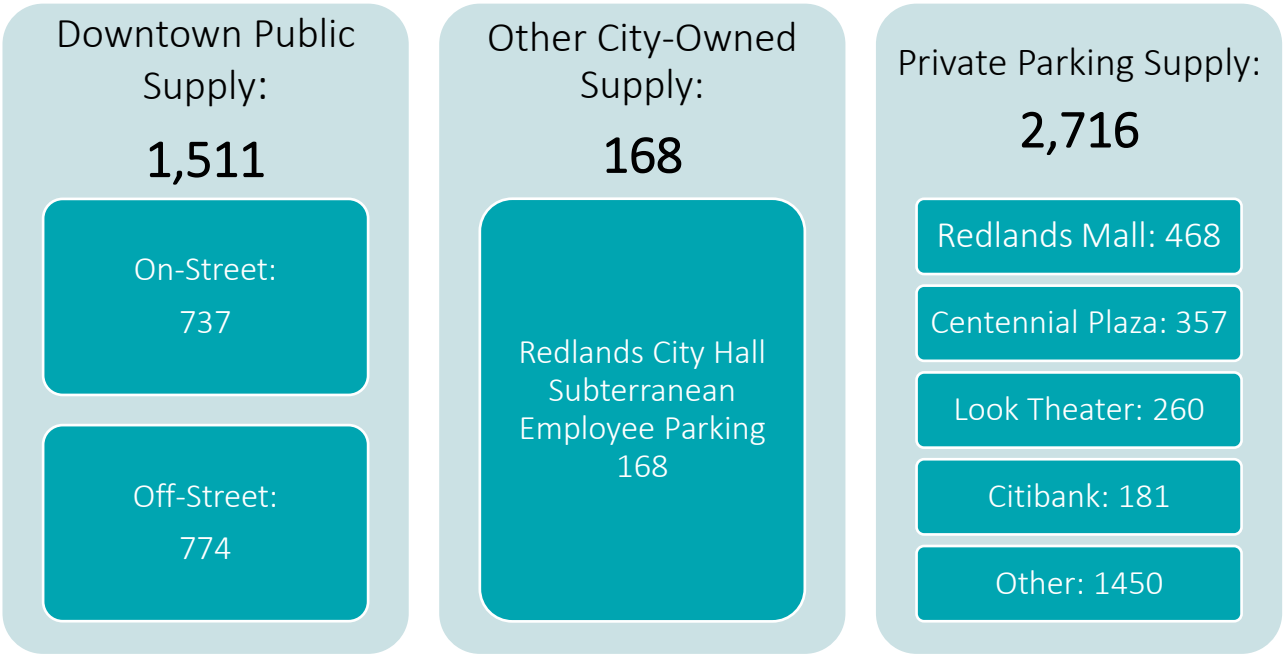
Existing Conditions

Study Area and Data Collection

- The study area was approximately bound by Stuart Avenue to the north, 9th Street to the east, Olive Avenue and Vine Street to the south, and Eureka Street to the west.
- Data was collected for public on- and off-street parking and private off-street facilities.
- Occupancy data collection occurred on Thursday, November 17 and Saturday, November 19, 2022, every two hours starting at 9:00 a.m. and ending at 7:00 p.m.
- Turnover data was collected on Thursday, November 17, 2022.
    - Partial license plate data was collected for all on-street spaces on State Street between Orange Street and 7th Street, and on 5th, 6th and 7th Street between Redlands Boulevard and Citrus Avenue.
    - Data was recorded every hour between 9:00 a.m. and 7:00 p.m.

Existing Parking Supply

The approximate inventories of public parking and private parking in the downtown at the time of the study are displayed below. City Hall subterranean parking will no longer be reserved for City employees only once City Hall relocates, and Redlands Mall parking will no longer be available once the site is redeveloped.



Existing Parking Demand

- Peak parking demand occurred at 1 p.m. on Thursday. At this time, 48% of parking spaces were occupied.
- Saturday parking demand was slightly lower but followed a similar pattern as Thursday.
- On-street parking in and around State Street, in the Ed Hales Park lot, and the Citrus Avenue parking structure was effectively full during peak periods on both Thursday and Saturday.
- There was significant parking availability in private off-street parking facilities.

How Long People Park

The turnover study area included 167 spaces in the downtown core—on State Street between Orange Street and 7th Street, and on 5th, 6th and 7th Street between Redlands Boulevard and Citrus Avenue.

- Most vehicles present during the peak were parked for one or two hours.
- There were 45 vehicles, likely belonging to employees or business owners, parked for four or more hours.
- 27% of the spaces in the turnover study area were occupied by long-term parkers.

Planned Development and City Hall Relocation

- New Developments
  - The City provided Walker with eleven downtown locations with expected development projects.
  - The Redlands Mall redevelopment will remove parking spaces currently provided for public use.
  - Most new developments will be west of Orange Street and will increase the demand for public parking in the area.
- City Hall Relocation
  - Redlands City Hall will be relocated from the corner of Citrus and Orange to 300 State Street.
  - When the current City Hall site is vacated, the site may be redeveloped, and existing or new subterranean parking will likely become publicly available.

Community Outreach Findings

Community outreach for this study was done in November and December of 2022 and included 155 intercept surveys of downtown visitors, 180 brief conversations with downtown employees, and two meetings with local business and property owners. Redlands' 2022 National Community Survey also included questions about parking.

Downtown Intercept Surveys and Employee Conversations

- Approximately half of intercept survey respondents in downtown Redlands were from Redlands, and approximately half were visiting from outside the City.
- Of the survey respondents in the State Street area, 67% reported quickly finding parking near their destination, 17% found a space near their destination after circling around for a while, 9% found parking quickly but not near their destination, and 7% spent time looking for parking near their destination but could not find one and parked further away.
- For approximately half of survey respondents, parking availability is an important factor when deciding where to go out for shopping or dining.
- Redlands has been moderately successful at encouraging longer-term parkers to park off-street but could do more to ensure that convenient on-street parking is available for people making short trips.
- Safety concerns often caused employees and business owners to park as near their workplace as possible, and some of their customers felt unsafe as well.
- Employees would appreciate more options to park without time limits.
- The lack of convenient available parking sometimes keeps potential customers away from downtown.

National Community Survey Findings

- Ease of travel by car in Redlands was rated as more satisfactory than ease of travel by walking, biking, or public transportation.
- Most respondents rated the ease of public parking and the convenience/location of parking downtown as either good or fair. The ease of finding public parking downtown was rated more satisfactorily than the ease of finding public parking in Redlands in general.

- Forty-three percent of participants considered it reasonable to walk at least three blocks from a parking space to their destination.
- In terms of resource allocation, Downtown parking was the least likely to be seen as a major priority for the City. It was the second least likely to be seen as the top priority, selected by only five percent of respondents. In general, people would prefer resources be allocated to issues of Homelessness, Public Safety, Sustainability and Climate Change, and Quality of Life, rather than Downtown parking.

Business Community Outreach Findings

- Many participants expressed their concern that the lack of convenient available parking drives potential customers away.
- Several participants said that a few employees and business owners might park all day in prime downtown spaces, which they believed should be left available for customers.
- Several people expressed concern that the lack of available parking regularly causes the public to park in private off-street spaces reserved for their businesses.
- Many participants expressed concern that the new development would reduce the supply of parking currently used by Downtown visitors and employees, while also creating new parking demand.
- Many participants were worried about safety and did not feel safe walking Downtown or entering a parking structure at night. Safety concerns often caused employees and business owners to park as near their workplace as possible, and some of their customers felt unsafe as well.
- Some people suggested that Redlands needed to construct a new parking structure with more convenient access to State Street.
- Some people believed Redlands should use pricing to ensure some convenient spaces remain accessible for customers making short trips and to discourage longer-term parkers from parking in prime spaces.
- Multiple people believed stronger parking enforcement would help the parking situation.
- Some people suggested that existing parking—such as the City Hall or Centennial Plaza spaces—could be opened up and shared with employees or the public to help manage demand.

Parking Strategy Recommendations

Parking strategies for Downtown Redlands were developed based on the existing conditions, community outreach findings, and case studies of parking management best practices. The strategies are supported by the downtown parking vision, goals, and policies outlined in the Transit Villages Specific Plan and by General Plan policies and actions. The City's Climate Action Plan also estimates greenhouse gas emissions reductions that will result from implementing General Plan policies related to parking and transportation improvements.

Actions	Rationale	Support
Strategy 1: Increase Access to Underutilized Off-Street Facilities.		
• Unbundle Parking • Increase Public Management and Ownership • Pursue Shared Use Agreements • Remove Restrictions Limiting the Use of Public Facilities • Develop Signage and Wayfinding • Create Employee Parking Plan and Program	Many parking spaces in Downtown Redlands are empty during times of high parking demand. Increasing access to these spaces will improve the parking options available for visitors.	**Transit Villages Specific Plan:** 6.3.F.4 **General Plan:** Chapter 2 – Distinctive City A.69, A.80, P.24, P.26, A.92, A.98, A.101 Chapter 3 – Prosperous Economy P.1, P.12, A.33, A.37 Chapter 4 – Livable Community P.45, A.120, P.56 Chapter 5 – Connected City P.5, P.12, A.5, A.17, A.22, P.29, A.70, A.73, A.75 Chapter 8 – Sustainable Community P.1, P.8, A.44, P.9, P.10
Strategy 2: Manage Street Parking and Prime Off-Street Facilities to Ensure Availability.		
• Increase Parking Enforcement • Implement Paid Parking Pilot • Adjust Time Limits at Underutilized On-Street Parking Locations • Develop and implement loading and deliveries plan	Some parking locations had occupancies greater than 85 percent, meaning drivers begin to perceive parking as "full" and are likely to spend more time circling to find a space, or even take their business elsewhere. Ensuring some convenient parking spaces are always available will improve the experience for visitors.	**Transit Villages Specific Plan:** 6.3.F.1 and 6.3.F.6 **General Plan:** Chapter 2 – Distinctive City P.24, P.26, A.92, A.101 Chapter 3 – Prosperous Economy P.1, A.8, P.12, A.33, A.37 Chapter 4 – Livable Community A.16, P.45, A.120, P.56, P.61 Chapter 5 – Connected City P.5, A.17, P.22, P.29, A.73, A.75 Chapter 7 – Healthy Community P.44, P.45, P.49 Chapter 8 – Sustainable Community P.1, A.44, P.9

Actions	Rationale	Support
Strategy 3: Establish a Parking Benefit District.		
• Establish a Parking Benefit District	Downtown business owners have a keen awareness of parking and access issues, needs, and opportunities. Their involvement can help ensure the success of downtown parking management initiatives and support the continued vitality of the area.	**Transit Villages Specific Plan:** 6.3.F.7 **General Plan**: Chapter 2 – Distinctive City: P.6, A.92, A.95, A.101 Chapter 3 – Prosperous Economy: P.1, P.12, P.14, A.33, A.35, A.37, A.40 Chapter 4 – Livable Community: A.16, P.43, P.45, A.120, A.125, P.61 Chapter 5 – Connected City: A.12, A.22, P.29 Chapter 7 – Healthy Community: P.24, A.71, P.48
Strategy 4: Improve the Downtown Pedestrian Environment.		
• Improve Safety • Increase Shade Coverage • Make Aesthetic Improvements to Walkways	Improving the walkability and security of the downtown environment can increase the attractiveness of parking locations previously deemed undesirable due to their distance from popular destinations, effectively increasing the parking supply while also enhancing the aesthetic character of the area.	**Transit Villages Specific Plan:** 6.3.F.3 **General Plan:** Chapter 2 – Distinctive City P.7, A.2, A.16, A.18, A.37, P.18, A.80, P.24, P.26, A.92, A.95, A.99, A.100, A.102 Chapter 3 – Prosperous Economy P.1, P.12, A.33, A.37, A.38, A.40 Chapter 4 – Livable Community A.16, A.89, A.90, P.43, P.44, P.45, A.120, A.125, A.126, A.127, P.56, P.59 Chapter 5 – Connected City P.4, P.5, P.6, P.9, P.11, P.16, A.4, A.5, A.8, A.17, P.18, P.19, A.18, A.19, A.20, A.22, A.36, A.44, A.67, A.68, A.73, A.75 Chapter 7 – Healthy Community P.16, P.17, A.39, A.46, P.23, A.68, A.69, A.73, P.44, P.45 Chapter 8 – Sustainable Community P.1, A.10, A.44, P.9

Actions	Rationale	Support
Strategy 5: Encourage the Use of Sustainable Transportation.		
• Provide Secure Bike Parking • Pilot a Shared Mobility Service • Develop a Parking Cash-Out Program • Create Transportation Wallet Program • Increase Awareness of Alternatives to Driving Alone • Consider a Downtown Trolley Pilot	A policy environment that facilitates and encourages the use of alternative transportation modes can reduce parking demand without a corresponding decrease in economic vitality. Community outreach revealed both room for improvement and community interest in alternative modes of transportation.	**Transit Villages Specific Plan:** 6.3.F.8 **General Plan:** Chapter 2 – Distinctive City P.7, A.6, P.24, P.26, A.92, A.99, A.102 Chapter 3 – Prosperous Economy P.1, A.8, P.12, A.33, A.37, A.40 Chapter 4 – Livable Community A.16, A.89, P.43, P.44, P.45, P.46, A.120, A.125, A.126, A.127, A.128, P.56, P.59 Chapter 5 – Connected City P.4, P.5, P.6, P.8, P.9, P.11, P.12, P.13, P.16, A.3, A.4, A.5, A.8, A.11, A.18, A.20, P.20, P.21, A.25, A.26, A.27, A.29, P.22, A.35, A.36, A.37, A.44, P.26, P.27, A.61, A.63, A.67, P.28, A.71, A.72, A.75 Chapter 7 – Healthy Community P.16, P.17, A.39, A.44, A.45, A.46, P.23, A.69, P.44, P.45, P.46, A.145, A.150 Chapter 8 – Sustainable Community P.1, P.9
Strategy 6: Increase the Supply of Publicly Available Parking.		
• Unbundle Parking • Increase Public Management and Ownership • Pursue Shared Use Agreements • Increase Capacity with Valet Assist Parking • Consider Investing in Additional Structured Parking	Creating new parking options can improve access to downtown by allowing more visitors and employees to park near their destinations.	**Transit Villages Specific Plan:** 6.3.F.9 **General Plan:** Chapter 2 – Distinctive City A.69, P.24, P.26, A.92, A.101 Chapter 3 – Prosperous Economy P.1, P.12, A.33, A.37, A.38 Chapter 4 – Livable Community A.16, P.45, A.120, P.56, P.59, P.29 Chapter 5 – Connected City P.5, A.17, A.70, A.73, A.75, A.80 Chapter 7 – Healthy Community P.23, A.68, A.73 Chapter 8 – Sustainable Community P.8, A.44, P.10

01 Introduction

1. Introduction

The City of Redlands engaged Walker Consultants ("Walker") to conduct a downtown parking study pursuant to an RFP issued in May 2022. This includes an overview of the existing parking conditions, a review of existing planning documents and conditions in the study area, a summary of downtown vision, goals and strategies, and the development of action steps and implementation details.

This report is organized into four sections: (1) Introduction, (2) Existing Conditions, (3) Vision, Goals and Strategies, and (4) Action Steps and Implementation Details.

Report Outline

1. Introduction
2. Existing Conditions
3. Vision, Goals, and Strategies
4. Action Steps and Implementation Details

Setting

Redlands is located in San Bernardino County, California. The City was once the Washington naval orange growing capital of the world and boasts several distinctive late 1800's buildings, such as the A.K. Smiley Library and Morey House, in addition to the Redlands Bowl amphitheater. Redlands is located just south of the terminus of State Route 210 at Interstate 10 and is a destination that attracts visitors from the mountain communities to the north. Downtown Redlands is accessible from the Interstate 10 from the west, Interstate 10 and SR-39 from the east, and State Route 210 from the north. Figure 1 shows the location of the City of Redlands in the context of the surrounding area.

Figure 1: Downtown Redlands Context Map

Source: Aerial Image – *Google Earth Professional*, 2023.

Redlands has a population of approximately 73,280 people, according to the U.S. Census 2021 population estimates. The City and downtown in particular are growing, with several housing projects and commercial developments planned within the downtown study area, including redevelopment of the Redlands Mall.

Purpose of the Study

The City of Redlands, its businesses, residents, and visitors are at the confluence of converging and complimentary trends, providing an opportunity to rethink how travel and access should be provided to enhance the quality of life in the City's historic Downtown area. The traditional paradigm of transportation in California that requires a parking space for every person who patronizes and works at a restaurant or other business in the City is evolving. New laws such as Assembly Bill (AB) 2097 have abolished minimum parking requirements for most land uses with access to high quality transit. New technologies and changing consumer preferences for the simple convenience and pleasure of bicycling and walking allow the public choices other than relying on driving and parking to reach their destination. At the same time, Walker recognizes that the majority of access will continue to occur via private vehicles in the immediate future. Vehicle travel should be accommodated and managed efficiently to maximize the use and utility of existing parking assets.

The inefficiency and cost of devoting too much land to parking spaces or inefficiently managing that space can be detrimental to the vibrancy of a mixed-use downtown area, constraining business and limiting the City's ability to advance mobility and climate goals. An inefficient parking system increases traffic, deters bicycling and walking, prevents existing businesses from expanding or new business from opening, and limits the number of businesses and destinations to visit in the City.

With the planned addition of approximately 1,000+ residential units to downtown Redlands, the time is now for the City to take a comprehensive look at parking and mobility in its Downtown core to ensure that the system serves the needs of both existing and future businesses, residents, and visitors in an effective and efficient manner.

In an era of changing mobility and consumer demands, this study and plan seek to address how valuable parking assets, curb space, and public space can be planned, organized, and optimized to balance needs, accommodate demand, and achieve the City's goals.

Study Area

The study area included public on- and off-street parking within the area approximately bound by Stuart Avenue to the north, 9th Street to the east, Olive Avenue and Vine Street to the south, and Eureka Street to the west. In addition to studying publicly available parking, Walker also included larger private off-street parking facilities, to understand how private parking supplies were being utilized within the study area. Select private off-street parking facilities just outside of the study area that stakeholders and Walker identified as being of potential interest were also included.

Along with the on-street parking available on most streets in the study area, there are two public parking garages, four public surface parking lots/areas, and the City Hall parking structure currently reserved for City Hall employees, but which may increase the publicly available parking supply when City Hall moves to the Citibank building. Most of the private off-street parking facilities in the study area are surface lots, with subterranean parking components at both Citrus Plaza and the Citibank building. Figure 2 shows the study area.

Figure 2: Downtown Redlands Study Area

Source: Aerial Image – *Google Earth Professional*, 2023; Graphic – *Walker Consultants*, 2023.

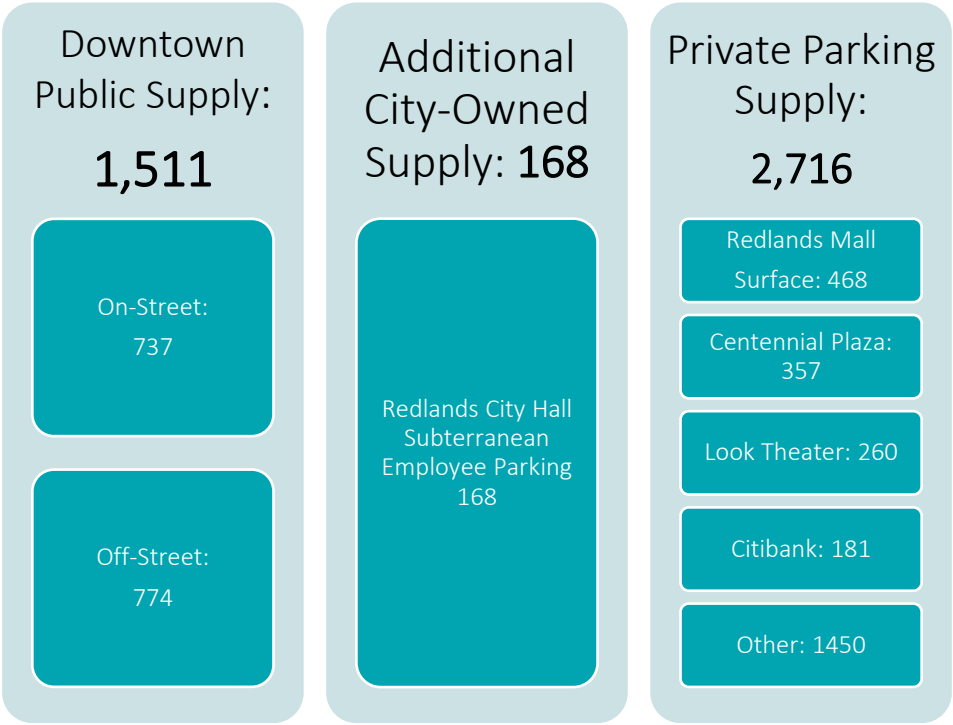
02 Existing Conditions

2. Existing Conditions

This Existing Conditions chapter provides an overview of the existing parking conditions observed in the study area. This includes the number of parking spaces available within the study area, how occupied these spaces are during hours of peak parking demand, and the typical length of time people park. It also includes current community perspectives on parking in downtown Redlands, as summarized in the Downtown Parking Surveys, National Community Survey, Employee Surveys and Conversations, and Business Community Outreach subsections. Finally, it concludes with a review of current downtown parking plans, policies, standards, and management practices in Redlands and highlights case studies of practices used in other cities.

Parking Supply

Inventories of the number of parking spaces were collected in the study area. These included on-street parking, public parking lots and garages, and private parking lots and garages. In addition to having access to public parking, City of Redlands employees have subterranean parking at the existing City Hall site. Overall, Walker identified 4,395± spaces in the downtown area. Of these spaces, there are 737± on-street spaces and 3,658± off-street spaces.



In approximately 1989, the development of the retail project at the Centennial Plaza removed a municipal parking lot. Per a Disposition Development Agreement, the developer and owner of the property was required to provide a replacement of 53 permanent public parking spaces. The 53 spaces could be located anywhere within the parking fields (underground or street level) and marked as Public Parking. In recent years, the marked spaces underground have been gated and restricted to employee-only access, for safety concerns. City staff have recently re-initiated conversation regarding how the 53 spaces can be made available to the public.

While it is not currently accessible to the public, Walker also inventoried and collected parking occupancy counts at the subterranean employee parking underneath the existing City Hall complex. Additionally, the Redlands Mall is slated for redevelopment, but for now parking demand in its surface parking lot was included in the study, since the parking closest to State Street is used by both employees and customers of State Street businesses. Subterranean parking at the Mall is gated, inaccessible, and not in use.

The parking supply counted for this study is summarized in Table 1.

Table 1: Study Area Parking Supply

Area	Supply (Spaces)
On-Street Parking	737
Public Off-Street (Letter on Map)	
Stuart Av. Parking Structure (A)	385
Orange St. Parking Lot (K)	53
Ed Hales Park Lot Block 12 (N)	61
City Hall Surface Parking (Q)	25
Citrus Av. Parking Structure (R)	194
Block 22 (AA)	56
Public Off-Street Total	**774**
Additional Publicly Owned Off-Street	
City Hall Underground Employee Parking (P)	168
Private Off-Street	
Private Lot (B)	14
Red Rooster (C)	16
Look Theater (D)	260
Private Lot (E)	177
Denny's (F)	64
Century 21 (G)	76
Redlands Mall (H)	468
Block 6 Lot (I)	146
Boiler Room (J)	47
Private Lot (L)	41
Centennial Plaza (M)	357
Provident Bank (O)	19
United Methodist (S)	38
Redlands Pawn (T)	32
Redlands Plaza (U)	98
Misc. Lots (V)	58
Wells Fargo (W)	70
Citizen's Bank (X)	99
Misc. Lots (Y)	62
The Door (Z)	54
Redlands Mill (BB)	40
Bank of America (CC)	53
Citibank (DD)	181
Misc. Lots (EE)	30
Misc. Lots (FF)	77
Bear Valley Water (GG)	17
First Congregational (HH)	69
Theron's (II)	20
First Presbyterian (JJ)	33
Private Off-Street Total	**2,716**

[1]Lettering assigned to off-street lots for data collection, mapping (see Figure 2), and analysis purposes. These are not official designations.
Source: *Walker Consultants*, 2023.

Parking Restrictions and Enforcement

Most on-street parking in the study area is time restricted; approximately 70% of the spaces had posted time limits, with the most prevalent time limit being two hours. On side streets and certain edges of the study area, on-street parking is unrestricted. Off-street public parking is currently unrestricted in structures and restricted to three hours in core area surface lots, while private off-street parking is generally restricted to customer parking only. There is no hourly paid parking in the study area, although stakeholders indicated that some businesses lease reserved off-street spaces behind businesses for employee parking.

Existing Parking Demand

Walker evaluated parking demand within the downtown study area by conducting occupancy counts of parked cars. Data collection occurred on Thursday, November 17, 2022, and Saturday, November 19, 2022. Counts were collected every two hours starting at 9:00 a.m. and ending at 7:00 p.m.

The intent of the data collection effort was to gain an understanding of peak parking conditions on a typical weekday and weekend day. Appendix A provides additional information regarding the data collection methodology.

At the time of data collection, most commercial properties on State Street were occupied. The Stuart Avenue parking structure had been open for a few months, and there was some ongoing development activity in the study area. There were no Covid-19 related restrictions or parking closures in place.

Overall, peak parking demand occurred at 1 p.m. on Thursday. During the peak, the parking in the study area experienced a utilization rate of 48% with 1,875± spaces occupied and 2,052± spaces available. The number of spaces occupied includes the parking demand observed at the Redlands Mall, but the number of spaces available does not include the mall inventory since a development project will remove this parking in the near future. At this time, 70% of on-street spaces (513± spaces), 52% of public off-street spaces (399± spaces), 47% of City Hall employee spaces (79± spaces), and 39% of private off-street spaces (884± spaces) were occupied.

Target Parking Utilization

85% occupancy is the optimal goal for downtown parking utilization. At 85%, **most spaces are utilized** while those seeking a space can find one with minimal searching.

When occupancy is **over 85%,** people begin perceiving parking as **"full"** and often must **search longer** to find a space.

*Peak parking demand occurred at **1 p.m.** on Thursday. At this time, **48% of downtown public parking spaces were occupied**.*
There is parking availability in the study area, but there are also localized areas of parking congestion.

Typically, parking programs use an 85% utilization rate as the target for on-street parking to ensure most spaces are being utilized, while adequate availability also remains for those seeking a space. Off-street parking facilities can have an acceptable parking occupancy rate of 90% or higher, especially for facilities where employees are regularly parking, although the 85% for off-street parking simply represents a higher level of service to the driver (more regular availability provided). In general, when parking facilities experience occupancies greater than 85%,

users begin to perceive parking as "full" and are likely to spend more time circling to find a space. At 85%, most spaces are being utilized, but drivers seeking a space can find one with minimal searching. Therefore, 85% is typically used as a target for optimal parking occupancy on a typical day. This target provides a 15% cushion of parking supply for the busiest days when drivers will spend more time to find a space.

With peak occupancies for both on-street and off-street public parking facilities well below 85%, parking availability in the study area is high even during peak conditions; however, there are localized areas of parking congestion which may contribute to perceptions of lack of parking. Visitors to downtown likely experience challenges finding an available space exactly where they want it during peak demand hours.

Details of both Thursday and Saturday parking occupancy counts are provided in the following sections.

Thursday Parking Occupancy

As stated in the previous section, peak parking demand for the study area occurred on Thursday at 1 p.m., with 1,875± spaces occupied (including at the Redlands Mall parking lot), 2,052± spaces available (excluding the Redlands Mall parking supply), and a utilization rate of 48%. At this time, 70% of on-street spaces (513± spaces), 51% of public off-street spaces (399± spaces), 47% of City Hall employee spaces (79± spaces), and 39% of private off-street (884± spaces) were occupied.

During this time, while there were many empty parking spaces within the downtown area, there were also pockets of high demand, particularly the on-street parking on and around State Street and parking in the Citrus Avenue parking structure. There was significant availability in outlying areas of on-street parking and in private parking lots that are not necessarily open to the general public.

Available on-street parking was primarily located north of Redlands Boulevard, west of Orange Street, and south of Olive Street. Table 2 provides a summary of parking occupancies and utilization experienced during the Thursday peak, and

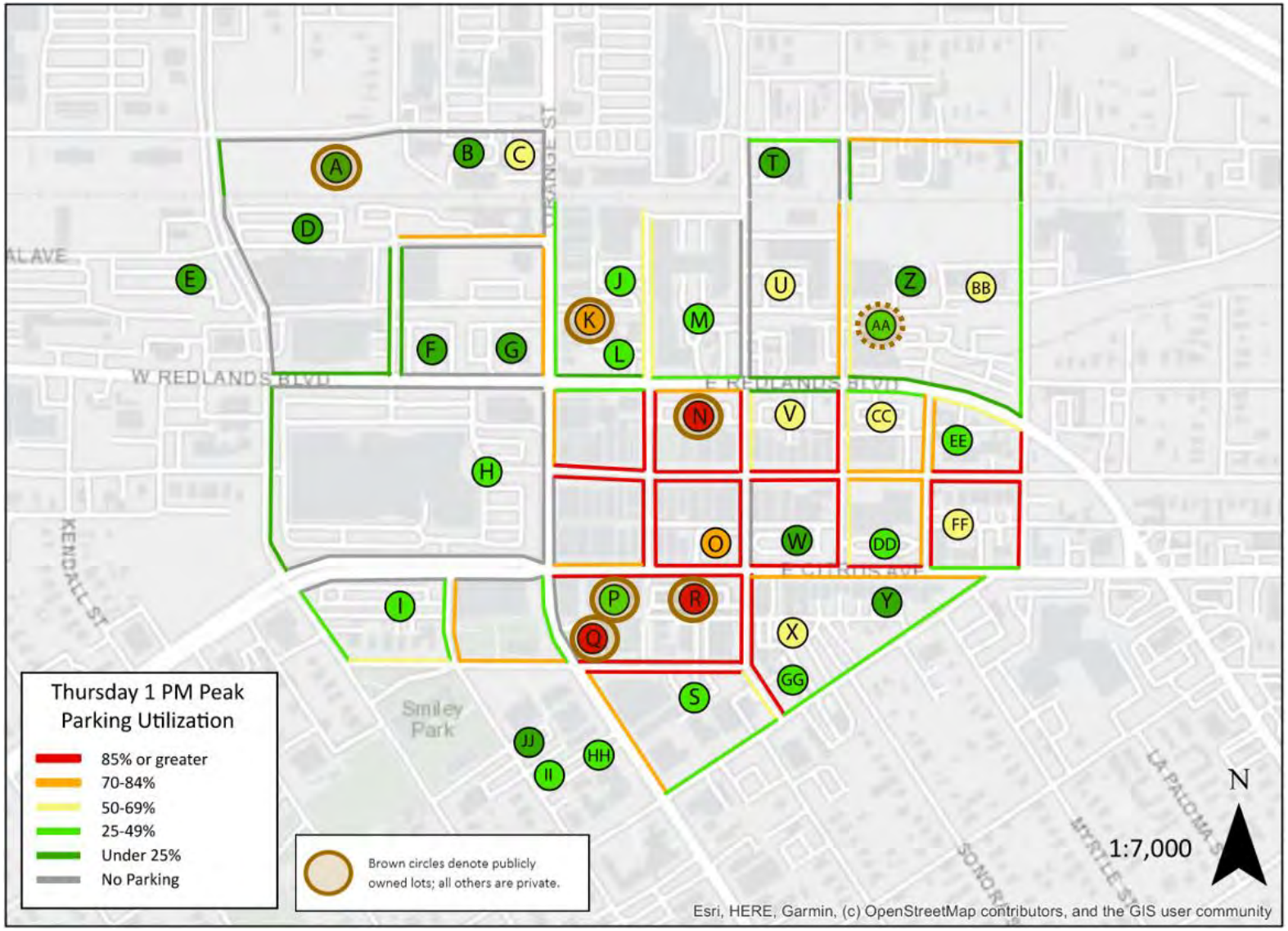
Figure 3 displays peak hour utilization by individual street segment and off-street facility.

Table 2: Thursday Peak Parking Occupancy and Utilization by Facility, 1 p.m.

Area	Supply (Spaces)	Occupancy	Utilization
On-Street Parking	**737**	**513**	**70%**
Public Off-Street			
Stuart Av. Parking Structure (A)	385	61	16%
Orange St. Parking Lot (K)	53	39	74%
Ed Hales Park Lot Block 12 (N)	61	59	97%
City Hall Surface Parking (Q)	25	22	88%
Citrus Av. Parking Structure (R)	194	192	99%
Block 22 (AA)	56	26	46%
Total Public Off-Street	**774**	**399**	**52%**
Additional Publicly Owned Off-Street			
City Hall Underground Employee Parking (P)	168	79	47%
Private Off-Street			
Private Lot (B)	14	0	0%
Red Rooster (C)	16	9	56%
Look Theater (D)	260	45	17%
Private Lot (E)	177	1	1%
Denny's (F)	64	14	22%
Century 21 (G)	76	18	24%
Redlands Mall (H)	--*	173	37%
Block 6 Lot (I)	146	40	27%
Boiler Room (J)	47	14	30%
Private Lot (L)	41	18	44%
Centennial Plaza (M)	357	129	36%
Provident Bank (O)	19	15	79%
United Methodist (S)	38	13	34%
Redlands Pawn (T)	32	5	16%
Redlands Plaza (U)	98	52	53%
Misc. Lots (V)	58	38	66%
Wells Fargo (W)	70	15	21%
Citizen's Bank (X)	99	56	57%
Misc. Lots (Y)	62	12	19%
The Door (Z)	54	0	0%
Redlands Mill (BB)	40	24	60%
Bank of America (CC)	53	37	70%
Citibank (DD)	181	56	31%
Misc. Lots (EE)	30	13	43%
Misc. Lots (FF)	77	48	62%
Bear Valley Water (GG)	17	6	35%
First Congregational (HH)	69	26	38%
Theron's (II)	20	5	25%
First Presbyterian (JJ)	33	2	6%
Total Private Off-Street	**2,248**	**884**	**39%**
Grand Total	**3,927**	**1,875**	**48%**

Note: * - Redlands Mall not included in parking supply since an entitled project will eliminate it as a source of public Downtown parking. Observed parking demand in the lot has been included in the analysis since it is existing Downtown parking demand.

Figure 3: Thursday Peak Parking Utilization, 1 p.m.



Source: *Walker Consultants*, 2023.

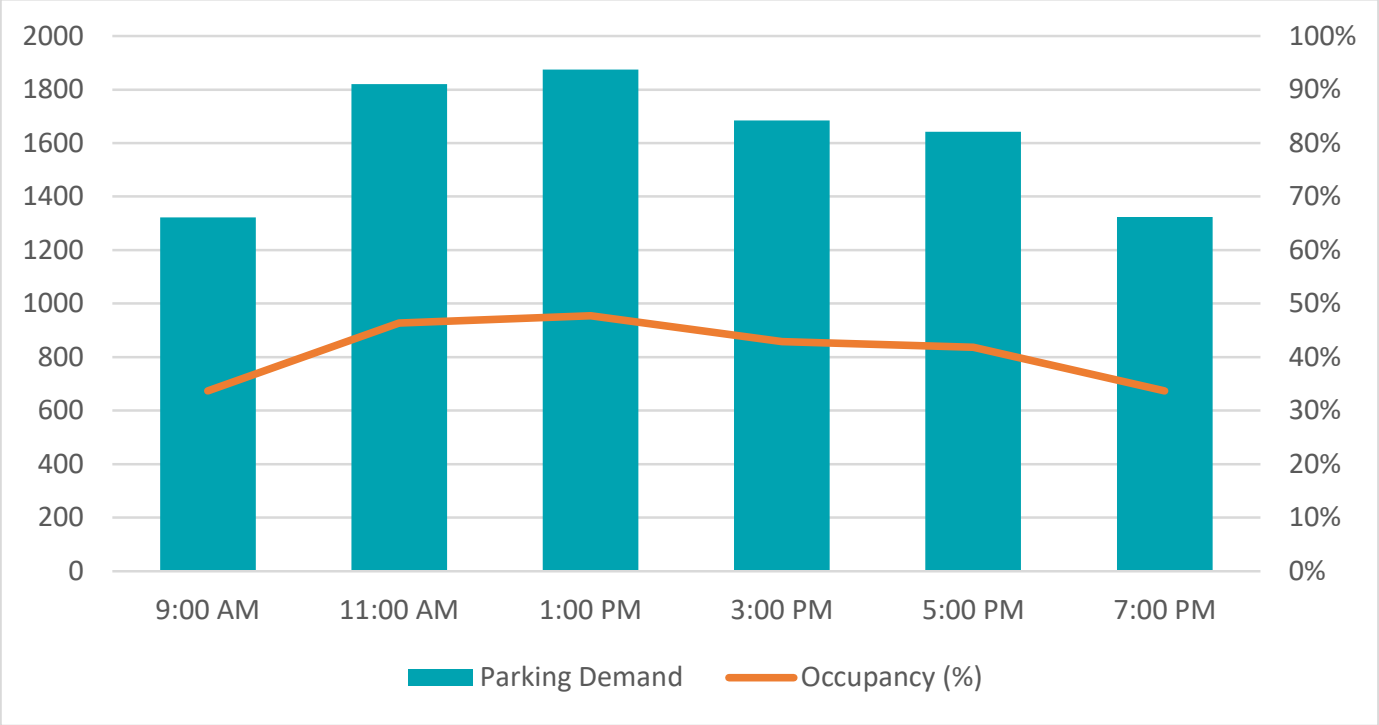
Thursday Parking Demand Over Time

Parking occupancy counts were collected at 9 a.m., 11 a.m., 1 p.m., 3 p.m., 5 p.m., and 7 p.m. While parking demand peaked at 1 p.m., parking utilization was similar during the 11 a.m. count.

