

# San Bernardino Countywide Plan

## Regional Services Background Report

### **REPORT USE, INTENT, AND LIMITATIONS**

**This Background Report was prepared to inform the preparation of the Countywide Plan. This report is not intended to be continuously updated and may contain out-of-date material and information. This report reflects data collected in 2016 and early 2017 as part of due diligence and issue identification.**

**This report is not intended to be comprehensive and does not address all issues that were or could have been considered and discussed during the preparation of the Countywide Plan. Additionally, many other materials (reports, data, etc.) were used in the preparation of the Countywide Plan. This report is not intended to be a compendium of all reference materials.**

**This report may be used to understand some of the issues considered and discussed during the preparation of the Countywide Plan, but should not be used as the sole reference for data or as confirmation of intended or desired policy direction. Final policy direction was subject to change based on additional input from the general public, stakeholders, and decision makers during regional outreach meetings, public review of the environmental impact report, and public adoption hearings.**

Data and analysis as of June 2017

Updated with outreach summary in November 2018

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# 1. INTRODUCTION

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## 1.1 CONTEXT

San Bernardino County is the largest and one of the most complex counties in the United States—20,105 square miles of land; 2.1 million residents and 630,000 jobs (as of 2014); valley, mountain, and desert regions; rural, suburban, and urban development patterns; 24 incorporated cities/towns and dozens of unincorporated communities. Dozens of state, regional, and federal agencies conduct operations or provide local, regional, or national services in the county. This is a unique and challenging environment in which to provide effective, efficient regional services.

To achieve its vision for a complete county with a vibrant economy and a full range of services, the County provides an extensive array of programs and services that influence the quality of life in incorporated and unincorporated communities alike. This report provides greater background and understanding of the complexities of the County's regional services as well as its challenges. It utilizes complete datasets and other materials available at a specific moment in time. This background report is not intended to be continuously updated.

The regional service categories addressed by this report are: law and justice; parks, recreation, culture, and education; health and human services; and economic development. Fire protection and emergency medical service are addressed in the Safety Background Report. The regional service operations of the Assessor/Recorder/County Clerk and Auditor-Controller/Treasurer/Tax Collector are not addressed in this report. Some topics are explored but not discussed at length in order to avoid duplicating the information in other recent County documents.

Many of the County's regional activities are driven by federal and state obligations. Over the years, multiple realignments have shifted several responsibilities and costs from federal and state governments to counties. For some of these, the County must shoulder the burden of funding initial implementation as well as related, ongoing efforts. Changes in legislation that result in new unfunded or underfunded mandates make advanced planning for facilities and services difficult. Regional services related to law and justice, education, and health and human services are heavily defined by state and federal mandates. Because of these external influences and the ever-changing dynamics of the local population, the County must seek strategic partnerships, opportunities for increased efficiency and leveraging resources, and other innovations to meet existing and future needs.

In contrast, the provision of regional parks and economic development are driven primarily by local goals and priorities. Parks and recreation facilities as well as cultural and educational facilities are important resources for community socialization, health and wellness, leisure, and capacity building. There are different ways that people use and experience these facilities; therefore, having a range of types of recreation, cultural, and educational facilities is important to meet diverse needs.

## 1. Introduction

The County is the primary policy-setting and public investment entity for regional economic development to bring about growth and structural change to achieve County goals, such as expansion of employment opportunities, increases in household income and wealth, improvements in quality of life, and expansion and diversification of the tax base that funds public services and facilities.

This report also acknowledges the myriad organizations that play a role in the provision of regional services, from the federal government to civic organizations, and that the County often has little or no say in how these organizations affect the region. This report provides a broad and general understanding of regional services to enable the Countywide Plan to better align local goals and priorities with federal and state mandates.

## 1.2 PURPOSE AND ORGANIZATION OF REPORT

This Regional Services Background Report provides relevant information on services that improve the quality of life for San Bernardino County residents and are directly related to the goals of the Countywide Plan. It also serves as a reference for the Countywide Plan and a statement of existing conditions for the environmental impact report. The report is organized as follows:

- **Chapter 1, Introduction**, sets the context for the provision of municipal and regional services in the county and describes the relationship of these services to the County vision, the organization of report, and key issues and discussion items for providing services.
- **Chapter 2, Law and Justice**, describes services provided by the sheriff's department, district attorney's and public defender's offices, court system, corrections department, and probation department. It describes key laws and regulations, law and justice services, and the various facilities.
- **Chapter 3, Parks, Recreation, Culture, and Education**, describes park and recreation services provided by the County, as well as other recreational and educational services and facilities including museums, libraries, schools, performing and visual arts, and natural open spaces.
- **Chapter 4, Health and Human Services**, describes the varied range of services provided by the County—including veterans services, services for the aging and people with disabilities, transitional services, preschool services, children and family welfare, child support, behavioral health (mental and alcohol and drug), public health, and the Arrowhead Regional Medical Center.
- **Chapter 5, Economic Development**, describes the socioeconomic characteristics of the county and its four regions, summarizes key trends influencing the growth and development of the regional economy, and identifies several emerging trends that may affect how and where new private investment may flow. This section also provides a broad overview of the Economic Development Agency.



# 1. Introduction

## 1.3 ISSUES AND DISCUSSION ITEMS

### 1.3.1 LAW AND JUSTICE

The Sheriff-Coroner’s Department, District Attorney’s Office, Public Defender’s Office, San Bernardino Superior Court, and Probation Department work with local communities, community groups, and organizations to prevent crime, protect people and property, and create safer communities. The County’s services range from crime suppression to criminal prosecution, detention and corrections, victim services, and probation and rehabilitation. More than just a silo of individual functions, all of the County’s five departments form an integrated approach to law and justice in the county. The law and justice function also works with numerous organizations outside the County to improve safety.

Table 1-1 summarizes law enforcement issues and discussion items for the Countywide Plan (does not include some items covered in other background report materials such as the Community Indicators Report or Community Vital Signs).

**Table 1-1. Law and Justice: Summary of Issues and Discussion Items**

	Issues	Discussion Items
Political	<ul style="list-style-type: none"> <li>• Growing advocacy and constituency bases that are well informed and active in state and local initiatives are influencing the practice and workload of law and justice on multiple levels.</li> <li>• Ballot-box initiatives and court-imposed mandates influence department priorities and workload and make departments more reactive to respond to changing mandates.</li> </ul>	<ul style="list-style-type: none"> <li>• How best can we coordinate with all law- and justice-related departments and communicate the impact of recent statewide initiatives to the public and advocacy groups through the Public Information Officer?</li> <li>• Is there anything further we can do to coordinate with the California Department of Corrections and Detentions and other key agencies regarding the impacts of statewide initiatives?</li> </ul>
Regional Services	<ul style="list-style-type: none"> <li>• Law and justice is a system in which departments collaborate on specific topics (e.g., homelessness, 5150 psychiatric holds, transitional assistance, day reporting, etc.). Need to better understand how all the partners—HHS, DPH, PD, DA, and Probation—meet as a central group to address system issues.</li> <li>• Forecasting facility planning to accommodate population growth is difficult due to dynamic context of criminal behavior, social conditions, and external mandates.</li> <li>• Service capacity and transportation issues in remote areas.</li> <li>• Services in remote areas can be more limited than in central, urban ones. Until population and service demand reach a certain threshold, it can be costlier to develop infrastructure and services for these areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Can we improve the interdepartmental working group(s) to identify critical service issues that are common across departments, and identify appropriate goals, objectives, and performance metrics for the function?</li> <li>• Should the County create an interdepartmental strategic planning (with annexes for separate functions) that addresses the construction, acquisition, and operation of facilities and services needed for the law and justice function?</li> <li>• How could (or do) faith- and community-based network(s) of organizations that provide supportive services in outlying unincorporated areas of the county?</li> <li>• To what extent can technology be incorporated to improve program and treatment issues for offenders that reside in remote areas of the county?</li> </ul>

# 1. Introduction

**Table 1-1. Law and Justice: Summary of Issues and Discussion Items**

	Issues	Discussion Items
Sheriff	<ul style="list-style-type: none"> <li>• Significant budget cuts at the local level, and incorporated cities/towns contracting with the County for sheriff, fire, and other public safety services for their community.</li> <li>• Expansive coverage area includes unincorporated lands and contract cities.</li> <li>• AB 109 diverted many inmates from state prisons to County detention centers.</li> <li>• For a discussion and statistics on crime, please refer to the San Bernardino County Community Indicators Reports (2012 through 2015).</li> </ul>	<ul style="list-style-type: none"> <li>• Is there a better way to coordinate with LAFCO, County Sheriff, and/or cities/towns regarding annexations and service contracts to extend provision of sheriff services?</li> <li>• Are there other opportunities for addressing facility and staffing needs created by AB 109? [Additional input may be needed from other departments (e.g., Probation) to identify other discussion items.]</li> </ul>
District Attorney	<ul style="list-style-type: none"> <li>• Secondary information suggests that caseloads handled by the District Attorney’s Office are high.</li> </ul>	<ul style="list-style-type: none"> <li>• What types of impacts could the diversion of cases have on the community at large? Is there data the County should be tracking to understand potential impacts (positive and negative).</li> </ul>
Public Defender	<ul style="list-style-type: none"> <li>• The Public Defender’s Office has historically exceeded caseload standards.</li> </ul>	<ul style="list-style-type: none"> <li>• Given that the number and type of caseloads (and potential impacts of realignment), should we reset our expectations of meeting either industry or County standards and what are the implications of doing so?</li> <li>• Should the County implement a system standard that looks at recidivism rates along with the percentage of clients that complete probation or mandatory supervision without a violation, 1 to 2 violations, and 3 or more violations?</li> </ul>
Courts	<ul style="list-style-type: none"> <li>• Shortage of judgeships, high workload levels, and deficit in operational funding.</li> <li>• Pre-trial detention practices and job stability, the ability to afford housing, parenting, and jail capacity.</li> </ul>	<ul style="list-style-type: none"> <li>• Is it possible to support legislative efforts to fill vacant judgeships without over-burdening District Attorney and Public Defender staff?</li> <li>• With the completion of the Pretrial Detention Reform Work Group (formed by California Chief Justice), evaluating pretrial detention practices, what should the County do to reduce the high percentage of inmates housed in county jails who are awaiting sentencing?</li> </ul>
Detentions	<ul style="list-style-type: none"> <li>• Realignment, court-ordered population caps, proposition-based reclassification of the severity of crimes, and sentencing options (split sentencing). Jail capacity issues and potential population growth or crime increases.</li> </ul>	<ul style="list-style-type: none"> <li>• Should (has) the County could consider(ed) additional measures and practices to relieve jail capacity concerns through new or different rehabilitative and service programs?</li> </ul>
Probation	<ul style="list-style-type: none"> <li>• The landscape and profession of probation services is dramatically changing due to legislation that has impacted inmate mix, realignment and caseload, and the nature of existing and former convicts requiring services.</li> </ul>	<ul style="list-style-type: none"> <li>• How can the County continue to evaluate evidenced-based practices to adjust to the changing client mix? Should the County participate in studies (e.g., multi-county study) to learn about best practices and develop policies and procedures for service delivery.</li> </ul>
Data, Performance Management, Operations	<ul style="list-style-type: none"> <li>• Law and justice data system (Data Storm), has limited access to and sharing of data.</li> </ul>	<ul style="list-style-type: none"> <li>• Are there opportunities for cross-departmental coordination and data sharing; and for departmental and overall law and justice strategic plans to align and coordinate resources and achieve overall system objectives? What data could be shared? What data is sensitive?</li> </ul>

## 1. Introduction

### 1.3.2 PARKS, RECREATION, CULTURE, AND EDUCATION

The County Regional Parks Department, Special Districts Department, County Museum, County Library, and Superintendent of Schools oversee an incredible range of recreational and educational activities and programs at parks, museums, libraries, schools, and historic sites. San Bernardino County is also home to a thriving arts scene spread throughout numerous communities.

Table 1-2 summarizes parks, recreation, culture, and education issues and discussion items for the Countywide Plan. Note that in this context, culture refers to institutions of collective knowledge, art, morals, or customs.

**Table 1-2. Parks, Recreation, Culture, and Education: Summary of Issues and Discussion Items**

Topic Area	Issues	Discussion Items
Land Use Regulations	<ul style="list-style-type: none"> <li>Existing County park standard in the 2007 General Plan: 14.5 acres of undeveloped lands and/or trails per 1,000 people, and 2.5 acres of developed regional park land per 1,000 people.</li> <li>Funds/and capacity to manage and maintain new undeveloped and/or regional parklands.</li> <li>The County's Open Space Overlay application on wildlife corridors, special policy areas, and buffer zones.</li> </ul>	<ul style="list-style-type: none"> <li>Review the validity and implementation challenges of this park standard. How does this standard include parks under other administration such as Special Districts?</li> <li>How can the County best collaborate with state and federal agencies to maximize the public benefit of massive land holdings that provide unique, natural open spaces for San Bernardino County residents and visitors? Are there more opportunities than marketing?</li> <li>Location of wildlife corridors and buffer zones.</li> <li>Definition, purpose, and application of special policy areas and future use.</li> </ul>
Regional Parks	<ul style="list-style-type: none"> <li>County maintenance of approximately 8,500 acres of regional parkland, age of park facilities, maintenance costs, and the cost of new developed regional park acreage.</li> </ul>	<ul style="list-style-type: none"> <li>Could development impact and user fees be restructured for increased park maintenance and upgrades?</li> <li>How can the County capitalize on additional resources such as: state and federal recreation, open space, and health and wellness grant funding? How can (or have) community health and wellness organizations, advocates, and philanthropists assist(ed) the County in achieving program objectives? How can volunteer partnership programs assist the County in maintaining and upgrading regional park facilities and provision of programs?</li> <li>Can the County better market the regional parks system to people in the county, Southern California, statewide, national, and international areas to increase park usage and increase support of programs?</li> </ul>
Special Districts	<ul style="list-style-type: none"> <li>County local parks are in County Service Areas, Community Service Districts, and one Community Facilities District</li> </ul>	<ul style="list-style-type: none"> <li>Can future population growth in unincorporated areas be served by existing regional parks? Would new (or expanded) CSAs, CSDs, or CFDs be created?</li> </ul>

# 1. Introduction

**Table 1-2. Parks, Recreation, Culture, and Education: Summary of Issues and Discussion Items**

Topic Area	Issues	Discussion Items
Regional Trails	<ul style="list-style-type: none"> <li>Funding sources for the development or maintenance of trails.</li> </ul>	<ul style="list-style-type: none"> <li>Is there support for the creation of a regional development impact fee to construct and maintain the Santa Ana River Trail? What can the County do to coordinate with local cities and unincorporated communities (impact fees or assessment districts) to expand trail network, provide local recreation facilities, and connect trails and parks in incorporated and unincorporated areas? The trail policy approved by the Board of Supervisors in 1998 established the development of regional trails for a backbone system. Additional development/expansion was not considered, however, this could be explored by the Trail Committee or the staff of either Land Use Services or Regional Parks.</li> <li>How best can the County coordinate with local/regional planning efforts to create walkable and bike-friendly paths that serve County facilities?</li> <li>How should we collaborate with other agencies, such as water agencies, open space conservancies, and BLM, regarding trail-development efforts?</li> </ul>
State and Federal Agency Coordination	<ul style="list-style-type: none"> <li>The administration or management of much of the County's outdoor recreation by state and federal agencies.</li> </ul>	<ul style="list-style-type: none"> <li>How can the County best create strategic partnerships and collaborations with key state and federal agencies that have recreational and open space land holdings in the county?</li> <li>Should the County participate with the US Forest Service in its all-lands approach to planning, including mutual understanding of complex issues across landscapes as well as regional conditions and trends?</li> <li>Can collaborative marketing campaigns with local, regional, state, and/or federal agencies increase park usage and support?</li> </ul>
Museums	<ul style="list-style-type: none"> <li>Budget for improvements, exhibits, and staff.</li> </ul>	<ul style="list-style-type: none"> <li>How successful has the County of San Bernardino Museum Strategic Plan (2017–2022) been in implementing programs and services?</li> <li>Strategic partnerships to co-locate staff and facilities (existing facilities and areas of expertise that are appropriate for co-location).</li> <li>Outreach to the science and engineering business community for fundraising, event sharing, and overall support.</li> </ul>
Libraries	<ul style="list-style-type: none"> <li>Challenge of providing conventional in-person library services to a county that is geographically expansive, with much of its population spread out in rural communities.</li> </ul>	<ul style="list-style-type: none"> <li>Access to computers, the Internet, and online educational programming, especially in rural areas. Collections of e-books and online audiobooks.</li> <li>Library services at community centers, public schools, and other service centers.</li> <li>"Little free libraries" in areas distant from public libraries.</li> </ul>
Public Education	<ul style="list-style-type: none"> <li>The San Bernardino County Superintendent of Schools represents 33 public school districts in the County (with a range of programs, scores, facilities, and needs) before the California Department of Education.</li> </ul>	<ul style="list-style-type: none"> <li>How will the Countywide Plan support the mission of the San Bernardino County Superintendent of Schools and its Strategic Plan initiatives?</li> </ul>

1. Introduction

**Table 1-2. Parks, Recreation, Culture, and Education: Summary of Issues and Discussion Items**

Topic Area	Issues	Discussion Items
Arts	<ul style="list-style-type: none"> <li>• Limited resources to support the arts.</li> </ul>	<ul style="list-style-type: none"> <li>• Public art ordinance to require or encourage the development community to include murals, mosaics, sculptures, and other artistic features in their projects.</li> <li>• Inclusion of artistic expression at existing County facilities such as community centers, libraries, government centers, technical assistance centers, etc. (murals, art exhibitions, art classes, etc.).</li> <li>• Permitting process for arts and cultural facilities (e.g., museums, galleries, performance theatres), and live-work units that may be designed for artists.</li> <li>• Inclusion of the arts in County tourism and economic development marketing campaigns.</li> <li>• Connecting arts-related nonprofit organizations, community colleges, and universities with County facilities and schools.</li> </ul>

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### 1.3.3 HUMAN SERVICES

Table 1-3 covers issues and discussion items for the County’s Human Services Department and Countywide Plan. This includes veterans services, services for the aging and disabled, transitional services, preschool services, children and family welfare, child support, behavioral health (mental and alcohol and drug), public health, and Arrowhead Regional Medical Center. Table 1-3 provides a sample of issues obtained from interviews with staff and cursory research into the many reports, department strategic plans, and County budget. Additional discussion on issues can be found in these documents.

