

4 GROWTH MANAGEMENT

Redlands voters have adopted several growth management measures, and the current General Plan includes a Growth Management Element, recognizing the importance of protection and conservation of community character, agricultural lands, and quality of life valued by residents. The Growth Management Element consists of policies to ensure that development occurs in a way that promotes and improves the social and economic well-being of the entire community.

This chapter addresses the management of future growth and development within Redlands' Planning Area and Sphere of Influence (SOI).

4.1 GROWTH MANAGEMENT SYSTEM

The Growth Management System is the City of Redlands' commitment to effectively manage growth and preserve the quality of life for current and future residents. In the 1980s, the City of Redlands experienced a rapid increase in residential development—20 percent of the current housing stock was constructed in that decade alone¹. Several voter initiatives, as discussed below, have been passed that place limits on growth and development.

PROPOSITION R

On November 7, 1978, voters of Redlands passed Proposition R, a program for alleviation of residential construction, with the intent to reduce the rapid growing number of residential dwelling units that were being built. Proposition R encouraged planned residential growth within existing urban areas providing accessibility to necessary public facilities. Specifically Proposition R capped the number of dwelling units permitted to 450 units per year within the City's boundaries, and 150 units per year within the Sphere of Influence.

MEASURE N

Measure N, a growth control ordinance that amended Proposition R, was approved by the voters in 1987 with the intent to preserve agricultural land. The measure limits the development of residential dwelling units to 400 units per calendar year. Of the 400 units within the city, 50 units are, by resolution, reserved for single-family homes, duplexes, triplexes and four-plexes on existing lots, with the remainder to be allocated according to a point system (adopted as Ordinance No. 2036), which emphasizes design amenities. The Measure also provided prohibitions on changing land

¹ The 2009-2013 5-year American Community Survey estimated that in 2013, 6,036 of Redlands' 26,967 housing units were built between 1980 and 1989.

designations or zoning to a higher density than Rural Estate (R-E) for those lands designated as urban reserve agricultural on June 1, 1987. And limitations were placed on development of steep slopes. For slopes greater than 15%, density is limited to one dwelling units per 2 acres, and for slopes greater than 30%, density is limited to one dwelling unit per 5 acres.

MEASURE U

Measure U, adopted by the voters in 1997, further articulated growth management policies. This General Plan Amendment reinforced and modified certain provisions of Measure N, adopted Principles of Managed Growth, and reduced the development density of San Timoteo and Live Oak canyons by creating a new land use category: Resource Preservation. Measure U limits the development potential of this part of Redlands characterized by steep slopes and natural resources.

Housing Type Balance

Measure U amended the Redlands General Plan Land Use Element to “plan for” a housing mix of 75 percent single-family and 25 percent multi-family dwelling units at buildout. The City Council has adopted a clarification of this policy determining that “for-sale” condominiums (which are considered multi-family dwellings by the Census and the Department of Finance) will be considered single-family dwellings for purposes of this calculation.

Transportation Level of Service (LOS)

Future developments within the Planning Area are required to consider and evaluate the potential impacts of level of service (LOS) that the proposed development can have on traffic capacity. Measure U calls for traffic LOS throughout the city to be maintained at certain levels. The General Plan Amendment implemented by Measure U states,

“...all new development projects shall assure by appropriate mitigation measures that, at a minimum, traffic levels of service are maintained at a minimum of LOS C throughout the City, except where the current level of service is lower than LOS C, or as provided in Section 5.20 of the Redlands General Plan where a more intense LOS is specifically permitted.”

Level of service (LOS) is a qualitative measure of traffic service along a roadway or at an intersection. As discussed in Chapter 7: Transportation, LOS ranges from A to F, with LOS A being best and LOS F being worst. LOS A, B and C indicate conditions where traffic can move relatively freely. The City has defined “acceptable” traffic level of service as LOS C or better under General Plan Policy 5.20 (Policies 5.20a, 5.20b, and 5.20c.).

According to General Plan Policy 5.20, future level of services for the Redlands circulation routes must be in compliance with the following:

“Guiding Policies: Standards for Traffic Service

- 5.20a Maintain LOS C or better as the standard at all intersections presently at LOS C or better.
- 5.20b Within the area identified in GP Figure 5.3, including that unincorporated County area identified on GP Figure 5.3 as the donut hole, maintain LOS C or better; however, accept a reduced LOS on a case by case basis upon approval by a four-fifths (4/5ths) vote of the total authorized membership of the City Council.
- 5.20c Where the current level of service at a location within the City of Redlands is below the Level of Service (LOS) C standard, no development project shall be approved that cannot be mitigated so that it does not reduce the existing level of service at that location except as provided in Section 5.20b. “

Exemptions

Several types of development were exempted from the requirements of Measure U. Measure U reads:

“2. Special Categories of Development. The provisions of this initiative measure shall not apply to the following:

1. New individual infill construction of single family homes on existing lots of record bounded by developed property as of March 1, 1997;
2. Rehabilitation, remodeling or additions to existing single family residential structures;
3. Reconstruction or replacement of any uses to the same density, intensity and classification of use as existed on the Effective Date, including legal non-conforming uses;
4. Development directly related to proposed Metrolink stations in the City of Redlands, including one at the University of Redlands;
5. New development projects subject to the Downtown Specific Plan 45, upon a four-fifths (4/5ths) vote of the total authorized membership of the City Council; and
6. Special, temporary or occasional uses of public streets including parades, local sporting and cultural events, graduation ceremonies, approved school activities and other occasional public gatherings.”