The 9 a.m. and 7 p.m. counts experienced the lowest parking occupancies, as the study area exhibited weekday peaks driven by daytime office employees, dining, and retail uses.

Overall, the results of the data collection effort reveal that Downtown Redlands experiences high weekday parking demand during lunch hour that gradually declines throughout the day. Figure 4 provides a summary of the total number of vehicles observed (Parking Demand) and share of parking spaces that were occupied (Occupancy %) at each time.

Figure 4: Thursday Parking Occupancies Over Time



Source: *Walker Consultants*, 2023.

Thursday Parking Occupancy Key Findings

- Peak public parking demand occured at 1 p.m. with 48% of spaces occupied.
- There was significant parking availability at this time in private off-street parking facilities.
- On-street parking in and around State Street, in the Ed Hales Park lot, and the Citrus Avenue parking structure was effectively full.
- Parking demand generally builds in the morning, peaks during the lunchtime hours, and declines over the course of the afternoon and into the evening.
- Existing peak public parking demand does not exceed the 85% target utilization threshold overall, indicating that parking overall is adequate but may require management to free up the prime parking areas which tend to be full throughout the day and into the evening.

Saturday Parking Occupancy

Parking occupancy counts were collected on Saturday at 9 a.m., 11 a.m., 1 p.m., 3 p.m., 5 p.m., and 7 p.m. The peak parking demand observed was at 11 a.m. At this time, the study area was 40%± utilized with 1,563± spaces occupied. On-street parking was 65% utilized, with off-street parking less utilized.[1]

During this time, while there were many empty parking spaces within the downtown area, there were also pockets of high demand, particularly the on-street parking on and around State Street and parking in the Citrus Avenue parking structure. There was significant availability in outlying areas of on-street parking and in private parking lots that are not necessarily open to the general public.

Available on-street parking was primarily located north of Redlands Boulevard, west of Orange Street, and south of Olive Street. Table 3 provides a summary of parking occupancies and utilization observed during the Saturday peak, and Figure 5 displays peak hour utilization by individual street segment and off-street facility. In general, the study area experienced similar patterns of parking demand on Saturday compared to Thursday, though slightly lower occupancies.

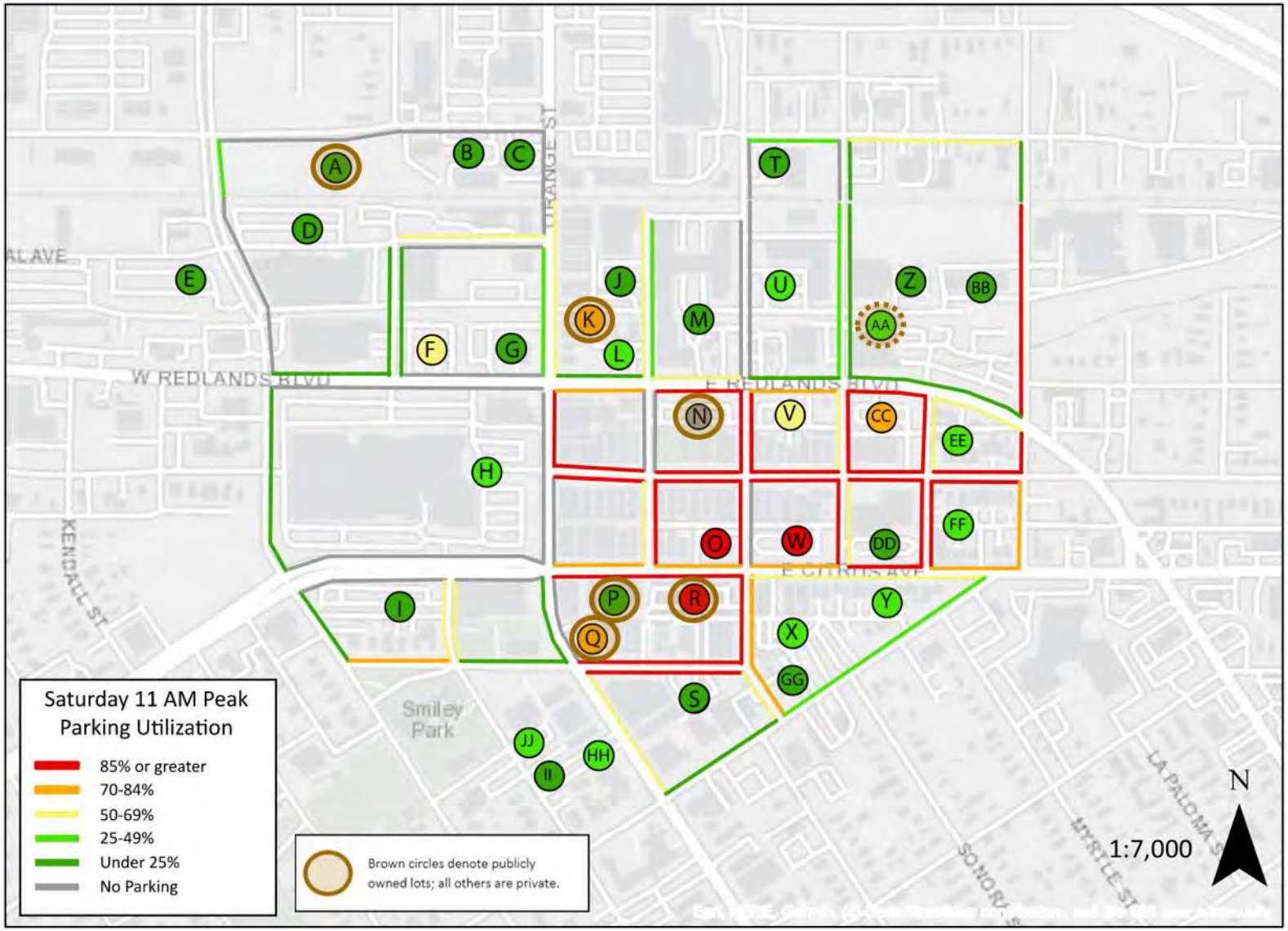
[1] Occupancy counts were conducted before the new Farmers' Market, which impacts demand and availability. Ed Hale's parking lot (61 spaces) is now open on Saturday mornings, but street parking is taken away (127 spaces) for a net loss of 66 spaces compared to when data collection occurred. However, the increase in Saturday demand/decrease in supply would not alter any of the key recommendations.

Table 3: Saturday Parking Occupancy and Utilization by Facility, 11 a.m.

Area	Supply	Occupancy	Utilization
On-Street Parking	**737**	**480**	**65%**
Public Off-Street			
Stuart Av. Parking Structure (A)	385	36	9%
Orange St. Parking Lot (K)	53	38	72%
Ed Hales Park Lot Block 12 (N)	61	(closed)*	(closed)*
City Hall Surface Parking (Q)	25	21	84%
Citrus Av. Parking Structure (R)	194	194	100%
Block 22 (AA)	56	15	27%
Total Public Off-Street	**774**	**304**	**39%**
Additional Publicly Owned Off-Street			
City Hall Underground Employee Parking (P)	168	40	24%
Private Off-Street			
Private Lot (B)	14	0	0%
Red Rooster (C)	16	2	13%
Look Theater (D)	260	63	24%
Private Lot (E)	177	9	5%
Denny's (F)	64	42	66%
Century 21 (G)	76	1	1%
Redlands Mall (H)	--**	196	42%
Block 6 Lot (I)	146	13	9%
Boiler Room (J)	47	6	13%
Private Lot (L)	41	16	39%
Centennial Plaza (M)	357	41	11%
Provident Bank (O)	19	18	95%
United Methodist (S)	38	7	18%
Redlands Pawn (T)	32	5	16%
Redlands Plaza (U)	98	25	26%
Misc. Lots (V)	58	34	59%
Wells Fargo (W)	70	66	94%
Citizen's Bank (X)	99	27	27%
Misc. Lots (Y)	62	18	29%
The Door (Z)	54	1	2%
Redlands Mill (BB)	40	8	20%
Bank of America (CC)	53	45	85%
Citibank (DD)	181	15	8%
Misc. Lots (EE)	30	13	43%
Misc. Lots (FF)	77	27	35%
Bear Valley Water (GG)	17	4	24%
First Congregational (HH)	69	24	35%
Theron's (II)	20	3	15%
First Presbyterian (JJ)	33	10	30%
Total Private Off-Street	**2,248**	**739**	**33%**
Grand Total	**3,927**	**1,563**	**40%**

Note: *Ed Hales Park lot closed to parking due to presence of a farmer's market.
** - Redlands Mall not included in parking supply since an entitled project will eliminate it as a source of public Downtown parking. Observed parking demand in the lot has been included in the analysis since it is existing Downtown parking demand.

Figure 5: Saturday Parking Utilization, 11 a.m.



Source: *Walker Consultants*, 2023.

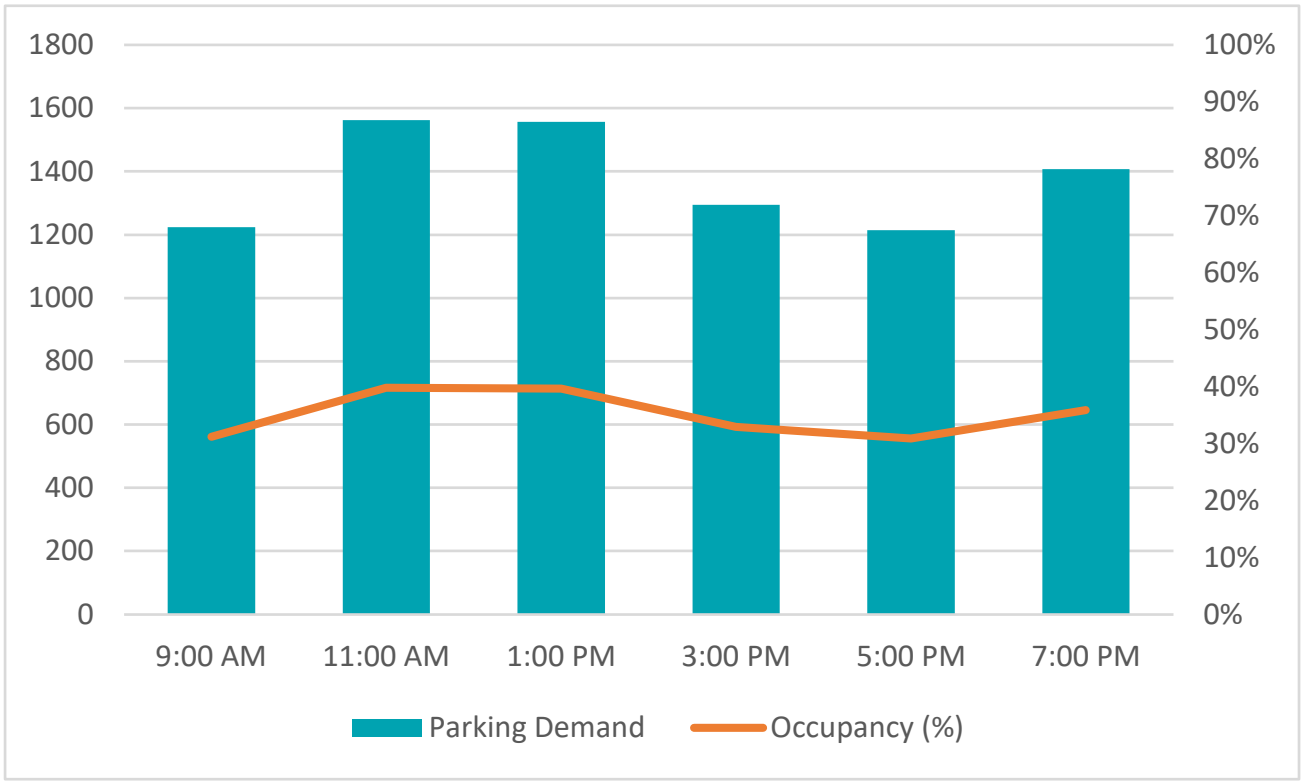
Saturday Parking Demand Over Time

Parking occupancy counts were collected at 9 a.m., 11 a.m., 1 p.m., 3 p.m., 5 p.m., and 7 p.m. While parking demand peaked at 11 a.m., parking utilization was similar during the 1 p.m. count.

The 9 a.m. and 5 p.m. counts had the lowest parking occupancies. There was a second, lesser peak at 7:00 p.m. Saturday parking demand was driven by the farmer's market and lunch and dinnertime at restaurants.

Figure 6 provides a summary of the number of vehicles observed (Parking Demand) and share of parking spaces that were occupied (Occupancy %) at each observation time.

Figure 6: Saturday Parking Occupancies Over Time



Source: *Walker Consultants*, 2023.

Saturday Parking Occupancy Key Findings

- On Saturday, parking in the study area was 40% utilized overall during lunchtime.
- Saturday experienced a similar pattern of parking demand as Thursday, with on-street parking on State Street and the Citrus Avenue parking structure being the fullest parking areas. On Saturday evenings, demand is higher than on Thursdays due to weekend dining in the study area.

How Long Do People Park?

Walker conducted a parking turnover, or length-of-stay (how long a vehicle is parked in a space) study for select on-street spaces within the study area, focused along State Street. Most of the spaces in the turnover study area are time-limited with 30-minute or 2-hour time limits. The intent of the turnover analysis was to understand the extent to which long-term parkers, such as employees and business owners, are parking in the most convenient parking spaces, which are typically meant to be prioritized for customers.

Parking turnover data was collected for all on-street spaces on State Street between Orange Street and 7th Street, and on 5th, 6th and 7th Street between Redlands Boulevard and Citrus Avenue. The parking turnover study area was previously shown in Figure 2. A total of 167 parking spaces were covered in the length of stay analysis.

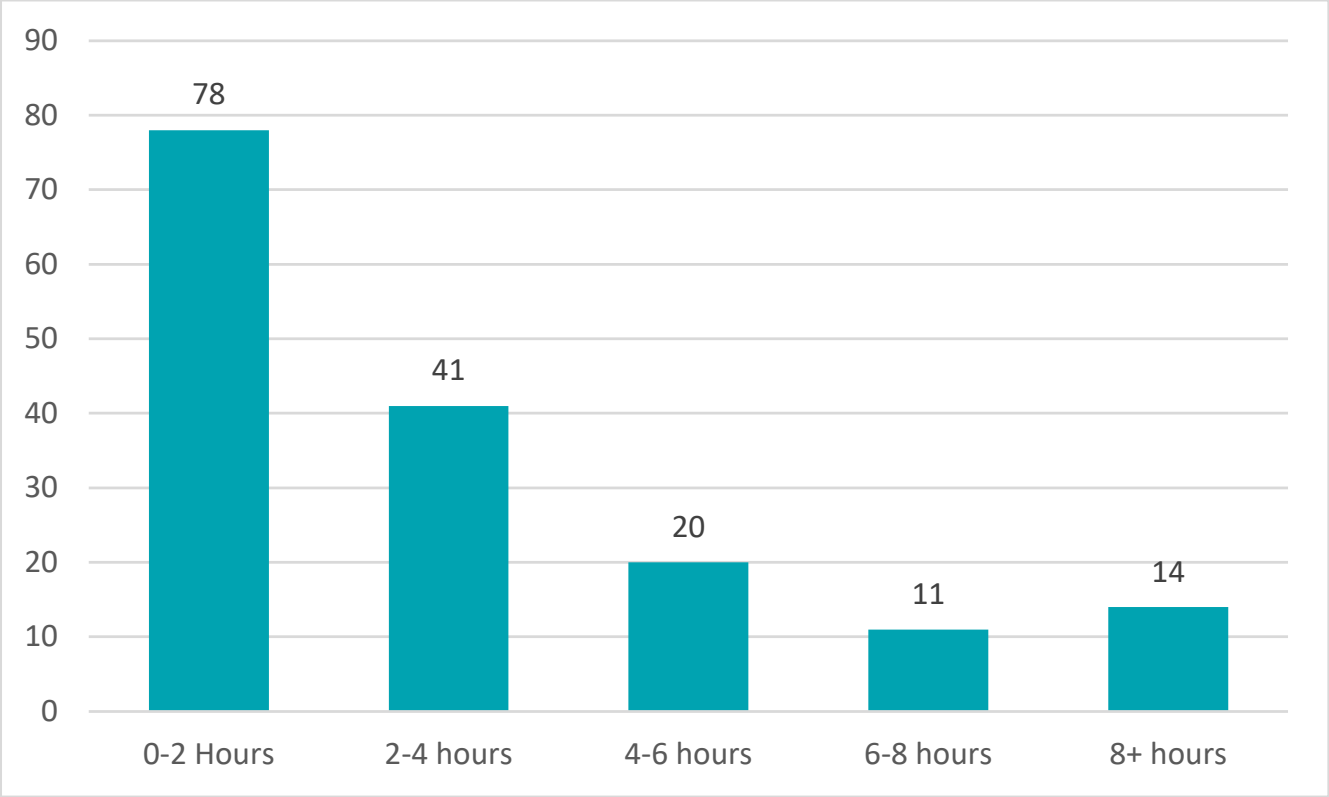
To understand how often parked cars leave a space, or turn over, a license plate inventory (LPI) was collected hourly from 9 a.m. to 7 p.m. (11 counts) on Thursday, November 17, 2022. Within this timeframe, Walker collected partial (last 4 characters) license plate data for 779 vehicles.

Of these vehicles, the majority, 79%, or 621 vehicles, were parked for zero to two hours. There were 158 vehicles parked for three hours or more.

To understand how turnover affects the ability of patrons to find parking close to their destination in a busy area during periods of high parking demand, Walker looked specifically at the parking duration for the vehicles parked during the 1 p.m. peak on Thursday, November 17th.

Figure 7 provides a summary of parking durations for the vehicles parked on-street in the turnover study area on Thursday, November 17, 2022, at 1 p.m.

Figure 7: Parking Durations of Vehicles Parked at 1 p.m. Peak – Thursday November 18, 2022



Source: *Walker Consultants*, 2023.

There were 45 vehicles parked for four or more hours, representing 27% of the 167 parking spaces in the turnover study area. These are likely to be employees, business owners, and potentially some visitors. In Walker's experience conducting downtown parking studies in similar environments, while a few vehicles may be visitors parking long-term, the majority are almost always business owners and employees.

In the prime parking locations that should have been available to customers and visitors, 27% of the spaces at peak were taken up by long-term parkers. Each of these spaces could instead have served four to eight short-term parkers and would have provided parking opportunities for those on tight schedules looking to squeeze in a retail purchase or lunch in the downtown. Considering the needs of employees and business owners while also prioritizing convenient parking for customers and visitors helps support the economic vitality of the area.

Parking Turnover Key Findings

- The majority of vehicles present during the peak were parked for one or two hours.
- There were 45 vehicles, likely belonging to employees or business owners, parked for four or more hours.
- 27% of the 167 spaces in the turnover study area were occupied by long-term parkers.

Planned Development in the Study Area

There are several development projects within or adjacent to the study area that are in various stages of approval or construction. These include redevelopment of the former Redlands Mall site and several projects near the historic Santa Fe Station area that in total will add close to 1,000 dwelling units, approximately 180,000 square feet of retail/dining space, and approximately 25,000 square feet of office space to the Downtown area. The station area and mall projects will enhance pedestrian and bicycle connections between the Santa Fe Station, including the new Metro Arrow train service, and State Street.

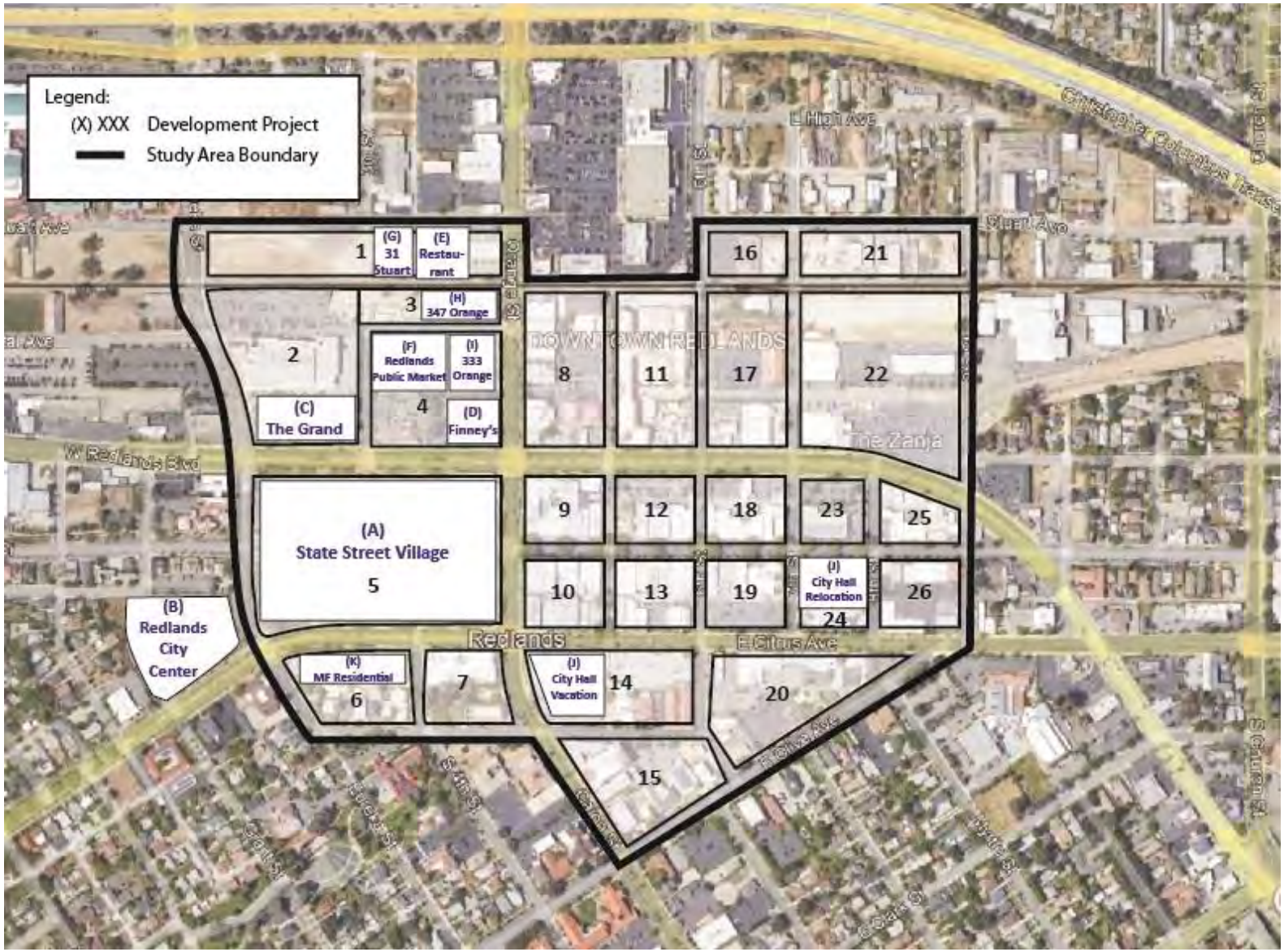
Table 4 lists the current development projects within and adjacent to the study area.

Table 4: Downtown Redlands Development Projects

Project	Letter on Map (See Figure 8 on next page)	Land Use Program
State Street Village	A	700 Apartments 71,778 square feet retail/restaurant 12,328 square feet office
Redlands City Center (adjacent to study area)	B	138 Apartments 10,533 square feet restaurant/retail
The Grand Apartments	C	149 Apartments
Finney's Craft House	D	6,700 square foot restaurant
Restaurant	E	17,000 square foot restaurant
Redlands Public Market	F	33,676 square foot food hall
31 Stuart Ave. Mixed Use	G	36,825 square feet office/retail/restaurant
347 Orange St.	H	6,951 square feet retail/restaurant
333 Orange St.	I	11,807 square feet retail/restaurant
City Hall Relocation	J	City Hall relocating to 300 State Street
Block 6 Redevelopment	K	Unspecified, likely multi-family residential

Figure 8 shows the location of the downtown development projects in and adjacent to the study area.

Figure 8: Downtown Redlands Approved/Pending Development Projects



Source: *Walker Consultants*, 2023.

Walker prepared a preliminary assessment of the future parking demand generated by the Downtown development projects compared to the proposed (or existing) parking supply at each project using the Urban Land Institute/National Parking Association Shared Parking model and available information regarding each development's program and parking supply.

The three approved residential/mixed-use residential projects are projected to provide enough parking to satisfy their parking needs. They plan to provide parking at or above the City's minimum off-street parking requirements that were in effect at the time of their approvals. It is likely that the parking demand from these projects will also utilize adjacent on-street parking if it is free, and in the case of State Street Village, utilize the new on-street parking created by the project. On-street parking is the most convenient parking option and the first to fill up, and no matter how much off-street parking is provided, adjacent on-street parking will always be the preferred option for some customers, residents, and employees. The main impact of State Street Village on the downtown is the loss of the temporary parking that the defunct Mall provided to the downtown. Parking demand in the Redlands Mall lot will have to relocate and disperse throughout the study area. As the existing conditions analysis indicated, there is ample parking supply overall in downtown to accommodate this, although the City may wish to manage the on-street parking to ensure spaces remain available for Downtown visitors and customers.

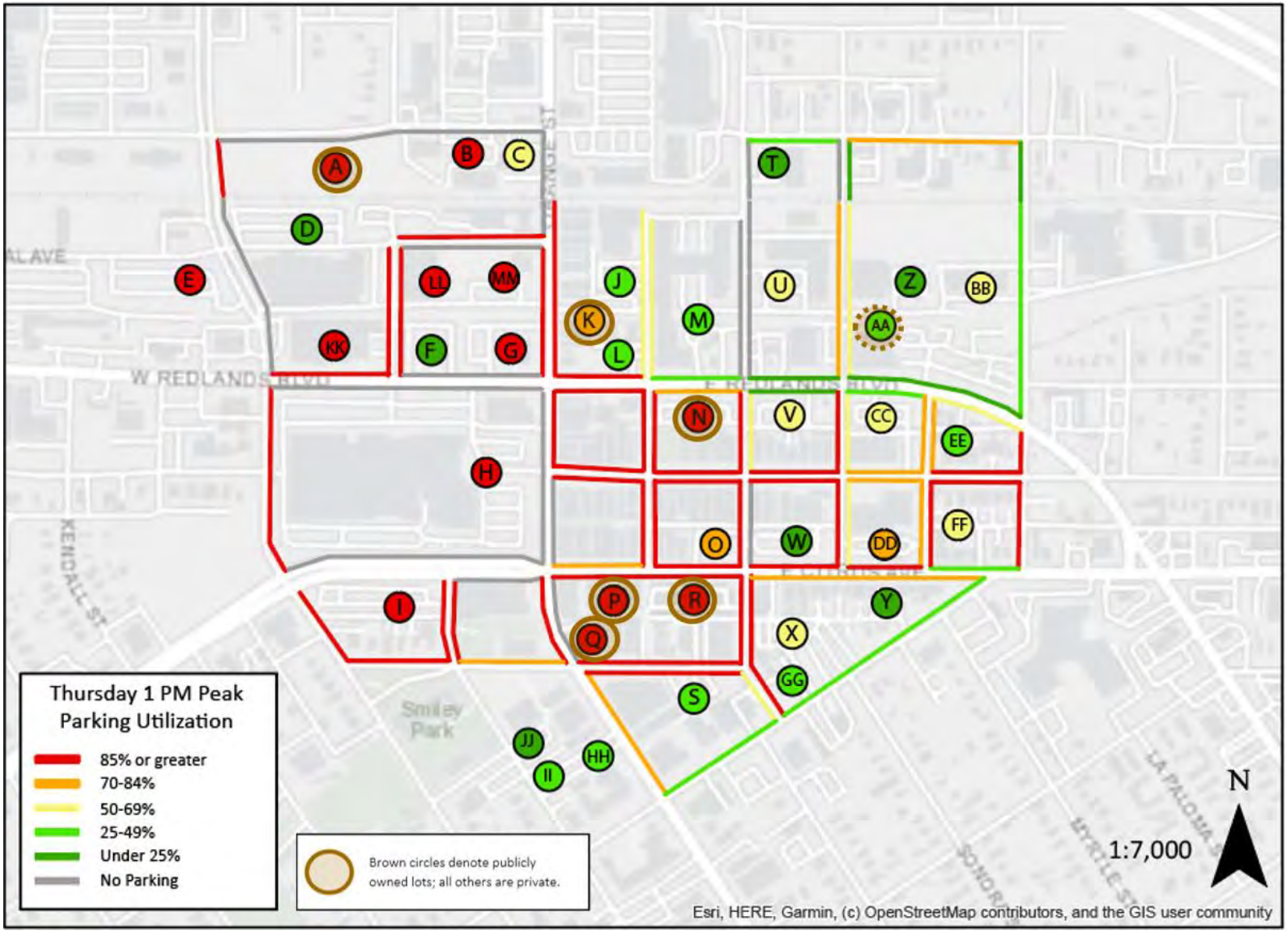
The proposed Finney's restaurant and 333 Orange are also projected to have enough on-site parking for their needs. However, the station adjacent developments, such as the Redland's public market, 31 Stuart, the restaurant, and 347 Orange may rely on on-street parking and the Stuart Avenue Parking structure and other sources of parking as little to no parking exists on these sites.

Figure 9 and Figure 10 show projected weekday and weekend peak parking demand in the study area assuming the construction of the Downtown development projects.

As shown in the figures, the Downtown development projects will result in much of the on- and off-street parking supply in Blocks 1-6, as well as the parking lot across Eureka Street from the Look Theater, being full or close to full during peak periods of parking demand, where today many of them are only lightly utilized. Displaced parking demand from the Redlands Mall site could be accommodated in the parking facilities of the current City Hall site once vacated and/or in any new public parking at the site if it is redeveloped.

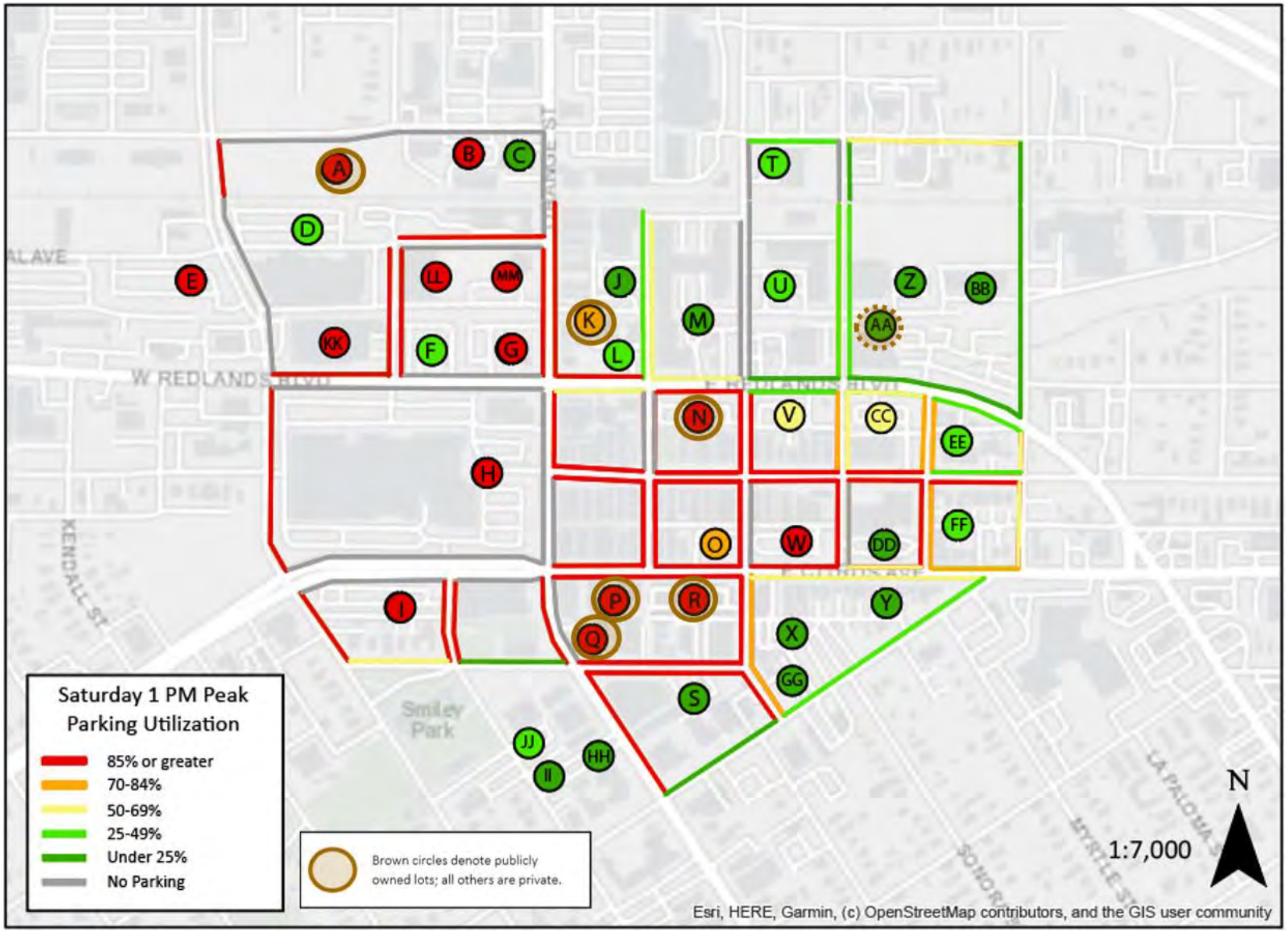
The relocation of Redlands City Hall from the corner of Citrus and Orange to 300 State Street presents an option for redevelopment and/or construction of additional structured parking supply that is convenient to Downtown. This will be discussed in subsequent sections in more detail.

Figure 9: Thursday Peak Parking Utilization (1:00pm) with Projected Downtown Development Projects



Source: *Walker Consultants*, 2023.

Figure 10: Saturday Peak Parking Utilization (1:00pm) with Projected Downtown Development Projects



Source: *Walker Consultants*, 2023.

City Hall Site Redevelopment

The City is in the process of relocating its City Hall from the current campus on the southeast corner of the Citrus Avenue/Orange Street-Cajon Street intersection to the Citrus Center, located at 300 E State Street, which is the south side of State Street between 7th Street and 8th Street.

When the move is completed, the existing City Hall campus and underground parking area will be vacant. Since the City owns the land, it makes it the most feasible site in the study area for the construction of additional public parking. The layout of the existing subterranean level of parking is not ideal for public parking due to the presences of triple tandem spaces in some areas and excessive drive aisles due to the location of the entry and exit to the subterranean parking area. However, since the site already has subterranean parking, reconfiguration and/or reconstruction of the existing subterranean area and construction of additional parking would likely be less expensive than construction of a subterranean level on a typical greenfield site or redevelopment site without an existing subterranean level.

A preliminary concept has been developed to illustrate how parking could be designed on the site and add to the public parking supply in the Downtown area. The concept below is preliminary and basic in nature, and includes an illustration of ground level, street fronting retail. There is also the potential to plan and design additional land uses either above the parking area, or adjacent to it.

The layout, shown in Figure 11, includes the following assumptions:

- Citrus Avenue garage remains as is.
- The conceptual garage connects to the Citrus Avenue garage at the ground level and upper level and shares the existing access points on Citrus Avenue and 6th Street.
- The conceptual garage would have a second access point on Cajon Street.
- Existing basement level reconstructed/reconfigured.
- Full retail frontage on Citrus Avenue. Retail footprint would potentially occupy space on ground and 2nd level since retail requires higher ceiling heights than parking as shown in the layout but could be designed to occupy only ground level space.

The conceptual plan yields approximately 590 spaces over 4 levels (no tandem spaces). Additional levels of parking over what is currently shown would yield approximately 170 additional spaces per level.