**Table 1-3. Human Services: Summary of Issues and Discussion Items**

Topic Area	Issues	Discussion Items
Veterans Affairs	<ul style="list-style-type: none"> <li>Large veteran’s population and continuing service demand as more apply for benefits.</li> <li>Areas in the county that may be underserved due to distance or lack of a convenient office nearby.</li> <li>Veteran needs center around employment, healthcare, education, and housing—many of which are common for special needs groups within the county.</li> <li>Awareness of the reach and breadth of County VA services.</li> </ul>	<ul style="list-style-type: none"> <li>Outreach efforts to yield additional beneficiaries and federal funds allocated to the region. The affordability of the region will continue to draw veterans to the region to work and retire.</li> <li>Presence in desert communities around Barstow and Needles and in the west end of the Valley.</li> <li>Collaboration with other county departments (TAD, Public Health, ARMC, etc.) to pursue initiatives to assist veterans—be it housing, jobs services, health care, and others.</li> </ul>
Aging and Adult Services	<ul style="list-style-type: none"> <li>The fastest growing segment of the County’s population from 2015–2040 will be seniors (150 percent increase; five times countywide rate).</li> <li>Services needs are varied and include affordable housing, transportation, medical care, and supportive services.</li> <li>Ongoing budget needs and adjustments at the state level.</li> </ul>	<ul style="list-style-type: none"> <li>The growth in senior population and its influence on future housing, transportation systems, medical services, etc.</li> <li>Long term solutions for continued funding for senior programs, coupled with the significant growth in the population of seniors and varied service needs in the county.</li> </ul>
Transitional Assistance	<ul style="list-style-type: none"> <li>Transitional assistance changes with the County’s economy.</li> <li>Ongoing budget needs and adjustments at the state and federal level.</li> </ul>	<ul style="list-style-type: none"> <li>Recent increases in caseload due to effective outreach, the economy, demographic changes, and expansion in Medi-Cal eligibility.</li> </ul>
Child Support Services	<ul style="list-style-type: none"> <li>Flat funding for nearly 15 years, coupled with increased costs.</li> <li>Identifying barriers that create a hardship on a segment of our customers who do not have the ability to pay.</li> </ul>	<ul style="list-style-type: none"> <li>Statewide equity in CSS funding.</li> <li>Partnering with the community to address barriers; identify innovative solutions to reducing the child support debt.</li> </ul>
Preschool Services	<ul style="list-style-type: none"> <li>Ongoing needs of preschool age population, especially in areas that are currently underserved.</li> </ul>	<ul style="list-style-type: none"> <li>The state budget and opportunities to expand coverage, particularly in Needles, San Bernardino, the High Desert, and Morongo Valley.</li> </ul>
Children and Family Services	<ul style="list-style-type: none"> <li>Operational changes to improve outcomes as measured against federal standards</li> <li>Operations and procedures to address new legislation (SB 403) to allow for the transition of group home settings.</li> <li>Staff resources and increasing workload demands.</li> </ul>	<ul style="list-style-type: none"> <li>Operational changes articulated in the System Improvement Plan, Business Redesign Plan, and other department-level plans.</li> </ul>

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**Table 1-3. Human Services: Summary of Issues and Discussion Items**

Topic Area	Issues	Discussion Items
Behavioral Health	<ul style="list-style-type: none"> <li>Given the geographic size of the county, ensuring affordable and feasible access to services is challenging, particularly for people who do not have or cannot afford reliable transportation.</li> <li>Alternatives to inpatient hospitalization, institutionalization, and/or incarceration for people experiencing an acute mental health crisis.</li> <li>Shortage in mental health professionals, including psychologists, social workers, and marriage and family therapists. Shortages are acute in Victorville, Needles, Barstow, and Hesperia.</li> </ul>	<ul style="list-style-type: none"> <li>Availability of contract providers and/or co-locating facilities to provide underserved areas with behavioral health services, focusing on areas where shortages in services are apparent.</li> <li>System of crisis care, including crisis walk-in centers, crisis residential treatment centers, and other auxiliary facilities.</li> <li>Partnerships to engage area health-focused business, schools, and partners to support health pathway development for secondary, trade, and professional work opportunities in health care. Partnerships with Cal-Med and UCR to draw qualified health professionals to the county.</li> </ul>
Public Health	<ul style="list-style-type: none"> <li>The sheer size of the county is a challenge for achieving public health goals since it influences the feasibility of health care infrastructure, the location of trained workforce, and the provision of health service. The county also lacks sufficient health infrastructure and trained resident workforce (especially in Mountain/Desert regions).</li> <li>The county's built environment has a significant role in influencing health and well-being. However, the County lacks jurisdiction over decisions made by city leaders that ultimately impact public health.</li> </ul>	<ul style="list-style-type: none"> <li>The County's diversified and decentralized system of health care providers, as well as the establishment and financing (through grant applications) of partnerships with new service agencies.</li> <li>Nonprofit and for-profit organizations and educational institutions (e.g., Cal-Med) that are dedicated to training and deploying health care professionals throughout the county.</li> </ul>
Arrowhead Regional Medical Center	<ul style="list-style-type: none"> <li>The uncertain future of ACA and its influence on patient mix, reimbursement policies, and the fiscal position of ARMC.</li> <li>Competing for medical customers, improving the quality of medical services, and shifting the focus away from hospital-based and inpatient care, towards outpatient, primary and preventative care.</li> </ul>	<ul style="list-style-type: none"> <li>ACA reforms that could improve or deteriorate the fiscal condition of ARMC.</li> <li>California Public Hospital Redesign and Incentives in Medi-Cal (PRIME) Program and other initiatives that improve the quality of medical care and the way medical care is delivered.</li> </ul>
Overall System Issues	<ul style="list-style-type: none"> <li>Most County human service programs respond to state/federal mandates, with the County's share a percent of program costs or fixed maintenance of effort. Many programs draw on the County's general fund, while the Governor continues to propose cutbacks to address state budget shortfalls.</li> </ul>	<ul style="list-style-type: none"> <li>State agreements to provide sufficient, stable, and inflation-adjusted funding mechanisms and revenues to county governments to fully pay the costs of new or expanded responsibilities.</li> <li>Statewide efforts to develop a comprehensive, efficient, and functional strategy for the routine collection and use of data in the primary care and behavioral health (mental health and substance use disorder) systems.</li> </ul>

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## 1.3.4 ECONOMIC DEVELOPMENT

Table 1-4 covers issues and discussion items for the economy in San Bernardino County, identifying trends and movements while understanding that much is outside the County’s direct control and authority. The table provides an overview of high level issues based on interviews with County staff, industry representatives, an update of SCAG’s logistics industry analysis, and numerous socioeconomic, demographic, and industry reports.

**Table 1-4. Economic Development: Summary of Issues and Discussion Items**

Topic Area	Issues	Discussion Items
Economic Growth and Development	<ul style="list-style-type: none"> <li>• The historical role of the county as an affordable place to live, leading to a long trend of housing expansion, but job growth that has only recently surpassed housing growth.</li> <li>• A countywide economy well positioned for the logistics industry, with an understanding of changes future technologies could mean for job generation.</li> <li>• With industry evolving and the rise of automation and robotics, a skilled workforce is required more than ever.</li> <li>• Expansion of jobs in knowledge-based sectors and accompanying higher wages.</li> <li>• The county’s competitive employment shifts are concentrated in a few sectors (Logistics, healthcare, retail and government primarily). As a result, the county has become less specialized in most sectors.</li> <li>• Limited direct authority of EDA over what needs to change to improve the county’s economic position.</li> </ul>	<ul style="list-style-type: none"> <li>• Increasing jobs in knowledge-based sectors of the economy through marketing efforts and expansion of Workforce Development Board training to improve the skills and productivity of workers in San Bernardino County.</li> <li>• Cultural commitment to and investments in lifelong learning facilities and services.</li> <li>• Creation of communities of choice for skilled and educated people to live and work in the county, with an additional focus on cosmopolitan urban centers (including high quality transit), to compete for high paying jobs.</li> <li>• Compile business intelligence data by visiting various businesses (both small and large) to understand business trends and the necessary skills of tomorrow’s workforce</li> </ul>
Labor Force	<ul style="list-style-type: none"> <li>• San Bernardino County has a smaller portion of its working age residents participating in the labor force, and its labor force has lower levels of education than Southern California. However, the labor force has higher levels of English language proficiency than Southern California, but still lower than the nation.</li> </ul>	<ul style="list-style-type: none"> <li>• Success of educational efforts in raising the graduation rate and lowering the drop-out rate.</li> <li>• Adult education, including GEDs, skills and education enhancement, and ESL (although County is not directly responsible for these efforts).</li> <li>• Workforce Development Board programs for developing and enhancing the skills and education of the county’s labor force.</li> <li>• Develop a work base learning component (provide students with real-life work experiences) in conjunction in San Bernardino Unified School District and then make it available throughout the entire county.</li> <li>• Identify apprenticeship and internship programs.</li> </ul>



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**Table 1-4. Economic Development: Summary of Issues and Discussion Items**

Topic Area	Issues	Discussion Items
Industrial Facilities	<ul style="list-style-type: none"> <li>• Warehousing and manufacturing are important components of the county's economy, but forces outside of the County's control have the potential to reduce the County's ability to retain and attract industrial businesses.</li> <li>• The buildout of planned industrial areas in the Valley region, leading to either the consolidation and redevelopment of smaller and older industrial properties in the Valley region, the North Desert region, or farther east along the I-10 corridor in Riverside County.</li> <li>• The regulation, management, and potential litigation surrounding diesel exhaust from trucking and regional air quality; implications for retaining existing and attracting new businesses.</li> <li>• The location and implications of warehousing and marijuana cultivation and production facilities for adjacent land uses and smaller industrial businesses.</li> </ul>	<ul style="list-style-type: none"> <li>• Market forces regarding new industrial uses and the economic development future for the North Desert.</li> <li>• The amount and distribution of future industrial development in unincorporated disadvantaged communities.</li> <li>• Potential coordination in a SCAG Goods Movement Strategy in the upcoming Regional Transportation Plan tied to South Coast Air Quality Management District's potential indirect source rules.</li> <li>• With industry evolving, the need to leverage the InTech Center and replicate a similar model in the High Desert is crucial (High Desert Training Center) to elevate the profile of the county to attract industrial and advanced manufacturers.</li> </ul>
Technology Innovation and Automation	<ul style="list-style-type: none"> <li>• Implications of automation and the application of technological innovation on the number of existing and future jobs—especially over the next fifteen years. Although it is not yet clear exactly which industries and which occupations are going to shed jobs, economic development efforts should take these potential losses into consideration</li> </ul>	<ul style="list-style-type: none"> <li>• Potential impact of technological innovation on labor when identifying target industries for business attraction.</li> <li>• Rate and impacts of technology adoption in the industries with the most potential for job loss in the county.</li> </ul>

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### 1.4 SUMMARY OF PUBLIC OUTREACH

This section summarizes the public outreach that included discussions and comments related to regional services during engagement activities conducted between October 2015 and November 2018. Note that issues identified through analysis of governmental data and other reports, are not summarized in Table 1-5. Those issues are incorporated in later sections of this report.

**Table 1-5. Regional Services Issues Identified in Public Outreach, 2015–2018**

Issues Identified by the Community	Valley	Mountain	North Desert	East Desert
Lack of access to medical services	X	X	X	X
Need more parks and recreational facilities	X	X	X	X
Inadequate or limited pedestrian and bicycle facilities / trails	X	X	X	X
Increased crime / need more law enforcement	X	X	X	X
Increased homeless population	X	X	X	X
Lack of mental health services	X	X	X	X
More job training and higher education	X	X	X	X
Encourage locally scaled economic development	X	X	X	X
Do more to celebrate local history and culture	X	X	X	X
Lack of code enforcement	X		X	X
Need more public pools	X		X	X
Overconcentration of rehabilitation housing (mostly in cities)	X	X	X	
Long response times for emergency services		X	X	X
More facilities and programs for youth	X	X	X	
Improve interagency coordination	X	X		X
More facilities and programs for seniors		X		X
Improve libraries / access to library collections		X		X
Overconcentration of warehouses	X			

Engaging residents in a county as large and diverse as San Bernardino required a robust effort to reach residents, agencies, and other stakeholders who live, work, or serve one or more of the county’s communities. Between 2015 and 2017, the County engaged over 2,100 individuals from over 80 unincorporated communities throughout the county’s four regions. The outreach consisted of over 70 meetings in over 30 different locations, along with in-person and online surveys (total of 910 survey responses).

The public meetings were designed to engage residents in a workshop setting to identify problems and potential solutions to address specific issues unique to each community planning area. Attendees were given a presentation and materials on the overall Countywide Plan effort. Specific questions asked of the community (in person and through the surveys), included the following:

- What areas are there for improvement in the community?
- What internal or external factors or resources could be opportunities for your community?
- What are threats to your community?
- What outside factors outside of the control of the community could threaten your community?

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The second phase of public meetings took place in 2017 and 2018 through two rounds of 17 regional meetings in 13 different locations throughout the county's four regions. Over 600 individuals attended these meetings, including representatives from over 50 agencies and organizations associated with federal, state, regional, and local services and interests. The first round of regional meeting was designed to engage residents, agencies, service providers, advocacy groups, and other stakeholders to identify and discuss issues that are unique to specific communities or regions or are countywide. The second round of regional meetings presented draft policy recommendations based on input received and as directed by state law. Throughout 2018, the County conducted individual interviews with service agencies, advocacy groups, and other organizationally-oriented stakeholders.

Finally, with over 100 communities spread across 20,000 square miles, the County anticipated that attendance at public meetings would not be feasible for many community members. To maximize input and access to information, the County posted all of the meeting material online ([countywideplan.com/cp](http://countywideplan.com/cp)) in advance of public meetings (with summary information and electronic versions of surveys posted after the meetings). An individual webpage was dedicated for each community planning area (e.g., [www.countywideplan.com/bloomington](http://www.countywideplan.com/bloomington)) so that community members could focus on information and provide input specific to their area of interest.

The County also maintained email addresses for each community (e.g., [bakercp@lus.sbcounty.gov](mailto:bakercp@lus.sbcounty.gov)) and provided an online submission form (no email required) for people to submit comments and questions. Over the span of the three-year outreach effort, the project website was used by over 13,000 unique visitors (excluding County and consultant usage), with the County receiving hundreds of comments and questions through the email addresses and online submission forms (anonymous if desired). A portion of these comments and questions addressed matters related to regional services.