URBAN GROWTH BOUNDARY

Redlands does not have an adopted urban growth boundary; however, the growth management policies limit development outside of the city boundaries. Natural features such as the Santa Anna River, the Crafton Hills, and the canyons of San Timoteo and Live Oak, act as natural boundaries for growth.

The City of Redlands city limits encompass roughly a total of 36 square miles, while the City's Sphere of Influence extends east of the city, spanning nearly 45 square miles, but excludes a 1,100-acre "Donut Hole" of unincorporated county land in the northwestern portion of the City. The City provides water, sewer, and police services to the Donut Hole area in exchange for a 90 percent share of the local portion of the sales tax revenues. The agreement to provide those services lasts until 2028, unless the city annexes the Donut Hole sooner. The city has no say in land uses in the Donut Hole because of special legislation, AB1544, which was passed by the state legislature in 2000. AB1544 removes the Donut Hole from the City's Sphere of Influence. It was sponsored at the request of property owners in the area, because of their desire not to be subject to the planning practices and development fees of Redlands.

As mentioned above, Measure N limits water and sewer connections to 150 dwelling units annually within the Sphere of Influence. The City is authorized to regulate development only within its boundaries, however, the San Bernardino County General Plan policies commit the County to support annexation of land designated for urban development within the City's Sphere of Influence.

Measure U states that extension of public utility services to areas outside the City limits shall occur when such areas are properly annexed to the City, except that utility services may be extended to areas outside the City limits without prior annexation if all of the following conditions are met:

1. The area to be served is not contiguous to the City of Redlands; and,
2. The City and the land owner have entered into a properly recorded and binding pre-annexations agreement establishing covenants running with the land that assure full compliance with all development standards of the City of Redlands, payment of all capital improvement and other development fees which would be applicable to the property if it were within the City limits at the time of extension of such services, and immediate processing of annexation to the City at the City's request; and,
3. The landowner agrees as a condition of extension of utility facilities to serve the proposed development to pay the full cost of such extension of such utility facilities.

The City's Municipal Code 18.16.050 states that any area annexed to the city after the effective date hereof shall automatically be zoned in the A-1 (agricultural) district. The annexed land is to remain as A-1 until the zoning district for the area has been adopted by the commission and council, unless the commission and council determine the precise zoning as a part of the annexation procedure. The commission shall recommend to the council appropriate districting of the land within (90) days after an application for change has been filed with the commission.

POTENTIAL ANNEXATION

There is one annexation proposal currently underway, located in Crafton on the east side of Wabash Avenue within the SOI for a small-scale development of roughly 60 to 80 single-family homes. In 2006, Redlands noted in the Strategic Plan for the Redlands General Plan Update (2006) that if Crafton continues with their pattern of "grove estate" homes, the whole area can be annexed once the pattern is established.

4.2 PLANNING ISSUES AND IMPLICATIONS

Growth management measures were originally adopted in response to rapid residential development during the 1980s, when 20 percent of the current housing stock was constructed in a single decade. Since that period, residential growth has slowed substantially, and dropped dramatically during the Great Recession beginning in 2008. Table 4-1 shows that between 2000 and 2010, Redlands experienced an increase of 1,844 housing units, for an annual average growth rate of 184 housing units. Between 2010 and 2015, housing supply increased by only 128 units, or an annual average of 25, which is much less than the maximum of 400 permitted.

Table 4-1: Housing Growth for the City of Redlands, 2000 – 2015

<i>Year</i>	<i>Housing Units</i>	<i>Average Annual Growth</i>	
		<i>Housing Units</i>	<i>Rate (%)</i>
2015	26,762	25	0.1%
2010	26,634	184	0.7%
2000	24,790	NA	NA

The city's growth measures will have implications for the pace, location, and character of future development in Redlands. Issues related to growth management include:

- **Pace of Growth.** Based on Redlands' growth trends in the last 15 years as well as projections (discussed in Chapter 5), it appears that the pace of future development will fall within the limits set by the various measure and propositions.
- **New Residential.** Areas where new residential development would be contemplated under the General Plan include: infill development throughout the city, vacant lands in the north and northeastern portions of the City, annexations in Mentone and Crafton, Downtown, and development around the transit stations.
- **Annexations.** The City provides services to Crafton and Mentone that are within its SOI, and also to the Donut Hole area that is outside of the SOI. The City periodically undertakes annexation as conditions permit. Expiration of the tax share arrangement with County for the Donut Hole in 2028 may also prompt annexation steps during the life of the new General Plan.

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