Figure 11: City Hall Redevelopment Conceptual Parking Layout

Downtown Parking Surveys

Survey Methodology

Walker conducted intercept surveys of downtown visitors and employees to better understand parking demand and perceptions of parking, and to identify any parking-related concerns. These surveys were primarily meant to provide a "point-in-time" snapshot that would help Walker understand who was visiting downtown, including those from other communities, and to capture the experiences.[2] The first day of surveys was done on Friday, November 18th, between 8:00am and 5:00pm. The full survey that was used is included in Appendix B. All survey respondents were pedestrians walking along State Street or the nearby side streets. The second day of surveying was done on Friday, December 2nd, 2022. During the late morning and afternoon, Walker entered businesses along State Street and spoke with employees and owners. During the early evening, Walker again surveyed pedestrians on State Street and in the surrounding area. Responses to multiple choice questions were later entered into Excel for analysis, and responses to open-ended questions were recorded and analyzed for key themes. The following sections present the survey findings.

Downtown Intercept Surveys

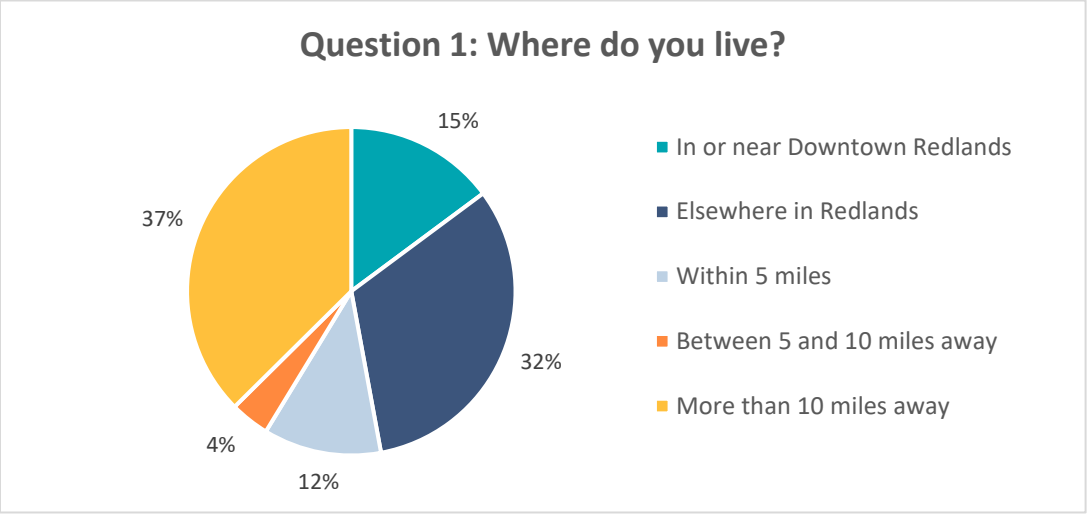
A total of 155 people walking along State Street agreed to participate in the survey. Others expressed interest but indicated that they did not have time as they were running late to work or to an appointment, sometimes due to trouble finding parking. The survey contained seven multiple choice questions and one open-ended question. Of the 155 respondents, 135 people drove and parked, and 20 people either walked, biked, took public transit, or got a ride. Three questions pertained only to those who drove and parked and were skipped for those who arrived downtown by another mode of travel.

Multiple Choice Question Results

Approximately half of the 155 respondents lived in Redlands, and approximately half lived outside the City, with many coming from over ten miles away (see Figure 12).

[2] The downtown intercept surveys captured the experiences, perceptions, and priorities of both residents and visitors. Walker also considered results from the 2022 National Community Survey, as explained in the following section, which addressed Redlands residents only.

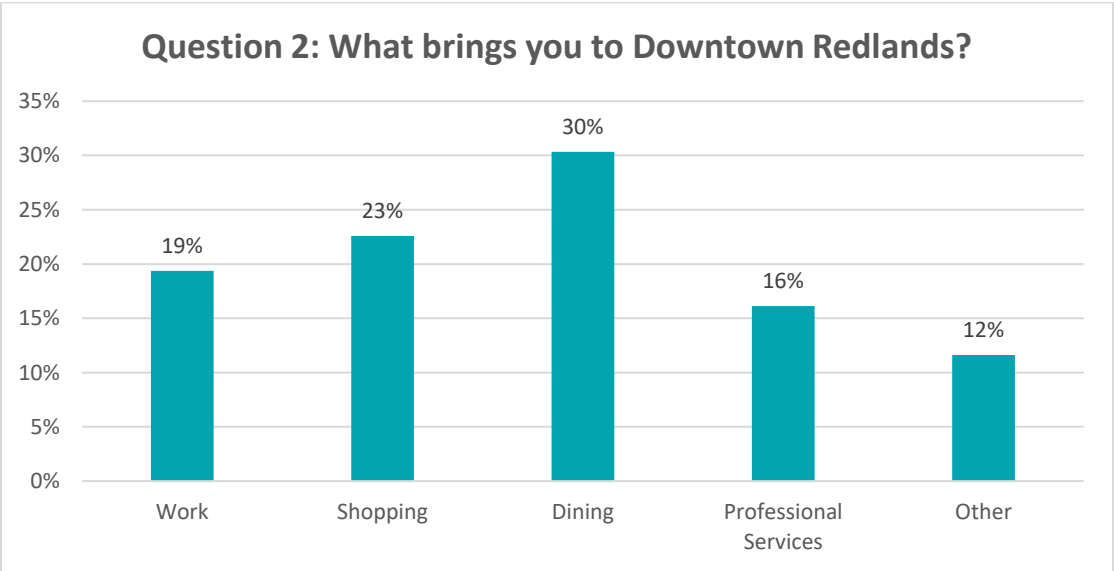
Figure 12: Place of Residence



Source: *Walker Consultants*, 2023.

Dining was the most common reason people were visiting Downtown Redlands, with 30 percent of respondents (see Figure 13). Twenty-three percent of respondents indicated they were visiting downtown for shopping, 19 percent were there for work, 16 percent were there for professional services, and 12 percent were there for other reasons, such as to attend a book reading event or just to walk around and enjoy the atmosphere. There was also a Christmas Tree lighting event downtown the evening of the first survey, but most surveys were conducted early enough in the day that only two participants mentioned visiting specifically for this event.

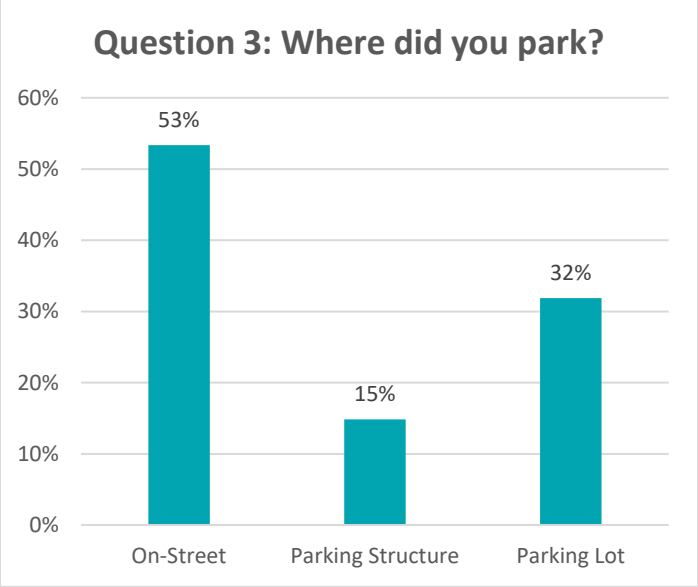
Figure 13: Trip Purpose



Source: *Walker Consultants*, 2023.

Of the 135 respondents who drove and parked, 53 percent parked on the street, 32 percent parked in a parking lot, and 15 percent parked in a parking structure (see Figure 14). Of those who parked, 84 percent considered their parking space close to their destination, and 16 percent did not (see Figure 15).

Figure 14: Parking Location



Source: *Walker Consultants*, 2023.

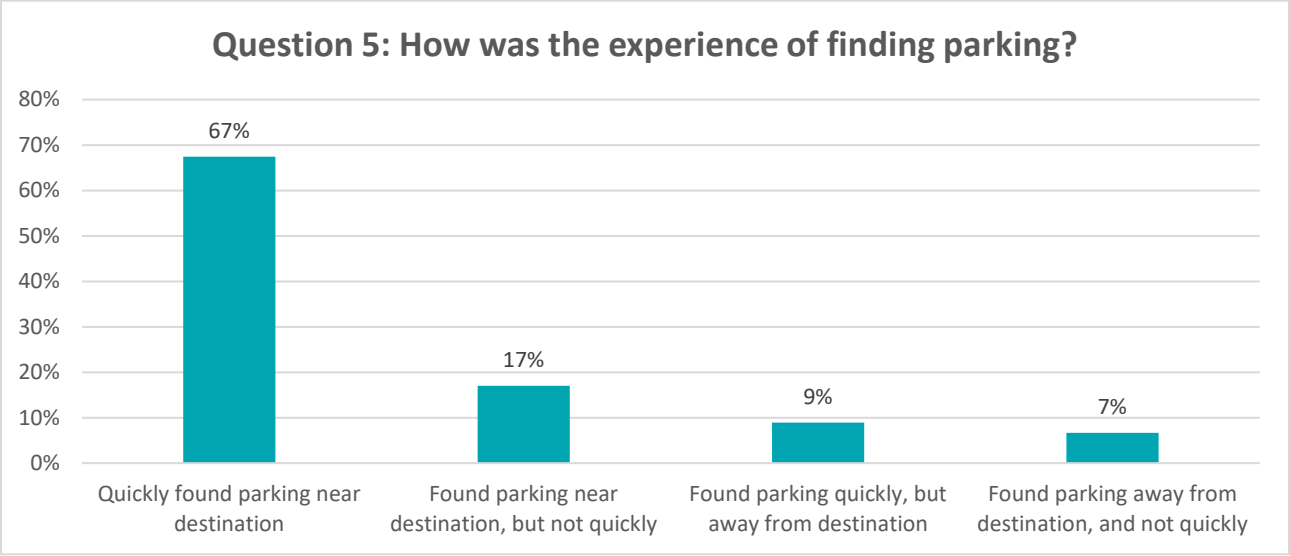
Figure 15: Nearness to Destination

Source: *Walker Consultants*, 2023.

The next question asked respondents who had driven downtown to further describe their experience finding parking (see Figure 16). Most respondents reported quickly finding a parking space near their destination. Of the

remaining respondents, 17 percent found a space near their destination after circling around for a while, 9 percent expected parking near their destination to be full and so quickly parked in an available space even when they considered it far from their destination, and 7 percent tried circling around for parking near their destination but eventually settled on a space further away.

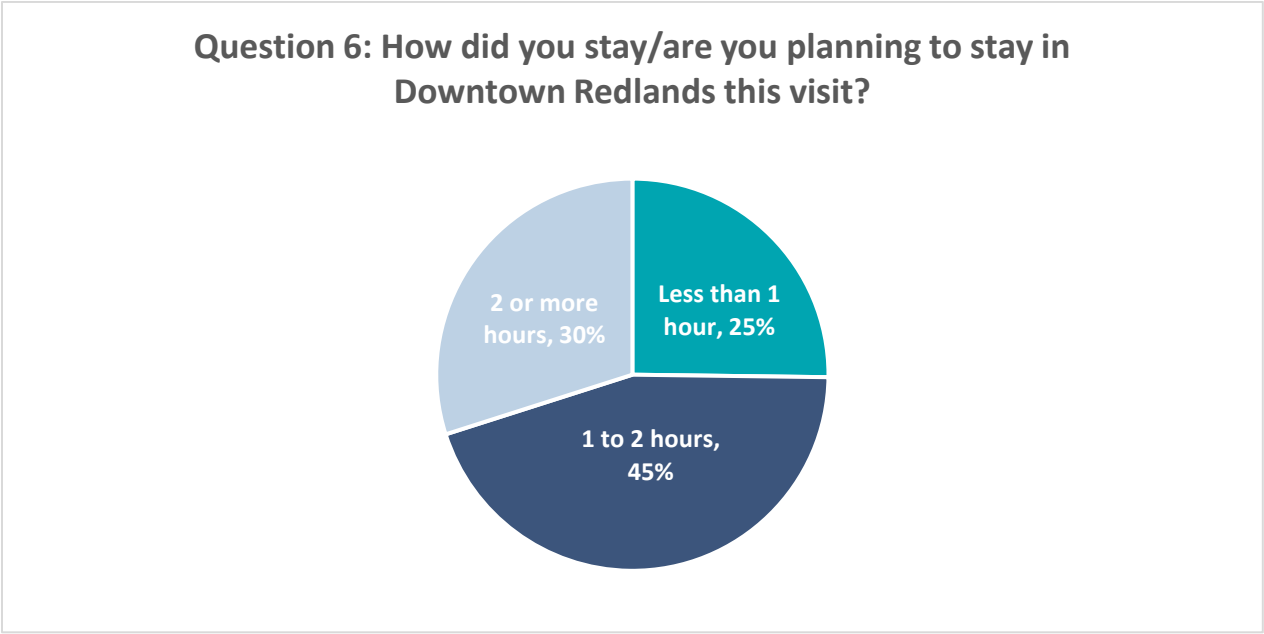
Figure 16: Parking Experience



Source: *Walker Consultants*, 2023.

Of the 155 respondents, 25 percent indicated they were visiting downtown for less than an hour, 45 percent planned to stay for one to two hours, and 30 percent planned to stay for two or more hours (see Figure 17).

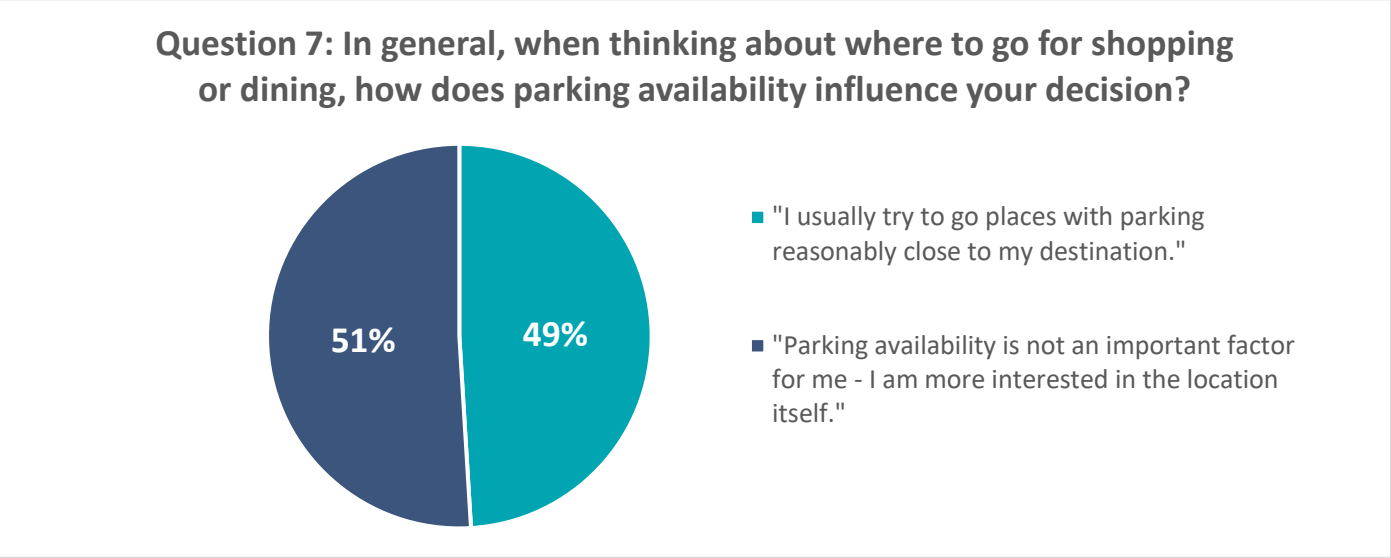
Figure 17: Length of Stay



Source: *Walker Consultants*, 2023.

Finally, participants were asked whether if, in general, parking availability influenced their decision when thinking about where to go out for shopping or dining. Responses were split fairly evenly, with approximately 49 percent indicating they preferred to go places where they could find parking reasonably close to their destination, and 51 percent responding that parking availability was not an important factor (see Figure 18).

Figure 18: Parking-based Decision Making



Source: *Walker Consultants*, 2023.

Open-Ended Question Results

One final survey question provided participants with the opportunity to share any thoughts or concerns related to parking in Downtown Redlands. There was a fairly even split across participants who expressed dissatisfaction or difficulties due to the lack of available parking, participants who expressed reluctant acceptance with the way things were (e.g., with comments such as "it is what it is"), and participants who expressed satisfaction or positivity related to the parking situation in Redlands. Several themes were raised by multiple respondents:

- Expressions of difficulties due to lack of availability (20)
  - People are often late to appointments
  - Some people want to visit downtown but leave and go elsewhere due to parking scarcity
  - The public sometimes park in reserved spaces because they can't find any other spaces
- Reluctant acceptance of the current parking situation (20)
- Expressions of satisfaction with the current parking (16)
  - Appreciation that parking spaces downtown are full and not empty
  - Walking is healthy, prefer even circling for parking over development of additional parking
  - Observation that vibrant city centers seem to be transitioning toward less parking

- Interest in a parking structure (16)
    - Only if underground (2)
    - Only if aesthetically pleasing (2)
- Need for employee parking program (6)
- Need for more parking options for the mobility-impaired (4)
- Frustration with parking time limits (4)
- Desire for better bike/multimodal infrastructure to relieve parking demand (3)
- Preference for avoiding any new parking construction (3)
- Safety concerns late at night or early in the morning (3)
- Concerns about new developments and their impact on parking (3)
- Desire for parking meters to help manage parking and generate revenue for the City (3)

In addition to the common themes listed above, other participants shared:

- Restaurant wait times keep some people from visiting in the evenings, not parking difficulties
- The lack of available parking keeps people from coming downtown for lunch when they're in a hurry
- Some people plan their visits downtown during off-peak hours, so parking is easier
- People appreciate the angled parking
- More people would bike if there were secure bike parking
- All of State Street could be ADA parking to accommodate elderly customers
- State Street should be closed to cars and should have kiosks for outdoor shopping and dining
- The structure fills up during the holidays, but Redlands has other options; people can go to Citrus Plaza
- Would prefer to have no parking lots downtown and for Redlands to stack all the parking so new developments only go upward and do not expand outward into the orange groves
- It's nice to have parking returned to State Street and not have that street closed for outdoor dining like it was during Covid-19

Additional Analyses

Parking Experience by Length of Stay

Analyzing the survey responses by length of stay reveals that people visiting Downtown for less than an hour are least likely to park in a structure and most likely to park on the street. People staying for more than two hours are most likely to park in a structure and least likely to park on the street, although 41 percent of these longer-term parkers still park on the street (see Table 5). People staying for over two hours are most likely to report parking near their destination, while those staying under an hour are least likely to report parking near their destination (see Table 6). Similarly, people staying for more than two hours are most likely to report finding a parking space quickly, without having to circle, while people staying under an hour are least likely to report finding their space quickly (see Table 7). These results suggest that Redlands has been moderately successful at encouraging longer-term parkers to park in lots and structures but could do more to ensure that convenient street parking is available for people making short trips, who may be less willing to park farther from their destination.

Table 5: Parking Location by Length of Stay

	Less than 1 hour	1 to 2 hours	2+ hours
Garage	6%	17%	19%
Lot	33%	26%	41%
Street	61%	57%	41%

Source: *Walker Consultants*, 2023.

Table 6: Perception of Parking Distance by Length of Stay

	Less than 1 hour	1 to 2 hours	2+ hours
Did not park near destination	18%	17%	11%
Parked near destination	82%	83%	89%

Source: *Walker Consultants*, 2023.

Table 7: Parking Distance and Search Time by Length of Stay

	Less than 1 hour	1 to 2 hours	2+ hours
Parked far from destination, after circling	9%	8%	5%
Parked far from destination, without circling	12%	14%	11%
Parked near destination, after circling	18%	15%	16%
Parked near destination, without circling	61%	63%	68%

Source: *Walker Consultants*, 2023.

Perception of Parking Distance and Parking-Based Decision Making by Trip Purpose

Analyzing perceptions of parking nearness to destination by trip purpose can shed additional light on the length of stay data. For example, those who came Downtown for work, who would generally stay two or more hours, were more likely than those visiting for dining, shopping, or professional services to report finding parking near their destination (Table 8). Those who came Downtown for another reason all reported finding parking near their destination, but these individuals usually did not visit with a precise destination in mind and simply wanted to walk around the area. The fact that employees were more likely to find parking near their destination likely reflects that (1) many employees arrive before peak hours, when there is still ample parking available throughout the downtown, (2) some employees have a reserved off-street parking space near their place of employment, and (3) any employees parking far from their destination may have been a hurry to arrive to work and unwilling to participate in the survey.

Table 8: Perception of Parking Distance by Trip Purpose

	Dining	Shopping	Professional Services	Work	Other
Did not park near destination	16%	21%	21%	9%	0%
Parked near destination	84%	79%	79%	91%	100%

Source: *Walker Consultants*, 2023.

Analyzing the influence of parking availability by trip purpose can also reveal which types of visitors are more or less likely to mind when parking is hard to find. Interestingly, people who were visiting Redlands for shopping were the most likely to respond that when going out for shopping or dining, parking availability influences their decision of where to go (see Table 9). This suggests that either these shoppers find parking in downtown Redlands generally acceptable, that they made an exception to visit a particular store despite anticipating difficulty parking, or that they arranged their schedules to shop outside of peak parking demand hours. Overall, a sizeable share of people visiting for shopping or dining reported that parking availability could potentially influence their decision of where to go, and the fact they still chose to come to downtown Redlands suggests that these visitors were content with the parking situation.

Table 9: Parking-based Decision Making by Trip Purpose

	Dining	Shopping	Professional Services	Work	Other
"Parking availability is not an important factor for me - I am more interested in the location itself."	57%	40%	48%	57%	50%
"I usually try to go places with parking reasonably close to my destination."	43%	60%	52%	43%	50%

Source: *Walker Consultants*, 2023.

National Community Survey 2022 Results

Survey Background

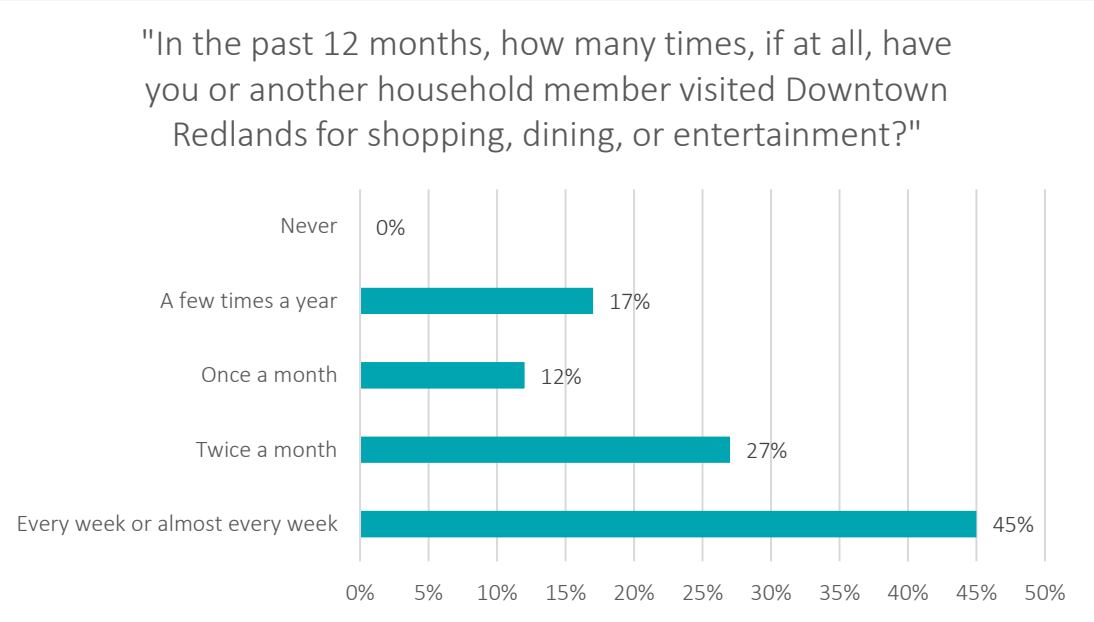
The City hired Polco to conduct a National Community Survey (NCS) to evaluate the livability of Redlands. The NCS included standard questions across multiple categories (such as safety, utilities, natural environment, etc.) that were designed to facilitate benchmark comparisons between resident ratings of Redlands and resident ratings of other cities across the country. Additionally, the survey included custom questions developed by City of Redlands staff members to better understand travel behavior and perceptions of parking with a focus on the Downtown area, as well as to understand parking concerns within the context of overall priorities for how the City should use its resources. It also included responses from residents who don't regularly go downtown. Survey responses were collected from 339 residents (with a response rate of 13 percent) between August and October of 2022. The responses were weighted to be representative of the City's demographics, including geographic area of residence,

race and Hispanic origin, housing tenure and type, sex, and age. This section summarizes the NCS results pertaining to Downtown travel behavior, perceptions of parking, and community priorities.

Downtown Travel Behavior

Most NCS respondents reported that they or another member of their household visited Downtown Redlands with some regularity, with 45 percent of respondents visiting every week or almost every week. Seventeen percent visited only a few times a year (see Figure 19).

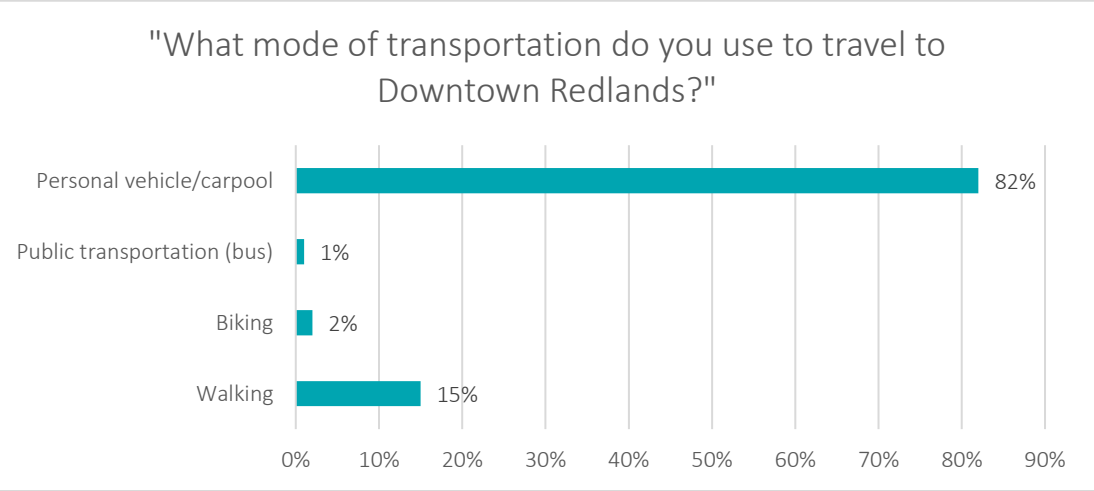
Figure 19: Frequency of Visiting Downtown Redlands



Source: *Walker Consultants*, 2023.

Of the NCS respondents, 82 percent reported traveling to Downtown Redlands by personal vehicle or carpool (see Figure 20). Fifteen percent reported walking downtown, two percent reported biking, and one percent reported using public transportation.

Figure 20: Mode of Transportation Used to Travel to Downtown Redlands

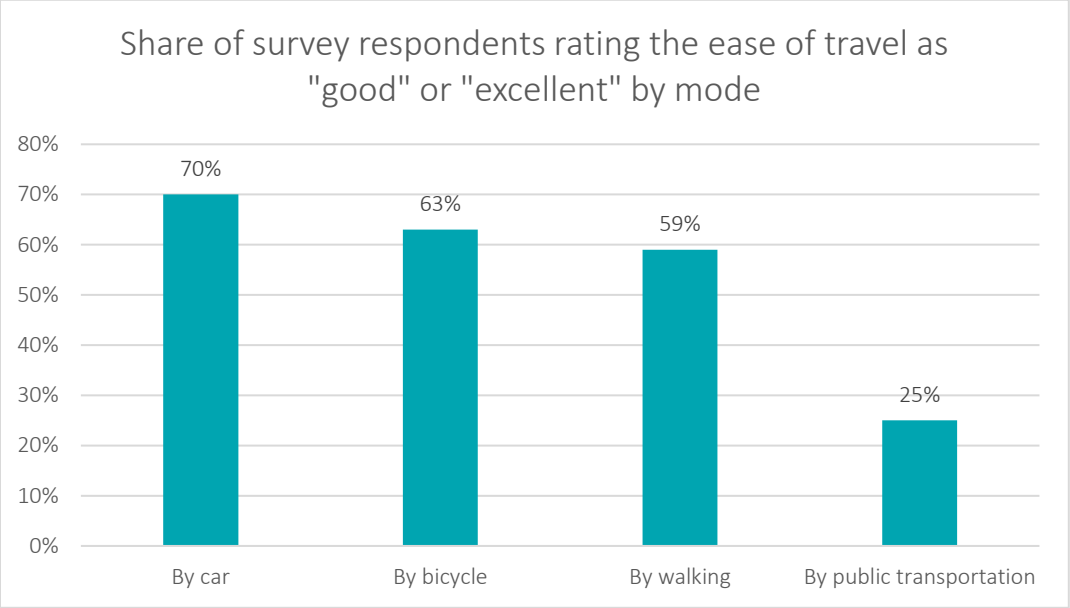


Source: *Walker Consultants*, 2023.

Perceptions of Parking and Travel Options

The NCS respondents were asked to rate the ease of travel by multiple modes of transportation. The results revealed that Redlands remains primarily a car-oriented city, with vehicle travel rated as being the easiest way to get around. Travel by car was rated as “good” or “excellent” by 70 percent of respondents, in comparison with 63 percent for travel by bicycle, 59 percent for walking, and just 25 percent for public transportation (see Figure 21).

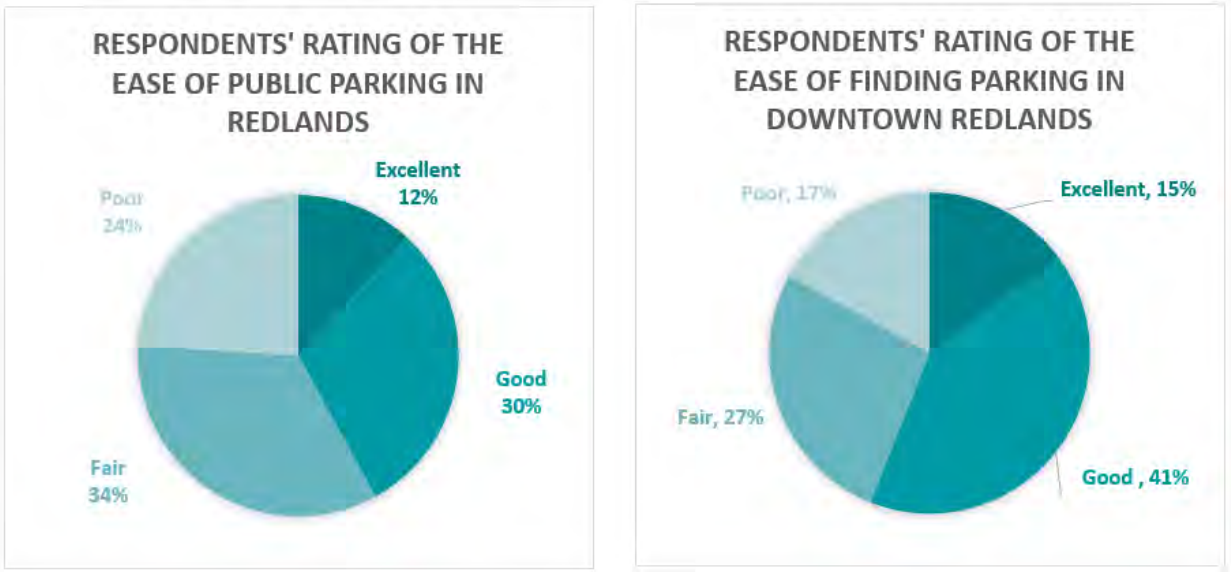
Figure 21: Ease of Travel Ratings by Mode



Source: *Walker Consultants*, 2023.

Respondents were also asked about the ease of public parking, both as a benchmark survey question referring to all of the City, and as a customized survey question referring specifically to Downtown Redlands. Interestingly, the ease of public parking in Downtown Redlands was more likely to be rated as excellent or good than public parking in Redlands as a whole (see Figure 22). Only 17 percent of respondents rated the ease of finding public parking in Downtown Redlands as poor, compared with 24 percent for the ease of finding parking in the City as a whole.

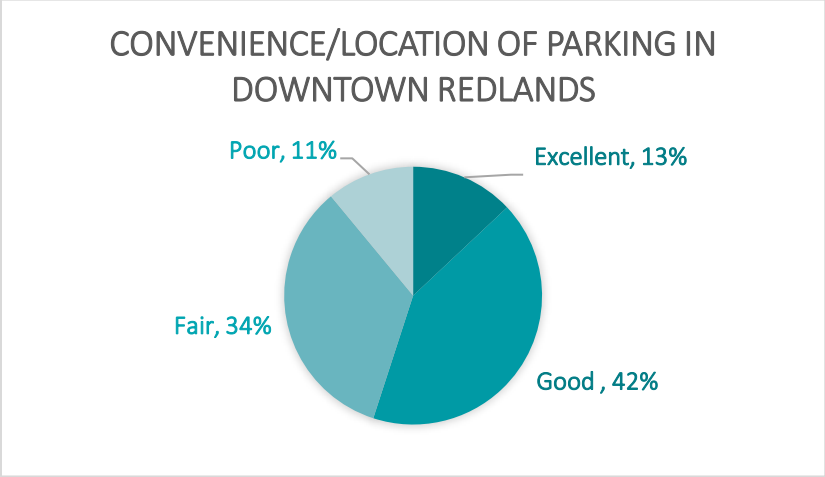
Figure 22: Ratings of the Ease of Public Parking in Redlands and Downtown Redlands



Source: *Walker Consultants*, 2023.

A similar question asked respondents to rate the convenience/location of parking in Downtown Redlands. The convenience/location of parking was slightly less likely to be rated as poor than was the ease of finding parking, suggesting that participants may have been relatively content with the parking spaces they eventually found, but less content with the amount of time it took to find the space. A total of 83 percent of respondents rated the ease of finding public parking downtown as excellent, good, or fair, compared with 89 percent for convenience/location of the parking (see Figure 23).

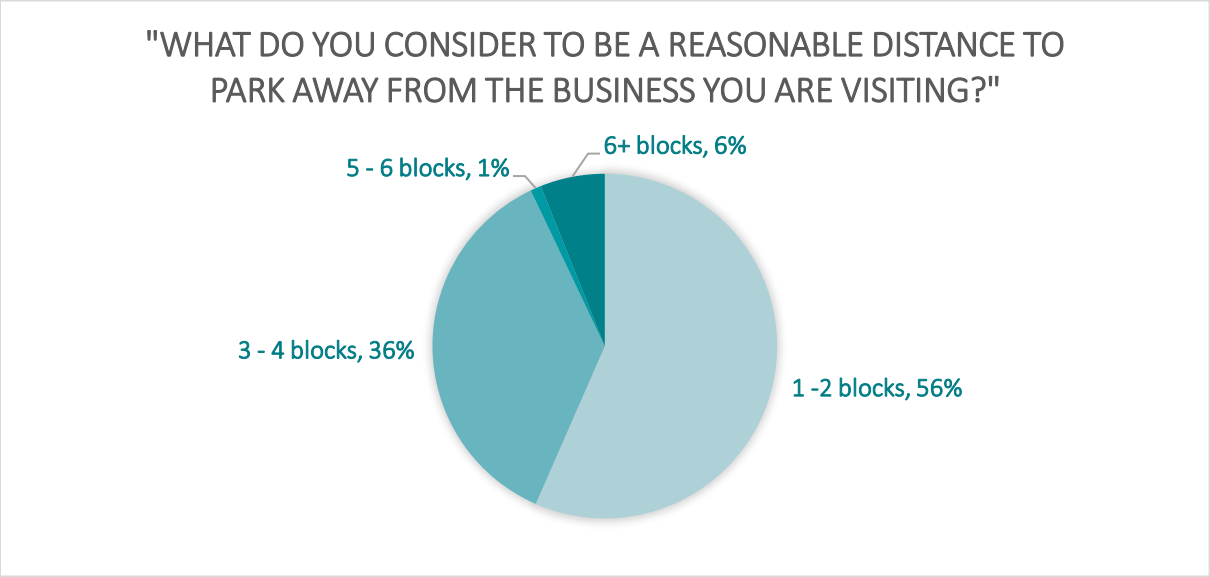
Figure 23: Ratings of the Convenience/Location of Parking in Downtown Redlands



Source: *Walker Consultants*, 2023.