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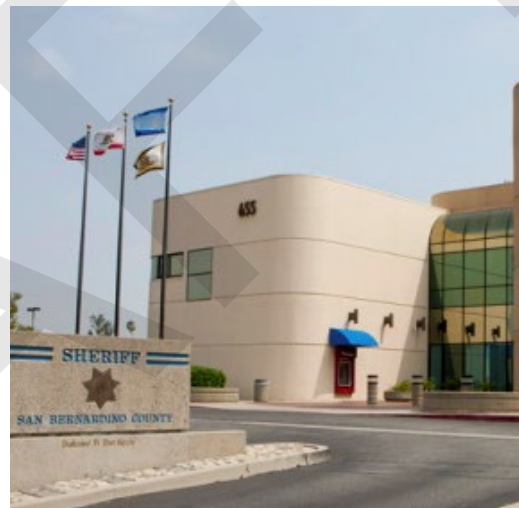
## 2. LAW AND JUSTICE

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This chapter addresses five topics: 1) introduction to law and justice services; 2) governmental regulations that address these services; 3) description of law and justice services in San Bernardino County, 4) implementing organizations; and 5) issues and opportunities for the Countywide Plan.

### 2.1 BACKGROUND

Ensuring law and justice is an essential part of the County's overall mission and vision. The County of San Bernardino maintains an extensive law and justice system serving the largest county in the contiguous United States. Dozens of law enforcement and human service agencies from all levels of government work with local communities and local partners to prevent crime, provide re-entry services for those released from prison and jails and/or on probation, protect people and property, and create safer communities. These services range from crime suppression to criminal prosecution, detention and corrections, victim services, and re-entry and rehabilitative services. San Bernardino County expenditures for law and justice services are the second largest line of the County's budget, employing more than 5,800 people and spending \$935 million annually.



San Bernardino County Sheriff Station

This chapter on law and justice is prepared to support the update of the Public Facilities and Services Element of the Countywide Plan and associated environmental impact report. This chapter provides a general discussion of law and justice services in the county. This chapter also presents information on the superior court system although it is outside the direct influence of the County, because it is nevertheless a fundamental part of the overall system of justice in San Bernardino County. This chapter is organized into the various state and county functions, including: 1) Sheriff Operations; 2) District Attorney; 3) Public Defender; 4) San Bernardino Superior Court; 5) Corrections and Detention; and 6) Probation Services.

This chapter references a wide variety of literature and statistics to describe law and justice services provided in San Bernardino County. Sources of information include the Sheriff Department Annual Report, San Bernardino County Budget, Census of Law Enforcement, California Attorney General, Superior Court of California, Bureau of State and Community Corrections, California Department of Corrections and Rehabilitation, and other state agencies. Where available, information is supplemented by reports from the Public Policy Institute, recognized law and justice professional organizations, and other organizations that have reliable information on the law and justice system in the county.

## 2. Law and Justice

### 2.1.1 REGULATORY SETTING

Federal, state, and local laws, regulations, and policies set the context for the public facilities and services component of the Countywide Plan and its associated environmental impact report. Some of the more pertinent laws enacted over the last 25 years are summarized below.

#### **Federal Laws and Regulations**

##### **Court-Ordered Population Caps**

In May 2011, the U.S. Supreme Court ruled that overcrowding in California's prisons resulted in cruel and unusual punishment, in violation of the Eighth Amendment to the U.S. Constitution. This ruling was made based on the Court's determination that overcrowding led to the system's inability to provide competent and timely medical and mental health care for prisoners. The Supreme Court ordered the California Department of Corrections to reduce the prison population to 137.5 percent of the prison's design capacity by June 2013. On February 10, 2014, a three-judge court granted the state's request for a two-year extension to meet the population cap by 2016, but mandated that the department develop comprehensive and sustainable reforms to reduce prison population and achieve federal standards. Such reforms were enacted through several voter approved initiatives—AB 109, Prop 36, Prop 47, and is being maintained through recently enacted initiatives Prop 57 (inmates becoming eligible for parole, not necessarily released from parole, after completing the service of a sentence on the primary offense) and Prop 64 (marijuana). As of December 2016, the California Department of Corrections and Rehabilitation met its court-ordered population cap although future population increases projected in the county could bring the issue to the forefront in the future.

#### **California Laws and Regulations**

##### **Lockyer-Isenberg Trial Court Funding Act of 1997**

The Lockyer-Isenberg Trial Court Funding Act of 1997 fundamentally changed how the trial courts are funded by transferring primary responsibility for funding the courts to the state, including sole responsibility for funding future growth in court operations costs. In addition, it requires counties to make a capped maintenance of effort (MOE) payment to the state each year for operation of the courts. In return, the state allowed counties to retain many fines and forfeitures to help fund their MOE payments with the provision that collections that exceeded the amount of revenue MOE be shared equally between the state and the county. This legislation has been amended numerous times to adjust the cap for county governments and funding streams. This could be impacted by legislative changes regarding the collection of court order fines and fees, such as Senate Bill 355 (2017), which waives Public Defender fees for those found to be not guilty. The County of San Bernardino pays approximately \$25 million annually as an ongoing funding obligation for court maintenance.

##### **Senate Bill 81: Juvenile Justice Realignment**

Realignment legislation also extends to the juvenile justice system. In 2003, the Prison Law Office filed a lawsuit on behalf of Margaret Farrell, alleging that the state's treatment of youth offenders was illegal and inhumane. The lawsuit alleged violations in six areas: education, medical treatment, access for wards with disabilities, sex offender treatment, mental health treatment, and overall safety and welfare. To

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address the consent decree, policy makers enacted legislation to reduce the number of youth offenders housed in state facilities. Senate Bill 81, the “Juvenile Justice Realignment” bill, was signed in 2007. The legislation ushered in a new era of juvenile justice policy by limiting the types of offenders who could be committed to state youth correctional institutions and by providing funding to county probation systems to improve their capacity to handle youth offenders. The bill resulted in a decline in juvenile commitments into state institutions and spurred a significant change in the role of county probation departments in addressing the needs of juvenile offenders.

### Three Strikes Legislation

In 1994, Proposition 184 was passed to require longer prison sentences for certain repeat offenders. Under Proposition 184, individuals who had two or more previous serious or violent felony convictions and were convicted of any new felony were generally sentenced to life imprisonment with the earliest possible parole after 25 years. These individuals are referred to as “third strikers.” In 2012, Proposition 36 modified the “three strikes” law by generally limiting life sentences for third strikers to cases where the most recent felony conviction is for a serious or violent offense. The change also allowed certain third strikers already sentenced to a life term for a nonserious, nonviolent offense to be resentenced to a lesser term.

### The Public Safety Realignment Act of 2011 (AB 109)

The Public Safety Realignment Act (AB 109) was a groundbreaking piece of legislation passed to address an order from the US Supreme Court that California state prisons reduce overcrowding by limiting the number of inmates to 137.5 percent of intended capacity. The passage of AB 109 resulted in four potential dispositions for prison inmates depending on their status. They could be sentenced to either:

- Incarceration (in state prison or County jails)
- Post Release Community Supervision (inmates who were in state prison prior to the law’s passage but whose incarceration for certain crimes have been shifted back to the counties)
- Mandatory supervision (those inmates that received a split sentence)
- Parole

Offenders convicted of a serious or violent felony, sentenced under the Third Strike Law, or deemed a high risk offender, or as a condition of parole, must undergo mental health treatment supervised by the California Department of Corrections and Rehabilitation. They are under the jurisdiction of the California Department of Corrections and Rehabilitation and the Superior Court.

### Voter Approved Initiatives Prop 47, Prop 57 and Prop 64

Proposition 47, passed by voters in November 2014, reduced the classification of some drug and property crimes from felonies to misdemeanors in attempt to reduce prison sentencing, encourage rehabilitation, and reduce incarcerations costs.

Despite significant reforms in prison sentencing, population caps had not been achieved in 2015, and the Supreme Court did not lower them. Voter approved initiative Proposition 57 enabled adult felons who have served the term of their primary offense to become eligible for parole. This bill authorizes

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reductions in prison terms with sentence credits for certain qualifying events (rehabilitation, good behavior, education, etc.). The Department of Corrections and Rehabilitation has adopted regulations in furtherance of these provisions, and the Secretary of the Department of Corrections and Rehabilitation (CDCR) has certified that the adopted regulations protect and enhance public safety.

Proposition 57 also removed discretion from the DA back to the juvenile court as to whether a juvenile accused of certain crimes would be tried in adult criminal courts instead of juvenile courts. For the court to make this determination, the judge holds a transfer hearing to determine whether the youth is amenable to the programs and services of the juvenile court.

The future impact of Proposition 57 on adults and juveniles is uncertain as legislation, Senate Bill 75, has been proposed that would redefine the types of crimes that would be considered non-violent. Senate Bill 75 was voted down in the senate's Public Safety Committee in April 2017, but is eligible for reconsideration in 2018.

In 2016, California voters approved Proposition 64 to legalize recreational marijuana for persons aged 21 years or older and establish sales and cultivation taxes. This change in state law will go into effect in 2018 and may reduce marijuana-related arrests and detentions.

### **Key Local Codes and Regulations**

#### **2007 San Bernardino General Plan Policy**

The 2007 General Plan includes a broad set of goals and policies to address the provision of law enforcement services in San Bernardino County. Goal LU-8 of the Land Use Element states that beneficial facilities—such as sheriff and fire stations, libraries, and other public uses—as well as potentially hazardous sites will be equitably distributed throughout the County. This goal ensures that services are provided to all residents of the county, even in more remote communities. Guidance for law enforcement services is provided in the Circulation and Infrastructure Element. Specifically, Goal CI-17 (Law Enforcement) states that the County will provide adequate law enforcement facilities to deliver services to deter crime and to meet the growing demand for services associated with increasing populations and commercial/industrial developments. Policies accompanying Goal CI-17 are:

- CI 17.1. Appropriately prioritize calls for service and seek sufficient staffing levels to ensure response times are reasonable and efforts to deter crime are optimized.
- CI 17.2. Seek and commit sufficient investigative resources for effective follow-up on criminal offenses.
- CI 17.3. Involve community members in crime deterrence and other public safety efforts through prevention programs, volunteer groups, and viable public information strategies.
- CI 17.4. Encourage interaction with local governments and community-based organizations to assess community concerns and expectations.
- CI 17.5. Staff and operate detention and correction facilities in a safe and secure manner, as required by law. Place an emphasis on programs for sentenced inmates that reduce recidivism.



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- CI 17.6. Ensure procedures for effective court security operations that are functional and appropriately balanced between judicial needs, state law, and department capability.
- CI 17.7. Assess and update training and equipment needs on a routine basis when possible to ensure policing methods are effectively executed while minimizing unnecessary liability.
- CI 17.8. Develop and coordinate contingency responses to disasters, mutual aid needs, search and rescue operations, and other emergencies in concert with allied agencies.
- CI 17.9. Respond and investigate coroner case deaths in a timely and thorough manner.

The 2007 General Plan and the Development Code do not include specific programs to implement these law enforcement policies.

Based on interviews with the various county departments responsible for law and justice services in San Bernardino County, there are no formal department-level strategic plans to guide the County's law and justice operations besides the annual budget and capital improvement plan.

### 2.1.2 IMPORTANT TERMS

The following terms and definitions are important for understanding the law and justice services provided by San Bernardino County and the overall planning and regulatory context for law and justice as described in this chapter.

**Caseload.** Caseload (represented by the number of cases per staff) is the most recognized industry standard for measuring the work effort of the District Attorney, Public Defender, and Probation Department. Various professional organizations advocate caseload limits to allow for timely and effective service.

**Day Reporting Center.** Day reporting centers are facilities that offer “one-stop shop” comprehensive services that are designed to address the needs of parolees or probation participants. Services range from counseling to substance abuse, from education to social services, and life skills. These facilities are essential tools to help guide the integration of former offenders into society.

**Detention Facilities.** While there are numerous types of detention facilities (e.g., local, state, and federal), counties typically have up to four types of detention facilities:

- Type I. A facility where persons are held for not more than 96 hours after booking. May also be used to detain persons as ordered by the court for their own safekeeping or sentencing.
- Type II. A facility used for the detention of persons pending arraignment, during trial, and upon a sentence of commitment.
- Type III. A facility used only for the detention of convicted and sentenced persons as determined by the courts.
- Type IV. A detention facility used for housing inmates eligible under Penal Code § 1208 for work/education furlough and/or other access into the community.

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**Felony.** A felony is a crime, that is punishable by death, by imprisonment in the county jail (unless probation is granted) or by imprisonment in state prison. Violent felonies may include murder, rape, robbery, arson, kidnapping, and other crimes that inflict great bodily harm. Serious felonies include all violent felonies, and other crimes such as residential burglary and assault with the intent to commit robbery.

**Grand Jury.** California law requires each county to impanel a Grand Jury to perform oversight of criminal indictments and civil investigations. The San Bernardino's Grand Jury's civil responsibilities include the examination of all aspects of county government to ensure that the county is being governed honestly and efficiently and that county monies are being handled appropriately. The Grand Jury is also mandated to inquire into the conditions and management of public jails.

**Infraction.** Infractions involve conduct that is punishable by the imposition of a fine. Infractions include violations of an administrative regulation, an ordinance, a municipal code, or a state or local traffic rule that does not impose jail time. Infractions are not punishable by jail or prison time, but by a fine. Because of this, the trial is decided by a judge rather than a jury. The more common infractions are traffic violations, such as speeding and running a red light or a stop sign.

**Misdemeanor.** A less serious crime than a felony, for which an offender may be sentenced to probation, county jail, a fine, or some combination of the three. Examples of misdemeanor offenses include simple assault, petty theft, disorderly conduct, trespassing, vandalism, and public drunkenness. The majority of the crimes committed in California are misdemeanors.

**Parole.** Parole refers to criminal offenders who are conditionally released from prison to serve the remaining portion of their sentence in the community. Prisoners may be released by a parole board decision, according to provisions of a statute, through other types of post-custody conditional supervision, or as the result of a sentence to a term of supervised release. Parolees are also typically required to fulfill certain conditions and adhere to specific rules of conduct while in the community.

**Probation.** Probation is the suspension of the imposition of a sentence that enables the adult or juvenile offender to be released into the community under the supervision of a probation officer. The court may attach certain terms and conditions to the probation. For adult offenders, a term could require a short period of incarceration before being released on probation, which is referred to as a split sentence.

**Mandatory Supervision.** In some cases, the court will sentence an individual to a period of incarceration in county jail that is concluded by a period of supervision in the community. This type of arrangement is often referred to as a "split sentence". Again, like probation, the offender is supervised by a probation officer while in the community.

**Realignment.** This term refers to a broad set of legislative and judicial acts adopted over the past fifteen years that have gradually transferred the responsibility of various law and justice services from the State of California to county governments. These acts have affected the operations and fiscal condition of the county's sheriff, probation, and correctional staff departments.

## 2. Law and Justice

**Recidivism.** Recidivism refers to a person’s relapse into criminal behavior. The Chief Probation Officers of California (CPOC) has agreed upon a definition of recidivism related to probationers, “a subsequent criminal adjudication/conviction while on probation supervision.” Currently, the 58 counties in California have also agreed upon a universal definition of recidivism for both adult and juvenile probationers.

**Re-entry Services.** Re-entry services are programs and guidance that supports the client’s rehabilitative efforts while being supervised in the community. Re-entry services may includes aspects of a restorative justice approach. Although defined in different ways, restorative justice focuses on the rehabilitation of offenders through reconciliation with victims and the community at large.

**Superior Court.** A superior court is a trial court of general jurisdiction with the power to hear and decide any civil or criminal action that is not specially designated to be heard in some other courts. Historically, the Superior Court was separate from municipal courts and “superior” in jurisdiction. However, in California, all lower courts were absorbed into the Superior Courts of California after 1998. The lower courts now exist only as mere administrative subdivisions of the superior courts.

### 2.1.3 LAW AND JUSTICE PLANNING CONTEXT

Criminal statistics have shown changing trends over the past few decades with respect to crimes committed, total arrests, and other metrics relevant to law and justice in San Bernardino County. These trends frame current and emerging law and justice issues in the county.

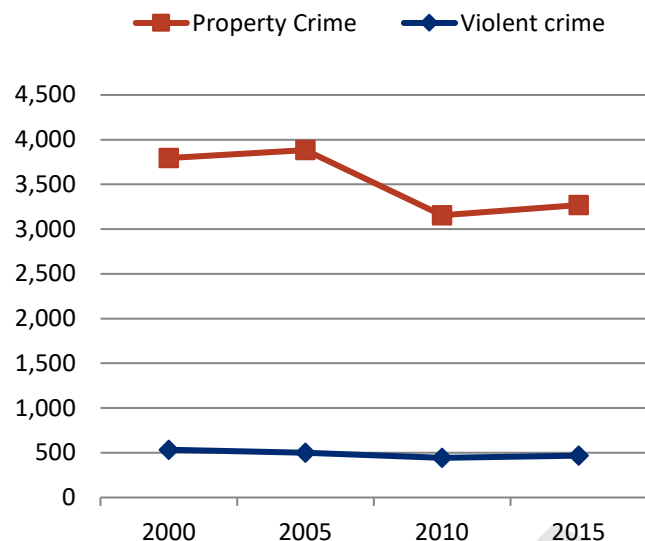
#### **Adult Crime Rates Continue to Decline**

Like California as a whole, violent crime in San Bernardino County has declined from its historic highs in the 1990s. More recently, from 2000 to 2014, the violent crime rate dropped by 31 percent, mostly due to fewer aggravated assaults. Property crimes have also declined by 22 percent during the past 15 years. In recent years, the decline was largely due to less motor vehicle theft and larceny. The reasons for the decline in violent crimes are many, including changing demographics (e.g., older population), improvements in the economy, and incarceration laws. However, there was a slight uptick in the crime rate across all offense categories in 2015.<sup>1</sup>

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<sup>1</sup> California Attorney General, CJSC Statistics: Crimes and Clearances, <https://oag.ca.gov/crime/cjsc/stats/crimes-clearances>.

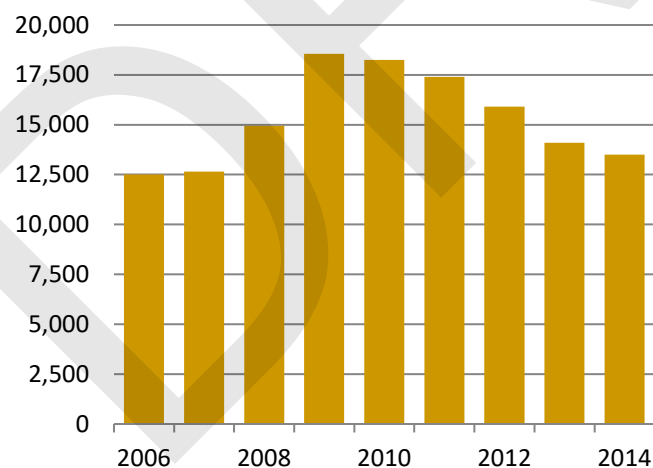
**Figure 2-1 Adult Crimes Committed, Crimes per 100,000 Population**



**Gang Membership Continues to Decline**

Gangs are responsible for a significant number of violent crimes each year. In 2014, there were 722 known gangs in San Bernardino County, which is close to the five- year average. However, the number of gang members fell 26 percent, from 18,242 members in 2010 to 13,500 members during 2014. The San Bernardino County District Attorney and city attorneys continue to aggressively pursue gang members. The DA has also worked to establish gang injunctions in the cities of Rialto, Colton, Adelanto, Rancho Cucamonga, San Bernardino, and other cities in the county.<sup>2</sup>

**Figure 2-2 Gang Membership in San Bernardino County, 2006–2014**



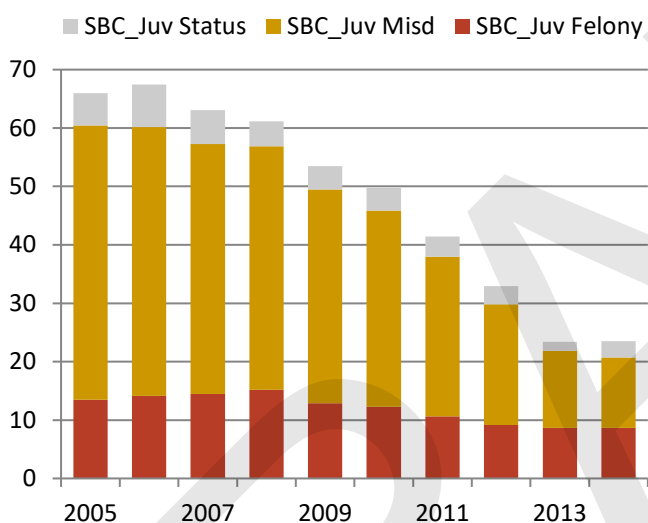
<sup>2</sup> San Bernardino District Attorney’s Office; San Bernardino County Indicators Project.

## 2. Law and Justice

### Juvenile Arrests Have Declined

Juvenile crime data in the county are not readily available from public databases. However, similar to trends in the adult crime rate, juvenile arrests have declined as well. From 2006 to 2014, juvenile arrests fell 68 percent, from 19,400 arrests to 6,100 by 2014. Most the change is due to a decline in misdemeanors. Of that 68 percent, 25 percent were arrests made by police officers assigned to the San Bernardino City Unified School District (SBCUSD). In 2014, SBCUSD accounted for 18 percent of juvenile arrests, down from 23 percent in 2005.<sup>3</sup> This is a significant and positive development in the county.

**Figure 2-3 Juvenile Arrests per 100,000 Youth, San Bernardino County, 2005–2015**



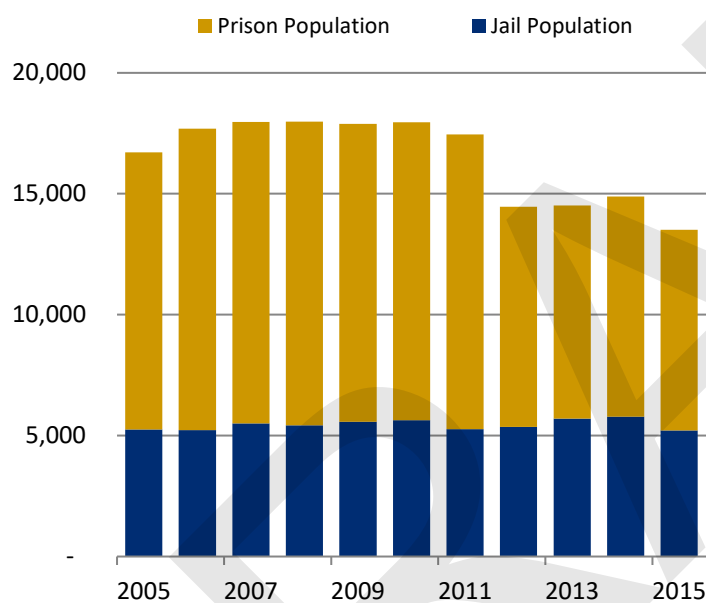
<sup>3</sup> California Attorney General, CJSC Statistics: Arrests. <https://oag.ca.gov/crime/cjsc/stats/arrests>.

## 2. Law and Justice

### Incarceration Rates Continue to Decline

San Bernardino County has historically had one of the higher number of inmates in jails and state prisons. Between 2005 and 2010, the number of people incarcerated totaled about 18,000. Following the Supreme Court decision on overcrowding in jails and prisons, subsequent court-ordered reductions in inmate population, and realignment legislation, the county has seen a gradual decline in inmates. Currently, the County has about 13,500 adult inmates. An additional 271 juveniles are also detained at detention facilities.<sup>4</sup> The County of San Bernardino continues to work to comply with court-ordered population caps for its county detention facilities.

**Figure 2-4 County Jail and State Prison Population, San Bernardino County, 2005–2015**



### 2.1.4 SHERIFF OPERATIONS

Law enforcement services are provided by a diverse array of governmental and quasi-governmental agencies. These include the County, individual cities, school districts, railroad companies, and special districts. The largest entity, the San Bernardino County Sheriff, provides law enforcement services for all unincorporated communities, 14 cities/towns under contract with the County, and the San Manuel Band of Mission Indians. Under a contract with the federal government, the Sheriff's Department provides marshal services for the County Superior Courts. The other twelve municipal governments operate independent police departments that provide for the health, safety, and welfare of their city.

#### Statutory Authority

The California Government Code (§ 24000) mandates that the Office of Sheriff be established in each county in California. As a charter county, the County of San Bernardino has established a sheriff's department pursuant to its charter authority. The Sheriff's duties are defined in various provisions of

<sup>4</sup> Center on Juvenile and Criminal Justice (CJCJ). 2016; Board of State and Community Corrections, 2016.

## 2. Law and Justice

state law, including but not limited to the California Government Code §§ 26600 et seq. These duties include the preservation of peace; the arrest of violators; the prevention and suppression of affrays, breaches of the peace, riots, or insurrections; and investigation of public offenses. The Sheriff is required by the Government Code to maintain a county jail and to furnish proper custodial care for all prisoners. It is the duty of the Sheriff to serve all processes of the courts in compliance with the Government Code. On January 8, 2005, the Coroner’s Department merged with the Sheriff’s Department, and the new Sheriff’s title is “Sheriff-Coroner.”

### Overview of Services

The San Bernardino County Sheriff-Coroner is the chief law enforcement officer for the county. The department’s general law enforcement mission is carried out through the operation of 10 County stations and a centralized headquarters, crime and narcotics investigations, a crime laboratory and identification bureau, central records, two dispatch communication centers, and an aviation division for general patrol and search/rescue operations. The Coroner’s Division is tasked with investigating the cause and manner of death, and the Public Administrator manages estates of persons who die without appointing an executor. The Courts Civil Division is in charge of imposing court-ordered settlements and providing security to the San Bernardino Superior Court system. The department is also mandated to perform search and rescue operations in the county through its mountain rescue, desert rescue, swift water, and the dive teams.

Law Enforcement Services in San Bernardino County
-----
14 Contract cities
12 City police departments
Unincorporated county
1 Special district
5 Unified school districts
4 Colleges/universities
4 Tribal nations
1 Military base
California Park Service
State and federal government

### Services and Facilities

The San Bernardino County Sheriff’s Department performs a wide variety of responsibilities that can be tracked by a variety of metrics. According to the 2015 Annual Report, the Sheriff’s Department responded to approximately 752,000 calls for service, made 33,000 arrests, issued 49,000 traffic citations, and responded to numerous traffic collisions. These workload statistics correlate with the deployment of 600 patrol deputies throughout the county. Presently, there are no industrywide standards for sheriff patrol in California, nor are such standards applicable to the county. Sheriff patrol is determined by available budget, requested service level by the jurisdiction, and minimum staffing requirements. Figure 2-1 on the following page shows the location of facilities countywide.

Sheriff’s services will vary by jurisdiction depending on the safety issues in the community, fiscal resources of the community, and the desired level of services contracted for. While a common metric for performance is often response time, the sheriff does not have mandated standards given the complexities of situations and nature of calls. The sheriff is currently exploring a variety of metric systems to determine the best way(s) to evaluate performance and provide guidance in deploying resources, including data-driven approaches to addressing crime and traffic safety.

## 2. Law and Justice

The County Sheriff operates from a large number of facilities distributed throughout the county. These facilities include a variety of dispatch centers, patrol stations, training centers, emergency operations centers, aviation facilities, crime labs, coroner’s office, and other facilities. Table 2-1 summarizes key sheriff facilities. Detention facilities and courts staffed by sheriffs are detailed later in this chapter.

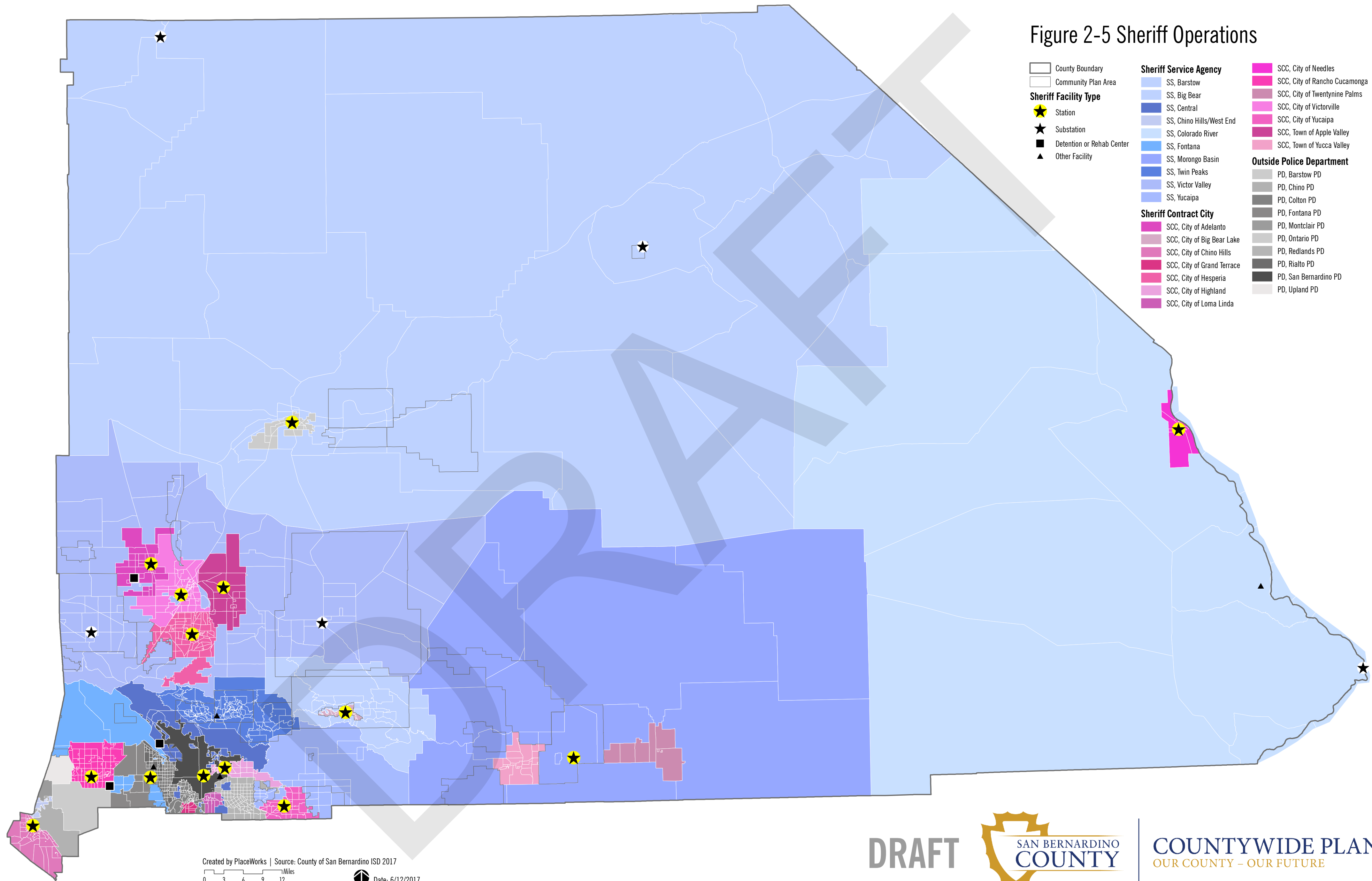
**Table 2-1. Sheriff Facilities**

Type of Facility	Facilities	
	Service Provided	Facility description
Dispatch Centers	Two dispatch service centers	The County operates two dispatch centers that provide services countywide. The Valley Control Center (in Rialto) and the Desert Control Center (in Victor Valley) provide centralized dispatch and communications services for the County Sheriff. Dispatch is provided for both incorporated and unincorporated communities.
Patrol Stations	15 Patrol stations for communities	Valley stations include Central, Chino Hills, Fontana, Grand Terrace, Highland, Loma Linda, Rancho Cucamonga, and Yucaipa. Mountain stations include Twin Peaks, Big Bear, Big Bear Lake, etc. Desert stations at Victor Valley, Barstow/Trona, Colorado River, Morongo Valley, 29 Palms, Victorville, Yucca Valley, etc.
Training Center	Frank Bland Regional Training	Located in Devore, this facility is the centralized training center for thousands of law enforcement officers from various agencies. The Training Center compound sprawls nearly 800 acres and includes an 8-mile Emergency Vehicle Operations Center, one of the largest outdoor ranges in the region, and other specialized facilities.
Aviation Field	Aviation Centers (2 facilities)	The Aviation Division is based out of the San Bernardino International Airport. Additional helicopters are stationed at the Apple Valley Airport to serve the High Desert region. The unit supports law enforcement with narcotics surveillance; transport; search, rescue, and recovery; multiagency pursuit coordination; fire suppression; and emergency transport.

Source: San Bernardino County Sheriff, 2016.