Asking survey participants how many blocks they consider to be a reasonable distance to park away from the business they are visiting can shed additional light on ratings of the convenience, location, and ease of parking in Downtown Redlands. In response to this question, seven percent of participants reported finding it reasonable to walk five or more blocks, 36 percent were willing to walk three to four blocks, and 56 percent expected to be able to park within a block or two of their destination (see Figure 24).

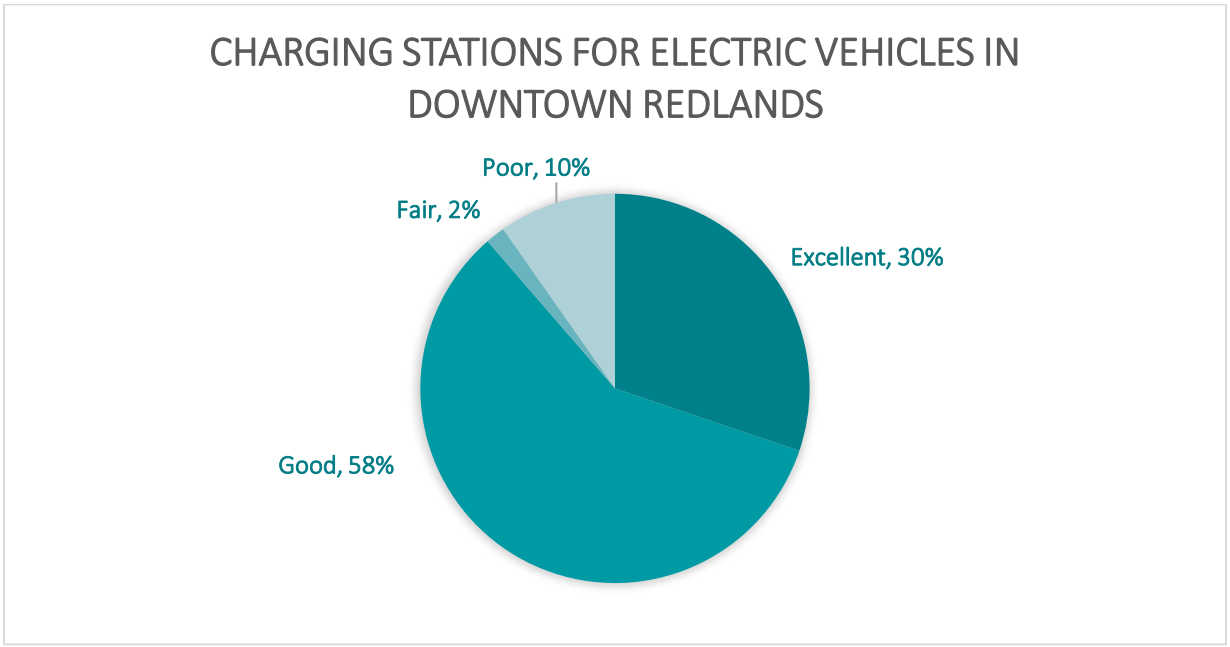
Figure 24: Perceptions of a Reasonable Parking Distance



Source: *Walker Consultants*, 2023.

As electric vehicles become more commonplace, the City was also interested in understanding how residents perceived the availability of charging stations in Downtown Redlands. Many respondents skipped this question, but for those who answered, the most common ratings were good and excellent, respectively (see Figure 25).

Figure 25: Ratings of Charging Stations for Electric Vehicles in Downtown Redlands

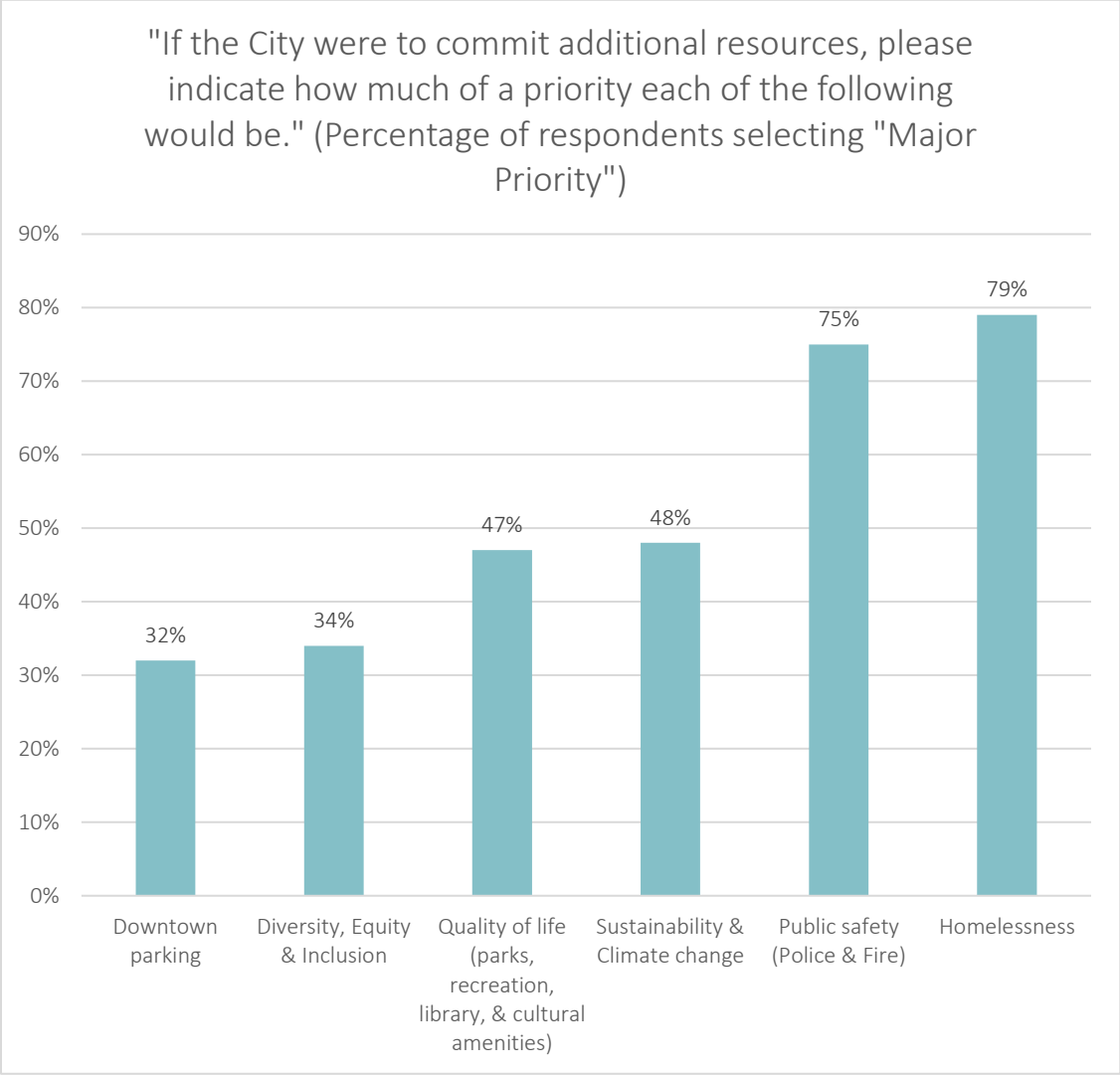


Source: *Walker Consultants*, 2023.

Community Priorities

Ultimately, decisions about parking issues must be made in the context of community priorities and preferences regarding resource allocation and the associated opportunity costs of public spending. Satisfaction levels should be considered alongside ratings of importance. The NCS encouraged participants to think in terms of trade-offs by asking, "If the City were to commit additional resources, please indicate how much of a priority each of the following would be" for six different issues and allowing respondents to choose between major priority, minor priority, or not a priority. In the context of resource allocation, *Downtown parking* was least likely to be seen as a major issue, with only 32 percent of respondents selecting this choice (see Figure 26). Respondents were slightly more likely to consider *Diversity, Equity, and Inclusion* a major issue, moderately more likely to see *Quality of Life* or *Sustainability and Climate Change* as major issues, and far more likely to see *Public Safety* and *Homelessness* as major issues worthy of additional City resources.

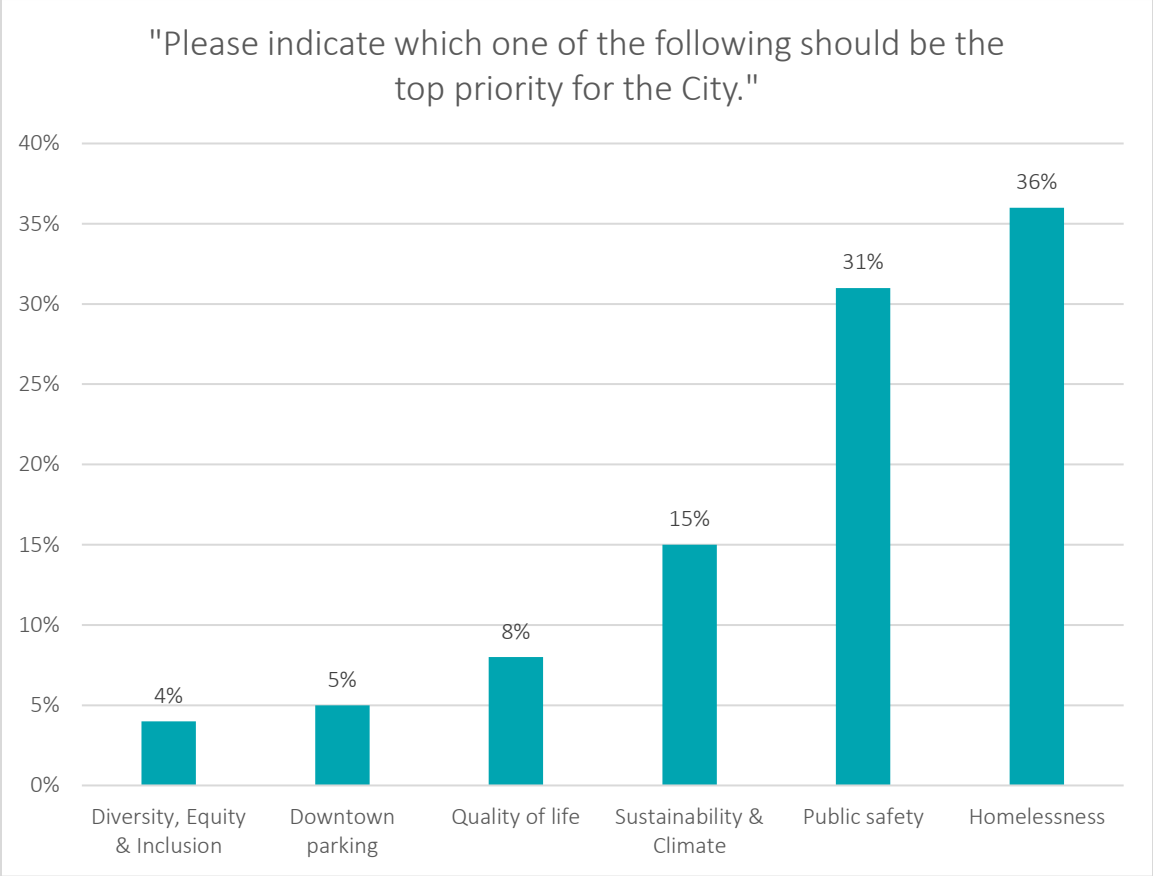
Figure 26: Issues Seen as Major Priorities for City Resource Allocation



Source: *Walker Consultants*, 2023.

When asked to select a single top priority for the City to address out of the six issues mentioned above, survey responses revealed similar priorities. Only five percent of respondents believed *Downtown parking* should be the top priority, compared with four percent selecting *Diversity, Equity and Inclusion*, eight percent selecting *Quality of Life*, 15 percent selecting *Sustainability and Climate Change*, 31 percent selecting *Public Safety*, and 36 percent selecting *Homelessness* (see Figure 27).

Figure 27: Respondents' Top Priorities for Redlands



Source: *Walker Consultants*, 2023.

Employee Surveys and Conversations

Employee Parking Locations

Walker contacted employees on five sample blocks within the study area: Block 13, Block 18, Block 19, Block 25, and Block 26 (refer to Figure 28). Table 10 shows the number of employees contacted on each sample block, as well as the number of employees parking in private parking reserved for them, other private parking, public street parking/the Ed Hales Park parking lot, or the public parking structure on Citrus Avenue across from Block 13.

Employees and business owners on Block 25 or 26, at the east end of the downtown study area, were most likely to have an off-site private parking space available. Approximately two-thirds parked in a reserved off-street space; the majority of the others parked on the street. Slightly over one-third of those working on Block 18 or 19, near the middle of downtown, reported parking in a reserved private off-street space. Employees on these blocks were most likely to report finding parking in a private lot that was not necessarily associated with their business. The only employees who reported parking in the Citrus Avenue Parking Structure were those who worked on Block 13, directly across from the structure.

Table 10: Employee Parking Locations

Block	Number of employees contacted	Private parking (Reserved for them)	Private parking (Other)	Street parking (or Ed Hales Parking lot)	Citrus Avenue Parking Structure	Didn't drive to work
13	39	8%	5%	18%	67%	3%
18	36	42%	25%	33%	0%	0%
19	31	32%	65%	3%	0%	0%
25	25	52%	12%	36%	0%	0%
26	49	76%	0%	22%	0%	2%

Source: *Walker Consultants*, 2023.

Figure 28: Downtown Redlands Study Area

Source: *Walker Consultants*, 2023.

Employee Feedback

Many employees had time to share additional details, feedback, or opinions about parking in Downtown Redlands. Appendix C provides all comments shared by employees on each of the sample blocks. From these comments, the following key themes emerged:

- Downtown visitors park in the private spaces that are supposed to be reserved for their business (7)
- Safety concerns lead employees to park as near their place of employment as possible (7)
- Lack of convenient spaces or ADA spaces available for customers is an issue (6)
- Time limits are an issue (6)
- Many employees move their cars every two hours (3)
- Street closures and events are difficult for businesses (3)
- Lack of enforcement is appreciated or counted on (3)
- Lack of enforcement is a problem (2)
- Customers and employees may arrive late due to parking difficulties (2)
- Employees can't leave during their lunch break, or they'll lose their parking space (2)
- Lack of parking is an issue for deliveries/bulky purchases (2)

Other comments from employees included the following:

- At least one business rents employee parking spaces at the nearby YMCA through the City.
- At least one business purchases temporary one-time permits from the City (pictured) to extend street parking time limit for their customers when they hold classes or events.
- Advanced notice from the City of events that affect parking would help businesses make decisions.
- Employee tandem parking may be part of the solution.
- A downtown trolley or electric scooter share could be part of the solution.
- Citibank underground lot may be a good temporary solution for employee parking.

Temporary Parking Permit

Source: *Walker Consultants*, 2023.

Business Outreach Summary

On 11/9/22, Walker held two in-person meetings for the Downtown Redlands business community, at 8:30 am and 5:30 pm. Approximately 20 people attended each meeting. Walker presented the goals of the Downtown Parking Study project and reviewed parking approaches from the General Plan and the Transit Villages Specific Plan in the context of new growth coming to Redlands. Walker asked participants for feedback on their experiences with parking to help inform strategy development and the implementation plan. Business owners shared their thoughts on how parking affects their businesses, expressed their parking-related concerns, shared parking management ideas they believed were promising for Redlands, and shared examples of places they thought managed parking well.

Parking-Related Concerns

- Many participants expressed their concern that the lack of convenient available parking drives potential customers away. Someone noted this was especially problematic for retail businesses, because people would schedule appointments for professional services or schedule plans to meet friends at a restaurant and have less flexibility in their plans.
- Several participants said that a few employees and business owners might park all day in prime downtown spaces, which they believed should be left available for customers.
- One participant mentioned that Downtown Redlands did not regulate or have dedicated space for delivery vehicles, and as a result, they often took up multiple parking spaces during business hours (also creating noise and pollution).
- Several owners mentioned that events that block off parking spaces and restrict vehicle access hurt their businesses.
- Several people expressed concern that the lack of available parking regularly causes the public to park in private off-street spaces reserved for their businesses.

Fully occupied street parking in Downtown Redlands.

Source: *Walker Consultants,* 2023.

- Difficulty finding parking prevents potential customers from going Downtown on their lunch break when they only have an hour.
- Having to park and walk a long distance is especially unpleasant in the summer heat.
- Many participants expressed concern that the new development would reduce the supply of parking currently used by Downtown visitors and employees, while also creating new parking demand.
- Many participants were worried about safety and did not feel safe walking Downtown or entering a parking structure at night. Safety concerns often caused employees and business owners to park as near their workplace as possible, and some of their customers felt unsafe as well.

Ideas for Parking Management

- Some people suggested that Redlands needed to construct a new parking structure with more convenient access to State Street. They did not think many people would be willing to walk from the new 385-space structure on Stuart Avenue near the Santa Fe Depot.
- Some people believed Redlands should use pricing to ensure some convenient spaces remain accessible for customers making short trips and to discourage longer-term parkers from parking in prime spaces. One person mentioned that the City could give preferential rates to residents.
- Several people suggested that a tram, shuttle, or trolley could transport employees and customers Downtown.
- Someone mentioned that shaded parking spaces would be appreciated in the hot summer months.
- Multiple people believed stronger parking enforcement would help the parking situation. One person suggested stricter 30-minute time limits for prime spaces on State Street.
- Some people suggested that existing parking—such as the City Hall or Centennial Plaza spaces—could be opened up and shared with employees or the public to help manage demand.

Places that Manage Parking Well

- One participant suggested the City look to Santa Monica and Pasadena as examples of communities that manage their parking well. Both cities keep an attractive and walkable downtown by having few off-street parking lots, providing parking structures, and using pricing to manage on-street parking. Old Pasadena has a "parking benefit district" in which parking meter revenues are returned to downtown businesses, who choose to use the revenue to fund security patrols, cleanliness, street beautification, and additional parking projects in the downtown area.
- Another participant suggested the City look to Hawaii as an example of a convenient way to charge for parking. They explained how Hawaii has signs with QR codes for visitors to scan and pay for parking based on their length of stay, with the ability to add additional parking time from their phones rather than having to walk back and feed a meter.

Walkability in Downtown Santa Monica

Source: *Santa Monica Travel & Tourism,* 2023.

Review of Existing Materials

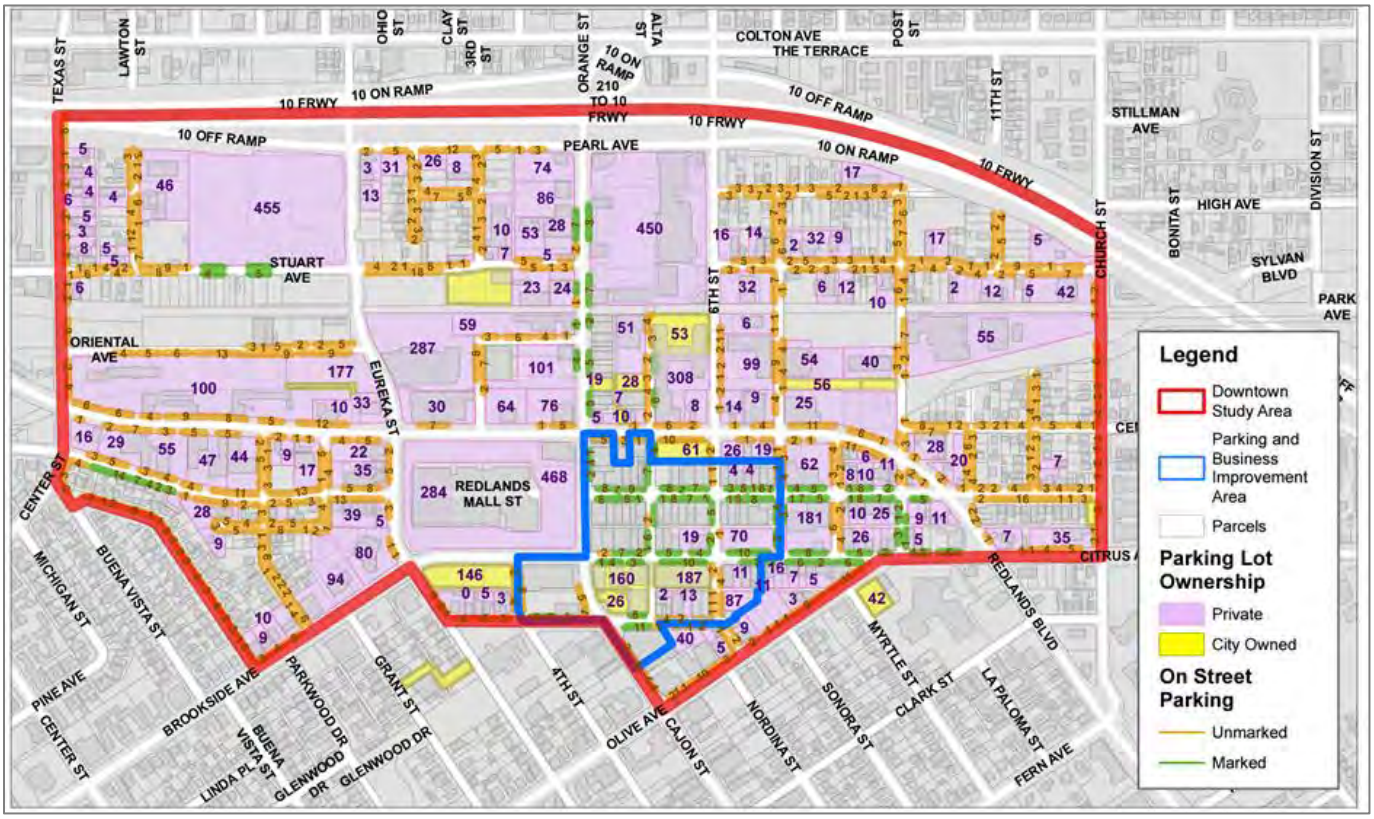
The City of Redlands has already recognized how parking management can help a place become more livable, environmentally friendly, and economically vibrant. In 2017, the Initial Downtown Parking Study was conducted to begin exploring parking conditions and opportunities in Redlands. Its study area was larger than the current study area and extended beyond the core downtown. Parking is also a key feature of the Transit Villages Specific Plan, approved in October 2022. The Transit Villages Specific Plan provides parking objectives, parking management strategies, and a section dedicated to parking strategy and improvements for the downtown area. The following sections of this document will provide an overview of the information and ideas contained in these plans.

2017 Initial Downtown Parking Study

The study explored parking conditions and opportunities for Downtown Redlands. The area covered corresponded to the boundaries of the area of the Downtown Specific Plan (later repealed and replaced by the new Transit Villages Specific Plan). The 2017 study also referenced a “Parking and Business Improvement Area” in which on-site parking was not required for downtown businesses near the Ed Hales Park parking lot and Citrus Avenue parking structure, but the Parking and Business Improvement Area was disestablished in 2011 by Ordinance 2760.

The study included a thorough inventory of the locations of marked and unmarked street parking spaces, private parking lots and structures, and City-owned parking lots and structures (see Figure 29).

Figure 29: Parking Space Inventory from 2017 Initial Downtown Parking Study Area

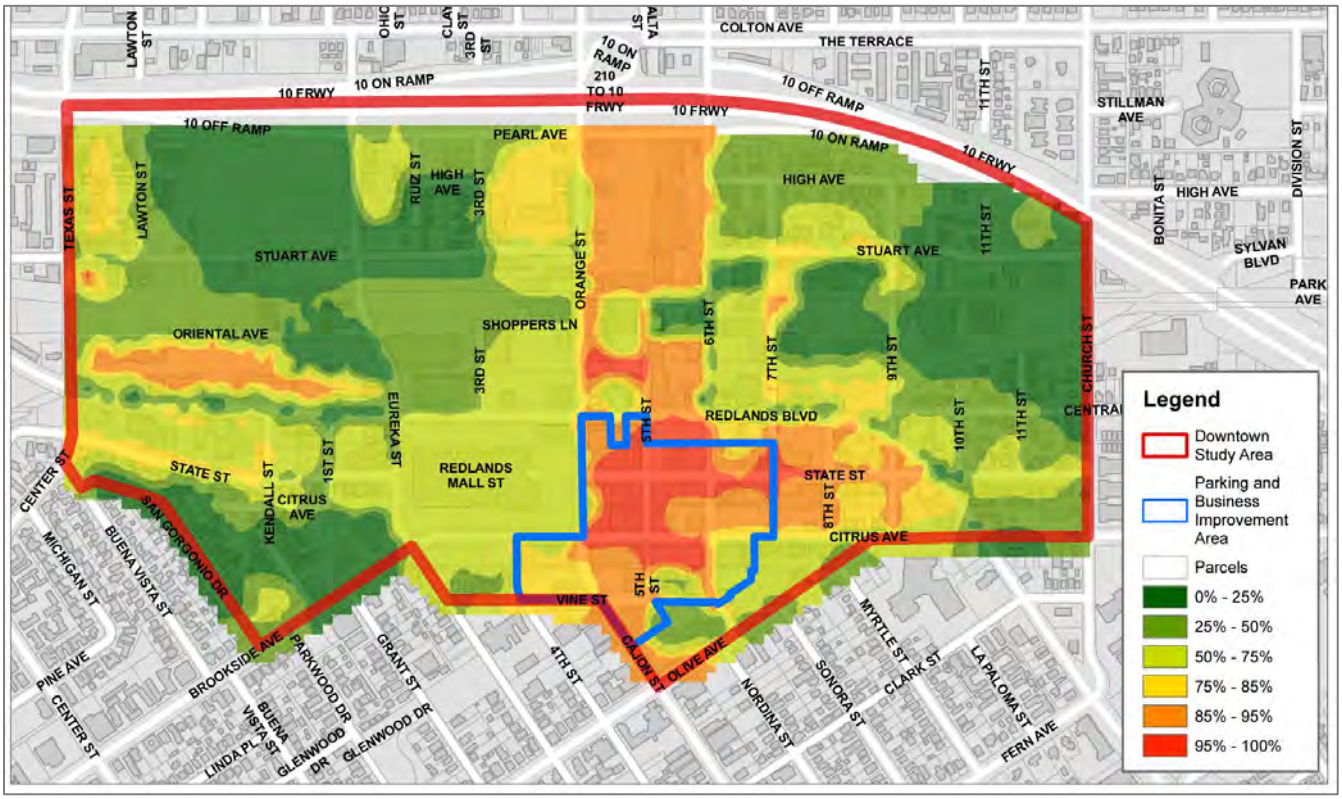


Source: *2017 Initial Downtown Parking Study,* 2017.

The inventory included 586 spaces in City-owned facilities, approximately 1,915 on-street spaces (450 marked), and 5,560 private commercial parking spaces. The boundaries of the current parking study have been updated to focus on the core downtown area near State Street, where the highest parking occupancies are observed, but the more geographically comprehensive map created for the initial study may be useful to inform potential opportunities outside the immediate study area.

The initial study also shared the results of parking occupancy counts, revealing peak weekday demand to occur between 12 p.m. and 2 p.m. (with over 90 percent utilization for city lots and 60 to 70 percent for private lots in the downtown core) and between 6 p.m. and 9 p.m. on Thursday Market Nights. The Redlands Mall lot was only 55 percent full during peak weekday hours but was 100 percent full for Thursday Market Night. Figure 30 displays the parking utilization rates observed during peak demand hours by area throughout Downtown.

Figure 30: Average Peak Hours Parking Utilization from the 2017 Initial Downtown Parking Study



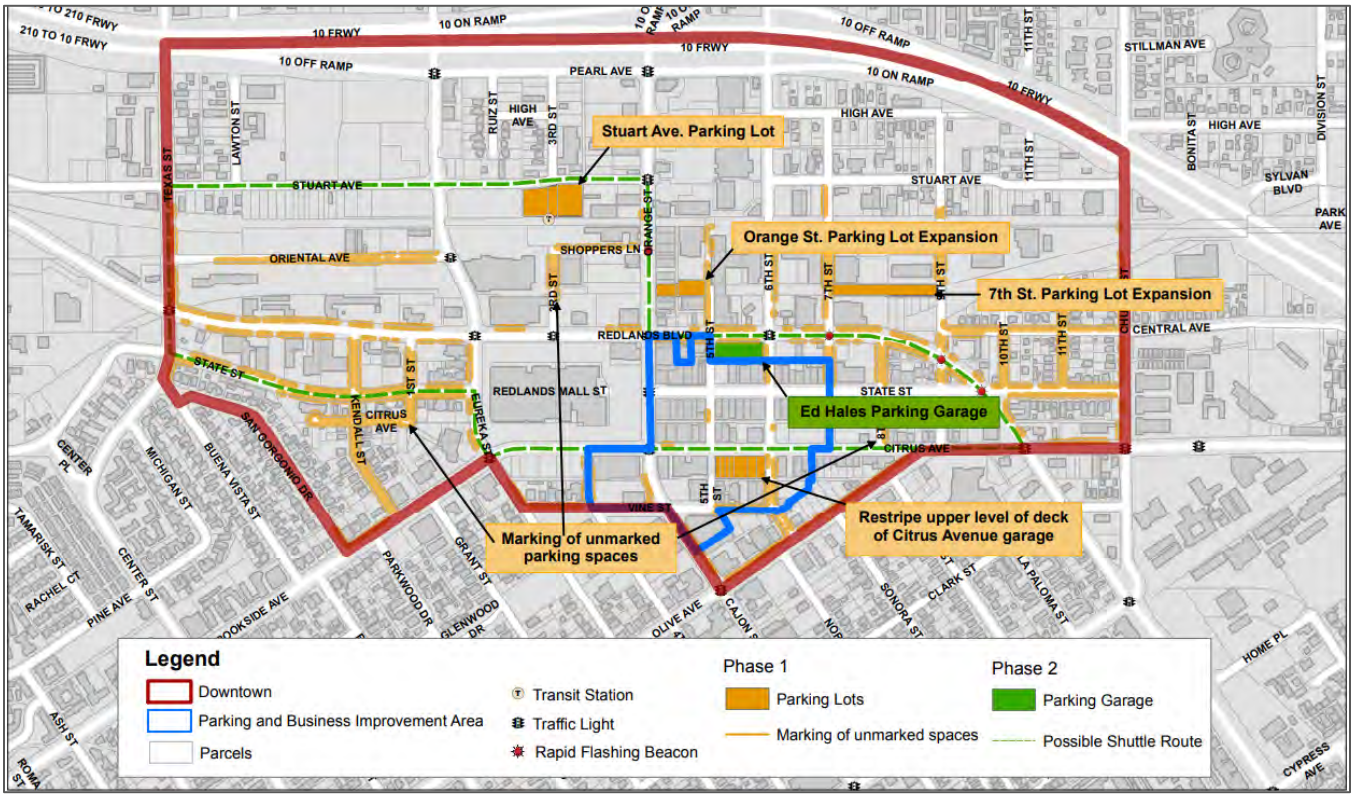
Source: *2017 Initial Downtown Parking Study*, 2017.

The study mentioned that the City had an agreement with the owner of the Centennial Plaza to permanently provide 53 spaces for public use. These spaces are not well advertised as public parking, and the parking garage rarely exceeded 25 percent occupancy even during peak Market Night hours.

In addition to providing parking inventories and occupancy data, the initial study explored current parking management practices and future opportunities. It found there was no charge for parking Downtown other than a few lot spaces leased to individual businesses. There were also no programs to incentivize off-street parking for employees and long-term parkers. Many spaces in the Downtown core had two- or three-hour parking time limits, with the Police Department responsible for enforcement. The study introduced paid parking through "pay and display" kiosks as a possible method of encouraging the turnover of prime spaces.

Other ideas included in the initial study were restriping and expanding existing parking lots, providing additional public parking through private development, improving wayfinding and signage, improving the pedestrian crossings to access the Centennial Plaza, reaching out to downtown business owners for shared parking solutions, and improving lighting and security at parking lots and structures. Longer-range ideas included creating a structure at the Ed Hales lot or implementing a downtown parking shuttle between public parking areas and busy destinations (Figure 31 displays the proposed shuttle route).

Figure 31: Parking Improvements Plan from the 2017 Initial Downtown Parking Study



Source: *2017 Initial Downtown Parking Study,* 2017.

Finally, the initial study discussed options for potentially financing additional public parking downtown. Redlands already has a downtown parking fund, through which the sale of City property could fund additional parking. Bond financing, business license fees, special assessment districts, cost recovery through paid parking, leasing, and public private partnerships are additional mechanisms through which the City could fund additional parking or other mobility improvements in the downtown.

Transit Villages Specific Plan

The Transit Villages concept is a defining feature of Redlands' 2035 General Plan. Transit villages are meant to be economically vibrant and environmentally friendly places in which people can live without vehicle dependency, where multiple destinations are located within close proximity, and where walking, biking, and public transit are appealing and convenient modes of transportation. Formally adopted in October 2022, the Transit Villages Specific Plan contains greater detail and includes a chapter that provides parking objectives and management strategies for the areas near these train stations. This plan includes a chapter section dedicated to parking strategy and improvements for the downtown area. The Transit Villages Specific Plan replaces the former Downtown Specific Plan. The plan introduces the following vision:

> *"…to create a cohesive town center with abundant amenities and pedestrian-oriented streets…to encourage a mix of uses to promote economic vitality, create a pedestrian-oriented environment, maintain a distinctive character based on the city's historical elements, and enhance the civic realm through vibrant streetscapes."*

The Parking Objectives section addresses the need to find the right balance between supplying adequate parking without supplying more than necessary. The Parking Management section speaks to the importance of the 85 to 90 percent utilization threshold, explaining how parking occupancies that exceed this threshold may frustrate visitors and lead potential customers to choose to do business elsewhere. When parking occupancies are below this threshold, parking management strategies seem unnecessary. When ample parking is available, people may be less open to using sustainable modes of transportation like walking, biking, carpooling, or taking public transit, parking farther from their destinations and walking, or paying for a prime parking space. The plan explains that when occupancies reach the threshold, people are typically more willing to change their parking expectations and behavior and support parking management strategies. Parking management measures may relate to:

- Demand: Parking demand can be reduced through actions that make alternative modes of transportation more attractive, such as creating more bike lanes and bike parking, providing transit pass discounts, or developing incentive programs to encourage downtown employees to walk or bike to work.
- Location: Parking management can help shift demand from primary parking locations to secondary locations in the surrounding area. This requires clear signage and wayfinding to inform motorists of available parking and inviting pedestrian routes that increase the distance people are willing to walk to their destinations. Permits can also help prioritize certain parking locations for certain user groups.
- Time: Time limits are mentioned as a way to encourage turnover in busy areas and keep spaces available for short-term users. Time management strategies also consider ways to use parking space more efficiently based on the time of day or day of the week. For example, spaces might serve as a loading zone in the

Bike Parking on State Street

Source: *Walker Consultants*, 2023.

early morning and public parking during business hours. Church parking lots could serve the public during weekdays, and office parking lots could be made available to the public on weekends and at night.

- Price: Charging for priority parking spaces during peak hours is another way to encourage turnover and help create availability, while also generating revenue which can be kept in the area and used for things like sidewalk upkeep, cleaning, safety and security, marketing, wayfinding, streetscape improvements, and alternative mode programs, such as discounted transit passes. Another pricing strategy involves requiring in-lieu fees of businesses that rely heavily on public parking.
- Supply: Supply-focused strategies may involve building new facilities, requiring new developments supply a minimum number of parking spaces or bike parking spaces, or allowing and encouraging shared use agreements so that existing parking is more efficiently utilized.

The "Downtown Parking Strategy and Improvements" section sets forth the goal of more efficiently managing existing parking downtown and providing any additional future parking in structures, rather than surface lots, to maintain a walkable and pedestrian-friendly downtown environment. Ideas for downtown include:

- Preserve convenient street parking for visitors running quick errands or grabbing a cup of coffee.
- Accommodate passenger rail commuters with a parking garage on Stuart Avenue that also includes bike parking and drop-off locations.
- Improve the pedestrian environment with amenities like shade trees, sidewalks, lighting, and benches.
- Manage existing parking resources more efficiently by:
    - Encouraging properties with surplus parking to enter shared use agreements with other properties or allow public use of some of the parking.
    - Encouraging downtown employees to use off-street parking lots and garages.
    - Creating maps and brochures that show where parking is available.
    - Installing wayfinding and signage to direct visitors to the appropriate parking facilities.
    - Making existing parking more attractive by improving lighting and security.
    - Introducing valet parking.

Downtown Redlands Station

Source: *Walker Consultants*, 2023.