Figure 2-5 Sheriff Operations



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COUNTYWIDE PLAN  
 OUR COUNTY - OUR FUTURE

## 2. Law and Justice

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## 2. Law and Justice

### 2.1.5 DISTRICT ATTORNEY'S OFFICE

The District Attorney's Office of San Bernardino County is a state-mandated agency and was created by the State Legislature in 1853. The District Attorney's mission, also mandated by state law, is to represent the interests of the people in the criminal justice system. The DA serves the residents of San Bernardino County by: seeking the truth, protecting the innocent, holding the guilty accountable, preserving the dignity of victims and their families, and ensuring that justice is done while always maintaining the highest ethical standards. The DA works in tandem with the Sheriff's Department and other partners to ensure public safety in the county.



District Attorney's Office

#### Statutory Authority

The District Attorney's Office is established by the State Legislature and the county charter. The California Government Code (§§ 26500–26509) delineates the office's specific responsibilities—the district attorney is the public prosecutor and is responsible for prosecuting crimes committed in the county, including all city jurisdictions; pursuing civil cases on behalf of the people; and giving advice to the grand jury on cases presented to it.

#### Overview of Services

In addition to prosecuting crimes and providing legal assistance for criminal investigations by County law enforcement agencies, the DA serves as the legal advisor to the Grand Jury, initiates civil commitment petitions for dangerous individuals, employs civil proceedings in asset forfeiture matters of criminal activity, and uses civil proceedings to seek sanctions and injunctive relief against businesses that pollute or create dangerous conditions for employees and citizens. There is a relationship between the DA's caseload and the number of courts. If the number of courts expands, the DA's office would have to expand. Nevertheless, the DA's office must handle cases that they do not pursue to trial.

#### Services and Facilities

To address excessive caseloads, the County hired 14 new prosecutors in 2014. Still, changes in state legislation have required increasing flexibility in managing caseloads. Historically, San Bernardino County averages 36,000 misdemeanor cases each year, many of them low-level offenses. This number has declined in recent years along with court filings across the board. To reduce the County's misdemeanor caseload by upwards of 25 percent, the DA's office is implementing a diversion program for nonviolent misdemeanor offenders. Initiated in 2015, the DA set a target of diverting approximately 2,500 cases in FY2016/2017. These and other measures are used to manage workloads.

## 2. Law and Justice

### 2.1.6 PUBLIC DEFENDER'S OFFICE

The Public Defender protects constitutional rights and provides effective representation to indigent individuals charged with criminal offenses within San Bernardino County. The Board of Supervisors created the Office in 1959. The Public Defender represents minors charged with criminal offenses in juvenile proceedings and adult proceedings, adults charged with criminal offenses, and adults facing a violation of their probation, parole or community supervision release. Statutory Authority

#### **Constitutional Authority**

The United States Supreme Court has held that an individual charged with a criminal offense is entitled to counsel at all critical stages of a proceeding where a constitutional right may be affected. U. S. Const. amend VI, Cal. Const. art. I, §15, *Mempa v. Ray* (1967) 389 US 128, 134. The Public Defender's Office was established by County Charter, and the Government Code delineates specific responsibilities of the public defender offices. Government Code § 27706(a) obligates the public defender to represent indigent criminal defendants at the defendant's request or upon order of the court. The code also describes the types of cases that can be handled.

#### **Overview of Services**

The Public Defender also represents individuals committed to a state hospital because they are incompetent to stand trial, individuals found guilty but not guilty because of insanity, and individuals charged with a criminal offense and are suffering from a severe mental illness and have been found to be a danger to society. The Public Defender also participates in Special Attendance Review Board hearings of school districts as provided for under California Education Code section 48321. The Public Defender annually handles about 55,000 cases with an operating budget of \$34 million. Seven offices span four divisions throughout the county. The Public Defender also holds office days for clients in Barstow and Needles. One hundred ten Deputy Public Defenders, three contract attorneys, seven social workers, and 32 investigators provide defense representation services throughout the County.

The Public Defender's workload is affected by a number of factors: caseloads, crime rates, number of available criminal courtrooms, and statutory and voter approved initiatives. In recent years, the Public Defender has been delegated additional responsibilities. For example, the Public Defender hired three contract attorneys to file Prop 47 petitions on behalf of clients to reclassify certain drug and theft offenses from felonies to misdemeanors. California voters in November 2016 approved Prop 64, an initiative that legalized the recreational use of marijuana at private locations for individuals 21 years of age or older. Individuals that were serving time or being supervised on probation for conduct that is now legal under Prop 64, can be resentenced. Individuals who have a previous conviction for conduct that is now legal can petition to have these convictions removed from their records. The Prop 47 team of attorneys have assumed responsibility in filing these Prop 64 petitions on behalf of this group to assist in remedying their situation.

Additionally, flowing from the passage of Prop 57, Public Defenders must now prepare mitigation briefs for youth facing a transfer hearing. In preparing a mitigation brief, the office uses social workers and investigators to investigate the social, familial, physical and mental factors surrounding a child's life at

## 2. Law and Justice

the time the crime was committed. The deputy public defender compiles the materials in a brief that is presented to the Court at a transfer hearing.

A transfer hearing is where the judge, when the DA petitions the court for a youth to be prosecuted in adult court, determines if the youth is amenable to the services and programs of juvenile court. If affirmative, the youth remains in juvenile court. If the youth is not so amenable, then the case is transferred to adult court for prosecution. The DA office may petition the court for a transfer hearing because he or she believes the youth should be prosecuted in adult court. At the transfer hearing, a judge decides whether the youth will proceed in juvenile court or adult court. For a case to be transferred into adult court, a judge must find that he or she is not amenable to the services and programs of juvenile court.

Mitigation briefs are also presented to the Court when the youth is facing life without the possibility of parole on serious and violent charges in adult court, and for individuals who are looking at an incarceration period of 15 or more years and were under the age of 23 when the crime was committed. Defense counsel's obligation to prepare such briefs arose out of series of recent cases that focused on child's brain development in defining the period for effective intervention for youth. State legislation is currently pending to extend the age requirement for such briefs to 25 years of age or younger. The briefs filed in adult court becomes part of the record that is used when the youth becomes eligible for parole before the Youth Offender Parole Board. Mitigation briefs are additional responsibilities that have increased the workload for Public Defender employees.

### Services and Facilities

The Public Defender maintains offices in Victorville, San Bernardino, Rancho Cucamonga, and Joshua Tree. Public Defenders hold office hours in Barstow and Needles, although there are no criminal courts in those two areas. The courts have reopened Needles to handle traffic arraignments.

Historically, the Public Defender's Office caseload exceeds the American Bar Association recommendations for caseload standards for defense counsel. Public defender staffing levels in the county have fluctuated in response to the type and volume of workload. In FY2014/2015, the Public Defender's Office processed approximately 3,000 misdemeanor cases, 3,800 felony cases, and 600 conservatorships, guardianships, probate, mental health, and appeals cases. No metrics are available to forecast projected staffing needs.

In recent years, public defenders and courts have been moving to adopt a caseload standard as one metric to infer appropriate

National Advisory Commission  
Criminal Justice Standards and  
Goals

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Standard 13.12 states that the  
caseload of a public defender  
office should not exceed the  
following:

- Felonies per attorney per year: not more than 150.
- Misdemeanors (excluding traffic) per attorney per year: not more than 400.
- Juvenile court [delinquency] cases per attorney per year: not more than 200.

## 2. Law and Justice

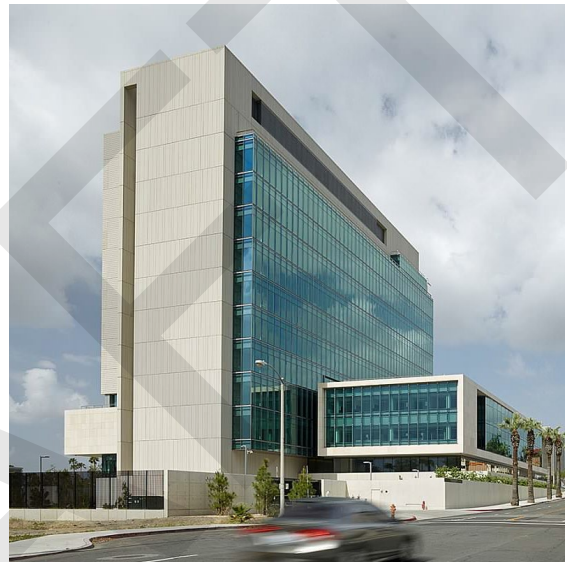
defense of indigent clients.<sup>5</sup> The County has not adopted such a standard, and the Public Defender's Office strives to maintain staffing in accordance with caseload mix, available funding, state mandates, American Bar Association/NACC guidelines.

### 2.1.7 SUPERIOR COURT SYSTEM

The San Bernardino County Superior Court is a state agency. Many county departments (sheriff, district attorney, public defender, probation, etc.) interact daily with court staff. Given the historical challenges in managing the workload of superior courts, staffing levels, and ongoing need for facilities in San Bernardino, this section provides a brief overview of the facilities and role of the court system in San Bernardino.

#### Statutory Authority

As mandated by the California Constitution, each county in California has a superior court. Before June 1998, California's trial courts consisted of superior and municipal courts, each with its own jurisdiction and the number of judges fixed by the legislature. In June 1998, California voters approved Proposition 220, a constitutional amendment that permitted the judges in each county to merge their superior and municipal courts into a single superior court. The San Bernardino County Superior Court has specialized divisions for different types of cases, but these divisions are simply administrative assignments that can be rearranged at the discretion of each superior court's presiding judge in response to changing caseloads. The Superior Court also has an appellate division for hearing appeals from trial court decisions.



New San Bernardino courthouse

#### Overview of Services

The Superior Court of San Bernardino County processed approximately 362,000 cases during FY 2014/2015 as mandated by the State of California. These cases include:

- Civil cases, including unlimited, civil, limited civil, and small claims matters. In FY 2014/2015, these cases totaled about 48,100 or 13 percent of the court's workload.
- Criminal cases, including felonies, misdemeanors, and infractions. In FY 2014/2015, these cases totaled about 274,750 or 76 percent of the court's workload.
- Family cases, including marital filings, child support, and juvenile delinquency/dependency. In FY 2014/2015, these cases totaled about 35,500 or 10 percent of the court's workload.

<sup>5</sup> State supreme courts have increasingly adopted minimum caseload standards to ensure timely and effective representation of indigent clients. See: <http://sixthamendment.org/sufficient-time-to-ensure-quality-representation/>.

## 2. Law and Justice

- Probate, mental health, appeals, and habeas corpus cases. In FY 2014/2015, these cases totaled about 4,300 or 1 percent of the court’s workload.

### Services and Facilities

San Bernardino courts have historically been some of the busiest in California, processing nearly 600,000 filings annually in 2009/2010. Five years later in FY 2014/2015, case filings declined to 362,500. The court’s staffing complement includes 71 judges, 15 subordinate judicial officers, and 892 full-time-equivalent support positions. In FY 2014/2015, the court processed 4,200 cases per authorized judicial position—ranking 9th highest of 58 counties. While caseload has declined, the complexity of cases has increased due to legislative mandates. The County Superior Court operates from 12 court facilities, with specialty facilities for mental health and juveniles.

The California Rules of Court, Standard 2.2, establishes time frames for trial court disposition. Of note, the County’s felony disposition rate of 60 percent within one year is the second lowest in the state of California. General unlimited civil cases also fall short of the state standard, averaging a 62 percent disposition rate within one year versus a standard of 75 percent. The court has also set a standard for disposing misdemeanor cases—90 percent within 30 days, 98 percent by 90 days, and 100 percent within 120 days. In comparison, the County disposed of 50 percent of misdemeanors within 30 days, 65 percent by 90 days, and 69 percent by 120 days.

Table 2-2 compares the case disposition times for the San Bernardino Superior Court, State of California, and court standards.

**Table 2-2. Case Disposition Time Performance**

Type of Court	Type of Case			
	Limited Civil	General Unlimited Civil	Felony Preliminary Examination	Misdemeanors Disposed
Rules of Court Standard				
+ within 120 days	No standard	No standard	No standard	100%
+ within 12 months	90%	75%	100%	No standard
+ within 18 months	98%	85%	No standard	No standard
+ within 24 months	100%	100%	No standard	No standard
State Average				
+ within 120 days	N/A	N/A	N/A	83%
+ within 12 months	83%	64%	88%	N/A
+ within 18 months	91%	76%	N/A	N/A
+ within 24 months	94%	83%	N/A	N/A
San Bernardino County				
+ within 120 days	N/A	N/A	N/A	69%

## 2. Law and Justice

+ within 12 months	92%	62%	60%	N/A
+ within 18 months	98%	79%	N/A	N/A
+ within 24 months	99%	88%	N/A	N/A

Source: [www.courts.ca.gov/documents/2016-Court-Statistics-Report.pdf](http://www.courts.ca.gov/documents/2016-Court-Statistics-Report.pdf)

### Planning Issues

The San Bernardino County Superior Court has identified ongoing planning issues that affect the success of its mission<sup>6</sup> and have implications for various county departments involved in administering law and justice services countywide.

### Operational Issues

While improvements in funding have led to improved service levels, issues remain to be resolved. Primary issues are staffing, facilities, technology, and operations funding.

- **Judicial Officer Shortage.** This delays dispositions. The population of San Bernardino County has grown 13 percent in population in the last decade, but is authorized for just 60 percent of the judges needed.<sup>7</sup>
- **Need for Court Facilities.** To reduce caseloads requires additional courtrooms, judicial officers, and staff. For instance, there is a need for a new courthouse in the high desert (estimated cost of \$137 million) and rehabilitation/improvements at other courthouses.
- **Technology.** The inability to carry fund balances forward has affected the court's opportunities to fund important technology projects to modernize existing systems and other important projects, such as facility modifications for older buildings.
- **Operational funding.** According to the Court's workload allocation model, the County is underfunded by 30 percent. There is an ongoing staffing shortage of 109 positions to process case work and serve the public, causing significant delays in the timely resolution of court cases.

### Pre-trial Reforms

Courts, counties, and cities have been the subject of focus and advocacy-based lawsuits regarding pre-trial detention practices and the burden placed on inmates. Statistics show that court practices have led to high rates of unnecessary pre-trial detention. The delay involved in pretrial detention can adversely affect employment, the ability to afford housing, and parental responsibilities. The California Chief Justice has formed a Pretrial Detention Reform Work Group to study current pretrial detention practices and provide recommendations for potential reforms. Findings are anticipated in late 2017.<sup>8</sup>

While San Bernardino County has limited influence over state court operations, it is an essential component of the overall law and justice system in the county. Delays in court case processing in the San Bernardino County Superior Court have implications for maintaining current jail capacity and

<sup>6</sup> Court Facilities: SB1407 Project Funding Requests and Judicial Branch AB 1473 Five-Year Infrastructure Plan for FY 2016–2017 <http://www.courts.ca.gov/partners/804.html>; San Bernardino County Budget Snapshot, Judicial Council of California, 2016.

<sup>7</sup> <http://www.courts.ca.gov/partners/documents/fact-sheet-new-judgeships.pdf>.

<sup>8</sup> A Brief Guide to the California Chief Justice's Pretrial Detention Reform Workgroup, accessed at: <http://www.courts.ca.gov/documents/pdrwg-brief-guide.pdf>



## 2. Law and Justice

complying with court-ordered population caps, types of sentencing alternatives that might be considered, and the overall necessity of jail expansions if capacity becomes limited.

### 2.1.8 DETENTION AND CORRECTIONS

San Bernardino County's extensive detention facilities include jails, prisons, conservation camps, and various other facilities. Governmental agencies responsible for detention facilities in the county include the federal government, state of California, County, cities, and private entities licensed by Immigration and Customs Enforcement.

#### Statutory Authority

The California codes (Penal Code § 4000) designate the county sheriff as the agency responsible for managing jails and detention facilities for adults. Facilities are used to: 1) secure the attendance of witnesses in criminal cases; 2) detain persons charged with crime and committed for trial; 3) confine persons for contempt, or upon civil process, or by conviction for a crime; or 4) for violation of the terms and condition of post-release community supervision. San Bernardino County maintains a countywide system of detention facilities; it is not responsible for federal or state detention facilities.

#### Overview of Services

The San Bernardino County Sheriff has a legal obligation to care for persons held in county custody. To fulfill that obligation, the sheriff operates a system of detention facilities with a combined average daily population of 6,000. The California Corrections Standards Authority (CSA) sets the standards for operations of local detention facilities. Additional oversight over the county jail system is provided by the San Bernardino County Grand Jury, state and local fire marshals, Environmental Health Department, and the Sheriff's Administrative Support Unit.