- Introducing time limits in locations where parking utilization exceeds 90 percent.
- Charging for parking in areas where parking utilization exceeds 90 percent even after time limits are introduced and allocating revenue to support the needs of the downtown.
    - Revenue from street parking can support programs such as cleaning, safety, marketing, lighting, bicycle facilities, or sidewalk enhancement.
    - Revenue from parking lots and garages can be reinvested back into the operation, maintenance, and security of off-street parking facilities, or the construction of new facilities.

- Establishing a Downtown Transportation Improvement District to manage all parking operations in the downtown area, and if paid parking is introduced, to set parking rates and allocate revenues for improvements within the Downtown Transportation Improvement District boundaries.
- Encouraging the use of sustainable transportation modes to reduce parking demand by using parking revenues to introduce transportation demand management measures like parking cash out programs, transit pass offerings, bike programs, and car sharing programs.
- Increasing the amount of downtown parking available to the public to allow for efficient management and the sharing of parking resources.
- Modifying the code requirements to reflect the needs of a transit-oriented development area.
    - Unbundling parking so that spaces are sold or leased separately from residential units, allowing residents without cars to avoid paying for parking they don't use and freeing up spaces for those who need it.
    - Allow all downtown parking to be shared among all uses rather than allowing shared parking agreements only for more limited combinations of uses, projects, or developments.

Entrance to Centennial Plaza Garage

Source: *Walker Consultants*, 2023.

The Transit Villages Specific Plan also recommended several measures (establishing a flat parking requirement for all commercial uses, allowing parking requirement exemptions, increasing the allowable distance of off-site parking facilities, and reducing parking requirements for projects willing to share their parking supply) that are no longer relevant to transit-oriented development (TOD) areas with the passage of AB 2097. The Downtown Parking Standards Review section provides further detail on the impact of this new state legislation, which prohibits minimum parking requirements within a half-mile of public transit.

Finally, the Downtown Parking Strategy and Improvements section recommends any additional downtown parking be provided in structures, and suggests four potential locations:

- Stuart Avenue Parking Garage - This project was completed while the Transit Villages Specific Plan was still undergoing the approval process. The new structure includes 385 spaces, with 200 spaces available for public use.
- Redlands Mall Garage – The plan suggests that the redevelopment of the Redlands Mall site should include parking that be made available to the public.
- Ed Hales Parking Garage – In the mid- to long-term, the City could accommodate approximately 160 vehicles by building a parking structure at the existing site of the Ed Hales parking lot.
- Seventh Street Garage – In the long-term, the City could construct a new garage with between 200 and 400 spaces to serve the developments in the area bounded by Orange Street, Redlands Boulevard, Church Street, and the Freeway.

These locations were chosen to provide convenient access to the passenger rail station and State Street corridor, as well as to intercept traffic coming from the east and north to reduce traffic circulation in the core downtown area. The plan also mentioned the potential for creating public private partnerships to develop parking structures on existing downtown surface lots that are privately owned.

Downtown Parking and Standards Review

Parking Time Limits and Extension Program

Currently, parking management in Downtown Redlands is limited to time limits; there are no paid parking areas. In approximately 1999, a Downtown Redlands Extended Parking Permit Program was created in which businesses could purchase, on behalf of their clients, permits allowing for one-time overstay of the parking time. Permits cost fifty cents. The program was mainly used by hair salons and by the Redlands Sewing Center when offering classes.

Downtown Parking Standards and Requirements

Work on the Draft Transit Villages Plan for Redlands began in 2017, and the plan's development code chapter included parking standards for the downtown area (see Figure 32). These standards were meant to update the previous development standards to better align with characteristics and goals of a walkable mixed-use area with accessible public transit.

Figure 32: Downtown Parking Requirements in the Transit Villages Specific Plan

D. Parking Requirements

1. Off-street parking spaces shall be provided for each land per the below standards. See Section 4.12 for additional parking requirements.

a. Residential
   - i. Units up to 999 sf: 1.0 space/unit
   - ii. Units between 1,000 – 1,499 sf: 1.5 spaces/unit
   - iii. Units 1,500 sf and greater: 2.0 spaces/unit
   - iv. Guest: 0.25/unit

b. Lodging: 0.75 space/room

c. Live/Work
   - i. Units up to 1,499 sf: 1.0 space/unit
   - ii. Units 1,500 sf and greater: See Commercial

d. Commercial (Retail/Office/Restaurant)
   - i. Ground floor commercial: 1/300 sf gross ground floor building area
   - ii. Upper Floor commercial: 1/350 sf gross upper floor building area

e. Standalone Restaurant*: 1/150 sf gross restaurant area

f. Civic: 1/350 sf gross building area

g. Mixed-Use: See Section 4.12.C.4 (Spaces for Multiple Uses and Mixed-use Developments).

* A single restaurant, café, or similar business in a single building on a single parcel with on-site parking dedicated to the single restaurant use.

Source: Transit Villages Specific Plan, Chapter 4, page 18, 2022.

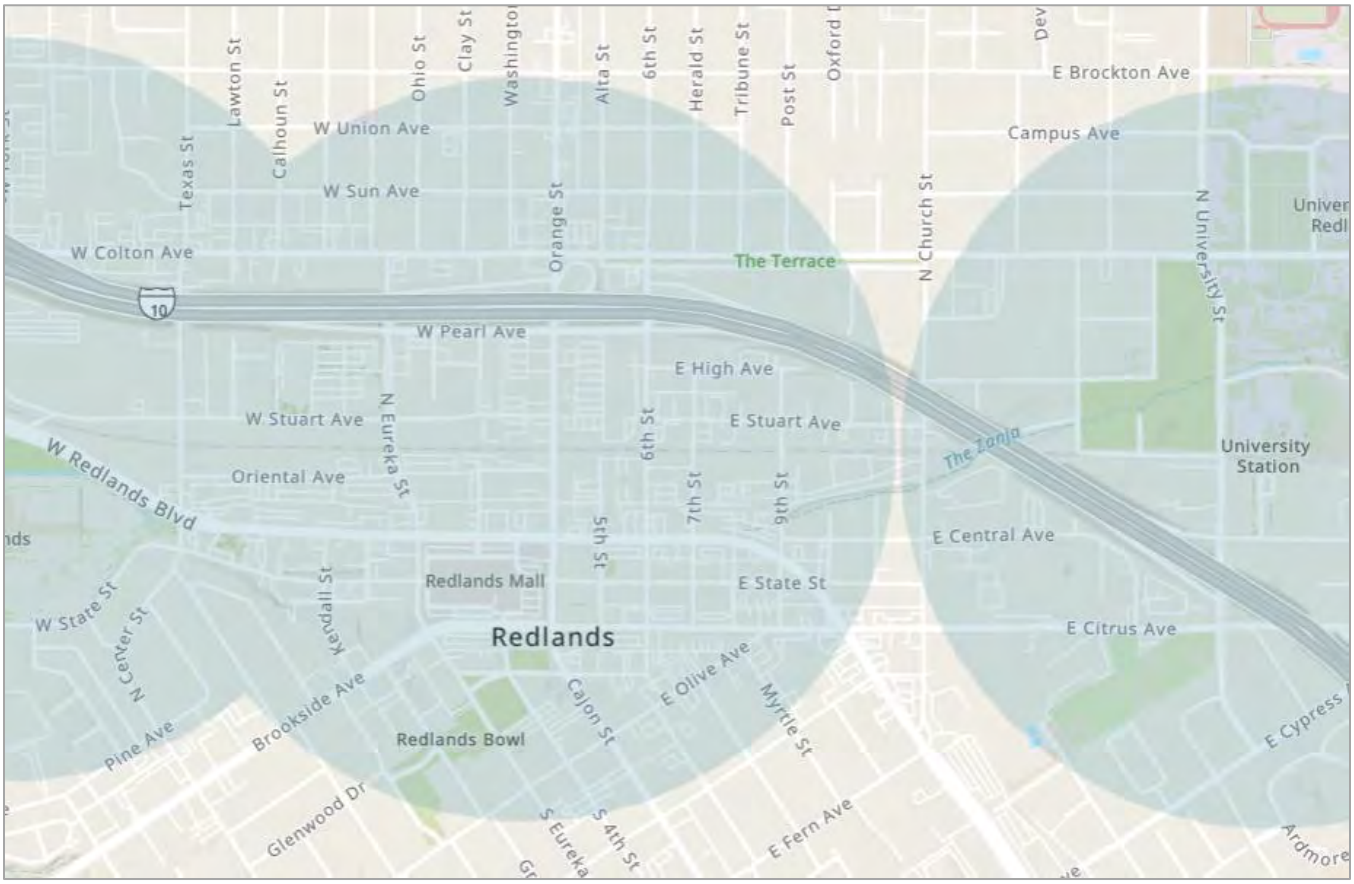
The chapter also established allowances for tandem parking, compact parking, and off-site parking, and it offered parking requirement reductions for projects with shared parking or that provide carpool spaces, transit incentives, flex-car sharing programs, secure bike parking with showers and lockers, or other transportation demand management (TDM) measures.

AB 2097

However, new state legislation renders the parking requirements of the Transit Villages Specific Plan inapplicable to most of the Downtown Transit Village area.

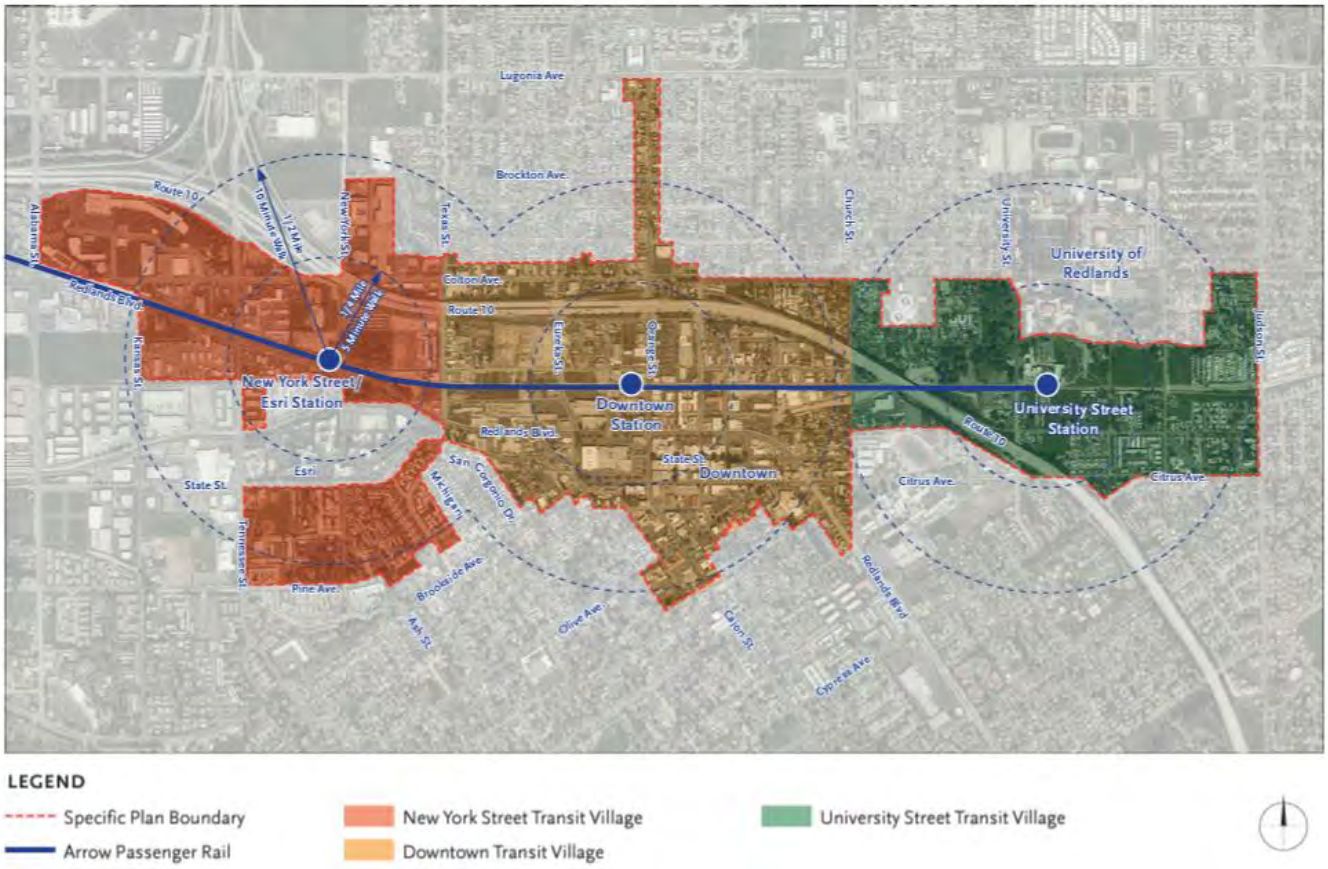
Assembly Bill 2097, adopted in September 2022, prohibits a public agency from imposing or enforcing any minimum automobile parking requirement on a residential, commercial, or other development project if the project is located within one-half mile of public transit. "Public transit" includes any existing rail or bus rapid transit station. This means the parking requirements no longer apply within a half mile of the Downtown Redlands Station, and this "High Quality Transit Area" (see Figure 33) roughly encompasses the entire Downtown Transit Village area (see Figure 34). Only a few small areas of the Downtown Transit Village area, such as the small segment of Orange Street just north of Brockton Avenue and the segment of Redlands Boulevard just south of Citrus Avenue are outside the half mile radius from the rail station.

Figure 33: Downtown Redlands "High Quality Transit Area" Coverage



Source: High Quality Transit Areas (HQTA) 2045 – SCAG Region, Southern California Association of Governments, 2021.

Figure 34: Redlands Transit Villages Specific Plan Area Boundaries



Source: Transit Villages Specific Plan, Chapter 1, page 5, 2022.

AB 2097 prohibits public agencies from imposing minimum parking requirements, but it also says that when a project provides parking voluntarily, a City may impose requirements on the parking, such as requiring spaces for car share vehicles, requiring spaces to be shared with the public, or requiring parking owners charge for parking. Therefore, it may be possible that some type of parking standards could still apply to the downtown area. Alternatively, it may still be possible to encourage projects to provide carpool spaces, transit incentives, flex-car sharing programs, secure bike parking with showers and lockers, or other transportation demand management measures even without being able to offer a reduction in parking requirements. The next section explores some of the development standards and parking management practices used by other cities to advance sustainable mobility goals.

Case Studies of Parking Management Best Practices

Because most of Downtown Redlands falls within a half mile of public transit, state law prohibits the City from imposing minimum parking requirements in the area. This limits several options that may have previously been available: pursuing a supply-focused approach to parking management centered on individual sites, using parking in-lieu fees to fund the development of centralized public parking, and using a potential reduction in parking requirements to incentivize development projects to include features that encourage the use of sustainable transportation. When cities no longer rely on minimum parking requirements to ensure excessive parking supply or alternative options, parking management becomes even more important.

This section explores three case studies of parking management in the following cities:

1. Santa Monica, CA
2. Pasadena, CA
3. Cambridge, MA

The cities were selected for their best practices in parking management and access. Their strategies include integrating parking with transportation demand management development standards, implementing a parking benefit district, creating a Traffic Reduction and Transportation Improvement Fee for new development, pricing public parking based on demand, and encouraging public and shared parking.

Santa Monica, CA

Santa Monica is a mid-sized city that attracts millions of visitors each year. Because of the high number of visitors, the City has developed a robust parking program that maintains the walkable character of the downtown, provides clear information to drivers, ensures parking is available for those who need it, and mostly avoids subsidizing the cost of driving. Santa Monica also reduces parking demand indirectly through programs designed to reduce the vehicular traffic associated with employee commuting and new developments.

The City created a Downtown Parking Assessment District, where projects had the option to pay an in-lieu fee of $20,000 per required parking space they did not provide. The City also created an overlay district where the development of new above-ground parking is prohibited, which encouraged developers to pay the in-lieu fee rather than create new parking that would deteriorate the pedestrian-friendly environment. Funds were dedicated to a Downtown Parking Fund and used to finance the expansion of the public parking supply or trip reduction strategies. The City developed a large supply of public parking with the help of in-lieu fees, but also focused heavily on demand management. Ultimately, Santa Monica's demand management was so effective that the City found it had built more parking than necessary and approved the demolition of a public parking garage.

Some of Santa Monica's parking demand management strategies include:

- Pricing zones and rate adjustments
- Special event rates
- Parking cash-out
- Unbundled parking

Demand-Based Parking Rates

The municipal code establishes a base rate of $2 per hour for street parking in the downtown and $1 per hour in other meter zones, and it gives the City Manager or designee the authority to adjust these rates up or down 25 cents every six months to achieve target occupancy. Downtown street parking rates rose to $2.50 per hour, and rates elsewhere rose to $1.25 per hour. The hourly rates for public lots and garages are lower, which attracts longer-term parkers to off-street parking and increases turnover of the more convenient on-street spaces, which supports local businesses. The City also supports local businesses by offering free parking in structures for the first 90 minutes, an initiative that works without excessive enforcement efforts because the parking structures have gates that record the time of entry. Some parking structures have three-hour time limits for more convenient lower-level parking but allow all-day parking on upper levels.

When there are special events, the City charges higher rates for structure parking, and charges per entry rather than hourly. The Special Event Rate is $30 during a weekday event and $35 during a weekend event. These rates are higher than the typical daily maximums of $20 during the weekday and $25 during the weekend.

Parking Discounts for Downtown Residents and Employees

Downtown residents who live in buildings without on-site parking are eligible to purchase monthly parking permits. Downtown employers are eligible to purchase monthly, semi-annual, or annual permits for their employees to park in certain public facilities. Santa Monica is also running a Downtown Employee Validation Pilot Program that offers reduced daily rates, allowing employees to pay $6 to receive validation for 6 hours of parking or $9 to receive validation for 12 hours of parking. Daily parking is preferable to monthly parking, as studies have shown car use is almost doubled where employees can pay monthly instead of daily.[3]

Initiatives to Reduce Employee Parking Demand

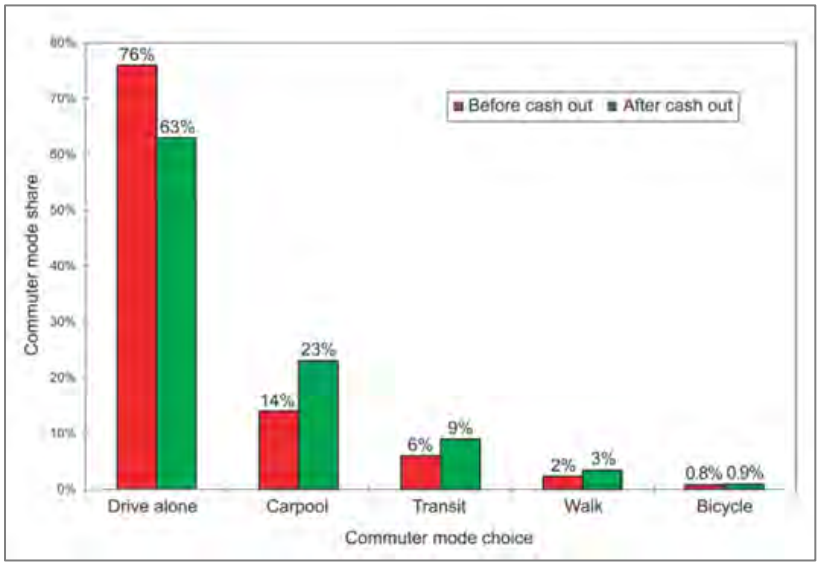
Santa Monica also provides a model for reducing employee parking demand through their Transportation Management Ordinance requirements. The City requires all employers with over 10 employees to pay an Employer Annual Transportation Fee per employee, which covers the cost of administering the ordinance. As part of the ordinance, Santa Monica targets an average vehicle ridership (AVR) of 1.5 or higher, and employers who achieve this target may receive a 60 percent credit on their annual fees.

The Transportation Management Ordinance requires employers to submit an annual Emissions Reduction Plan with transportation demand management initiatives including marketing strategies, support strategies, and subsidy-based strategies. Santa Monica uses Emissions Reduction Plan reporting to ensure employers comply with the state's parking cash-out law, which requires that large employers who lease their parking and offer free parking to employees must also offer the option of receiving the equivalent cash value. When employees have the option to choose cash instead of a free parking space, fewer people choose to drive alone to work, and the total parking demand is reduced. A sample of eight case study employers offering parking cash-out, including two

[3] Christiansen, Engebretsen, Fearnley, and Usterud Hanssen. 2017. "Parking facilities and the built environment: Impacts on travel behaviour." *Transportation Research Part A: Policy and Practice*, Volume 95: 198-206. https://doi.org/10.1016/j.tra.2016.10.025.

in Santa Monica, revealed that parking cash-out reduced solo commuting by an average of 13 percent, with corresponding increases in carpooling, transit use, walking, and biking (see Figure 35).

Figure 35: Commuter Mode Shares Before and After Parking Cash-Out



Source: *Parking Cash Out, Shoup,* 2005.

Unbundling Parking

Another way Santa Monica creates equity between drivers and non-drivers is by unbundling parking. The code requires that parking spaces be leased or sold separately from residential or commercial structures. This way, non-drivers are not required to pay for parking they don't need, and the parking spaces that exist will be used more efficiently. For residential developments, when the cost of parking is separate from the cost of housing, households are more likely to choose to reduce their vehicle ownership. Research has shown that after controlling for socioeconomic and built environment characteristics, the presence of bundled parking is associated with a 27 percent increase in vehicle miles traveled.[4] For commercial developments, requiring that parking be unbundled facilitates the enforcement of (and improves the effectiveness of) parking cash-out.

Transportation Impact Fees and TDM Plan Requirements for New Developments

Santa Monica has a Transportation Impact Fee program that requires developers to pay a fee based on the number of residential units or on the amount of square footage for non-residential developments. Establishing this program required a nexus study demonstrating the relationship between the expected transportation impacts of new developments and the fees required to address those impacts through transportation improvements and trip reduction strategies. For example, the transportation impact fee revenues may fund sidewalk improvements, bike parking, transit improvements, new bicycle and transit lane striping. Programmatic measures may include partnerships with sustainable mobility service providers. While other cities may have

[4] Pinski and Manville. 2018. "Parking behaviour: Bundled parking and travel behavior in American cities." *Land Use Policy*, Volume 91. https://doi.org/10.1016/j.landusepol.2019.02.012

transportation improvement fees that fund vehicle infrastructure, Santa Monica directs these funds toward projects that reduce vehicle traffic, which also helps manage parking demand.

The City requires Transportation Demand Management (TDM) plans for new developments with 16 or more residential units or at least 7500 commercial square feet. Strategies to reduce vehicle travel may include both programmatic measures, such as providing employees or residents with transportation allowances for transit passes, and site improvements, such as providing secure bicycle parking with electric charging for e-bikes.

Parking Maps, Signage, and Wayfinding

Santa Monica has clear signage displaying the location of public parking facilities, as well as the number of spaces available in parking structures. It also uses sensor technology to continually update a web page showing the location of off-street parking facilities and how full they are (https://www.santamonica.gov/places/parking-lots). The website makes it easy for visitors to plan ahead, and the signage at each facility helps visitors who are already in the area easily identify parking locations. The system also generates occupancy data, which can help guide potential rate adjustments.

Pasadena, CA

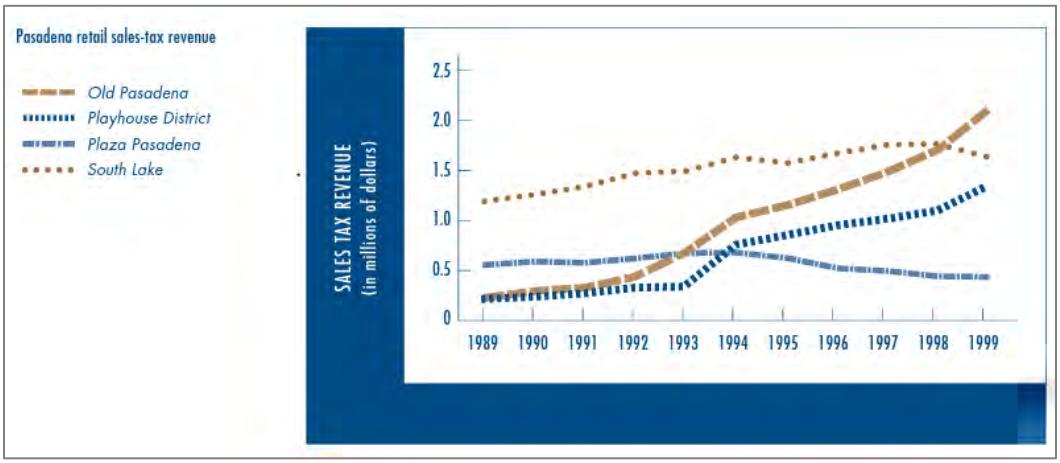
Pasadena is a mid-sized city in Los Angeles County with a thriving business district, Old Pasadena, that now attracts many visitors for shopping and dining. Old Pasadena was one of the earliest adopters of what has come to be widely accepted as a best practice in parking management, the “parking benefit district” model. Pasadena also uses pricing to ensure convenient street parking is available for short-term visitors, limits parking supply in transit-oriented development areas, and uses transportation impact fees to fund sustainable mobility projects.

Parking Benefit District

Initially, Old Pasadena had no parking management other than two-hour time limits. City staff suggested installing meters, but some business owners were concerned that charging for parking would discourage potential customers from visiting. Then, the City proposed using all parking revenue to fund public improvements within the parking meter zone and allowing advisory board members to control the use of revenue. Merchants and property owners accepted this idea.

The parking meters resulted in greater availability of convenient curb parking for customers, and customers willing to pay for parking seemed to be more willing to spend more money in Old Pasadena. Retail sales and tax revenue in Old Pasadena increased significantly following the installation of parking meters in 1993, including when compared to other commercial districts in Pasadena, as shown in Figure 36.

Figure 36: Retail sales-tax revenue in Old Pasadena before and after installing parking meters in 1993



Source: Access Magazine, Turning Small Change Into Big Changes, Kolozsvari and Shoup, 2003.

Meter revenues were used to fund street furniture, trees, tree grates, lighting fixtures, cleaning services, marketing, and security services and patrols for the area. These public improvements attracted more visitors, which resulted in higher meter revenues and created a "virtuous cycle" of continual improvements credited with revitalizing the downtown. A marketing campaign assured visitors that their parking fees would be used to benefit Old Pasadena.

In October 2022, Pasadena's Director of Transportation provided the Old Pasadena Parking Meter Zone Advisory Commission with a report on the parking meter fund's revenues, expenses, and projections through the end of the year. The fund was estimated to end with a balance of approximately $1.6 million, with $900,000 designated to cover operations and meter replacement expenses, and $727,000 available for appropriations. The Advisory Commission is composed of seven members—three property owners in the area, three business owners who rent property, and one "at large" member who may be either. The commissioners guide the expenditure of meter revenue and recommend meter rate adjustments.

Old Pasadena Parking Meter

Source: *Parking Matters in Old Pasadena, Kolozsvari and Shoup,* 2018.

Pasadena's Parking Benefit District uses parking revenue to fund Safe, Clean, and Homeless Outreach services. In addition to cleaning and beautification activities, their job description includes:

- Provide High Visibility & Presence
- Monitor Suspicious Activity
- Respond to Calls for Service
- Provide Safety Escorts
- Assist the Pasadena Police Department
- Conduct Homeless Wellness Checks

Guide hours are from 7 am-midnight Sunday through Thursday and from 7 am-3 am Friday and Saturday.

Parking Rates and Options

Like Santa Monica, Pasadena charges more for on-street parking than for parking in its off-street "Park & Walk" facilities.[5] This helps ensure convenient spaces are available for customers.

- Street parking is $1.25 per hour in the heart of Old Pasadena and $0.75 per hour on the periphery.
- "Park & Walk" garages are $1 for the first 2 hours and $2 per hour thereafter, with a $12 daily maximum.
    - The first 90 minutes may be free with validation from participating stores.
- Monthly garage parking permits are available for between $70 and $90 depending on the location.

Drivers can use the Passport Parking app to pay for metered parking, extend your parking sessions, and get reminder notifications. Monthly permits are available through the City.

Parking Maximums and Public Parking in Transit-Oriented Development (TOD) Areas

Pasadena's municipal code establishes *maximum* parking requirements for new development in its TOD areas. The strategy of limiting parking provision is meant to help the City achieve long-term sustainable mobility goals and reduce private vehicle ownership and use. The City allows an exception for commercial parking in excess of the maximum, provided that the parking is available for public use, that signs advertise the availability of public parking on the property, and that rates do not exceed the City garage rates by more than 150 percent. In this way, parking maximums can help incentivize the provision of publicly available parking.

Traffic Reduction and Transportation Fee

Like Santa Monica, Pasadena collects a development fee to offset the transportation impact of new developments and uses these funds not for roadway and vehicle infrastructure, but to improve pedestrian and bicyclist infrastructure and increase transit service frequency. Pasadena also requires new projects to submit transportation plans for individual sites based on project size, and the fee expands on this by funding already-planned projects or programs at a larger scale and helping the City make improvements where they will have the greatest impact. Rates are set per square foot for retail, office, and industrial developments and by the number of units for residential developments.

Cambridge, MA

The mid-sized city of Cambridge, Massachusetts stands out for the way it links parking with transportation demand management (TDM). While many cities have programs that offer new developments a reduction in minimum parking requirements for including TDM measures, Cambridge takes a different approach. In Cambridge, parking supply is what triggers TDM requirements that can help mitigate the vehicle ownership and traffic impacts associated with higher parking availability. The City favors TDM because it is less expensive than expanding roads and parking facilities, it improves environmental quality and livability, it can be put in place quickly and tailored to particular groups, it promotes social equity, it encourages efficient land use, and it corrects

[5] It is important to note that public parking structures in Santa Monica and Pasadena were generally constructed with significant assistance from each City's Redevelopment Agency (RDA) at the time. RDAs were abolished in the State of California as of February 1, 2012. The construction of these parking structures also predates the cities' recent climate action plans, which include strategies related to parking policies and facilities/sustainable mobility and land use as essential to achieving GHG reduction goals, as is the case in Redlands (see Figure 38).

market distortions by revealing the true cost of people's travel options. Cambridge also recently eliminated minimum parking requirements throughout the City, and like Pasadena, has parking maximums in some areas.

Parking and TDM Ordinance

The ordinance requires TDM measures for nonresidential projects with at least five parking spaces. Small projects with under 20 spaces are simply required to include three TDM measures from a list provided by the city. Example measures include the following:

- Transit pass subsidies
- Bicycle parking and charging facilities
- Showers and lockers
- Carpool/vanpool matching
- Emergency ride home programs
- Financial incentives not to drive alone
- Hiring of local residents
- Shuttle programs
- Market-rate parking fees
- Daily parking fees rather than monthly
- Providing transportation information

Larger projects with at least 20 parking spaces must submit a Parking and TDM Plan that includes a drive-alone mode split commitment set at ten percent below the census tract average. The program requires annual reporting and monitoring, with adjustments required for projects that do not meet their mode share target. The City may issue fines or even restrict access to the development's off-street parking supply until compliance is attained. In 2014, 30 of 35 projects that submitted monitoring reports met or exceeded their drive-alone mode share reduction targets.[6] Many projects affected by the ordinance were in the Kendall Square neighborhood, where the drive alone rate fell by 16 percentage points between 1990 and 2018.[7] After the Parking and TDM ordinance was adopted, drive-alone rates fell throughout the city of Cambridge, even while they increased throughout the rest of the state.

Cambridge served as a national model for its approach to the relationship between parking and TDM, having introduced its ordinance in 1998. Since then, several other cities have followed in its footsteps. For example, San Francisco expanded on the idea by also applying it to residential projects and making requirements clear upfront for developers. The City provides a website with a menu of TDM options with a point value assigned to each, where the number of points-worth of TDM measures that a development must include is tied to its exact number of parking spaces, rather than the simple categories of small and large projects. In many places, a reduction in parking requirements has been used as an incentive to improve development projects. However, now that AB 2097 has eliminated this possibility for many areas, approaches like Cambridge's, where TDM requirements are based on parking supply, will likely become more popular and necessary in cities throughout California.

[6] City and County of San Francisco, TDM Technical Justification, 2018.
[7] Mayors Innovation Project and State Smart Transportation Initiative, Modernizing Mitigation: A Demand-Centered Approach, 2018.

Variable Rates for Public Parking

Like Pasadena and Santa Monica, Cambridge uses pricing to manage parking demand. Parking rates vary, with higher charges in areas or during hours with higher demand. In addition to managing street parking, Cambridge has two public parking structures and nine off-street facilities. Rate variation examples include:

- Public parking facility rates range from 50 cents to $3 per hour
- Some public lots have higher rates from 8am-6pm and offer lower rates from 6pm-10pm; other facilities do not charge at all in the evenings
- Reduced monthly fees for resident permit parking in garages varies by month ($100 per month May through November, $50 per month December through April)

Parking Time Limits

Cambridge also uses time limits to manage parking. Most metered parking spaces have two-hour time limits, and some high turnover areas have 30-minute time limits. Most public surface parking lots have two-hour time limits during the day, and four-hour time limits in the evening. Time limits apply to designated zones, rather than individual spaces, so drivers are unable to simply move their car to another space to avoid a violation. Drivers who need to park for a longer time can park in the City's two public parking garages or private off-street facilities.

San Clemente, CA

Downtown San Clemente is a popular destination frequented by both residents and visitors. The core of San Clemente's downtown experiences parking shortages at peak times. When the City studied the parking supply it was found that although the public parking lots were at or near capacity, there was a surplus of 400 spaces in the private parking lots. Rather than constructing new parking resources, which is expensive, San Clemente developed the Parking Lot Lease Program. The cost is equivalent to maintaining a parking structure without the capital costs for the purchase of land and improvements. Put simply, the program opens the surplus parking in private lots by converting underutilized private parking lots to public lots, thereby increasing their usage and the available parking downtown.

The program came about as a result of complaints by downtown merchants that there was not an adequate supply of parking in the downtown area. To understand parking dynamics in the downtown, San Clemente hired Walker Parking Consultants in 2002 to develop a parking study and survey that analyzed parking supply and demand. The survey was conducted during the mid-summer, the peak parking demand period for this beachside community. The analysis concluded that the public parking spaces were heavily utilized while the private parking spaces, although in convenient locations, were not heavily utilized. The private parking lots were averaging 50 percent capacity utilization during peak demand periods. At the same time the public parking resources (public lots and public street parking) were nearly 100 percent utilized.

Walker and the City realized that the perceived deficiency of parking in downtown was actually a lack of available and convenient public parking, rather than a critical shortage of parking overall. Walker recommended that the City increase its effective supply of parking by making the underutilized private parking lots open to the public. It was understood that 100 percent conversion of private lots was not necessary. Rather, the conversion of several key private lots to public close to the downtown core was the goal. The challenge in leasing the private lots was to

persuade property owners of the benefits of leasing their private parking lots. The City was able to identify several strong incentives that property owners wanted. Executed leases (see template in Appendix D) often included the following terms:

- Rental rate of approximately $350.00/month/10 spaces; and
- City funded parking lot improvements including slurry seal and restriping; and
- City maintenance of parking lots; and
- City parking enforcement (which owners are reluctant to do because they do not want to offend their customers); and
- City hold harmless and indemnify private property owners from liability resulting from public use; and
- Wayfinding signage identifying the private lots as public lots; and
- Lease term of 1-year with automatic 30-day renewal thereafter (short term leases are more appealing to property owners who are considering future development of their property).

The terms of the lease proved to be enticing to private parking lot owners. Since the adoption of the program in 2003, at least nine property owners have participated in the program for an increase of 120 public spaces to the previous pool of 803 public parking spaces in the downtown, a 15 percent increase in the effective supply of public parking. Walker studies (in 2006, 2008 and 2010), confirmed that the privately-owned lots that were converted to public lots became more effectively utilized (averaging 80 percent utilization).