County of San Bernardino detention centers provide a wide array of services, including:

- Mental health and health services. Licensed contract and County professionals provide medical, dental, social work, and other services for inmates.
- The INROADS program enrolls inmates in academic, vocational and crisis intervention classes essential to facilitate their rehabilitation during incarceration and upon release.
- Voluntary Programs. These include substance abuse treatment, religious services, parenting classes, counseling services, and other life skills classes to prepare inmates for reentry.

The Corrections Standards and Operations Division of the Sheriff's Department oversees detention and correctional facilities. Seven divisions support that function—the Administrative Support Unit, Centralized Classification Unit, Early Release Detail, Health Services, Maintenance, Inmate Welfare, and Out of Custody Programming Detail.

#### Detention Facilities

## 2. Law and Justice

The Sheriff Department operates four Type I jails for temporarily holding adults who have committed specified offenses and four Type II detention facilities for adults. Both the West Valley Detention Facility and Glen Helen Rehabilitation Center are subject to court-ordered population caps. To address the need for additional capacity created by AB 109, the County recently completed facility improvements that increased capacity to 7,012 beds. With this expansion, the County achieved a 74 percent bed utilization rate, addressed overcrowding, and achieved the court-ordered population caps.

The Probation Department operates three juvenile detention facilities for minors, generally between the ages of 12 and 18, who are detained pending court hearings or who remain in custody by order of the Juvenile Court. These facilities have a design-rated capacity of 659 residents. No court-ordered population caps for juvenile facilities have been established, although juvenile justice realignment efforts in the 1990s have resulted in significant declines in juvenile detention rates. As of the 1st quarter of 2015, juvenile facilities have a 56 percent utilization rate.

Table 2-3 displays all of the County-operated jails, including their type, occupancy, location, court population cap, and utilization status. State and federal facilities are not included.

Detention System in San Bernardino County ----- 4 County Type I facilities 4 County Type 2 facilities 3 Juvenile facilities 1 Community correctional facility 2 State prisons 3 State Conservation camps 2 Federal prisons 1 Immigration/Customs prison
--

**Table 2-3. County of San Bernardino Detention Facilities**

Facility Type	Location	Facility Capacity		Utilization Status	
		Rated Capacity <sup>1</sup>	2015 Court Ordered Cap	Average Daily Population	Percent Utilized

## 2. Law and Justice

<b>Type I Adult Facility</b>					
Big Bear	Big Bear Lake		N/A		
Barstow	Barstow		N/A		
Morongo Jail	Joshua Tree		N/A		
Colorado River Jail	Needles	~ 200	N/A	N/A	N/A
<b>Type II Adult Facility</b>					
West Valley Detention	Ranch Cucamonga	3,072	3,347	2,394	72%
High Desert Detention	Adelanto	2,098	2,104	906	43%
Central Detention	San Bernardino	772	921	855	93%
Glen Helen Rehabilitation	Devore	1,070	1,448	1,059	73%
<b>Juvenile Facility</b>					
Central Valley	San Bernardino	~ 277	N/A	135	53%
High Desert	Apple Valley	~ 200	N/A	102	40%
Gateway	San Bernardino	N/A	N/A	34	

Sources: California Realignment and County Jails – A Status Update, California DOJ, 2015.  
Bureau of State and Community Corrections, Online Jail Profile Survey, 2015.

### Planning Issues

County detention facilities have received significant attention over the past decade from the courts, public, and advocacy organizations regarding overcrowding and conditions. While the County has addressed many of these issues, key planning issues for the foreseeable future are summarized below.

### Changing Role of Local Jails

California’s county jails have been significantly impacted by reforms over the last decade.<sup>9</sup> In 2011, public safety realignment shifted responsibility for large numbers of nonserious, nonviolent, and non-sex offenders from state prisons to county jails. This lowered the state prison population—allowing prisons to prioritize beds for more serious offenders—but increased county jail populations. In 2014, Proposition 47 downgraded a range of drug and property offenses from felonies to misdemeanors, and many of these offenders no longer serve jail time. However, the County jails now house more serious offenders who would previously have gone to the state prison.

Before alignment, County jails held inmates for relatively minor crimes for a short duration and did not serve as a primary service point for rehabilitation services. As jail populations shift, with more serious drug and property offenders, jails will need to provide a greater range and intensity of services to assist in the rehabilitation of convicts. Counties across California have faced lawsuits challenging the condition of jails, the provision of various services, and the safety of inmates. Realignment could exacerbate the conditions leading to lawsuits. The County could consider how rehabilitative programs might be more effective and jails made safer for inmates and County staff.

### Future Jails Needs

<sup>9</sup> California’s Future: Corrections, Public Policy Institute of California, 2017

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Realignment and subsequent propositions have allowed the County of San Bernardino to meet its court-ordered population cap for its four county jails. Nevertheless, the County's population will continue to increase through buildout, raising concerns about future jail capacity. Based on an estimated population increase of 600,000 working age adults and the current incarceration rate (4 per 1,000), the County should have sufficient jail capacity to accommodate future needs. However, this assessment could change because crime is at historical lows and the full impact of realignment has not been realized. Future jail expansions will also likely encounter financial hurdles and public opposition.

Rather than build or expand jails, various organizations have focused on how jails are used. Typically, jails house individuals serving time ("sentenced inmates") or waiting for a court appearance ("unsentenced inmates"). Some of the latter group may be ordered to remain in jail until a court appearance, while others stay in jail because they cannot afford bail. About 75 percent of the County's jail population consists of unsentenced inmates—the 12th highest rate in California. This percentage of unsentenced inmates has been substantially the same for several years and has not been affected by realignment. Therefore, certain organizations have advocated for a review of pretrial detention practices to implement more cost-effective alternatives to detention.<sup>10</sup>

### 2.1.9 PROBATION SERVICES

Probation occupies a unique and central position in the local and state justice structure. It serves as a linchpin of the justice system in facilitating the rehabilitation of former offenders. Probation connects the many diverse stakeholders in the justice system, including law enforcement; the courts; prosecutors; defense attorneys; community-based organizations; mental health, drug and alcohol, and other service providers; the community; the victim; and the probationer. Considering an increasing number of state mandates to reduce prison populations and achieve long-term offender rehabilitation goals, the role of probation will become an increasingly important.

#### Statutory Authority

Various California codes statutes in the Welfare and Institutions Code and Penal Code authorize county governments to establish and maintain a probation department. Penal Code section 1202.7 establishes probation services as an essential element in the administration of the criminal justice system and outlines the primary considerations for a grant of probation. The County of San Bernardino Probation Department was formed in 1909 as a direct result of the 1903 California Probation Law.

#### Overview of Services

The Probation Department supervises and provides case management services for approximately 20,000 adult offenders, 3,500 youth offenders, and an additional 500 youth in detention centers. The department also oversees the placement of over 200 juveniles in private facilities statewide. Probation officers serve as an investigative arm of the Superior Court and Juvenile Court. Probation also provides a broad range of treatment and rehabilitative services to enhance community-based supervision and to support adult

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<sup>10</sup> Pretrial Detention and Jail Capacity in California, Public Policy Institute of California, 2015.

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and juvenile offenders toward successful rehabilitation. Today's Probation Department has grown into an agency with a staff of 1,200 employees and a budget of \$145 million. The department's five bureaus are:

- Administration provides centralized administrative support services, including fiscal and strategic planning services, for the department.
- Detention Corrections is responsible for the Juvenile Detention and Assessment Centers and residential treatment options. DCB works with law enforcement agencies and County agencies inside facilities to address the behavioral and emotional needs of juveniles.
- Juvenile Community Corrections Bureau is responsible for juvenile supervision, training and treatment program options, Day Reporting Centers, investigation reports for the courts, and case management services.
- Adult Community Corrections provides community-based supervision for adult offenders, completes presentence investigations, manages day reporting centers, and provides treatment programs and services to promote and support successful rehabilitation.
- Specialized Services Bureau incorporates all specialized functions and unique units, including External Affairs, research, and training.

### Services and Facilities

In 2014, the Probation Department supervised 21,843 cases, including 12,417 felony probationers assigned to some form of adult community supervision. As of 2015/2016, the County has succeeded in producing low recidivism rates of 23.9 percent for adult offenders and 24.3 percent for juveniles.

The probation field has long wrestled with caseload standards (e.g., APPA) for judging appropriate client care.<sup>11</sup> Research has pointed toward adopting standards based on: 1) different workloads associated with the complexities of different cases; or 2) identifying evidence-based practices to address client needs and then determining appropriate caseloads to ensure desired outcomes. The Probation Department does not have caseload standards, but implemented caseload guidelines in 2014 and strives to maintain staffing in accordance with caseload mix, available funding, and state mandates.

Realignment has affected the administration of criminal justice. As a result of AB 109, the Public Defender now represents clients at parole hearings held at the West Valley Detention Center. Prior to realignment, the Public Defender representation ended once an individual was sentenced to state prison.

The County system of probation facilities include: three day-reporting centers for adults, three day-reporting centers for juveniles, fifteen juvenile and adult services offices, two Juvenile Detention and Assessment Centers, and one secure treatment program, Gatewat. Day-reporting centers are dispersed geographically in the Central Valley, West Valley, and High Desert. These and select other County probation facilities are listed below:

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<sup>11</sup> American Probation and Parole Association, 2006 and 2007. Caseload Standards for Probation and Parole; Probation and Parole's Growing Caseloads and Workload Allocation: Strategies for Managerial Decisionmaking.

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- Day reporting centers for juveniles (DRC): Montclair Juvenile DRC, San Bernardino Youth Justice Center, and Victorville DRC
- Day reporting centers for adults (DRC): Central DRC, Fontana Services and DRC, and High Desert DRC
- General probation services: Barstow Adult & Juvenile Services, Central Adult Services, Joshua Tree Adult & Juvenile Services, Needles Adult & Juvenile Services, Rancho Cucamonga Investigations, and West Valley Training Center

In April 2011, the California Legislature and Governor Brown passed AB 109 which shifted responsibility for certain populations of offenders from the state to the counties. Assembly Bill 109 established the California Public Safety Realignment Act of 2011 which allowed non-violent, non-serious, and non-high risk sex offenders, after they are released from California State prison, to be supervised at the local County level.

The San Bernardino County Community Corrections Partnership (CCP) chaired by Chief Probation Officer Michelle Scray Brown developed and enacted the county's Public Safety Realignment Plan. The CCP includes several county departments and inter-county agencies. The plan included, but was not limited to establishing three regionally located Day Reporting Centers, that serve as one-stop resource centers that provide linkage to community and faith-based organizations that offer a range of educational, social development, and rehabilitative services. Aside from linkages to reentry partner agencies, the centers co-locate core partners to provide essential reentry services and programs including the Department of Behavioral Health, Department of Public Health, Workforce Development Departments, Transitional Assistance Department and other service agencies.

### 2.2 RELATED ORGANIZATIONS

A variety of state and local governmental and nonprofit organizations play different roles in administering, implementing, or improving the overall law and justice environment in San Bernardino County. Key agencies are summarized below.

#### **Chief Probation Officers of California**

The Chief Probation Officer of California as an organization created their first set of by-laws at the 1960 California Probation and Parole Association conference. The mission of the Chief Probation Officers of California counties is to provide leadership in the mobilization, coordination, and implementation of Probation programs and provide for public protection including detention and treatment, victim services and the prevention of crime and delinquency; and to insure the provision of quality investigations and supervision of offenders for the Courts.

#### **Board of State and Community Corrections**

Established in 2012, the California Board of State and Community Corrections (BSCC) is an independent statutory agency that provides leadership to the adult and juvenile criminal justice systems, expertise on public safety realignment issues, a data and information clearinghouse, and technical assistance on a wide range of community corrections issues (Penal Code §§ 6024–6025). In addition,

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the BSCC promulgates regulations for adult and juvenile detention facilities, conducts regular inspections of those facilities, develops standards for the selection and training of local corrections and probation officers, and administers significant public safety–related grant funding. Policy for the agency is set by the 13-member Board of State and Community Corrections, whose members are prescribed by statute, appointed by the governor and the legislature, and subject to approval by the state senate. The board chair reports directly to the governor.

### **Department of Behavioral Health**

The San Bernardino County Department of Behavioral Health delivers mental health care services for indigent clients suffering from a mental health problem and facing criminal proceedings. More information on the numerous services provided by the Department of Behavioral Health is provided in Chapter 4.2.7 of this report.

### **San Bernardino County Superintendent of Schools**

The San Bernardino County Superintendent of Schools (SBCSS) Student Services division is responsible for operating the community and court schools (collectively, alternative education program) and the County’s special education program. The County operates 14 community schools. Court schools require the formal placement of students by the juvenile court or its probation department. Each of these two county-level programs are available to expelled students at the discretion of the juvenile court or its probation. SBCSS operates Burton Thrall Juvenile Court School, West Valley Juvenile Court School, High Desert Juvenile Court School, and the Regional Youth Educational Facility for students housed at Juvenile Detention and Assessment Centers. First accredited in 2003, the juvenile school programs received an extension of accreditation through 2023 from the Western Association of Schools and Colleges.

### **San Bernardino County Grand Jury**

California Penal Code § 919(b) states that “the Grand Jury shall inquire into the condition and management of the public prisons within the County.” This mandate is the responsibility of the San Bernardino County Law and Justice Committee and is only one of numerous investigations conducted by the San Bernardino County Grand Jury during the year. In addition, the California Department of Corrections and Rehabilitation, Corrections Standards Authority, is also responsible for conducting biennial inspections of the adult detention facilities for compliance with the minimum standards, as outlined in the California Code of Regulations (CCR), Title 15 and Title 24. The state inspection is in conjunction with the annual inspections and reports required by the San Bernardino County Health Officer and the California State Fire Marshal. The latest biennial report prepared by these agencies indicated two issues to address in County of San Bernardino detention facilities—physical plant improvements and training and management.

### **Professional Organizations**

Many professional organizations are dedicated to improving the law and justice profession. Well-known sheriff organizations include the California State Sheriff Association (CSSA), Peace Officers Research Association of California, and many others. The detention/corrections profession is represented by the American (and California) Jail Association; California Probation, Parole and Correctional Association

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(CPPCA); and California Correctional Peace Officers Association (CCPOA). Probation organizations include the American Probation and Parole Association (APPA); the State Coalition of Probation Organizations (SCPO); and the California Probation, Parole and Correctional Association (CPPCA). Other organizations include the California Public Defenders Association (CPDA), the California District Attorney Association, and other organizations that advance and represent the district attorney and public defender profession.

### **Juvenile Justice and Delinquency Prevention Commission**

The Juvenile Justice and Delinquency Prevention Commission (JJJPC) is a volunteer organization of County residents. The JJJPC is a state-mandated commission, established through the provisions of sections 225 and 233 of the Welfare and Institutions Code. The commission consists of no less than seven and no more than fifteen volunteer members, including two youth members. JJJPC commissioners are sworn in and appointed by the presiding juvenile court judge. Commission members devote their time and energy to participate in coordinating activities designed to prevent juvenile delinquency. As mandated by the law, JJJPC Commissioners conduct annual inspections of facilities or areas where minors are temporarily detained. Commissioners also inspect the juvenile detention and assessment centers of the County.

### **San Bernardino County Reentry Collaborative (SBCRC)**

SBCRC is a partnership of agencies, organizations, and individuals committed to making communities safer through the successful reentry and long-term success of the formerly incarcerated. In 2011, the Department of Public Health received funding from the US Department of Justice to develop collaborative and evidence-based strategies to respond to the unmet needs of the reentry population. SBCRC developed a set of comprehensive strategies to enhance public safety and reduce recidivism through rehabilitation and reentry services and created a strategic plan to serve as a blueprint for meeting the needs of the reentry population, thereby contributing to public safety. Stakeholders from government, nonprofit, faith-based, and private-sector organizations participated in the development of the plan. A list of supporting organizations can be found at the Reentry Collaborative's website: <http://cms.sbcounty.gov/sbrc/Home.aspx>.



## 3. PARKS, RECREATION, CULTURE, AND EDUCATION

This section provides the regulatory context and existing services for the County’s provision of parks, recreation, cultural and educational facilities. Opportunities for park and recreation in unincorporated areas include County and Special District parks, federal open spaces, National Parks, California State Parks and Recreation Areas, U.S. Forest Service areas, and professional sports entertainment. Aspects of culture and education in the county include libraries, museums, the arts, and schools.