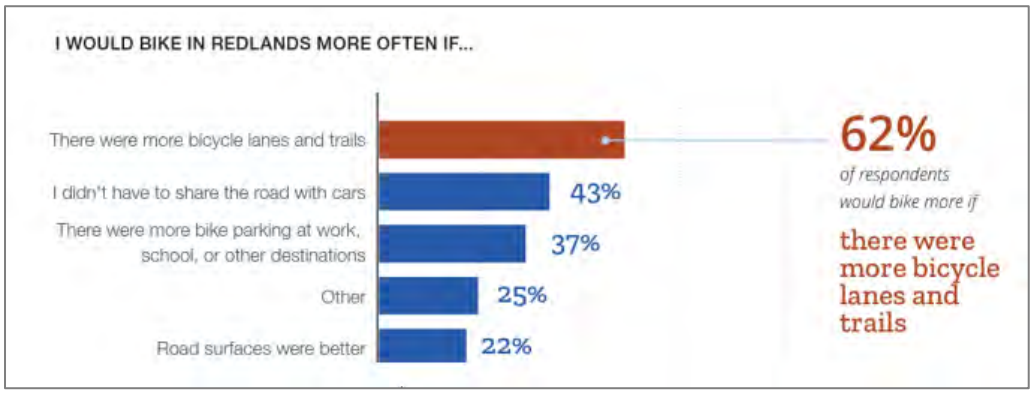
In San Clemente's 2018 Downtown Parking Study, the City staff recommended continuing the existing lease program and considering new opportunities to lease underutilized spaces (suggesting the continued success of the program). Walker contacted City staff for an update and received the following response: "The program continues to be very valuable for us. We currently have agreements with 7 different private lots, so each now has posted "Public Parking" signage. We are interested in expanding this program to also include night or weekend only lots – which would help especially with the downtown dinner rush. We have recently started to get pushback on the lease rate and some requests to increase that. Those will be evaluated on case-by-case basis."

This program demonstrates how downtowns can increase their effective supply of public parking without a large commitment of public dollars. This program is unique because rather than increasing the overall parking supply by way of physical construction, better management of parking resources is employed, making better use of private parking supply by converting private lots to public use. The program can be successfully implemented in other communities that have an underutilized private parking supply. All it takes is some City initiative in opening private parking lots for public use and then trusting in the ability of smart entrepreneurial property owners to see the benefits of the program.

Application to Redlands

Like the case study cities, Redlands is also interested in promoting sustainable travel options. Redlands' Sustainable Mobility Plan seeks to increase the share of residents who bike, walk, and/or take transit to work by seven percentage points (from 4.8 percent to 11.8 percent) by 2030. Community-wide survey question responses reveal how TDM strategies can help Redlands achieve these goals; for example, 62 percent of residents reported that they would bike more if there were more bicycle lanes and trails, and 37 percent of residents noted that they would bike more if there were more bike parking at work, school, or other destinations (see Figure 37).

Figure 37: Community-wide Survey Responses



Source: *Sustainable Mobility Plan, page 37,* 2021.

The Sustainable Mobility Plan also shared the results of the survey question, "If you drive a car regularly for most of your trips, what barriers prevent you from walking, biking, or taking public transit more frequently?" Residents were asked to choose their top three barriers. The top barriers identified in the survey were lack of safe sidewalks and crossings and not feeling safe due to the presence of vehicular traffic. Development standards that support TDM measures can help reduce these barriers. The areas of Redlands affected by AB 2097, where the City can no longer require parking, would especially benefit from TDM measures that reduce parking demand by making it easier and more appealing to travel without a car. When more people switch to walking, biking, or public transit, this will free up existing parking spaces for others who still want or need to drive.

The vision outlined in Redlands' Sustainable Mobility Plan will more likely come to fruition if the City's parking policies align with sustainability goals. In addition, the Redlands 2017 Climate Action Plan relies on the City jointly pursuing parking and TDM strategies to achieve greenhouse gas emissions reduction goals. Figure 38 summarizes the projected reductions from pursuing the transportation-related policies and actions included in Redlands General Plan and highlights the importance of parking policy.

Sustainable Mobility Plan Vision

Source: *Sustainable Mobility Plan, page 6*, 2021.

Figure 38: Transportation-related Greenhouse Gas Reduction Estimates

TABLE 3-9: GHG REDUCTIONS FROM ADDITIONAL GENERAL PLAN POLICIES AND ACTIONS ($MTCO_2E$ PER YEAR)

Year	Bikeway System Improvements	Pedestrian Improvements and Increased Connectivity	Traffic Calming	Parking Facilities and Policies	Transportation Improvements	Total GHG Reductions from Additional General Plan Policies and Actions
2030	120	1,337	334	6,686	709	**9,187**
2035	106	1,177	294	5,883	624	**8,084**

Source: *Climate Action Plan, page 3-16,* 2017.

Redlands may already require TDM strategies in some cases due to SB 743 and CEQA guidelines for transportation impact analysis, but only as a mitigation measure for some projects.[8] Generally, TDM requirements are triggered by vehicle miles traveled projections rather than parking supply, so TDM measures are less likely to be required in transit-oriented development areas, since projects may screen out based solely on their location. The Draft Transit Villages Specific Plan parking strategies include modifying code requirements to reflect the needs of a transient-oriented area.

Many of the other parking management strategies employed by the three case study cities also closely align with the strategies outlined in the "Downtown Parking Strategy and Improvements" section of the Transit Villages Specific Plan, as summarized above. For example, time limits and pricing can preserve convenient street parking spaces for visitors. Creating a parking benefit district could improve the pedestrian environment, providing additional amenities and security. Establishing parking maximums could facilitate the provision of parking that is shared and public, rather than private. Wayfinding and signage can help direct visitors to the appropriate parking facilities. Ultimately, parking management will become more important for downtown Redlands as the number of visitors increases with new development.

[8] City of Redlands CEQA Assessment VMT Analysis Guidelines, accessed 2023. https://www.cityofredlands.org/sites/main/files/file-attachments/redlands_vmt_analysis_guidelines.pdf

Summary of Existing Conditions Key Findings

Parking Supply and Demand Observations

- Peak parking demand occurred at 1 p.m. on Thursday. At this time, 48% of downtown public parking spaces were occupied. Saturday demand was slightly lower but followed a similar pattern.
- There is significant parking availability in the study area, but there are also localized areas of parking congestion, especially in the State Street area.
- During the period of peak parking demand, 27% of the 167 spaces in the turnover study area were occupied by long-term parkers.

Community Input: Intercept Surveys

- Approximately half of intercept survey respondents in downtown Redlands were from Redlands, and approximately half were visiting from outside the City.
- Of the survey respondents in the State Street area, 67% reported quickly finding parking near their destination, 17% found a space near their destination after circling around for a while, 9% found parking quickly but not near their destination, and 7% spent time looking for parking near their destination but could not find one and parked further away.
- For approximately half of survey respondents, parking availability is an important factor when deciding where to go out for shopping or dining.
- Redlands has been moderately successful at encouraging longer-term parkers to park in lots and structures but could do more to ensure that convenient on-street parking is available for people making short trips.
- Safety concerns often caused employees and business owners to park as near their workplace as possible, and some of their customers felt unsafe as well.
- Employees would appreciate more options to park without time limits.
- The lack of convenient available parking sometimes keeps potential customers away from downtown.

Community Input: National Community Survey Findings

- Ease of travel by car in Redlands was rated as more satisfactory than ease of travel by walking, biking, or public transportation.
- Most respondents rated the ease of public parking and the convenience/location of parking downtown as either good or fair. The ease of finding public parking downtown was rated more satisfactorily than the ease of finding public parking in Redlands in general.
- Forty-three percent of participants considered it reasonable to walk at least three blocks from a parking space to their destination.
- In terms of resource allocation, Downtown parking was the least likely to be seen as a major priority for the City. It was the second least likely to be seen as the top priority, selected by only five percent of respondents. In general, people would prefer resources be allocated to issues of Homelessness, Public Safety, Sustainability and Climate Change, and Quality of Life, rather than Downtown parking.

Plans, Policies, and Parking Management Practices

- The 2017 Initial Downtown Parking Study and the Transit Villages Specific Plan already include parking management strategies and goals for the future of downtown Redlands, including encouraging the turnover of prime spaces, encouraging shared parking, and encouraging the use of sustainable transportation to reduce parking demand.
- AB 2097 limits several management options previously available: a supply-focused approach to parking centered on individual sites, the use of parking in-lieu fees to fund the development of centralized public parking, and the use of parking requirement reductions to incentivize new projects to include features that encourage walking, biking, carpooling, and transit.
- Parking management opportunities drawing from successful approaches used in other cities include integrating parking with TDM development standards, unbundling parking, establishing parking maximums to incentivize public parking provision, creating a parking benefit district as a public-private partnership, implementing demand-based pricing, and encouraging public and shared parking.

03 Downtown Parking Vision, Goals, and Policies

3. Downtown Vision, Goals, and Parking Strategies

This chapter summarizes the goals of the General Plan of general relevance to parking policy decisions, reviews the vision and goals for downtown parking from the Transit Villages Specific Plan, and confirms the vision and goals with new support from community outreach findings and case study research. After the parking vision and goals are established, the next section confirms and provides support for a set of strategies first introduced in the Transit Villages Specific Plan that will help guide parking and access in Downtown Redlands.

General Plan - Vision and Key Themes

Redlands' General Plan includes chapters based on seven key themes – all of which are relevant to decision-making and planning for the future of parking and access in Downtown Redlands:

- Distinctive City
- Prosperous Economy
- Livable Community
- Connected City
- Vital Environment
- Healthy Community
- Sustainable Community

These themes are integrated into an overarching vision identified in the General Plan, developed collectively by the Redlands community: *"We envision Redlands as a distinctive city characterized by its small-town feeling and cultural richness; whose citizens enjoy a livable, healthy, and sustainable community and a prosperous economy."* This vision is then expanded into eight values—cultural richness, strength, unity, sustainability, health, prosperity, excellence, and safety—foundational concepts woven throughout the ideas and strategies of the General Plan, including the Transit Villages Specific Plan, which covers the downtown area.

Figure 39: View of the Look Theater from Stuart Avenue Parking Structure

Source: *Walker Consultants,* 2023.

Transit Villages Specific Plan – Parking Vision and Goals

One important goal of the 2035 General Plan is to encourage the concentration of future development in a few core areas, in order to help preserve the open space, agricultural land, and citrus groves on the outskirts of the City. Reducing sprawl and instead concentrating high density development near transit stations enables households to rely more on walking, biking, and public transit for transportation, and to reduce their vehicle ownership and use—which reduces greenhouse gas emissions, improves air quality, and supports public health and community vitality. To ensure the City is prepared to guide future development in a way that accomplishes these goals, the Livable Community chapter of the General Plan called for the development of a Transit Villages Specific Plan. This plan covers the area around each of the City's train stations, including the Downtown Station area. The Transit Villages Specific Plan was informed by extensive community outreach and adopted in October 2022. It introduces the following vision:

> *"…to create a cohesive town center with abundant amenities and pedestrian-oriented streets…to encourage a mix of uses to promote economic vitality, create a pedestrian-oriented environment, maintain a distinctive character based on the city's historical elements, and enhance the civic realm through vibrant streetscapes."*

Downtown Redlands Station

Source: *Walker Consultants*, 2023.

Parking policy is central to this vision. Parking is at the intersection of transportation and land use, and strategic parking planning and management decisions will be key to achieving the City's goals of economic vitality, livability, connection, health, and sustainability. The Transit Villages Specific Plan includes an entire chapter dedicated to parking, with concepts for downtown parking management established to align with the larger goals of the General Plan. The *Parking Objectives* section explains that some parking is essential for a thriving downtown, but too much can be detrimental to the street character and pedestrian environment. Downtown parking policies, strategies, and actions should therefore be developed to support the goal of finding:

> *"…just the right balance, using parking spaces efficiently in order to ensure customers can always find a nearby space easily and conveniently…"*

A more detailed list of parking objectives from the Transit Villages Specific Plan includes the following:

1. On-street parking in front of stores, restaurants, entertainment venues, and residences.
2. A "park-once" environment comprised of a network of small blocks, pedestrian-friendly streets, a fine-grained mix of land uses, and multiple destinations within easy walking distance of one another.
3. Sufficient demand-based parking for existing and new development.
4. Downtown parking management.

Additional Support for the Parking Vision and Goals

The parking goals from the Transit Villages Specific Plan are supported by the community outreach conducted to inform this report. The objectives are also confirmed as supported by the practices of peer cities identified as successfully managing downtown parking demand, as explored in the previous report section. The case study cities have largely already realized the goals Redlands seeks to achieve, with strong parking policies and programs that promote economic vitality, livability, health, and sustainability in their communities. This section organizes the findings from community engagement and case study research and reveals that the findings lend further support to the parking goals already established by the City.

Support for Creating On-Street Parking Availability

Maintaining on-street parking availability means that one or two spaces should be open on every block so that customers—including those who may have limited physical mobility, be in a hurry, or need to transport bulky items to and from their vehicles—can easily find convenient parking near their destination. Community outreach revealed that this goal is important to people and that Downtown Redlands has room for improvement.

- Downtown Visitors Intercept Survey Results: When asked how parking availability influenced their decision of where to go out for shopping and dining, almost half of respondents indicated that they usually try to go places with parking reasonably close to their destination. When asked an open-ended question about thoughts or concerns related to parking in Downtown Redlands, many people expressed difficulties due to a lack of available parking, such as arriving late to appointments or even going to another destination instead of Downtown. In general, people visiting for a shorter time may be more likely to consider it important to find convenient street parking, but the intercept survey revealed that, in Redlands, people staying downtown for less than one hour were less likely than longer-term parkers to report finding parking near their destinations.

Fully Occupied Street Parking on State Street

Source: *Walker Consultants*, 2023.

- National Community Survey Results: The NCS revealed room for improvement in parking availability. When asked to rate the ease of finding parking in Downtown Redlands, some people were satisfied, but 17 percent of respondents selected “Poor” and 27 percent selected “Fair.” When asked to rate the convenience and location of downtown parking, 11 percent selected “Poor” and 34 percent selected “Fair.” Fifty-six percent of respondents thought it reasonable to expect to find parking within 1-2 blocks of their destination, which currently is not always possible in Downtown Redlands.
- Downtown Employee Conversations: Conversations with downtown employees also supported the goal of achieving street parking availability, with the lack of convenient spaces or ADA spaces available for

customers identified as an important issue in multiple conversations. Other problems related to street parking availability were customers arriving late for appointments and parking difficulties for those making deliveries and carrying bulky purchases.

- Business Community Outreach: Many business owners expressed their concern that the lack of convenient available parking drives potential customers away. This was identified as a particular concern for retail store owners, whose customers are less likely to be meeting others or have a preestablished appointment and may have more flexibility in their plans. Several participants said that a few employees and business owners might park all day in prime downtown spaces, which they believed should be left available for customers. Some people mentioned that difficulty finding parking prevents potential customers from going downtown on their lunch break when they only have an hour.
- Case Study Cities: All three of the case study cities have active downtowns and understand the importance of maintaining the availability of easy and convenient on-street parking for customers. These practices are referenced again in the policies and strategies sections.

Support for a "Park-Once" Environment

"Park-Once" environments are places that encourage people to walk from one destination to another, rather than returning to their vehicles and driving between nearby destinations. It involves ensuring that walking from one place to another is easier, more pleasant, and more convenient than trying to drive. The core of Downtown Redlands along State Street already somewhat resembles a park-once environment, with street trees, benches, and few visible surface parking lots, but a few community outreach responses underscore the importance of taking opportunities to preserve or enhance this characteristic downtown.

- Downtown Visitors Intercept Survey: An early survey draft included a question designed to capture what share of visitors going to multiple downtown destinations were parking once and walking versus driving from one place to another. However, it soon became clear that walking was already the more convenient option in Downtown Redlands because there was no guarantee an open parking space would even be available in front of a given State Street destination, and having already parked, walking would be quicker than driving and potentially circling around only to park just as far away. Some survey respondents expressed their satisfaction with the current parking situation, commenting that walking is healthy, and they would prefer initially circling for parking over development of additional parking, or observing that vibrant city centers seem to be transitioning toward less parking. Other comments indicated interest in a parking structure (which could also support a park-once environment, if it allowed for the redevelopment of surface lots) but only if it were underground or aesthetically pleasing, so as not to negatively impact the pedestrian experience downtown.

- National Community Survey: When asked what they considered a reasonable distance to walk from their vehicle to their destination, seven percent of participants reported finding it reasonable to walk five or more blocks, and 36 percent were willing to walk three to four blocks. These responses suggest that a sizable share of people do not mind walking and might even be willing to walk from the Stuart Avenue Parking Garage to State Street if the walk felt pleasant and safe and was clearly marked with signage and wayfinding. These responses also suggest that opening up the existing/soon to be former City Hall site's

parking to public parking, or redeveloping the site with additional parking, would satisfy the needs of people headed to State Street who are willing to walk three to four blocks.

- Downtown Employee Conversations: One necessary element of a "park-once" environment is the ability to park on the outskirts of a core area for an extended period without time limits. Multiple employees expressed the desire for more parking options without time limits. One person suggested that a downtown trolley or electric scooter share could be part of the solution if long-term parking was located further away.
- Business Community Outreach: The business community offered valuable insights and practical considerations worth considering if pursuing a "park-once" strategy. Comments included that having to park and walk a long distance can be unpleasant in the summer heat, and that many customers and employees currently do not feel safe walking downtown or entering a parking structure at night.
- Case Study Cities: The sample cities have created attractive pedestrian environments that encourage people to park on the outskirts of the downtown core and walk from one destination to another, rather than returning to their vehicles and driving. A closer look at their policies in the next section will reveal how they have accomplished this, while also maintaining available on-street parking.

Support for Providing Sufficient Demand-Based Parking

According to the Transit Villages Specific Plan, demand-based parking can be accommodated on-street, on-site, and/or in shared and park-once arrangements. Parking for commercial uses is located on the street and in shared lots and garages and is managed by monitoring the number of available parking spaces and employing parking management strategies to ensure enough spaces are available at a given time. The goal of having "sufficient demand-based parking" could be interpreted as an efficiency goal—to identify any private and public parking spaces that often go unused and unlock their full potential so that these already-developed infrastructure investments can allow for increased vehicle access downtown.

- Downtown Visitors Intercept Survey: This goal is also supported by the fact that almost half of survey respondents indicated that they usually try to go places with parking reasonably close to their destination. Parking policies designed with the goal of having sufficient demand-based parking will help ensure that potential customers do not go elsewhere due to a lack of parking options downtown.
- National Community Survey: Only 5 percent of survey respondents identified downtown parking as *the* top priority for Redlands, but 32 percent did consider downtown parking a "major priority" worthy of additional City resources. Providing improved parking options in the downtown area may involve financial expenditures and staff time, but many community members have identified this as a need.
- Downtown Employee Conversations: Employees generate a sizeable share of parking demand; on five sample blocks downtown, 180 employees who had parked in the area were contacted. One major concern among these employees was that the lack of available parking in Downtown Redlands often caused downtown visitors to park in the private spaces reserved for their business. Employees were interested in parking options that could meet their needs for long-term parking in a safe location.
- Business Community Outreach: Business owners expressed similar concerns about the parking needs of their employees. They also highlighted the importance of continuing to provide customers with sufficient parking options after the redevelopment of the large parking lot at the Redlands Mall site, which has long served as a significant parking resource for the downtown area.

- Case Study Cities: While supporting solo driving may not be the top priority of the case study cities, all of them do provide sufficient accommodation for vehicles and a large array of demand-based parking options that can meet the needs of various types of downtown visitors. Their strategies are consistent with the goal of providing sufficient demand-based parking, as later sections will discuss in greater detail.

Support for Downtown Parking Management

The inclusion of "Downtown Parking Management" as itself a parking objective, rather than simply a means of achieving other goals, underscores the central importance of responding to growth by thoughtfully managing demand, rather than expecting to solve parking issues only by investing in additional supply, and also speaks to the uniqueness of the downtown area. Parking management is more than just another strategy; it is the backbone that allows other strategies and plans to function effectively. Without a parking management program, Redlands would be unable to shape travel and land use in a way that supports the City's goals for character preservation, economic health and vitality, livability and connectedness, environmental sustainability, or community health. Community support for parking demand management mostly came indirectly, or in the form of suggestions for specific programs, rather than as support for the abstract concept of parking management.

- Downtown Visitors Intercept Survey: Some respondents highlighted the need for an employee parking program. Others focused on the importance of improved options for the mobility impaired. A few people suggested that parking meters could help with parking availability. Others spoke of the potential for improved bicycle infrastructure to reduce the demand for parking.
- National Community Survey: Almost half of survey respondents rated the ease and convenience of downtown parking as poor or fair, and just over half of survey respondents expect to find parking within one or two blocks of their destination. Given that the downtown area is already built out, ensuring that parking spaces be conveniently accessible within one or two blocks of every downtown destination is something that can only be achieved through parking management.
- Downtown Employee Conversations: Employees expressed a wide range of parking concerns and needs that could be addressed through parking management, as well as various potential management solutions. Some employees supported increased enforcement of parking time limits, while others expressed a desire to have safe parking options where they could park for the entirety of their workday.
- Business Community Outreach: Support from the business community also came indirectly, in the form of general concern regarding existing and future parking availability, or in the form of specific parking management strategy ideas. Participants also provided examples of places with vibrant downtowns where parking seems to work well, such as Santa Monica, Pasadena, and Hawaii—all of which rely on parking management programs.
- Case Study Cities: Santa Monica and Pasadena were mentioned by members of the business community as places with aspirational parking management. Cambridge, Massachusetts is another example of a place that has successfully implemented parking management policies that support an overarching community vision.

Confirmation of Parking Vision and Goals

The key themes of the General Plan, the findings from community engagement via the National Community Survey, downtown intercept surveys, employee conversations, and business community outreach, and the

successful outcomes in case study cities, all confirm the vision and downtown parking objectives set forth in the Transit Villages Specific Plan. In summary, the vision for parking is to find just the right balance between providing too much parking and not enough, to use parking spaces efficiently, and ensure customers who prioritize convenience can always find a nearby space easily and conveniently. For Downtown specifically, the vision is, "to provide sufficient parking to ensure the economic viability and success of the Downtown, to provide that parking cost-effectively and in convenient locations to users, and to efficiently manage parking in a manner that supports a walkable and pedestrian-friendly downtown environment." The Transit Villages Specific Plan's parking goals relevant to Downtown are: (1) to ensure on-street parking availability in front of stores, restaurants, and entertainment venues; (2) to promote a "park-once" environment with a network of small blocks, pedestrian-friendly streets, a fine-grained mix of land uses, and multiple destinations within easy walking distance of one another; (3) to ensure there is sufficient demand-based parking for existing and new development; and (4) to provide downtown parking management that meets the needs of the community.

Transit Villages Specific Plan – Parking Strategies

As the primary task of public policy is to align individual incentives with collective goals, the parking and access strategy recommendations in this section are discussed in terms of their relationship to the goals outlined in the previous section. They are also considered in the context of downtown parking occupancy observations and the community outreach findings. Drawing on the "Downtown Parking Strategy and Improvements" section of the Transit Villages Specific Plan, this section confirms already-established strategies to help guide parking and access in Downtown Redlands. These strategies will form the foundation for more specific implementation actions in the next section of the report.

1. Increase Access to Underutilized Off-Street Facilities

Managing existing parking resources will help support the goal of ensuring that the downtown has a sufficient supply of demand-based parking. As detailed in the previous section, parking occupancy observations revealed that *even during peak demand periods, 52 percent of parking spaces in the downtown study area are empty*. In spite of this, 24 percent of downtown visitors surveyed reported that they had not found their parking space quickly. Some empty spaces may have been reserved for private use, others may have been perceived as unsafe, and others may have been located several blocks away from popular destinations, causing drivers to circle the streets immediately surrounding their destination in hopes of finding a more convenient space. The fact that many drivers are circling for parking while over 2,000 spaces within the general vicinity remain empty underscores the potential benefit of implementing strategies to better manage existing parking resources and increasing utilization rates.

Entrance to Centennial Plaza Garage

Source: *Walker Consultants*, 2023.

This policy means that the City will work to identify underused parking facilities and take steps to ensure that a greater share of downtown parking is made publicly accessible and safe. This could involve facilitating or incentivizing shared use agreements, taking steps to increase public ownership and management, creating

parking programs targeted at specific groups, enhancing wayfinding and signage to direct visitors to appropriate facilities, and improving lighting and security.

2. Manage Street Parking and Prime Off-Street Facilities to Ensure Availability

Ensuring the availability of convenient street parking was one of the parking goals in the previous section, and this goal can be accomplished only through management. This policy involves establishing a target parking occupancy threshold of 85 percent. Put differently, the availability target for street parking should be around 15 percent, which translates to one or two open spaces along every block. As explained in the Transit Villages Specific Plan, providing and preserving convenient on-street parking will "enable patrons to park in front of stores and quickly run an errand or two or grab a cup of coffee."

Fully Occupied Downtown Street Parking

Source: *Walker Consultants*, 2023.

Even though observations revealed ample parking availability within the downtown study area during peak demand hours, there were also localized pockets of parking congestion—particularly in the State Street and Citrus Avenue area—where utilization rates exceeded 85 percent. When parking occupancies are greater than 85 percent, users begin to perceive parking as "full" and are likely to spend more time circling to find a space, or even take their business elsewhere. The finding that 27 percent of the 167 spaces in the turnover study area along State Street and adjacent side streets were occupied by long-term parkers during the peak demand period lends further support to policies that will disincentivize long-term parking in prime spaces. Managing on-street parking to optimize availability means that the City may pursue strategies that direct people to the parking facilities most appropriate for their situation, increase parking turnover in prime locations, and ensure that convenient on-street parking spaces are always available for the visitors who value them most.

3. Establish a Downtown Transportation Improvement District

Establishing a Downtown Transportation Improvement District could support all of the parking objectives in the previous section, including ensuring street parking availability, creating a park-once environment, providing sufficient demand-based parking supply, and administering a downtown parking management program.

As explained in the Transit Villages Specific Plan, such a district (also known as a Parking Benefit District) could manage enforcement, maintenance, marketing, branding, security, use of curb space, and construction of new facilities. The District could also be responsible for selecting areas where paid parking should be introduced, setting rates, developing validation programs, and allocating revenue for programs and local improvements that

benefit the area, such as security improvements, streetscape improvements, or incentives to promote walking, biking, and public transit.

Downtown business owners have a significant stake in parking management outcomes, and the business community outreach sessions revealed that they also have a keen awareness of issues, needs, and opportunities in the area. Involving business owners in parking operations and decision making can help ensure the success of the parking management program and continued vitality of the downtown.

4. Improve the Downtown Pedestrian Environment

Improving the downtown environment for pedestrians can also support all the parking objectives for downtown. Examples of pedestrian improvements include planting street trees, installing shade fixtures, installing decorative lighting, making wider sidewalks with decorative hardscapes, and improving the aesthetics of pedestrian walkways through landscaping or public art. Only 59 percent of NCS respondents rated the ease of travel by walking as good or excellent, indicating significant room for improvement. Improving the walkability and security of the downtown environment can increase the attractiveness of parking locations previously deemed undesirable due to their distance from popular destinations, effectively increasing the parking supply. Pedestrian improvements also support the "park-once" objective, since people will be more likely to walk from one destination to another when the walk is perceived as pleasant. Prioritizing walkability has the potential to shape parking demand, and even to slightly reduce it, as some residents who would have previously driven downtown may choose to walk instead. In the NCS survey, 47 percent of respondents considered quality of life a major issue worthy of City resources, and 48 percent said the same for sustainability and climate change. Improving the pedestrian environment supports both goals.

Downtown's "Umbrella Alley"

Source: *Walker Consultants*, 2023.

5. Encourage the Use of Sustainable Transportation Modes to Reduce Parking Demand

Encouraging the use of alternative transportation modes to reduce demand can indirectly support each of the downtown parking goals. When there is less demand for parking, existing parking is more likely to be perceived as sufficient, and fewer measures may be necessary to increase supply and availability. Additionally, some of the types of measures that encourage use of alternative transportation modes, such as land use improvements that support transit and biking, also tend to promote a park-once environment, as they result in a less auto-centric urban form. Almost half of downtown visitors surveyed resided in Redlands, showing that it could be feasible for them to travel downtown by bike or e-bike if these modes were encouraged, and visitors from further away might choose to use public transit, if the policy environment encouraged the use of alternative transportation modes.

Several survey respondents expressed a desire for better multimodal infrastructure to relieve parking demand. Other efforts that might reduce parking demand include services such as parking cash out programs, transit pass offerings, bike programs, and car sharing. During the business community outreach session, several people even suggested that a tram, shuttle, or trolley could transport employees and customers downtown.

6. Increase the Supply of Publicly Available Parking

Increasing the public parking supply could support the goal of increasing street parking availability, but *only if the new supply were also more convenient or less expensive than on-street parking*. Increasing the public parking supply could support a "park-once" environment if creating a large increase in supply in one area occurred in conjunction with small decreases in other areas, encouraging most people to park in one central location on the outskirts of the core area. If overall demand were observed to be sufficiently high, increasing the public parking supply could support the City's goals for parking and access. This increase could occur either through opening private spaces for public use during times when they would otherwise be vacant, through expanding capacity of existing facilities through valet parking, or through the construction of a new parking facility. In general, better utilizing existing parking infrastructure is more likely to be cost-effective and align with the City's land use goals.

In the 2022 National Community Survey, only 5 percent of respondents selected downtown parking as the issue most worthy of additional resources, but if future surveys demonstrate that parking has become a higher priority for the community and future demand observations reveal higher utilization rates, the City may wish to reconsider how a new parking facility might fit into the overall strategy for a transit-oriented downtown. For example, if sales tax revenue in the downtown area decreased relative to other areas of Redlands or relative to general economic trends, even while parking utilization rates were high, that could signal that dedicating City resources to additional parking supply might help preserve the economic prosperity of the downtown. Having a flexible plan and staying aware of economic trends is essential to parking management.

7. Other Parking Strategies from the Transit Villages Specific Plan

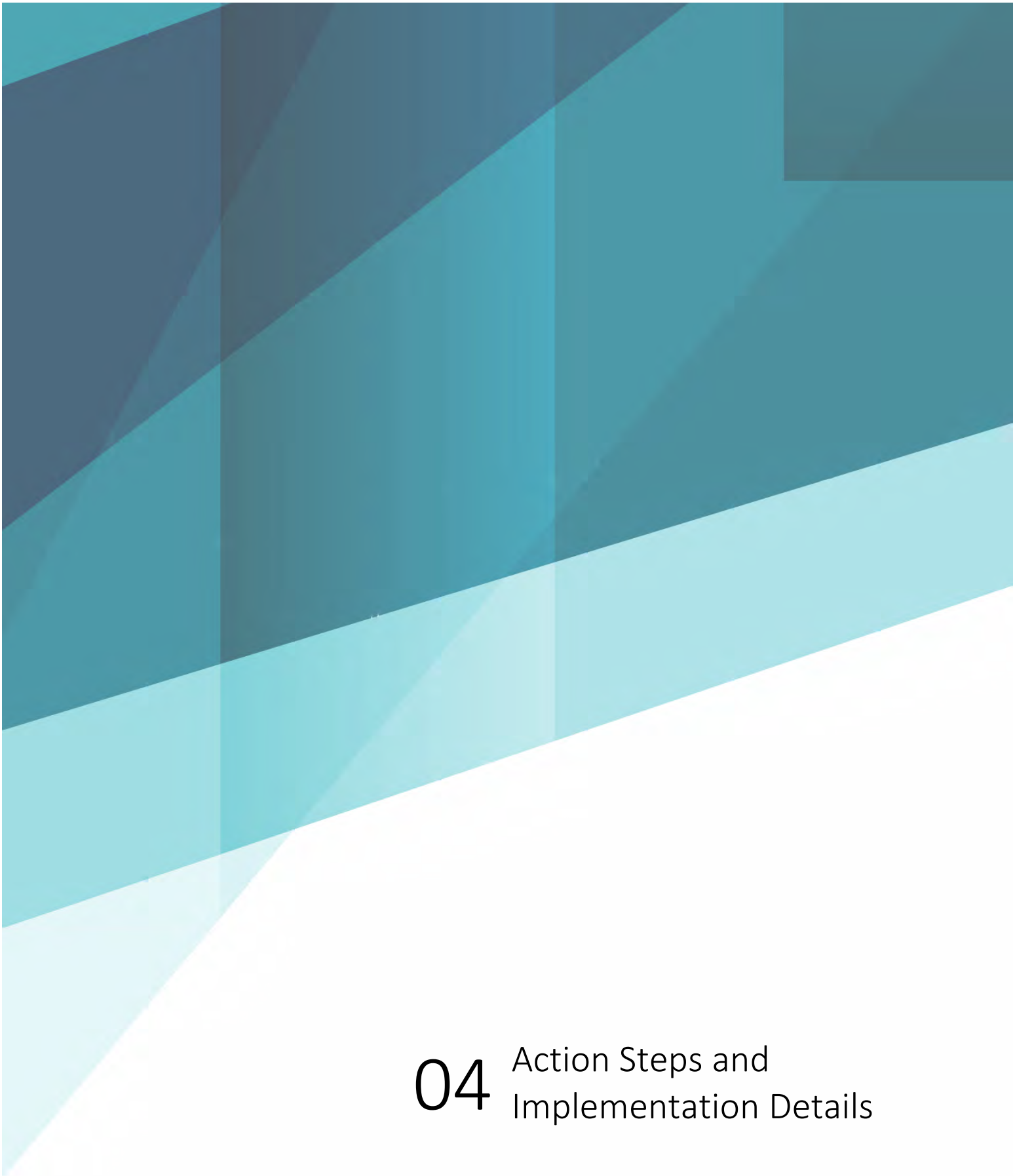
Other recommendations from the Transit Villages Specific Plan included:

- Accommodate Redlands Passenger Rail Commuters
- Modify the Parking Code Requirements
- Introduce Time Limits
- Introduce Pricing

A parking policy of accommodating Redlands Passenger Rail Commuters is no longer necessary, as this was already completed with the construction of the parking garage on Stuart Avenue. Many of the suggestions for parking code modifications in the Transit Villages Specific Plan may no longer be necessary in transit-oriented development (TOD) areas with the passage of AB 2097. The recommendations of introducing time limits and pricing could be considered specific management strategies that could help support the broader policies above, to manage on-street and off-street parking to achieve target utilization rates.

Confirmation of Parking Strategies

In summary, this section confirmed that the parking policies outlined in the Transit Villages Specific Plan will support the community's objectives for parking and access management in Downtown Redlands. Increasing utilization of existing facilities, optimizing on-street availability, establishing a downtown transportation improvement district, improving the pedestrian environment, encouraging alternative transportation, modifying development standards, and increasing the publicly available parking supply all have the potential to realize the parking vision for downtown and achieve the City's objectives. Specific actions, implementation details, and performance indicators associated with each strategy will be developed in the subsequent chapters.



04 Action Steps and Implementation Details

4. Action Steps and Implementation Details

The strategies in the previous chapter provide fiscally responsible and environmentally sustainable ways to support downtown businesses, increase accessibility, and provide an improved parking experience for visitors. This chapter recommends specific action steps for each of the downtown parking strategies outlined in the previous chapter. It also outlines an implementation plan, which includes the following details for each action:

1. Whether each action is recommended to be implemented in the short-, medium-, or long-term.
    - **Short-term:** Strategies that can be implemented in the next six months to one year.
    - **Medium-term:** Strategies that can be implemented within one to three years.
    - **Long-term:** Strategies that can be implemented over the next three to five years or more.

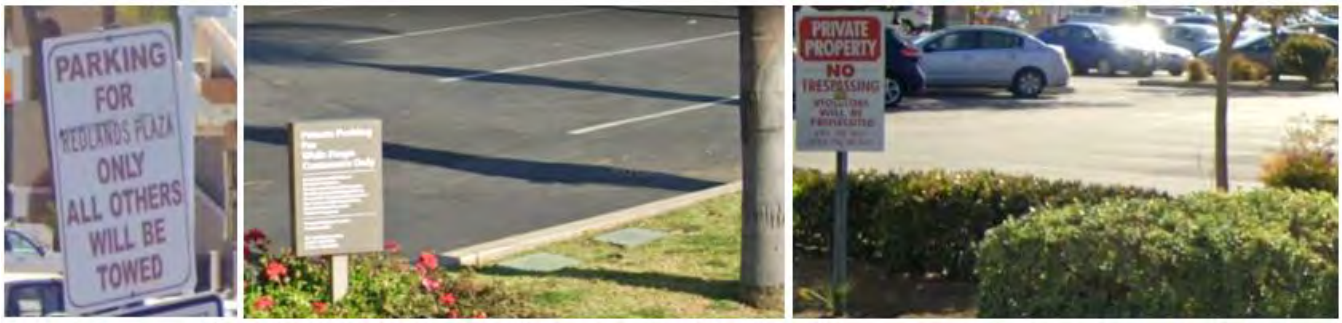
2. Evaluation recommendations and suggested metrics that will allow the City to measure success and track performance over time.



1. Increase Access to Underutilized Off-Street Facilities

Field observations and survey responses revealed that many drivers were circling for parking, while over 2,000 spaces within the downtown study area remained empty. This underscores the potential benefit of implementing strategies to better manage existing parking resources and increase utilization rates. When more parking is public and shared across uses, this increases efficiency, results in a more vibrant and attractive downtown, and can free up financial resources for other investments, such as active transportation infrastructure or safety enhancements. Table 11 shows the action steps associated with this strategy.