### 3.1 INTRODUCTION

San Bernardino County is home to world-renowned open spaces that help define the character of many unincorporated communities. San Bernardino County residents and visitors enjoy an incredible range of recreational activities and amenities at large regional parks and expansive state and national parks and forests.

Parks and recreation facilities along with cultural and educational facilities are important resources for community socialization, health and wellness, leisure, and capacity building. There are different ways that people use and experience these facilities; therefore, having a range of types of recreation and cultural facilities is important to meet diverse needs.



Kessler Park in Bloomington

The County owns and maintains almost 9,000 acres of regional and local parks through the Regional Parks Department and Special Districts Department, respectively. Cities provide hundreds of other local parks that are accessible to County residents. Much of the outdoor recreational land in San Bernardino County, however, is managed by federal and state agencies. These lands include national monuments, national forests, national parks, state recreation areas, and state parks. Scenic open spaces are abundant in San Bernardino County, particularly in the Desert and Mountain regions, in part because of significant federal ownership designed to protect natural resources.

The County has incredibly diverse scenic resources, outdoor amenities, museums, and libraries with facilities and programs appropriate for all ages and abilities. This extensive recreational, cultural, and educational network is an important element of community character, public health, and the quality of life enjoyed by residents in San Bernardino County.

This chapter references a variety of publications from local, state, and federal governmental agencies that describe the County’s impressive parks, recreation, and cultural facilities as well as educational support services.

## 3. Parks, Recreation, Culture, and Education

### 3.1.1 REGULATORY SETTING

The following federal, state, and local laws, regulations, and policies are pertinent to the parks and recreation components of the Countywide Plan.

#### **Federal Laws and Regulations**

##### **Act of March 1, 1872**

The National Park system is considered to have begun in 1872 when Congress established Yellowstone National Park under exclusive control of the Secretary of the Interior. In 1916, President Woodrow Wilson signed the “Organic Act” to create the National Park Service to “promote and regulate the use of the Federal areas known as national parks, monuments and reservations” and to “conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.”

##### **Land Revision Act of 1891**

The Land Revision Act of 1891 gave the President of the United States the authority to preserve public forested lands owned by the federal government to be managed by the Department of the Interior. In 1905, the responsibility of stewardship was transferred to the Department of Agriculture’s new U.S. Forest Service (USFS).

##### **Antiquities Act of 1906**

The Antiquities Act of 1906 was passed by Congress and signed into law by President Theodore Roosevelt. It gives the President of the United States the authority to create national monuments from federal lands to protect outstanding natural, scientific, or cultural resources through a presidential proclamation rather than through an act of Congress.

##### **Multiple-Use Sustained Yield Act of 1960**

The purpose of the Multiple-Use Sustained Yield Act of 1960 was to treat all beneficial uses of the national forests equally, including recreation, timber, grazing land, watershed, and wildlife and fish. This multiple-use approach was intended to reduce clear-cutting and other unsustainable extraction practices in national forests.

##### **Wilderness Act of 1964**

In the Wilderness Act of 1964, Congress directed certain federal agencies to study lands they administer for inclusion in a system of preserved wildernesses where no extractive activities can occur. Wilderness designation ensures the resources are managed to retain their “primeval character and influence, without permanent improvements or human habitation.” Wilderness areas are open to hiking and, in some cases, horseback riding, backpacking, and other nonmechanical recreation. The Wilderness Act prohibits permanent roads and commercial enterprises, except in some instances related to recreation and safety.

### 3. Parks, Recreation, Culture and Education

#### **National Forest Management Act of 1976**

The National Forest Management Act of 1976 created policies to regulate timber harvesting and required the USFS to develop plans for national forests. The planning process includes public input as well as studying the resources to identify issues, concerns, and opportunities. Studies must explore the potential environmental and socioeconomic impacts of multiple uses such as recreation and timber.

#### **Federal Land Policy and Management Act of 1976**

The Federal Land Policy and Management Act of 1976, as amended, establishes management guidelines on public lands administered by the Bureau of Land Management (BLM). The act includes land use planning, range management, rights-of-way, and designated management areas to serve present and future generations.

#### **California Desert Conservation Area Plan**

The California Desert Conservation Area (CDCA) Plan was approved in 1980 in accordance with the Federal Land Policy and Management Act. The CDCA Plan provides for multiple use management of approximately 25 million acres, of which 10 million acres are managed by the BLM. The CDCA Plan is based on the concept of sustainable yield and maintenance of environmental quality. Several significant amendments to the CDCA Plan have been made in San Bernardino County, including the BLM Northern and Eastern Colorado Desert Coordinated Management Plan, BLM Northern and Eastern Mojave Desert Management Plan, and the BLM West Mojave Plan. The proposed Desert Renewable Energy Conservation Plan (DRECP) Land Use Plan Amendment (BLM 2015) was also a major amendment to the CDCA Plan.

#### **Omnibus Public Land Management of 2009**

The Department of the Interior and BLM established the National Landscape Conservation System in 2000 to provide coordinated protection for the BLM's conservation lands. The Omnibus Public Land Management Act of 2009 congressionally established the National Landscape Conservation System. It did not provide new legal protections for lands already designated as national monuments, conservation areas, wilderness study areas, etc. However, it created a system to manage conservation lands on a nationwide scale.

#### **Proposed California Desert Protection and Recreation Act of 2017**

On January 5, 2017, Senator Dianne Feinstein, D-California, introduced legislation S. 32, also known as the California Desert Protection and Recreation Act of 2017. It was referred to the Senate Committee on Energy and Natural Resources. If it becomes law, San Bernardino County will have larger national parks and national forests, and new wilderness areas.

#### **California Laws and Regulations**

##### **California Quimby Act (Government Code § 66477)**

The Quimby Act, established in 1965, provides provisions in the State Subdivision Map Act for the dedication of parkland and/or payment of in-lieu fees as a condition of approval of certain types of residential projects. Previously, a city or county could only use these fees to provide parks that served the

### 3. Parks, Recreation, Culture, and Education

developer's proposed subdivision. However, Assembly Bill 1359 (AB 1359), signed in 2013, allows cities and counties to use developer-paid Quimby Act fees to provide parks in neighborhoods other than the one in which the developer's subdivision is located. Overall, AB 1359 provides cities and counties with opportunities to improve parks and create new parks in areas that would not have benefited before if certain requirements are met. It also allows a city or county to enter a joint/shared use agreement with one or more public districts to provide additional park and recreational access.

#### **California Public Park Preservation Act**

The primary instrument for protecting and preserving parkland is California's Public Park Preservation Act of 1971. Under this act, cities and counties may not acquire any real property that is in use as a public park for any nonpark use unless compensation, land, or both are provided to replace it. This provides no net loss of parkland and facilities.

#### **The Mello-Roos Community Facilities Act of 1982**

This law allows any county, city, special district, school district, or joint powers authority to establish a Mello-Roos Community Facilities District (CFD) that can finance parks, cultural facilities, libraries, schools, fire and police protection, streets, sewer systems, and other basic infrastructure. By law, the CFD is also entitled to recover expenses needed to form the CFD and administer the annual special taxes and bonded debt.

#### **Mitigation Fee Act (Government Code § 66000)**

The Mitigation Fee Act allows cities to establish fees that will be imposed on development projects to mitigate the impact on the jurisdiction's ability to provide specified public facilities to serve proposed development projects. In order to comply with the Mitigation Fee Act, a jurisdiction must follow four requirements: 1) Make certain determinations regarding the purpose and use of a fee and establish a nexus or connection between a development project or class of project and the public improvement being financed with the fee; 2) Segregate fee revenue from the general fund in order to avoid commingling of capital facilities fees and general funds; 3) For fees that have been in the possession of the jurisdiction for five years or more and for which the dollars have not been spent or committed to a project, the jurisdiction must make findings each fiscal year describing the continuing need for the money; and 4) Refund any fees with interest for which the findings noted above cannot be made.

#### **California Government Code (§§ 65560–65570)**

The California Government Code requires an open space element in a general plan, defines the types of open spaces, requires an action program for implementing the open space element, and requires that city and county actions be consistent with the open space element. Types of open space include open spaces used for the preservation of natural resources, managed production of resources, outdoor recreation, public health and safety, support of the mission of military installations, and the protection of places, features and objects described in Sections 5097.9 and 5097.993 of the Public Resources Code. Examples of city or county actions that must be consistent with the open space element include acquisition/disposal of land or interest, restriction/regulation of uses, permitting for construction, approval for subdivision maps, and adoption of open space zoning regulations.

### 3. Parks, Recreation, Culture and Education

#### Key County Codes and Regulations

The following County codes and regulations relate to parks, recreation, cultural, and educational facilities and services.

#### Countywide Vision

The Countywide Vision provides a framework for public policy in the County of San Bernardino. Parks, recreation, open spaces, education, and arts and culture are part of the Countywide Vision Statement, its Quality of Life Element, Wellness Element, and Education Element. An excerpt from the Vision Statement:

We envision a sustainable system of high-quality education, community health, public safety, housing, retail, recreation, arts and culture, and infrastructure, in which development complements our natural resources and environment.

An excerpt from the Quality of Life Element:

San Bernardino County offers a diverse menu of “live, work, play” lifestyle options including entertainment and retail; cultural and artistic; and natural and geographic as shown by quality trails, parks, recreation, and local culture.

As part of implementing the Countywide Vision Wellness Element, the County is launching the Vision2BActive campaign to encourage residents to increase their physical activity. An interactive website will connect residents to existing recreational programs, amenities and activities in their communities. The recreational facilities will be included in the linked online map and database and include existing bike facilities, pedestrian points of interest, parks, schools, United States Forest Service nonmotorized trails, skiing facilities, and community pools among others.

An excerpt from the Education Element:

Education is more than just job training; it is the foundation for an informed and participatory citizenry. We support an accessible life-long education system, from preschool through advanced college degrees and beyond.

The County initiated the Vision2Read literacy campaign in 2015, creating a collective impact initiative involving government, education, health care, public safety, business and labor, community and faith-based leaders, and parents and families. Vision2Read supports the Countywide Vision and its regional educational goal of supporting the success of every child from cradle to career. It is designed to help improve literacy throughout San Bernardino County by connecting people to literacy programs. The intent is to focus attention on the importance of reading, highlight literacy-related programs and services throughout San Bernardino County, and connect people to available literacy resources and/or volunteer opportunities.

The latest program to come from the Vision2Read effort is a countywide early literacy program called Footsteps2Brilliance. The San Bernardino County Superintendent of Schools, County Preschool Services, Children’s Fund, and First 5 San Bernardino are partnering to deliver the new literacy program.

### 3. Parks, Recreation, Culture, and Education

#### **County of San Bernardino Development Code.**

Chapter 82.19 of the County of San Bernardino Development Code established an Open Space (OS) Overlay to “strike a balance between the needs of an urbanizing County and the many uses which require open lands.” The OS Overlay applies to County-designated natural resources such as wildlife corridors, special policy areas, and buffer zones. The OS Overlay requires certain types of land use changes and other applications to include a biotic resources or other specific study to disclose potential impacts to the quality of the environment. The code also describes the process for determining the dedication of park land, payment of in-lieu fees, or a combination of both in Chapter 89.02.

#### **2007 County of San Bernardino General Plan Policy**

The 2007 General Plan Land Use Element establishes an Open Space (OS) Land Use Zoning District. The purpose of the OS District is “to maintain open space on property legally constrained by deed restrictions on the property.” The General Plan also contains an Agriculture (AG) designation that applies to commercial agricultural operations; some public and private recreation uses are allowed on non-farmed lands. Resource Conservation (RC) is another land use district that can accommodate parks and recreation facilities. The purpose of the RC District is to:

- Encourage limited rural development that maximizes preservation of open space, watershed and wildlife habitat areas.
- Identify areas where rural residences may be established on lands with limited grazing potential, but which have significant open space values.
- Prevent inappropriate urban population densities in remote and/or hazardous areas of the County.
- Establish areas where open space and non-agricultural activities are the primarily use of the land, but where agriculture and compatible uses may co-exist.

The locational criteria provided in the General Plan is that RC is appropriate in:

- Areas generally distant from urban centers with existing land uses including, limited grazing; passive public and private recreation areas; rural residences and vacation cabins; and watershed, wildlife, and open space uses.
- Areas with high scenic values.
- Areas with limited or no infrastructure facilities and where none are planned within the next 20 years.
- Areas within any Hazard Protection and/or Resource Preservation Overlay except Agriculture Preserve (AP) Overlay,
- Areas where development rights have been transferred to other areas via development approvals and set aside for open space and recreation uses.
- Areas shown on the (2007) Open Space Map in which limited development may occur while maintaining desired open space values.

### 3. Parks, Recreation, Culture and Education

Open Space is one of the seven required elements of a general plan. The 2007 General Plan Open Space Element provides goals, policies, and programs to guide the future of parks and outdoor recreation. Pertinent goals and programs are listed.

Goal OS 1. The County will provide plentiful open spaces, local parks, and a wide variety of recreational amenities for all residents.

- OS 1.1 Provide for uses that respect open space values by utilizing appropriate land use categories on the Land Use maps. Land use zoning districts appropriate for various types of open space preservation include: Agriculture (AG), Floodway (FW), Resource Conservation (RC), and Open Space (OS).
- OS 1.2 Support retention of open space lands by requiring large lot sizes, high percentage of open space or agricultural uses, and clustering within the Agriculture (AG), Floodway (FW), Resource Conservation (RC), and Open Space (OS) Land Use Zoning Districts.
- OS 1.3 Evaluate the value of surplus County property for open space uses so that all actions are consistent with the land use policy map.
- OS 1.4 Support the establishment of “urban open space areas” within urban areas, and seek to develop or retain these areas through cooperation with local cities. Where possible, these areas will be located along or near regional trail routes.
- OS 1.5 Strive to achieve a standard of 14.5 acres of undeveloped lands and/or trails per 1,000 population and 2.5 acres of developed regional park land per 1,000 populations. “Undeveloped lands” may include areas established to buffer regional parks from encroachment by incompatible uses. (Note: this standard of 14.5 acres of “undeveloped lands” does not establish an overall standard for provision of publicly owned open space lands. The need for lands in addition to those meeting the 14.5-acre standard is based on acreage required for resource protection, health and safety, and other concerns, and is not related to population. The utility of this standard will be discussed as part of the Countywide Plan effort.)
- OS 1.6 The Regional Parks Department shall continue to identify and acquire future sites suitable for siting new regional park land to keep pace with public need.
- OS 1.7 When specific projects are reviewed that exhibit natural features worthy of regional park land status, require the dedication of these lands when recommended by the Regional Parks Department and approved by the Board of Supervisors.
- OS 1.8 Ensure that the variety of recreational experiences at Regional Park sites meets the needs of the region.
- OS 1.9 Ensure that open space and recreation areas are both preserved and provided to contribute to the overall balance of land uses and quality of life.
- Goal OS 3: The County will develop multi-purpose regional open spaces and advocate multi-use access to public lands including national parks, national forests, state parks, and U.S. Bureau of Land Management areas.

### 3. Parks, Recreation, Culture, and Education

- OS 3.1 Apply the standards shown in Table OS-1, Types of Open Space Uses, when assessing potential multiple uses of open space lands.
- OS 3.2 Seek Joint Powers Agreements and coordination with other jurisdictions' plans.
- OS 3.3 Because closed mining operations have the potential to be used as permanent open space if proper planning and operations are carried out, open space uses will be considered in surface mining reclamation plans.
- OS 3.4 Seek the conjunctive use of public lands for regional park experiences. Flood control lands are one example, as are lands that have been deemed unsuitable for habitable structures.
- OS 3.5 Coordinate with the federal and state agencies regarding opportunities for leasing public lands for regional park, open space, and trail purposes.

#### **County of San Bernardino Museum Strategic Plan 2017–2022**

The strategic plan includes the vision for the San Bernardino County Museum through 2022 as well as its mission, goals, and strategies. The Museum Strategic Plan builds upon the 2014 Organizational Assessment and 2015 Bridge Plan, both of which identified the challenges and opportunities facing the museum organization. The strategic plan advances six key goals: 1) develop and implement engaging visitor experiences; 2) focus, organize, and strategically steward the collection; 3) refresh and upgrade museum facilities; 4) increase visibility and awareness to grow visitation; 5) diversify sources of revenue to build financial sustainability; and 6) enhance organizational capacity to fulfill the SBCM mission.

#### **A Cultural Plan for San Bernardino County**

In 1994, the Arts Foundation of San Bernardino County—with support from the County Board of Supervisors, California Arts Council, and National Endowment for the Arts—created a Cultural Plan for San Bernardino County. The document includes goals and strategies to nurture the arts community, increase public access to art education and facilities, reinstate arts programs in schools, and advocate for funding and political support.