Figure 40: Signs Restricting Public Parking on Private Off-Street Facilities



Source: *Google Street View, 2023.*

Table 11: Action Steps for Increasing Access to Underutilized Facilities

Strategy	Action Steps
Increase public management and ownership	1. Require parking facilities to be unbundled from property lease or purchase. 2. Work with property owners to fully lease and/or purchase underutilized private parking facilities for public use. 3. Prioritize achieving public management or ownership of parking facilities with more spaces available or with more convenient access to State Street, including: • Centennial Plaza: 357 spaces (*53 spaces here are already public*) (M)* • Look Theater: 260 spaces (D) • Redlands Plaza: 98 spaces (U) • Wells Fargo: 70 spaces (W) • First Congregational: 69 spaces (HH) • The Door: 54 spaces (Z) 4. Consider smaller lots as well. There are approximately 185 downtown spaces in miscellaneous smaller lots. Parking structures can cost tens of thousands of dollars per space, or, considering life cycle, the equivalent of hundreds of dollars per month; some business/property owners may be willing to sell their private spaces for a similar rate, and the City may be able to significantly increase the number of publicly managed spaces in prime locations.

**Letters reference the off-street facilities as listed in Table 1 on page 7; facility locations are displayed on Figure 2 on page 4.*
Table continued on the next page.

Strategy	Action Steps
Shared use agreements	1. For downtown property owners uninterested in leasing or selling their off-street parking facilities for public management or ownership, work toward developing shared use agreements to allow public access to parking spaces outside of certain hours. For example, some offices may allow public parking on weekends, or religious institutions may allow public parking on weekdays during business hours. 2. Ensure adequate enforcement so that owners trust their parking will be adequately managed and available for them during the hours it is needed for their establishment.
Utilization of underutilized public facilities	1. Identify publicly owned parking facilities that may have low utilization. 2. Develop a plan to increase access to each facility found to have excess capacity, such as by: • Creating a program to give some downtown employees remote access to gated parking facilities (such as the Centennial Plaza Garage, or under City Hall, especially on weekends). • Removing restrictions that limit parking to certain visitors (such as for the Lincoln Memorial Shrine and Library parking, just outside the study area) • Opening weekday employee parking to the public, at least during evenings and weekend events. • Considering partnerships to offer valet parking services. • Improving signage, wayfinding, and pedestrian routes.
Improve signage and wayfinding	1. Identify publicly available parking facilities near State Street, especially those with low utilization, such as: • Block 22 (AA) – 30 spaces available during peak, 2 blocks from State Street • Centennial Plaza (M) – 53 spaces already under agreement as permanently publicly available, 1 block from State Street 2. Install signs at high utilization locations (on State Street and at the Citrus Avenue parking structure) directing visitors to other off-street facilities. 3. Develop maps showing public parking locations. Display maps at key downtown locations and on the City website.
Provide safe and convenient parking for State Street employees	1. Collaborate with downtown business owners and employees to understand parking needs, work schedules, and safety and security concerns. 2. Discuss ways to address these concerns, such as: • Providing a location with secure access restricted to employees. • Improving lighting at buildings and along the pedestrian route. • Developing an evening escort or valet program or coordinating so employees with similar work schedules can avoid walking to their vehicles alone late in the evenings. 3. Designate an underutilized facility for downtown employee parking and implement a solution that addresses employees' security concerns.

Source: *Walker Consultants, 2023.*

Implementation: As explained above, the City can help increase access to underutilized off-street facilities by unbundling parking, increasing public ownership, pursuing shared use agreements, increasing utilization of existing public off-street facilities, developing signage and wayfinding, and creating an employee parking plan. Table 12 provides the approximate timeline for each strategy and suggested performance metrics. The subsequent paragraphs provide a more thorough explanation of each action and the associated implementation steps.

Table 12: Implementation Details for Increasing Access to Underutilized Facilities

Action	Timeline	Performance Metrics
Develop ordinance to unbundle parking	Short-term	Share of downtown parking spaces that are unbundled (leased or owned separately) from other property. Number of previously bundled parking spaces that have been unbundled. *(Goal is to increase these numbers.)*
Negotiate leases or acquisitions of private lots/spaces	Medium-term	Number of parking spaces remaining downtown that are private or reserved even some of the time. *(Goal is to lower this number.)*
Pursue shared-use agreements	Medium-term	Number of parking spaces remaining downtown that are private or reserved at all times. *(Goal is to lower this number.)*
Remove restrictions limiting the use of public facilities	Medium-term	Track the utilization rate by public off-street facility, observed at: • 1 pm weekday • 7 pm weeknight • 1 pm weekend • 7 pm weekend *(Higher utilization is better, but ideally kept under 90 percent to ensure availability.)*
Develop and install signage and wayfinding	Medium-term	Share of publicly accessible parking facilities near Downtown Redlands with at least three directional signs indicating the location of the facility.
Create employee parking plan and program	Medium-term	Share of downtown employees who drive who participate in the Employee Parking Program.

Source: *Walker Consultants, 2023.*

Develop Ordinance to Unbundle Parking

Data collection demonstrated that many properties in the study area have excess parking spaces, some or all of the time. These underutilized spaces represent tens of millions of dollars in real estate and capital investment. In today's transportation system and economy, every land use needs access to parking spaces. However, many spaces are also unused. To require or construct additional parking without attempting to use these spaces for parking is arguably a waste of resources. "Unbundling" parking is the set of policies and actions undertaken to create an equilibrium between the supply and demand of parking, reducing the inefficiencies that result in both high concentrations of localized parking demand in some areas and underutilized spaces in other areas.

Unbundling refers to separating the cost of parking from the cost of renting or purchasing a unit or property.

Benefits of unbundling include:

- The parking spaces that exist will be more efficiently used.
- Non-drivers are not required to pay for parking they don't need.
- The market value of land used as parking becomes clear.

Requiring parking to be unbundled from properties could also facilitate the City managing, through leasing or purchase, existing parking facilities, opening them to the public to increase access and utilization. Unbundling could be required for approval of new developments, on lease change or at sale for existing commercial or residential units or properties, and/or as part of the business license renewal process for commercial properties. The State Street Village development agreement already requires unbundling of parking from residential units.

Unbundling is especially helpful in areas that are not subject to minimum parking requirements, which now includes the entire downtown study area, due to its proximity to high quality public transit as defined by AB 2097. The success of this strategy also hinges on parking management, which seeks to ensure concentrated locations of high parking demand are efficiently disbursed to locations where parking availability is plentiful.

When the cost of parking is made visible and unbundled from the total cost of a lease, the system becomes more efficient as individuals and property owners are able to make economic decisions as to how many parking spaces they actually need, allowing those who need more parking to purchase or lease parking from those who need less. When people are no longer forced to pay for "free" parking as part of the lease or purchase of a unit or property, and have the option to save money, at least some people may be more likely to consider alternative modes of transportation. By creating a market for parking among owners, additional parking spaces become available for others who need them.

The City can research and develop an ordinance that requires the unbundling of parking. The City can communicate how unbundling parking supports the City's goals and how the community will benefit from the policy update. The first metric of success is simply the passing of the ordinance. Measuring performance over time could involve tracking the share of downtown parking spaces that are unbundled (leased or owned separately) from other property, as well as the number of previously bundled spaces that have been unbundled.

Negotiate Leases or Acquisitions of Private Lots/Spaces

When off-street parking facilities are publicly owned, rather than private, the City can ensure they are open to the public and do not sit empty during periods of high downtown parking demand. Purchasing existing parking facilities that are underused is a cost-effective and environmentally friendly way to increase the public parking supply, which also keeps public spending within the local community.

This is a long-term strategy that could begin as soon as parking facilities are unbundled from other property uses and continue for as long as the community finds increasing the public parking supply to be a high priority worthy of investing public resources. The City can identify off-street facilities of interest and connect with property owners, identify funding sources and allocate budget, and develop purchasing agreements. Success could be measured by the number of parking spaces remaining downtown that are private or reserved even some of the time, with the goal of bringing this number down, eventually bringing as many downtown parking resources as possible under common management to improve the efficiency of the system.

Pursue Shared-Use Agreements

This strategy is similar to increasing public ownership through leases and acquisitions but also accounts for the possibility that some property owners may initially be hesitant to trust the City to manage parking in a way that ensures convenient access to parking remains available for their employees or visitors. If property owners wish to retain ownership of their private parking facilities, many may be willing to enter an agreement that allows public parking outside of certain established hours. For example, if adequately compensated, offices may be willing to allow public parking in the evenings and on weekends, or religious institutions may be willing to allow public parking on weekdays. Like the strategy above, developing shared use agreements to lease private parking during hours it typically goes unused is a cost-effective and environmentally friendly way to increase the public parking supply, while also keeping public spending within the local community. It also limits the proliferation of more parking spaces in a district where ample parking has been identified.

This is another long-term strategy that could begin in the near term and continue for as long as the community finds increasing public parking supply to be a high priority worthy of public investment. The City can identify off-street facilities of interest and connect with property owners, allocate budget, and develop shared-use agreements. The City could measure success by tracking the number of parking spaces remaining downtown that are private or reserved at all times, with the goal of bringing this number down so that more parking is available to the public.

Figure 41: Underutilized Private Parking Lots near Downtown Redlands

Source: *Google Street View, 2023.*

Remove Restrictions Limiting the Use of Public Facilities

Increasing the use of off-street facilities also includes those parking facilities which are already publicly owned, but at times underutilized. The City could be responsible for developing a plan to increase access to each facility found to have excess capacity at least some of the time, such as by creating a program to give some downtown employees remote access to gated parking facilities, removing restrictions that limit parking to certain visitors during a public facility's hours of operation, opening weekday employee parking to the public during evening and weekend events, reconsidering overly restrictive parking time limits, and considering partnerships to offer valet parking services if there are opportunities to significantly increase capacity at existing facilities.

Some implementation actions may be piloted or implemented in the short-term, while others may be more appropriate further into the future. The success of this strategy should be measured by periodically collecting parking occupancy data from public off-street facilities at a variety of time periods, such as afternoon and evening weekday and weekend peak hours, or approximately 1 pm and 7 pm on a Thursday and Saturday. In general, higher utilization would indicate success, although keeping utilization of off-street facilities below 90 percent is ideal to maintain availability.

Develop and Install Signage and Wayfinding

If some public parking facilities have spaces available during peak demand hours, signage and wayfinding can help direct drivers to these facilities. The City can identify facilities with availability, suggest potential high-traffic locations for placing signs, and design the signs as well as a map of the downtown area that highlights public parking facilities. Signage should have a unified look and theme. For example, using a numbering system, e.g., Lot 1, Lot 2, etc., could help visitors better locate parking facilities. Signage is especially important for highlighting public parking availability at facilities formerly restricted to private use. Figure 42 provides an example of the City of Santa Barbara's downtown parking and wayfinding signage system. As shown in the figure, it has a unified theme as well as a naming convention for its public lots.

The City can purchase signs and map displays and physically install them. Information can also be made available on the City website. Signage and wayfinding can be developed and installed in the medium-term and as necessary as additional facilities become available for public parking. Success could be measured by the share of publicly accessible parking facilities near Downtown Redlands with at least three directional signs indicating the location of the parking facility. For larger public parking lots, such as the Citrus Avenue structure, an additional measure of success, above and beyond signage could be the presence of at least one dynamic sign indicating the number of parking spaces currently available.

Figure 42: Example of Parking Wayfinding Signage

Source: *Hunt Design accessed via https://www.huntdesign.com/projects/signage-wayfinding/cities/santa-barbara-signage-wayfinding/,* 2019.

Create Employee Parking Plan and Program

One strategy that could increase the utilization of underused off-street facilities is creating a program that encourages downtown employees to park in certain off-street locations. This could occur in the medium-term. The City could collaborate with downtown business owners and employees to understand parking needs, work schedules, and safety and security concerns, and could create a program that address these concerns, such as providing a location with secure access restricted to employees, improving lighting along at the facility and along the pedestrian route, developing an escort or valet program, or facilitating coordination so employees with similar work schedules can avoid walking to their vehicles alone late in the evenings. In administering the program, the City could potentially collaborate with a downtown Parking Benefit District. Success could be measured by the share of downtown employees who drive to work who participate in the Employee Parking Program.

2. Manage Street Parking and Prime Off-Street Facilities to Ensure Availability

Community outreach revealed that maintaining availability in the most convenient downtown parking locations was an important goal for both downtown visitors and business owners. Some visitors may have limited time or limited physical mobility or need to transport bulky items to and from their vehicles. Parking management is the only way that a popular destination like Downtown Redlands can ensure the continued availability of at least a few spaces in prime parking locations. Table 13 shows the action steps associated with this strategy.

Table 13: Actions Steps for Managing Street Parking and Prime Off-Street Facilities

Strategy	Action Steps
Parking enforcement	1. Budget for a civilian parking enforcement position. (The annual cost of an enforcement staff member position may be comparable to the construction of a few new structured parking spaces, and the position may eventually be partially or entirely funded by parking revenue.) 2. Consider assigning an enforcement officer with additional responsibilities to improve downtown parking. For example, the parking enforcement officer may also collect periodic occupancy data and make parking management suggestions or provide evening parking escort services for employees.
Paid parking pilot	1. Select paid parking pilot locations based on occupancy observations. Consider the following locations: • State Street between Orange Street and 9th Street • 5th Street between Redlands Blvd and Citrus Avenue • 6th Street between Redlands Blvd and Vine Street • 7th Street between Redlands Blvd and Citrus Avenue • 8th Street between Redlands Blvd and Citrus Avenue

Table continued on the next page.

Strategy	Action Steps
	• 9th Street between Redlands Blvd and Citrus Avenue • Citrus Avenue between Orange Street and 9th Street • Vine Street between Orange Street and 6th Street • Ed Hales Parking Lot • Citrus Avenue Parking Structure (Together, these locations include over 400 parking spaces. Generally, a paid area of at least 80 to 100 spaces is necessary for parking revenues to cover the operational cost of the program.) 2. Set initial rates of $2 per hour for prime street parking spaces and $1 per hour for the Ed Hales Parking Lot, Citrus Avenue parking structure, and secondary street parking areas. 3. Establish target occupancy rates: • 85% for street parking (by individual block) • 90% for off-street facilities (for an entire facility) 4. Select a payment technology, such as single space meters, multi-space meters, or pay-by-phone. Install technology and signage. 5. Monitor utilization rates throughout downtown and adjust prices quarterly. Increase hourly rates by $0.25 where peak occupancy rates exceed the target thresholds. Decrease by $0.25 where peak utilization is below 70 percent. 6. Develop a plan to conduct periodic occupancy observations at unpriced locations and expand the paid parking area to include any locations where peak utilization exceeds 85 percent on a typical day.
Improve management of loading and deliveries	1. Meet with stakeholders and create a plan for loading and deliveries in the downtown area to ensure delivery vehicles are not occupying prime spaces or creating traffic hazards during peak hours.

Source: *Walker Consultants, 2023.*

Implementation: As explained above, the City can ensure availability of street parking and prime off-street parking spaces by increasing parking enforcement, implementing a paid parking pilot, and developing a loading and deliveries plan. Table 14 provides the approximate timeline for each strategy and suggested performance metrics.

Table 14: Implementation Details for Managing Street Parking and Prime Off-Street Facilities

Action	Timeline	Performance Metrics
Increase parking enforcement	Medium-term	Person hours spent on enforcement per week. Number of warnings or citations issued per week.
Implement paid parking pilot	Medium-term	Share of public downtown parking spaces on a block face with peak utilization below 85% or an off-street facility with utilization below 90%, during peak hours. Share of business owners and of the public who approve of the program. Downtown sales tax revenue trends: • Year-over-year • Relative to other areas
Adjust time limits at underutilized on-street parking areas	Short-term	Share of public downtown parking spaces on outlying block face with peak utilization between 50% and 85%.
Develop and implement loading and deliveries plan	Long-term	Number of business community members involved in plan development.

Source: *Walker Consultants, 2023.*

Increase Parking Enforcement

Reliable parking enforcement is necessary for parking management efforts to be successful. The City could create a civilian parking services position dedicated to enforcement, and potentially with additional relevant responsibilities, such as collecting periodic occupancy data, making parking management suggestions, or providing safe escort services for employees. The best way to measure the success of increasing parking enforcement is by monitoring the number of hours of enforcement that occur in the Downtown area on a weekly basis. A secondary measure of success could be the number of citations issued; with the goal being the number of citations issued decreasing over time, indicating compliance with paid parking (in the pilot locations) and any time limits. Ultimately, parking enforcement is intended to ensure that the actions needed to make parking available are performed consistently. For this reason, improved parking availability but ample utilization could also be a measure of success of adequate parking enforcement.

Implement Paid Parking Pilot

As long as the most convenient spaces remain free of charge, even increasing the public parking supply may do little to reduce the amount of time people spend looking for a parking space. Time limits are not always a

sufficient or appropriate way to manage demand. They may create a negative experience for customers and visitors to the area or result in employees leaving to move their vehicles every few hours. Enforcing time limits can also require twice as much time and effort as simply determining whether a vehicle has paid to park.

The City can pilot paid parking in prime public parking locations with rates just high enough to ensure at least a few spaces are available for those who need them during the busiest periods. When parking demand is high, drivers will have the option between parking for free and walking a few blocks or paying a small fee to park in a more convenient space. The paid parking pilot could be implemented in the medium-term and then evaluated.

Program development includes creating an overall plan, evaluating the financial feasibility of various technology vendors, and managing program costs and revenues, including setting aside a portion of revenue to be allocated for downtown improvement projects, as explained in the next section. The City can oversee the installation of new infrastructure and the day-to-day program operations. The City can also work to educate residents about the reasoning behind the program and its benefits. Measuring success will involve periodically collecting occupancy data and seeing how many parking spaces are on a block with utilization below 85 percent or in a facility with utilization below 90 percent during peak hours. Other performance metrics include the share of business community members and residents who approve of the program and sales tax revenue in the downtown area relative to prior years, other areas, and general economic trends.

Adjust Time Limits at Underutilized On-Street Parking Locations

Time-limited on-street parking in the study area should be periodically monitored, and time limits should be adjusted or eliminated based on occupancy patterns. Time-limited parking on the periphery of the study area is underutilized; the removal of time restrictions in these areas could open these spaces up for employee or other long-term parking away from the State Street core. The City can be responsible for physical installation or changing of signs and purchasing any additional signage needed.

Develop and Implement Loading and Deliveries Plan

If delivery vehicles are occupying prime downtown parking spaces during peak hours, the City can work with stakeholders to develop a plan to manage loading and deliveries in the downtown area. This is a long-term strategy, to be implemented if paid parking alone is not sufficient to encourage delivery vehicles to avoid making deliveries during peak hours, or deliveries otherwise interfere with efficient parking operations and traffic in the downtown. Initial planning and outreach efforts to engage the business community may reveal specific needs that result in additional implementation activities.

3. Establish a Parking Benefit District

This strategy hinges on stakeholder interest in becoming involved in parking management decisions. Many other downtowns successful enough to need paid parking have found great success with the parking benefit district model, a partnership which gives the downtown business community and resident stakeholders an active role in identifying issues, needs, and opportunities, making decisions, and allocating parking revenue for improvements to the downtown area. Table 15 shows the action steps for establishing a downtown parking benefit district, and Table 16 provides an implementation plan. Figure 43 provides an example of outreach materials used by the City of Houston prior to implementing a parking benefit district along Washington Avenue.

Table 15: Action Steps for Establishing a Parking Benefit District

Strategy	Action Steps
Downtown Parking Benefit District	1. Budget for staff time to administer the program. 2. Conduct stakeholder outreach with the business community. 3. Establish preliminary district boundaries (such as the boundaries of the paid parking pilot recommended in the previous section). 4. Establish membership/representatives. 5. Determine the type of governing body (e.g., commission, advisory board, etc.) • Establish roles and responsibilities. • Determine authority and options for parking revenue allocation. 6. Schedule regular meetings.

Source: *Walker Consultants, 2023.*

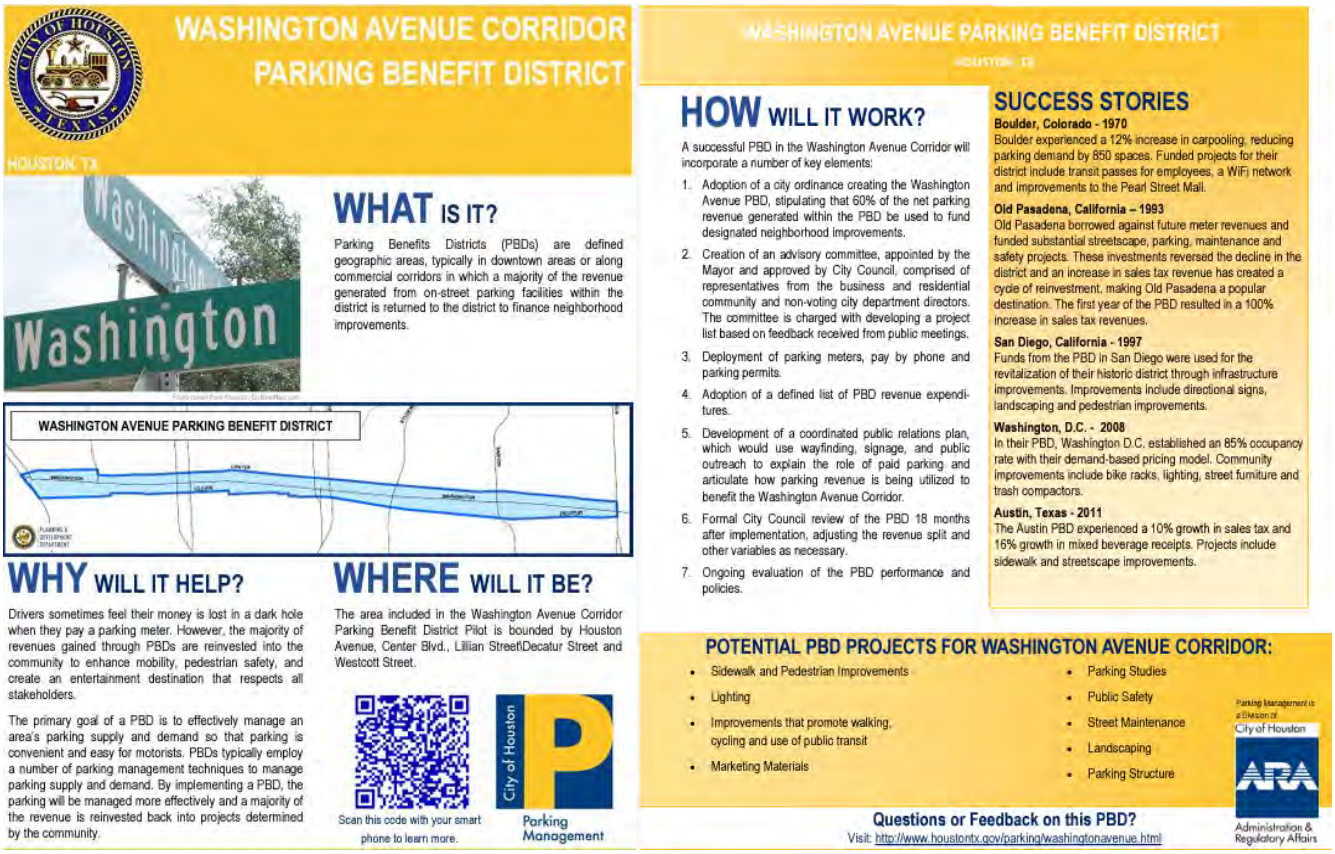
Table 16: Implementation Details for Establishing a Parking Benefit District

Action	Timeline	Performance Metrics
Establish Downtown Parking Benefit District	Medium-term	Downtown infrastructure projects, services, and/or programs funded by parking revenue allocated by members of the Parking Benefit District. Number of community members involved in district decision making.

Source: *Walker Consultants, 2023.*

Creating a Parking Benefit District will give the downtown business community and resident stakeholders an active role in identifying parking issues, needs, and opportunities, and allocating parking revenue for improvements to the downtown area. The City can conduct outreach and organize stakeholders. The City can also develop the legal framework for the district formation, membership, meetings, and roles, and oversee parking revenue allocation. If a Parking Benefit District is established, its success can be measured by the number of community members involved in decision-making, and the City can keep a list tracking the downtown infrastructure projects, services, and/or programs funded by parking revenues allocated by the district.

Figure 43: Parking Benefit District Outreach Example



Source: *City of Houston.*

4. Improve the Downtown Pedestrian Environment

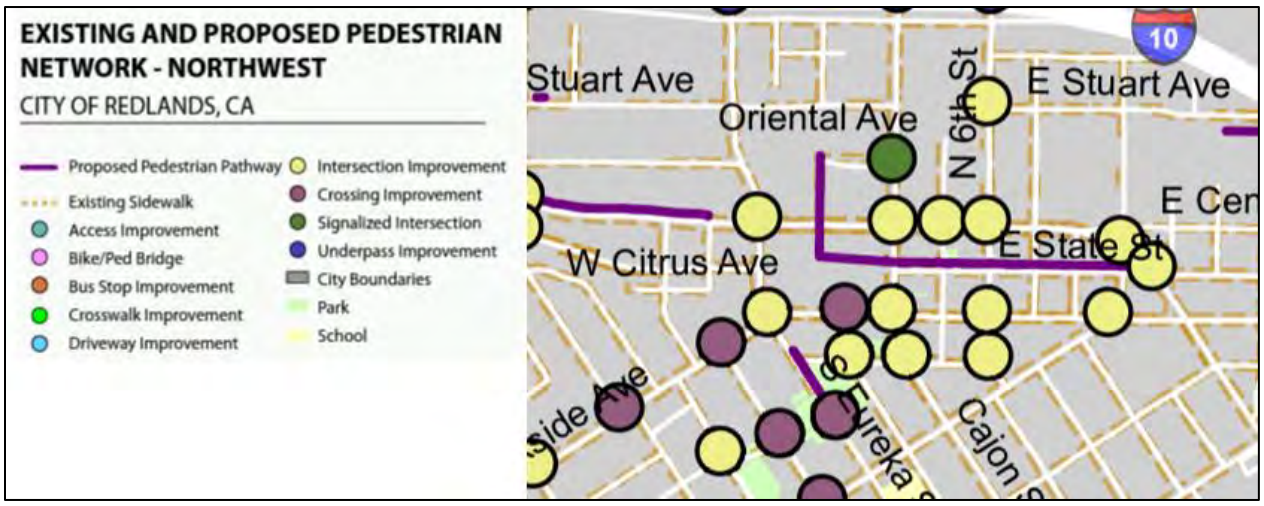
Perceptions of adequate parking provision are related to the quality and effectiveness of pedestrian connections. Every parking trip begins and ends with a pedestrian trip; quality pedestrian infrastructure can be a cost-effective way to increase the supply of parking that serves the downtown area while also improving quality of life.

The Sustainable Mobility Plan already identifies several intersection improvements, crossing improvements, and proposed pedestrian pathways for the Downtown Redlands area (see Figure 44). Most notably, the plan proposes a pedestrian pathway from the Stuart Avenue parking structure and rail station to State Street. The strategies and actions to improve the downtown pedestrian environment recommended in Table 17 below are in addition to the improvements already proposed in the Sustainable Mobility Plan. Three of the intersection improvements from the Sustainable Mobility Plan are already prioritized as Tier 1:

- Citrus Avenue and 6th Street
- Citrus Avenue and Orange Street
- 6th Street and Redlands Boulevard

The improvement to the 6th Street and Redlands Boulevard intersection is important to improve pedestrian access to State Street from the key public parking locations at the Centennial Plaza Garage and other off-street facilities that may become available for public parking in the future. Improvements to the Citrus Avenue intersections can improve access to parking locations south of Citrus Avenue.

Figure 44: Proposed Pedestrian Improvements for Downtown Redlands



Source: *Redlands Sustainable Mobility Plan,* 2021.

Table 17: Action Steps for Improving the Downtown Pedestrian Environment

Strategy	Action Steps
Enhance Pedestrian Safety	1. Conduct outreach to determine how and where the community thinks safety could be improved. 2. Develop a plan that responds to their concerns, such as by improving lighting and visibility, installing blue light emergency boxes, or hiring a safety ambassador who could provide safe walk services within the area.
Improve Comfort for Pedestrians	1. Identify key downtown street segments where sidewalks have limited shade. 2. Develop a plan to plant street trees and/or install shade structures.
Improve Aesthetics of Pedestrian Environment	1. Identify pedestrian routes connecting State Street to off-street facilities with large supply of publicly available parking. 2. Develop a pedestrian pathway plan to make walking more enjoyable, such as through sidewalk widening, decorative hardscapes, landscaping, and public art.

Source: *Walker Consultants,* 2023.

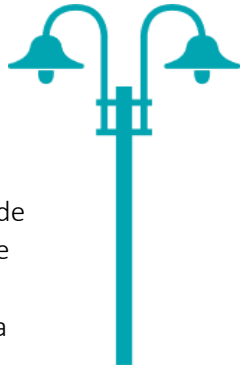
Implementation: The City can improve the pedestrian environment downtown by improving safety and the perception of safety, providing shade, and making aesthetic improvements to pedestrian walkways. Table 18 provides the approximate timeline for each strategy and the suggested performance metrics. Additional implementation details are discussed below.

Table 18: Implementation Details for Improving the Downtown Pedestrian Environment

Action	Timeline	Performance Metrics
Install safety improvements	Medium-term	Perceptions of downtown safety (NCS question and/or intercept survey).
Increase shade coverage	Medium-term	Perceptions of thermal comfort. Share of downtown area sidewalks with shade coverage.
Make aesthetic improvements to walkways	Long-term	Number of downtown area sidewalk blocks improved with sidewalk widening, decorative hardscapes, landscaping, and/or public art.

Source: *Walker Consultants, 2023.*

Install Safety Improvements



Improving pedestrian's perceptions of security and desire to walk downtown involves conducting outreach to determine the specific actions that would help employees and visitors feel safer walking around downtown. This is a medium-term strategy. Example safety improvements include separating automobile and pedestrian routes, improving lighting and visibility, installing blue light emergency boxes, or hiring a safety ambassador who could provide safe walk services within the area. Because perceptions of safety are a subjective measure, the best performance metric is simply a survey question asking people how safe they feel walking around downtown. This feedback could be solicited through a downtown intercept survey or a question on Redlands' annual National Community Survey.

Increase Shade Coverage

Some people cited the summer heat in Redlands as a key barrier to walking more than a few blocks. In response, the City could conduct a shade inventory, identify downtown sidewalks with limited shade coverage, and indicate locations where street trees could be planted, or shade structures could be installed. The City could then carry out the physical changes. If summer heat prevents some people from wanting to park a few blocks away and walk to their destinations, improving shade coverage could be a low-cost way to effectively increase the parking supply serving downtown. Another strategy worth exploring is the use of white roofs to reflect sunlight and reduce heat buildup in the environment. Success could be measured through an intercept or National Community Survey question asking respondents to rate their thermal comfort when walking in downtown Redlands. A more objective performance metric is the share of

downtown area sidewalks that have shade coverage during the hottest period of the day during the summer.

Make Aesthetic Improvements to Walkways

Making aesthetic improvements to walkways is a longer-term strategy that could be carried out gradually over as resources are available. Creating a landscaped buffer between the sidewalk and the street can encourage pedestrian travel, as can installing decorative hardscapes, widening walkways, and installing public art. These strategies can also enhance the character of the area as a whole and may further increase activity in the area. The City can identify sidewalks and routes most frequently used by pedestrians or with the potential to connect key parking facilities with the downtown core, identify specific upgrades for each route, and make changes to the physical infrastructure. Success could be measured in the number of downtown sidewalk blocks improved with sidewalk widening, decorative hardscapes, landscaping, and/or public art.

5. Encourage the Use of Sustainable Transportation Modes to Reduce Parking Demand

When more people use sustainable transportation, parking demand decreases without any corresponding decrease of the economic vitality of the area. Supporting sustainable transportation means existing parking may more likely be perceived as sufficient, and fewer measures may be necessary to increase supply and availability. One key strategy to reduce barriers to sustainable mobility involves improving the City's bicycle infrastructure, which is addressed in the Sustainable Mobility Plan. The community identified priority areas for improvement, including streets that provide access to downtown, such as 6th Street, Brookside Avenue, and Redlands Boulevard, and bicycle infrastructure improvements are already planned for many of these streets. Table 19 below suggests additional strategies and action steps to encourage the use of sustainable transportation.

Table 19: Action Steps for Encouraging the Use of Sustainable Transportation Modes

Strategy	Action Steps
Secure Bike Parking	1. Install bike racks and secure bike lockers in convenient downtown locations on every block. Lockers for bike parking may be installed along the curb if off-street space is not available on a block. including the following amenities: • Large lockers that can accommodate cargo bikes • Lockers that offer charging for e-bikes • Parking and charging for electric scooters 2. Provide free parking for the first 24 hours and offer payment options for longer-term storage. 3. Create a City email address through which residents can suggest locations where bike parking is needed. Keep track of suggestions and install conveniently accessible bicycle racks and lockers as resources are available.
Shared Mobility Pilot	1. Conduct business community and public outreach to gauge interest in various shared mobility services, such as bike share or scooter share. 2. Explore available docked and dockless services.

Table continues on the next page.

Strategy	Action Steps
	3. Partner with a third party and implement a pilot program for shared mobility services, with special consideration to providing "last mile" access between dense residential neighborhoods, transit stations, major employers, and key downtown destinations, including State Street. 4. Evaluate the benefits and challenges of the program and create a framework to govern the future of shared mobility in Redlands.
Parking Cash Out	1. Adopt a local ordinance to enforce and expand upon state law AB 2206 (Parking Cash Out). AB 2206 requires that employers who offer free employee parking in rented or leased spaces offer the equivalent value as a cash-out benefit, but the state law applies only to employers with at least 50 employees, and the City could create the same requirement for smaller employers. 2. Require parking facilities to be unbundled from commercial properties.
Transportation Wallet Program	Offer a flexible transportation benefit to downtown employees, funded by parking revenues. Provide a choice between: • Transit passes • Gift card to a local bike shop (to subsidize bike or e-bike purchase/maintenance) • Discounted bundle of daily parking passes
Education and Awareness	1. Offer commute planning assistance for downtown businesses. 2. Implement a sustainable transportation campaign challenging car dependence with active transportation posters, brochures, and other messaging. 3. Provide sustainable transportation information (such as bike routes and transit schedules) via mail to new and relocating residents in Redlands. 4. Plan an annual "come to work car-free" day with incentives, to increase familiarity with sustainable mobility options.
Consider a Downtown Trolley Pilot	1. Explore community interest in a trolley connecting Downtown Redlands with other key destinations, such as major employers, dense residential neighborhoods, and rail stations. 2. Conduct a feasibility study considering potential ridership levels, operating costs, possible routes, and schedule options. 3. If feasible, consider a pilot program for a trolley service. Evaluate the program and make service adjustments based on demand.

Source: *Walker Consultants, 2023.*

Implementation: The City can encourage the use of sustainable transportation modes by providing secure bike parking, piloting a shared mobility service, developing a parking cash-out program, creating a transportation wallet program, and increasing awareness of alternatives to driving alone. Table 20 provides the approximate timeline for each strategy and suggested performance metrics. Additional implementation details are discussed below.

Table 20: Implementation Details for Encouraging the Use of Sustainable Transportation Modes

Action	Timeline	Performance Metrics
Provide secure bike parking	Medium-term	Share of downtown block faces with at least two convenient curbside bike racks. Share of downtown block faces with at least two secure bike/scooter storage lockers. Number of e-bike and e-scooter secure charging spaces.
Pilot a shared mobility service	Long-term	Number of miles traveled using the shared mobility service (i.e., bike share or scooter share). Number of trips. Number of unique users.
Develop parking cash-out program	Medium-term	Share of downtown employees eligible for parking cash-out. Share of eligible employees participating in the parking-cash out program rather than driving alone.
Create transportation wallet program	Long-term	Share of transportation wallet holders regularly commuting by modes other than solo driving.
Increase awareness of alternatives to driving alone	Medium-term	Share of downtown employee trips taken by sustainable modes. Share of downtown resident trips taken by sustainable modes. Number of participants in car-free travel outreach/education events.
Consider a downtown trolley pilot	Long-term	Average daily ridership.

Source: *Walker Consultants,* 2023.

Provide Secure Bike Parking

Providing secure bike parking is a medium-term strategy that involves identifying locations for the placement of curbside bicycle racks and secure bicycle lockers, including lockers large enough to accommodate cargo bikes and lockers that offer charging for electric bikes and scooters. The City may survey the downtown area and identify potential bike parking locations, evaluate locker technology options, and manage purchasing. The City may then install and maintain the infrastructure, as well as respond to community requests and suggestions for additional locations for accessible bike racks and lockers. Performance metrics for this strategy include the share of downtown block faces with at least two convenient curbside bike racks, the share of downtown block faces with at least two secure bike/scooter storage lockers, and the number of e-bike and e-scooter secure charging spaces.

Pilot a Shared Mobility Service

Piloting a shared mobility service is a long-term strategy which may involve experimenting with various models and service providers and soliciting feedback before committing to a specific strategy. The City can explore available docked and dockless services and conduct business community and public outreach to gauge interest in various shared mobility services, such as bike share or scooter share, that can help provide "last mile" access between dense residential neighborhoods, transit stations, major employers, and key downtown destinations, including State Street. The City can handle contracting, manage the day-to-day operations of the program, and evaluate the benefits, challenges, and lessons learned from the pilot program to create a framework to govern the future of shared mobility in Redlands. Success can be measured by the number of miles traveled using the shared mobility service, the number of trips, and the number of unique riders.

Designated Dockless Parking for Shared Micro-Mobility Vehicles

Develop a Parking Cash-Out Program

The cost to provide parking for employees is typically significant, with the capital and land costs of providing a structured parking space potentially approaching $200 to $300 per month or more, a generous benefit for those who take advantage, a loss to those employees who do not park, and an incentive to drive for those who may have options other than driving but for whom the options are not rewarded. Parking cash-out is a medium-term strategy that requires employers who provide free parking or pay to provide free parking for their employees to offer an equivalent benefit to employees who arrive to work by another mode of travel. The City could draft a local ordinance to enforce and expand upon the State's Parking Cash Out law that applies only to large employers. The City would then be responsible for implementing the ordinance, and success could be measured by both the share of downtown employees eligible for parking cash-out and the share of eligible employees participating in the parking-cash out program rather than driving alone.

Create a Transportation Wallet Program

Creating a transportation wallet program is a longer-term strategy. Some cities use parking revenues generated within certain areas to support a variety of travel options for those who work or live in those areas. The "transportation wallet" is a flexible benefit, which can offer a choice between a public transit or shared micro-mobility pass, a gift card to a local bike shop to subsidize bike or e-bike purchase or maintenance, or even discounted daily parking passes, should off-street facilities ever experience sufficient demand to warrant pricing. Program design and administration could be a collaborative effort by the City and the Downtown Parking Benefit District, once a district has been established. The program's success could be measured through a survey of program participants and tracked as the share of transportation wallet holders regularly commuting downtown by modes other than solo driving.

Increase Awareness of Alternatives to Driving Alone

Increasing awareness of alternatives to driving alone is a medium-term strategy that may be ongoing, especially as new modes of transportation become available, or existing services and infrastructure are improved. The City can offer or collaborate with another partner to offer commute planning assistance for downtown businesses. The City can implement a sustainable transportation campaign challenging car dependence with active transportation posters, brochures, and other messaging, and can provide sustainable transportation information (such as bike routes and transit schedules for accessing downtown) via mail to new and relocating residents in Redlands. The City and Downtown Parking Benefit District (once established) can collaboratively plan an annual "come to work car-free" day with incentives, to increase familiarity with sustainable mobility options.

Metrolink Train near Downtown Redlands Station

Source: *Walker Consultants, 2023.*

Consider a Downtown Trolley Pilot

A downtown trolley is a potential long-term strategy for promoting sustainable transportation. The City can explore community and employee interest in a trolley connecting Downtown Redlands with other key destinations, such as major employers, dense residential neighborhoods, and rail stations. The City can conduct a feasibility study considering potential ridership levels, operating costs, possible routes, and schedule options. If deemed feasible, the City can oversee the finances for the trolley operations and can promote the trolley to residents and visitors. The City can continually evaluate the program and make service adjustments based on demand. Success may be measured by average daily ridership.

6. Increase the Supply of Publicly Available Parking

The public parking supply downtown could be increased either by increasing the number of private spaces made available to the public, increasing the effective capacity of existing facilities with valet parking, or by constructing new parking facilities. Strategy 1, as detailed earlier in this chapter, included actions for increasing the utilization of existing off-street parking resources. Valet assist parking is sometimes a cost-efficient way to increase the effective capacity of existing facilities. Investing public resources in new parking infrastructure can be expensive, and rarely aligns with the goal of creating a future for transit-oriented areas in which sustainable transportation options are at least equally convenient and attractive, or potentially even more attractive, than driving alone. Despite these concerns, Redlands may wish to consider conducting an analysis evaluating the potential benefits and impacts of investing in additional structured parking, potentially as a component of the plans for redevelopment of the existing City Hall site, in order to make a more informed decision. Strategies to negotiate the lease or acquisition of lots/spaces, pursue shared use agreements, and increase utilization of underutilized facilities have already been explained in detail. Table 21 shows the action steps that could be taken for the remaining strategies to increase the public parking supply.

Table 21: Actions Steps for Increasing the Public Parking Supply

Strategy	Action Steps
Increase Capacity with Valet Parking	1. Conduct a feasibility study, considering: • Potential increase in effective parking capacity at candidate facilities • Recommended service hours, days, or months • Number of attendants necessary for efficient operations • Expected costs and benefits • Feasibility of funding or partially funding with parking revenues • Comparison with other financial investments in infrastructure or strategies to improve access and overall experience downtown 2. If deemed feasible, cost-effective, and consistent with community goals, develop plans and allocate budget for valet services.
Construction of Additional Structured Parking	1. If, after first (1) increasing the utilization of existing off-street parking resources, and (2) piloting paid parking, the parking situation in Downtown Redlands may be prohibiting some potential visitors from coming to the area, consider investing in additional structured parking through redevelopment of the existing City Hall site. 2. Conduct a study evaluating the feasibility, costs, and benefits of consolidating existing off-street parking lots to a central parking structure location to reduce vehicle traffic in the core downtown area and promote a "park-once" environment. The study should consider the following: • Net increase in parking capacity • Impact on the number of trips made to Downtown Redlands o New trips diverted from other commercial areas in Redlands o New trips diverted from other regional destinations • Impact on mode split of downtown trips • Impact on sales and sales tax revenue • Redevelopment potential of existing surface lots • Total cost and cost per space, including maintenance costs • Feasibility of funding or partially funding with parking revenues • Comparison with other financial investments in infrastructure or strategies to improve access and overall experience downtown • Community priorities 3. If a new downtown parking structure is identified as a top community priority and found to align with land use, mobility, and economic vitality goals, develop plans and allocate budget for additional structured parking.

Source: *Walker Consultants, 2023.*

Implementation: The City can increase the public parking supply by increasing the number of private spaces made available to the public, increasing the effective capacity of existing facilities through valet parking operations, and by constructing new parking facilities. Many implementation actions for expanding the public parking supply have already been discussed in the Increasing Access to Underutilized Off-Street Facilities section (Strategy 1) earlier in this report. Table 22 provides the approximate timeline for considering public investment in additional structured parking and suggested performance metrics. Additional considerations and implementation details are discussed below.

Table 22: Implementation Details for Increasing the Public Parking Supply

Action	Timeline	Performance Metrics
Increase Capacity with Valet Assist Parking	Medium-term	Total number of vehicles parked beyond what the facility's capacity would be without the valet service. Number of vehicles parked beyond capacity per valet service hour.
Consider investing in additional structured parking facility	Long-term	Number of trips taken downtown. Impact on sales and sales tax revenue. Number of vehicles parked downtown during peak hours.

Source: *Walker Consultants,* 2023.

Increase Capacity with Valet Assist Parking

Depending on the potential increase in parking capacity at a facility, valet assist parking may be a cost-effective medium- or long-term strategy to increase the public parking supply. Valet assist parking may be a medium-term strategy relevant for special event parking, or a longer-term strategy for regular parking operations. Valet parking typically increases capacity by approximately 15 to 30 percent. Possible candidates for valet parking include the current City Hall parking facilities, or, if the City develops a shared use agreement opening more spaces for public parking and management, the Centennial Plaza Garage. In addition to expanding the effective capacity, valet parking can also create job opportunities that keep money in the local economy, and it can improve perceptions of safety in downtown parking garages simply by the presence of attendants in the facilities where there are none today.

It may be worthwhile to compare the monthly cost per space estimates for valet parking in the context of the cost per space estimates of structured parking. For example, considering construction costs, life cycle, operations, and maintenance, the monthly cost per space in a new parking structure may be in the range of $300-500—and many spaces may sit empty some of the time or feel unsafe for some drivers. Valet parking is a more flexible strategy, which does not require a permanent investment. It can be continually evaluated and adjusted, implemented during hours, days, or months when parking demand is typically higher. If the City eventually finds it worthwhile to invest in additional structured parking, valet parking may be an interim strategy to increase the parking supply.

The City could conduct an initial feasibility study exploring the potential increase in parking capacity at various publicly managed facilities, recommended hours of valet assist services, the number of valet attendants necessary for efficient operations, the expected cost, and the feasibility of funding or partially funding with parking revenues. If a Downtown Parking Benefit District (PBD) has been established, the study should be conducted in partnership with the PBD. If deemed feasible and cost-effective, the City could manage the budget and contract for valet assist services. Success could be measured by (1) the total number of vehicles parked beyond what the facility's capacity would be without the valet service and (2) the number of vehicles parked beyond regular capacity per valet service hour.

Consider Investing in an Additional Structured Parking Facility

Investing in an additional structured parking facility is a longer-term strategy that may be worth considering if the downtown area were to experience a reduction or stagnation in the number of visitors or business activity due to the parking situation. A cost and benefit analysis regarding the very real cost of parking with the amount of marginal, additional business the parking space will attract, along with alternative options, is a fair exercise.

If the City has already implemented solutions that increase the efficiency with which existing resources are used, a study can be conducted evaluating the feasibility, costs, and benefits of constructing additional structured parking, including opportunities for a structure to allow redevelopment over surface lots in the downtown area and promote a "park-once" environment. The study should consider the net increase in parking capacity, project the impact on the number of new trips made to Downtown Redlands (including trips diverted from other commercial areas in the City), the impact on mode split, the impact on sales and sales tax revenue, the redevelopment potential of existing surface lots, the total cost and cost per space (including maintenance costs), the feasibility of funding the construction with parking revenues, a comparison with other financial investments or strategies to improve access to and the overall experience of downtown, and community priorities for public resource allocation. Cost analysis should include the cost of designing a new parking structure in a manner that it can be adaptively reused if it becomes obsolete for parking needs in the future, as provided for by General Plan section 5-A.80. If a Downtown Parking Benefit District (PBD) has been established, the study should be conducted in partnership with the PBD.

If a new downtown parking structure is identified as a top community priority and found to be consistent with land use, sustainable mobility, and economic vitality goals for the Downtown Transit Village, the City can plan for the location and construction of the new structure and identify any surface lots that may be redeveloped. The City can oversee the budget, ensure parking revenues help cover the cost of the project, and handle any day-to-day operational needs of the new facility. The success of the investment could be measured by the number of trips taken downtown and the change in sales and sales tax revenue, relative to other commercial areas in the City and general economic trends.

In the existing conditions chapter of this report, the existing City Hall site, which will be vacated when City Hall moves into the Citibank building on State Street, is the top candidate for additional structured parking, if desired. This structure could incorporate the already existing subterranean level of parking on the site while also allowing for ground floor retail businesses.

Appendices

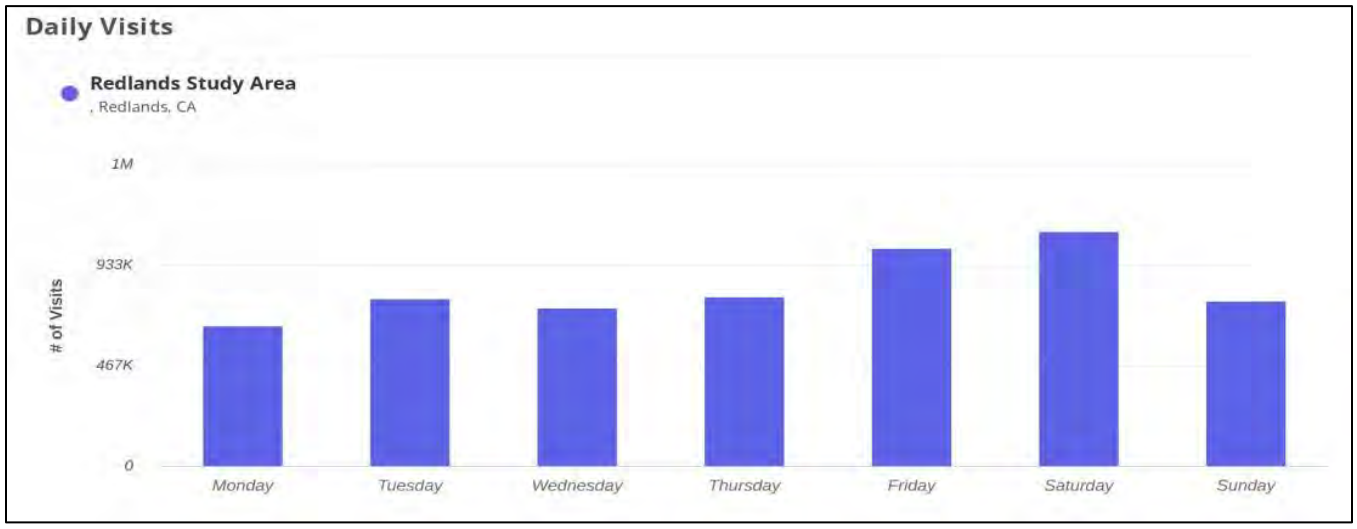
Appendix A: Data Collection Considerations

Methodology

It is typical in the parking industry to collect data on one weekday and one weekend day for a parking study. Walker has completed municipal parking studies for thousands of jurisdictions over its 57-year history and has a deep body of knowledge regarding typical trends in downtowns. In studies where we have collected additional data at the request of the client, the additional data collected tends to be similar and does not add a significant amount of value to the findings and recommendations.

In preparing for the data collection for the Downtown Redlands study, Walker consulted with City staff as to typical conditions that they desired to capture, and design to. Walker verified that there were no special events on the data collection days. In addition, Walker utilized visit and visit trend data provided by placer.ai, shown below. Thursday is a typical weekday, and Saturday was clearly the busiest weekend day. For placer.ai, and someone must stay in the area for at least 7 minutes for their stay to count as a visit. The "visits trend" chart does not include pass-through traffic.

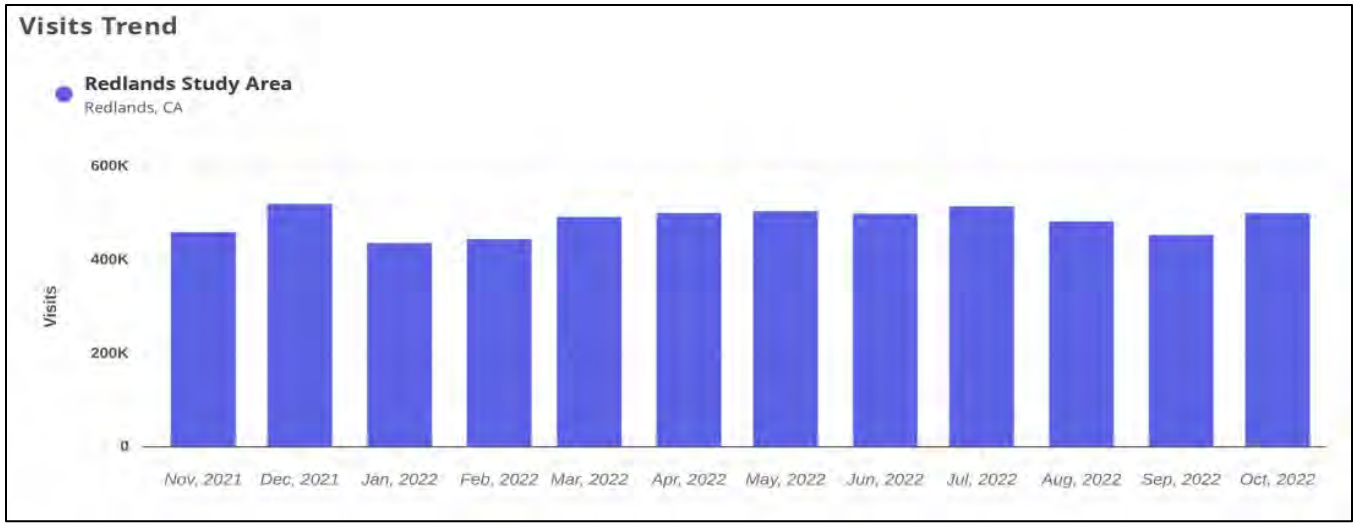
Number of Visits to Downtown Redlands Study Area by Day of Week



Source: *Placer.ai, 2022.*

Similarly, looking at the monthly trend, November 2021 was not the busiest or least busy month, and coming out of the Covid-19 pandemic and the Omicron variant in the winter of 2021, it would be expected for most months of 2022 to have more visits downtown than November 2021. The chart on the next page displays the monthly visit trend for the project study area.

Number of Visits to Downtown Redlands Study Area by Month of the Year



Source: *Placer.ai, 2022.*

There were five data collectors in the field on the survey days. Counts were collected in an approximately 30 minute window starting at each hour noted.

Relationship to Study's Recommendations

A key finding from the study was that convenient parking is difficult to find in some areas, at least some of the time. If anything, this problem is understated in the month of November, and may become even more of an issue in other months. This would not affect the recommendations substantially:

- The City is already advised to continuously pursue opportunities to expand the public parking area. There is such ample supply of underutilized private parking, that additional demand might simply increase the price the City would pay to lease private spaces, but it would not alter the core strategy or the cost-effectiveness of this method relative to other options for expanding the public supply.
- If observations revealed higher demand, the paid parking pilot area could also have been expanded slightly. However, this is just a pilot program, and it may be easier to err on the side of having too small a paid parking area for the pilot.
- One strength of the report's recommendations is that they are flexible and demand-responsive. If parking demand increases, the City can increase its efforts to expand the supply of underutilized parking made available to the public and can expand the paid parking area. If demand decreases, the City can end any shared-use agreements deemed unnecessary and reduce the paid parking area if streets do not have sufficient demand to justify paid parking. The strategies are meant to address high parking demand (according to observations and anticipation of future development) but can easily be scaled back if demand turns out to be lower than planned for.

Appendix B: Downtown Redlands Intercept Survey

Downtown Redlands Intercept Survey **Time: _____**

The survey administrator asked the bolded questions, and then categorized participants' responses for analysis.

1. Where do you live?

- Redlands – downtown area within about a half mile of downtown
- Redlands – elsewhere
- If outside of Redlands, are you:
  - Within 5 miles
  - Within 10 miles
  - 10 or more miles

2. What brings you downtown?

- Work
- Shopping
- Dining
- Professional services or appointment
- Other

3. Where did you park?

- On the street
- In a parking garage
- In a parking lot

4. Did you park near your destination?

- Yes
- No

5. How was the experience of finding parking?

- I found parking quickly near my destination.
- I found a parking space near my destination, but I had to drive around to find it.
- I found a parking space quickly that was away from my destination.
- I found a parking space that was away from my destination, and I had to drive around to find it.

6. How long did you stay/are you planning to stay in Downtown Redlands?

- Less than 1 hour
- 1-2 hours
- 2+ hours

7. When thinking about where to go out for shopping or dining, how does parking availability influence your decision?

- Parking availability is not an important factor for me – I am more interested in the location itself.
- I usually try to go places with parking reasonably close to my destination.

8. Do you have any thoughts or concerns related to downtown Redlands parking?

Appendix C: Downtown Redlands Employee Comments

Block 13:

- They can't leave for lunch, or the public will park in their private spaces. Customers have to circle for parking. Their signs don't have the tow company phone number, so they aren't actually allowed to tow. They would appreciate parking enforcement and more ADA spaces.
- Their elderly customers want to park at the bank but are afraid they would be towed.
- It's especially hard to find a space in the afternoons.
- Older clients can't access their business. The structure is full when employees arrive to work. They take a chance on enforcement; there should be no enforcement if there are no options to park without time limits.
- They close their business and can't work event days and Saturdays and lose income as a result.
- They need better notification for events. They also need more spaces without time limits.
- Time limits are an issue. They take their chances with them when they arrive late.
- Clients park at CVS.
- They would rather take their chances with a ticket for parking on State Street than parking in the structure where they don't feel safe. Hair treatments take over two hours, so they can't move their vehicles. They don't feel safe walking downtown, especially late at night.

Block 18:

- They don't feel safe parking and walking in the early morning before the sun rises.
- During farmers markets, vendors and the public park in their private spaces before their business opens. They would like a structure or parking designated specifically for employees.
- Esri owns a lot just north of 6th Street and businesses rent individual spaces for employee parking, but the public still park there. They would like for Redlands to have a trolley or electric scooters, rather than enforcement or parking meters.
- They leave at 7pm and don't feel safe going to the garage. They leave prime State Street spaces for customers and park on other streets.
- It's difficult for their customers to find parking when they have classes.
- They park in front of their business or on nearby side streets, usually just moving their cars after they go out for lunch.
- The structure does not feel safe. Customers report spending 10 minutes circling for parking when they used to circle only 5 minutes. They arrive late and it backs up business for the day.
- Workers park all day. Enforcement is needed. She pays $35 monthly for a private space behind her business and thinks it's a good deal.
- Customers complain and sometimes just leave. They always ask their customers where they parked and warn them if they parked in private reserved parking, so they don't get towed. Saturdays are the most difficult.
- It doesn't feel safe walking to the structure. The CitiBank lot may be empty and a good temporary solution. The City doesn't inform businesses of events with enough time for them to properly staff for them.

Block 19:

- People always use the Wells Fargo lot as public parking.
- Wells Fargo allows some employees of other businesses to park there.
- Parking is inconvenient during events; sometimes employees have someone drop them off at work.
- One owner parks on the street in front of her business, and her customers usually park at the bank parking lot.
- They appreciate the lack of enforcement and don't want to upset customers.

Block 25:

- All employees park on Main Street in front of their business. The time limits make it difficult, and they would appreciate parking options without time limits. They shuffle their vehicles every 2 hours, but especially around 1pm it's very difficult.
- Street closures are hard for the business; customers need to access the lot when they have bulky purchases.
- Customers complain about lack of parking.
- Coffee shop customers park in private business spaces. It's a problem. The employees never leave for lunch because they will be late, and their reserved spaces might be taken when they return. They have to leave earlier to arrive on-time for work but are used to it.
- Hairdressers park on the street in front of their business. Downtown needs parking enforcement.
- Employees don't feel safe at night and try to park on the street in front of the business.
- Their employees have always parked in the bank's parking lot and there's never been an issue.
- Customers complain about parking.
- They park on street but not in front of their own or other businesses where someone might complain.
- They have their own private parking, but the public often parks there. They won't tow because of some technical issue, but it ruins their day if someone parks in their lot.
- The employees park on the street and shuffle their vehicles every 2 hours.

Block 26:

- Employees sometimes have to park a block away on Fridays and Saturdays.
- They have two private parking spaces for their customers but no longer even mention it to them since other people always take the spaces and sometimes become aggressive if asked to leave.
- Lack of enforcement on the street is an issue; employees of other businesses park in prime spaces they would like to have available for their customers.

Appendix D: San Clemente Parking Lot Lease Agreement Template

PARKING LOT LEASE AGREEMENT

This PARKING LOT LEASE AGREEMENT ("Agreement") is made and entered into as of this ____ day of _____, 200__, by and between the [PLEASE PROVIDE EXACT NAME OF TRUST AND NAMES OF (CO)-TRUSTEES] ("Owner"), and the CITY OF SAN CLEMENTE, a California municipal corporation ("City"). Owner and City are hereinafter sometimes referred to collectively as "parties" and individually as a "party."

R E C I T A L S

A. Owner is the owner in fee of that certain real property located at [ADDRESS], Assessor's Parcel Numbers ("APN") [APN NUMBER] located in the downtown area of the City of San Clemente, County of Orange, State of California (the "Property").

B. City has requested to lease, and Owner is willing to lease, those portions of the Property more particularly depicted in Exhibit "A", attached hereto and incorporated by this reference (the "Premises"), for the purpose of providing public parking according to the terms and conditions of this Agreement.

C O V E N A N T S

Based upon the foregoing Recitals, which are incorporated into this Agreement by reference, and for good and valuable consideration, the receipt and sufficiency of which is hereby acknowledged by both parties, Owner and City hereby agree as follows:

1. Grant of Lease. Owner hereby leases to City, and City hereby leases from Owner, the Premises and all landscaping, improvements, and structures that will be used for the Permitted Uses (defined below) according to the terms and conditions of this Agreement.

2. Term.

2.1 Initial Term. The lease of the Premises shall be for an initial term of five (5) years (the "Initial Term"), commencing upon the date that the City Council approves in accordance with law this fully executed Agreement (the "Commencement Date") and expiring on the date that is the fifth (5^{th}) anniversary of the Commencement Date.

2.2 Automatic Renewal. Upon the expiration of the Initial Term, the lease of the Premises shall be divided into one (1) year renewable terms, wherein each one (1) year term is hereinafter referred to as a "Renewable Term." The first Renewable Term shall automatically commence upon the date that is the day immediately after the expiration of the Initial Term, and each subsequent Renewable Term shall automatically commence on the date that is the day immediately after the expiration of the previous Renewable Term. The lease of the Premises for any time after the expiration of the Initial Term (i.e., for any time during any and all Renewable

Terms) is hereinafter referred to as the "Extended Term." The Initial Term and Extended Term are collectively referred to in this Agreement as the "Term."

2.3 Termination of Lease. Either party, in its sole and absolute discretion, may terminate the lease of the Premises either: (i) at the expiration of the Initial Term, or (ii) at any time during the Extended Term. The party seeking to terminate the lease shall deliver to the other party written notice thereof no later than sixty (60) days prior to the date of termination.

3. Rent and Security Deposit.

3.1 Rent. City shall pay to Owner as rent for the Premises [AMOUNT] per month (the "Rent"). The first payment of Rent shall be prorated pursuant to Section 3.4 below (if applicable) and shall be delivered to Owner no later than the date that is three (3) weeks after the Commencement Date. Each and every subsequent payment of Rent shall be delivered to Owner no later than the tenth (10^{th}) day of the month for which the Rent is due.

3.2 Security Deposit. City shall deliver to Owner, no later than the date that is three (3) weeks after the Commencement Date, a security deposit in the amount of [AMOUNT] (the "Security Deposit"). The Security Deposit shall be held by Owner as security for the performance by City of the terms and conditions of this Agreement to be kept and performed by City. Prior to the use of the Security Deposit for any obligation to be performed by City pursuant to this Agreement, Owner shall deliver written notice to City of the reason for the use, and Owner shall provide City with an opportunity to cure any failure to perform said obligation prior to the use of the Security Deposit pursuant to the cure provisions set forth in Section 10 below. If City fully performs every obligation of this Agreement to be performed by it, the Security Deposit or any balance thereof shall be returned to City upon termination of this Agreement.

3.3 Delivery. All payments and charges due under this Agreement shall be paid by City in lawful money of the United States of America, which shall be legal tender at the time of payment, at:

_____

_____

_____

Attn: _____

or to such other person or at such other place as Owner may from time to time designate in writing. Owner shall promptly deliver to City any change in address or person responsible for receiving payment of Rent. City shall not be in default of this Agreement if Owner fails to receive any payment of Rent when Owner fails to promptly deliver any change in address or person responsible for receiving payment.

3.4 Prorated Amounts. Any Rent due under this Agreement for any fractional part of a calendar month shall be prorated based on the ratio that the number of days in that month during the Term bears to the total number of days in that month.

4. Permitted Uses. For the duration of the Term, the Premises shall be used for parking by the general public and incidental uses relating thereto (the "Permitted Uses"), and for no other purpose, subject to the following conditions: (i) no overnight parking shall be permitted; (ii) parking for each vehicle used by a member of the general public shall be limited to four (4) hours for any twenty-four (24) hour period, provided, however, that the time limits may be adjusted by mutual consent of the parties; (iii) any vehicle used by a current employee of [NAME] may park all day on the Premises, but only if such vehicle has a parking permit or sticker for such all day use clearly posted on the vehicle's bumper or windshield; and (iv) any other rules and regulations that City may impose on the general public for the use of the Premises. With respect to the condition concerning the ability of [NAME]employees to park on the Premises pursuant to clause (iii) above, the parties agree that this parking condition shall remain in effect only so long as [NAME] remains in business at its location as of the Commencement Date, and that in the event [NAME] no longer continues its business operations at such location, City shall have no obligation to comply with the parking condition set forth in clause (iii) above.

5. Improvement and Maintenance of Premises. City, at its own cost and expense, shall be responsible for the improvement and maintenance, as needed, of the Premises for use as a public parking lot, including but not limited to: (i) surfacing the parking lot; (ii) striping parking lot spaces; and (iii) providing signage, as needed. Signage shall indicate, where City determines is appropriate, that the parking lot is open for use by the general public.

6. Insurance.

6.1 General Liability. City shall obtain and keep in force and effect for the entire Term a commercial general liability insurance policy which names Owner as an additional insured, protecting against claims of bodily injury, personal injury and property damage based upon, involving, or arising out of the use or maintenance of the Premises by City. Such insurance shall be on an occurrence basis providing single limit coverage in an amount not less than One Million Dollars ($1,000,000.00) per occurrence.

6.2 Certificates. City shall provide to Owner a certificate of insurance evidencing insurance coverage as provided herein no later than the date that is three (3) weeks after the Commencement Date, and thereafter as requested by Owner until the termination of this Agreement.

6.3 Self-Insurance. In lieu of the obligations set forth in Section 6.1 and 6.2 above, City may satisfy its obligation to provide general liability insurance for the Premises through a self-insurance program, but only if City remains self-insured for no less than One Million Dollars ($1,000,000.00) in liability claims. In the event that City is self-insured, City shall deliver to Owner, no later than the date that is three (3) weeks after the Commencement Date, a statement, certificate, or other proof of financial responsibility, duly acknowledged by City's authorized representative, for One Million Dollar ($1,000,000.00) in self-insurance.

7. Indemnity. City shall indemnify, defend, and hold harmless Owner and its officers, officials, employees, agents, or representatives (collectively the "Indemnitees") against any and all claims, demands, causes of action, damages, costs, expenses, losses and liabilities, at

law or in equity arising out of or relating to (i) any activity or work done, permitted, or suffered on the Premises; (ii) use of the Premises by City and its officers, officials, employees, agents, representatives, invitees, patrons, or sub-lessees; or (iii) the acts or omissions of City or its officers, officials, employees, agents, or representatives acting in an official capacity. This indemnity shall specifically include the right to indemnification for any claims, demands, causes of action, damages, costs, expenses, losses and liabilities, at law or in equity arising from the acts or omissions, whether negligent, reckless, willful or otherwise, of any member of the public (as that term is defined below) while that member of the public is or was on or about the Premises. Notwithstanding the forgoing sentences in this Section 7, City shall have no obligation to indemnify, defend, and hold harmless the Indemnitees for any claim, demand, cause of action, damages, costs, expenses, losses and liabilities arising from or relating to (i) a pre-existing environmental condition concerning hazardous substances on or under the Premises; or (ii) any negligent, reckless, or willful act or omission of Indemnitee(s) while on or about the Premises.

For purposes this Agreement, the term "hazardous substance" shall mean any substance or material defined or designated as hazardous or toxic waste, hazardous or toxic material, a hazardous or toxic substance, or other similar term by any federal, state, or local environmental statute, regulation, or ordinance. For purposes of this Section 7, the term "member of the public" shall mean any person other the officers, officials, employees, agents, or representatives, acting in an official capacity, of Owner or City.

8. Peaceable Possession. Owner hereby warrants and represents that it has the authority to lease the Premises and to execute this Agreement. Owner further covenants and agrees that City, upon performing and quietly observing the terms and conditions of this Agreement, shall have the right to hold, occupy, and enjoy the Premises for the Permitted Uses during the Term without any interruption or hindrance from Owner, its successors or assigns, or any person or entity lawfully claiming by or through it.

9. Assignment and Subletting. Upon Owner's approval, which shall not be unreasonably withheld, conditioned, or delayed, City shall have the right to assign or transfer this Agreement or any interest in this Agreement, and shall have the right to sublet the Premises or any part thereof, for the purpose of operating and maintaining the Premises for the Permitted Uses.

10. Default. The occurrence of any one or more of the following events shall constitute a material default ("default"): (i) the vacating or abandonment of the Premises by City; (ii) the failure by City to pay Rent when due pursuant to this Agreement, and such failure continues for a period of ten (10) days after delivery of written notice from Owner to City of said failure; and (iii) the failure by either party to observe or perform any of the obligations of this Agreement to be observed or performed by the responsible party (other than the obligation described in clause (ii) above), where such failure either: (A) continues for a period of thirty (30) days after delivery of written notice thereof from the party seeking performance, or (B) if performance cannot be completed with thirty (30) days, cure of such failure has not commenced within thirty (30) days after delivery of written notice thereof and diligently prosecuted until completion within sixty (60) days of the expiration of the thirty (30) day period (for a total of ninety (90) days). Upon an event of default and after the expiration of the applicable

cure period, this Agreement and City's right to lease the Premises shall terminate upon the date that is one day after the date of expiration of the applicable cure period unless the party in default cures the default within the applicable cure period.

11. Miscellaneous.

11.1 Binding on Heirs. This Agreement shall be binding upon the parties hereto and inure to their respective representatives, transferees, successors, and assigns.

11.2 Litigation Expenses. If either party to this Agreement commences an action against the other party to this Agreement arising out of or in connection with this Agreement, the prevailing party shall be entitled to recover reasonable attorneys' fees, expert witness fees, costs of investigation, and costs of suit from the losing party.

11.3 Notices. All notices required to be delivered under this Agreement to another party must be in writing and shall be effective: (i) when personally delivered by the other party or messenger or courier thereof; (ii) three (3) business days after deposit in the United States mail, registered or certified; (iii) one (1) business day after deposit before the daily deadline time with a reputable overnight courier or service; or (iv) upon receipt of a telecopy or fax transmission, provided a hard copy of such transmission shall be thereafter delivered in one of the methods described in the foregoing (i) through (iii); in each case postage fully prepaid and addressed to the respective parties as set forth below or to such other address and to such other persons as the parties may hereafter designate by written notice to the other parties hereto:

To City: City of San Clemente

Copy to:

To Owner: _____
_____
_____
Attn: _____

Copy to: _____
_____
_____
Attn: _____

11.4 Entire Agreement, Waivers, and Amendments. This Agreement incorporates all of the terms and conditions mentioned herein, or incidental hereto, and supersedes all negotiations and previous agreements between the parties with respect to all or part of the subject matter hereof. All waivers of the provisions of this Agreement must be in writing and signed by the appropriate authorities of the party to be charged. A waiver of the breach of the covenants, conditions or obligations under this Agreement by either party shall not be construed as a waiver of any succeeding breach of the same or other covenants, conditions or

obligations of this Agreement. Any amendment or modification to this Agreement must be in writing and executed by the appropriate authorities of City and Owner.

11.5 Interpretation; Governing Law. This Agreement shall be construed according to its fair meaning and as if prepared by all of the parties hereto. This Agreement shall be construed in accordance with the internal laws of the State of California without regard to any conflict of law principles in effect at the time of the execution of this Agreement.

11.6 Severability. If any provision of this Agreement is held by a court of competent jurisdiction to be invalid, void, or unenforceable, the remaining provisions will nevertheless continue in full force without being impaired or invalidated in any way.

11.7 Force Majeure. In the event that either party is delayed, hindered, or prevented from performing any act required hereunder by reason of strikes, lockouts, or other labor troubles, inability to procure or shortage of materials or supplies, failure of power, energy shortages, restrictive governmental laws or regulations, inclement weather, fire, explosion, earthquake or other casualty, riots, insurrection, war, act of God, or other causes that are without the fault and beyond the reasonable control of such Party, then the performance of the party obligated to perform under this Agreement shall be excused for and extended by the period of such delay.

11.8 Headings. Section and Subsection headings in this Agreement have been inserted solely for the convenience of the parties, and such captions, headings, and titles shall in no way define or limit the scope, intent, or application of any provision of this Agreement.

11.9 Time is of the Essence. Time is of the essence with respect to every provision of this Agreement.

11.10 Computation of Time. Unless otherwise specified in this Agreement, use of the word "days" shall mean calendar days, and any provision requiring the computation of time shall be based upon a standard calendar of three hundred sixty five and one-quarter (365 ¼) days.

11.11 Execution in Counterpart. This Agreement may be executed in several counterparts, and all so executed shall constitute one agreement binding on all parties hereto, notwithstanding that all parties are not signatories to the original or the same counterpart.

[signatures on next page]

IN WITNESS WHEREOF, the parties hereto have executed this Agreement as of the date first set forth above.

"CITY"

CITY OF SAN CLEMENTE,
a California municipal corporation

ATTEST:

By:__ Mayor

_____
City Clerk

APPROVED AS TO FORM:

_____
City Attorney

"OWNER"

By:_____
Its:_____

By:_____
Its:_____