## 3.2 COUNTY PARKS AND RECREATION

San Bernardino County has hundreds of local parks; over 8,500 acres of regional parks, numerous Community Service Area parks and community centers, nine Community Service District, and one Community Facilities District. This is in addition to the 22,800 acres of California State Park lands, 120,000 acres of National Park lands, and over 470,000 acres of National Forest. According to the Countywide Vision, the County has 2.5 million acres of recreational land—or 6 acres of parkland per 1,000 residents, twice the California rate. Three out of every four residents live within one mile of a local park and within five miles of a regional, state, or national park. This



Calico Ghost Town Regional Park



### 3. Parks, Recreation, Culture and Education

affords residents an abundance of recreational and leisure opportunities from the family oriented youth sports leagues, fishing and camping to rock climbings, skiing, boating and Off-Highway Vehicle areas. The assortment of land administrators and managers involved with different open space assets makes multiagency coordination of land uses and recreational opportunities a complex challenge for the County. Despite these challenges, the unique outdoor destinations and recreational amenities distinguish the county from its peers.

Figure 3-1a shows the locations of state and County regional parks and trails and local open spaces in the Valley and Mountain regions. Figure 3-1b shows these resources in the entire county. Table 3-1 lists the County’s park holdings.

**Table 3-1. County of San Bernardino Park Facilities**

Asset	Location	Managing Agency
<b>Regional Parks</b>		
Calico Ghost Town	Yermo	County Regional Parks Department
Cucamonga-Guasti	Ontario	
Glen Helen	Devore	
Lake Gregory	Crestline	
Moabi	Needles	
Mojave Narrows	Victorville	
Mojave River Forks	Hesperia	
Prado	Chino	
Yucaipa	Yucaipa	
Santa Ana River Trail & Parkway	Valley Region	
<b>Local (Unincorporated) Parks</b>		
Bear Valley Recreation and Park District Bark Park, BMX Park, Dana Point, Erwin Lake Park Meadow Park, Miller Park, Senior Center, Ski Beach, Sugarloaf Park, Swim Beach, The Ranch, and Town Skate Park	Bear Valley	County Special Districts Department
Bloomington Recreation and Parks District: Ayala Park, Kessler Park, Old Timers Center, and REC Center	Bloomington	
El Mirage CSA 70 P6: Community Center	El Mirage	
Hinkley CSA 70 W: Hinkley Community and Senior Center	Hinkley	
Joshua Tree CSA 20: Community Park, Desert View Conservation Area, Friendly Hills Park, and Sunburst Park	Joshua Tree	
Lucerne Valley CSA 29: Community Center, Midway Park and Arena, Pioneer Park, Senior Center, Skate Park, and X Roads BMX	Lucerne Valley	
MacKay Park CSA 70 D1: MacKay Park	Lake Arrowhead	
Oro Grande CSA 42: Oro Grande Park	Oro Grande	
Wonder Valley CSA 70 M: Community Center and Park	Wonder Valley	

Source: County of San Bernardino, 2017.

### 3. Parks, Recreation, Culture, and Education

#### 3.2.1 COUNTY REGIONAL PARKS

The San Bernardino County Regional Parks Advisory Commission was established on May 20, 1969, by a Board of Supervisors resolution. The seven-member commission oversees the establishment and administration of parks and recreation policy and development, and informs the County Board of Supervisors of activities related to the Regional Parks Department. The Fish and Game Commission is an advisory group to the San Bernardino County Board of Supervisors. They are responsive to local concerns and needs related to the propagation and protection of fish and game.

The development, programming, and maintenance of regional parks is a countywide service provided by the County of San Bernardino Regional Parks Department. The County's regional parks system includes nine regional parks—six in unincorporated San Bernardino County, three in cities, and one partially in a city and partially in the unincorporated County. The regional parks system also includes a portion of the Big Morongo Canyon Preserve in the unincorporated county. There are approximately 8,500 acres of developed parkland and natural spaces with a range of facilities and amenities in the regional parks system. The County promotes outdoor education and recreation through the Environmental Science Day Camp, fishing workshops and derbies, camping, and other leisure activities.

The County Regional Parks Department measures their performance by the following annual metrics:

- Reduce reliance on the County General Fund by continuing to address infrastructure repairs and thereby reducing utility costs (amount of County General Fund received).
- Enhance and develop new amenities that will enhance the park experience for patrons, which generates additional revenues hence less reliance on the County General Fund (amount of County General Fund received).
- Continue to streamline park operations and identify supply cost inefficiencies using preventative maintenance measures to reduce ongoing repair costs (amount of County General Fund received);
- Identify partners and other sources that provide financial support for the department's Active Outdoors Program which offers outdoor recreation programming (amount of financial support received through grants and sponsorships for the Active Outdoors Program).
- Continue to expand the Active Outdoors Program through collaborative partnerships for fishing, camping, and educational programs (amount of financial support received through grants and sponsorships for the Active Outdoors Program).

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#### **PROGRAM SUMMARY**

Provides a variety of parks and recreational facilities and programs.

**Authorization:** County charter

**Budget:** \$15 million

**Staffing:** 196 employees

**General Fund:** \$10 million

**Cost Share:** 62% fee/rate, 22% County, 11% other, 5% reimbursements

Clients: N/A

**Committees:** Parks Advisory Commission

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Source: FY 2017/18 Recommended Budget

### 3. Parks, Recreation, Culture and Education

- Identify partners and other resources that provide financial support for the department's Active Outdoors Program that offers outdoor recreation programming (number of participants in the Active Outdoors Program).

#### **Big Morongo Canyon Preserve**

The County cooperatively manages 177 acres with the Bureau of Land Management within the 31,000-acre Big Morongo Canyon Preserve. Regional park facilities are designed to protect the environment in this wildlife preserve. There are designated walking and hiking trails, including an wheelchair-accessible boardwalk through riparian habitats. The preserve has been designated an important bird area by the American Birding Association, American Bird Conservancy, and the Watchable Wildlife National Program. There are docent-led hikes to help visitors understand the unique bird, wildlife, and plants communities in the preserve.

#### **Calico Ghost Town**

Calico Ghost Town is a 480-acre park including a preserved silver mining town that was founded in 1881. The town was abandoned when silver lost its value in the mid-1890s. In the 1950s, all but five original buildings were restored to their 1880s appearance by Mr. Walter Knott. Calico Ghost Town is also State Historical Landmark 782. The park is north of Yermo and includes the historic mining town, shopping, educational mine tours, camping, rental cabins, mountain biking trails, and a variety of other types of outdoor recreation.

#### **Cucamonga-Guasti**

Cucamonga-Guasti Regional Park is a 150-acre day-use park in Ontario. Park facilities include two lakes for fishing, a swimming complex with water slides, a zero-depth water play park, concessions, picnic areas with shelters, and lawns for special events.

#### **Glen Helen**

This 1,340-acre park is at the base of the Cajon Pass, approximately 10 miles southeast of the community of Lytle Creek. The developed portions of the park include two lakes for fishing; shaded picnic areas accommodating up to 300 persons; camp sites; disc golf; playground; sports fields; and a swimming complex featuring a pool, sandy area, water slides, and zero-depth water play park. This section of the park also includes the Glen Helen Amphitheater, a 65,000-seat outdoor concert venue, and the Glen Helen Raceway, an off-highway competitive event facility. There are walking, hiking, and mountain biking trails throughout the site.

#### **Lake Gregory**

Lake Gregory Regional Park is a 150-acre park in the unincorporated mountain community of Crestline. This park features a zero-depth water play park, sandy beaches, picnic facilities, and hiking trails. The lake has 84 surface acres for fishing, swimming, boating, an inflatable summer-only water park, kayaking, and other water activities.

### 3. Parks, Recreation, Culture, and Education

#### **Moabi**

Moabi Regional Park includes 1,100 acres along the banks of the Colorado River, 11 miles southeast of Needles. Land facilities include camping, off-road vehicle trails, open fields, picnic facilities and shelters, zero-depth water play park, dry storage, shopping, and a restaurant. Water activities include fishing, boating, waterskiing, and jet skis. There are over 160 acres of open riding area and 4 miles of highway-vehicle access trails around the park.

#### **Mojave Narrows**

Mojave Narrows Regional Park is in a historic high-desert riverbed within the City of Victorville. This park features 840 acres for fishing, boating, camping, horseback riding trails, walking and hiking trails, disc golf, a playground, picnic areas, and a zero-depth water play park.

#### **Mojave River Forks**

This 1,100-acre regional park is south of the City of Hesperia and north of the Pacific Crest Trail. It offers wide open spaces for camping and trails for hiking and horseback riding.

#### **Prado**

The largest park in the County Regional Parks system, Prado Regional Park encompasses 2,293 acres of land in Chino. Facilities include two 18-hole golf courses, an Olympic shooting range, archery, camp sites, picnic areas and shelters, universally accessible playground with a zero-depth water play area, and trails for walking, hiking, mountain biking, and horseback riding. There is also a 60-acre lake for fishing and kayaking.

#### **Yucaipa**

This 885-acre park on the north side of Yucaipa offers a variety of land and water activities. Yucaipa Regional Park water facilities include three lakes for swimming, fishing, and pedal boating as well as a swim complex with water slides and a sandy beach. There are picnic areas, group shelters serving up to 350 people, camp sites, disc golf, hiking and equestrian trails, and a playground.

### **3.2.2 COUNTY SPECIAL DISTRICTS**

The County Special Districts Department provides park and recreation facilities and services to unincorporated communities through county service areas (CSAs) and community facilities districts (CFDs). Figure 3-1b shows the state, County, and local open space and recreation areas and includes CSA, CFD, and CSD boundaries.

#### **County Service Areas**

CSAs are separate legal entities authorized by California laws and formed by the County Board of Supervisors to fund the County's provision of services, capital improvements, and financial flexibility. They are formed and tailored to meet the specific needs of an area so that the property owners only pay for the services that they want. Some of the unincorporated areas in San Bernardino County are exclusively serviced by these CSAs. CSAs are generally small and remote service areas, and their primary customers are single-family residential parcels.

### 3. Parks, Recreation, Culture and Education

- **Big Bear Valley Recreation and Park District (CSA 70 DB 2):** Seven developed parks, two natural parks, a swimming beach, several community buildings including the Big Bear Valley Senior Center, three ball fields, and the Big Bear Alpine Zoo.
- **Bloomington Recreation and Parks District (CSA 70 DB 1):** Two parks providing playgrounds, sports fields, batting cages, equestrian arena, skate park, and community center.
- **El Mirage (CSA 70 P-6):** El Mirage Community Center includes basketball courts, a playground, and open play areas.
- **Hinkley (CSA 70 W):** Hinkley Community Center and Senior Center.
- **Joshua Tree (CSA 20):** Four parks, including three ball fields, one recreation center building, a water playground, a skate park, and a community center.
- **Lucerne Valley (CSA 29):** One park, recreational programming, an equestrian center, and a skate park.
- **MacKay Park (CSA 70 D1):** A park featuring a playground, rock climbing wall, dog park, barbeques, and a gazebo with views of Lake Arrowhead. Note that MacKay Park is maintained through a General District (Special Revenue Funds) and not a standalone Park District.
- **North Etiwanda Preserve (CSA 120):** Hiking trails and picnic facilities in approximately 1,200 acres of protected open space. It is a unique Riversidean Alluvial Fan Sage Scrub plant community that is home to several endangered species.
- **Oak Glen - Yucaipa (CSA 63):** A 19-acre park site that contains the Oak Glen Schoolhouse Museum, tennis court, playground, and picnic area.
- **Oro Grande (CSA 42):** One park with baseball fields, open play areas, and a community center.
- **Wonder Valley (CSA 70 M):** Wonder Valley Community Park and Community Center, which hosts a book program.
- **Searles Valley (CSA 82):** Roadside Park in Searles Valley.

#### Community Facilities Districts

Special Districts also administers CFDs (aka Mello-Roos), which are formed when the property owners in a geographic area agree to impose a special property tax on the land to fund improvements. Based on future tax revenue, CFDs seek public financing through bonds. A Mello-Roos tax must be approved by two-thirds of the voters in a proposed district. One CFD provides park and recreation maintenance and improvements in unincorporated San Bernardino County.

- **Lytle Creek North (CFD 2006-1):** Trails and trail-related landscape improvements, community park improvements, and rights-of-way and easements necessary for such facilities.

#### Community Service Districts

Some parks and recreational facilities in unincorporated areas are provided by community service districts (CSDs). Like CFDs, CSDs are formed when the property owners in a geographic area agree to impose a

### 3. Parks, Recreation, Culture, and Education

special property tax on the land to fund improvements. Also, based on future tax revenue, CSDs seek public financing through bonds. However, CSDs are not governed by the County Board of Supervisors, but are independent, self-governed districts that can provide local public facilities and services. In this sense, CSDs are quasi-governmental agencies, but do not receive portions of sales tax or the 1 percent general tax levy. The following CSDs fund parks and recreation facilities and services.

- **Baker CSD:** Jesse Meyer Community Center; Senior Center; public swimming pool; and parks and recreation, sewer, solid waste, fire protection, television translators, and street lighting services.
- **Barstow Heights CSD:** Barstow Heights Park, Venner Park, and parks and recreation programming through a contract with the City of Barstow.
- **Big River CSD:** Big River Park with a community center, boat launch, and dock, and policing services. (Note: The Big River community may be transition to tribal governance prior to the adoption of the Countywide Plan.)
- **Daggett CSD:** Parks and recreation, fire protection, water, and street lighting services.
- **Helendale CSD:** Helendale Community Center; Helendale Community Park; Helendale Dog Park; parks and recreation programming; and water, sewer, trash collection, graffiti abatement, street lighting, and fire protection services.
- **Morongo Valley CSD:** Covington Park; parks and recreation programming; library, fire protection, and street lighting services.
- **Newberry CSD:** Community Center; Desert Garden; parks and recreation programming; and fire protection, water, and street lighting services.
- **Phelan Pinon Hills CSD:** Phelan Pinon Hills CSD Office and Community Center; Pinon Hills Park; Phelan Park; two senior centers; parks and recreation programming; a Farmers' Market; and water, streetlight, and solid waste and recycling services.
- **Wrightwood CSD:** The Hollis M. Steward Children's Park, Wrightwood Skate Park, Old Fire Station Museum, and Wrightwood Community Center.
- **Yermo CSD:** Hurst Park; Normal Smith Park; and water, fire protection, and street lighting services.

#### 3.2.3 TRAILS

Trails support an active lifestyle that can improve health and well-being. Urban trails are used for fitness and commuting. Rural trails provide access to an incredibly diverse range of open spaces and scenic vistas in San Bernardino County. There are trails for hiking, cycling, and horseback riding in the County's regional parks. The San Bernardino County Trails Committee was established in 2001 to advise the Regional Parks Advisory Commission about trails system-related issues.

### 3. Parks, Recreation, Culture and Education

#### **Santa Ana River Trail**

The County of San Bernardino's Regional Parks Department is in the process of developing a trail along the Santa Ana River corridor. It oversees trail construction, operations and maintenance for approximately 22 miles along the Santa Ana River. When finished, the Santa Ana River Trail will span 110 miles from the Sand to Snow National Monument at the Pacific Crest Trail (a National Scenic Trail) in the San Bernardino National Forest to the Pacific Ocean in Huntington Beach, Orange County.

Phases I and II of the project are open, providing 7.5 miles of trail from the Riverside County Line to Waterman Avenue in the City of San Bernardino. The County is in the process of constructing Phase III, a paved bikeway segment of the trail from Waterman Avenue to California Street in Redlands. The final phase of trail development will connect to Garnett Street in Mentone.

#### **Cucamonga Creek Trail**

Additionally, the County constructed and maintains several access points to the Cucamonga Creek Trail in the Valley Region. This trail follows the route of Cucamonga Creek between Rancho Cucamonga and the Santa Ana River. Multiple uses include hiking, horseback riding, and bicycling. Due to its route through urban areas, this trail has great potential for use as an alternative commuting route.

#### **Pacific Crest Trail**

Perhaps the most famous hiking trail in the County is the Pacific Crest Trail (PCT), a National Scenic Trail spanning 2,650 miles from Mexico to Canada through California, Oregon, and Washington. From north to south, the PCT enters San Bernardino County west of the unincorporated community of Morongo Valley, and continues through the San Bernardino National Forest and into the Angeles National Forest. The PCT exits the County southwest of Wrightwood.

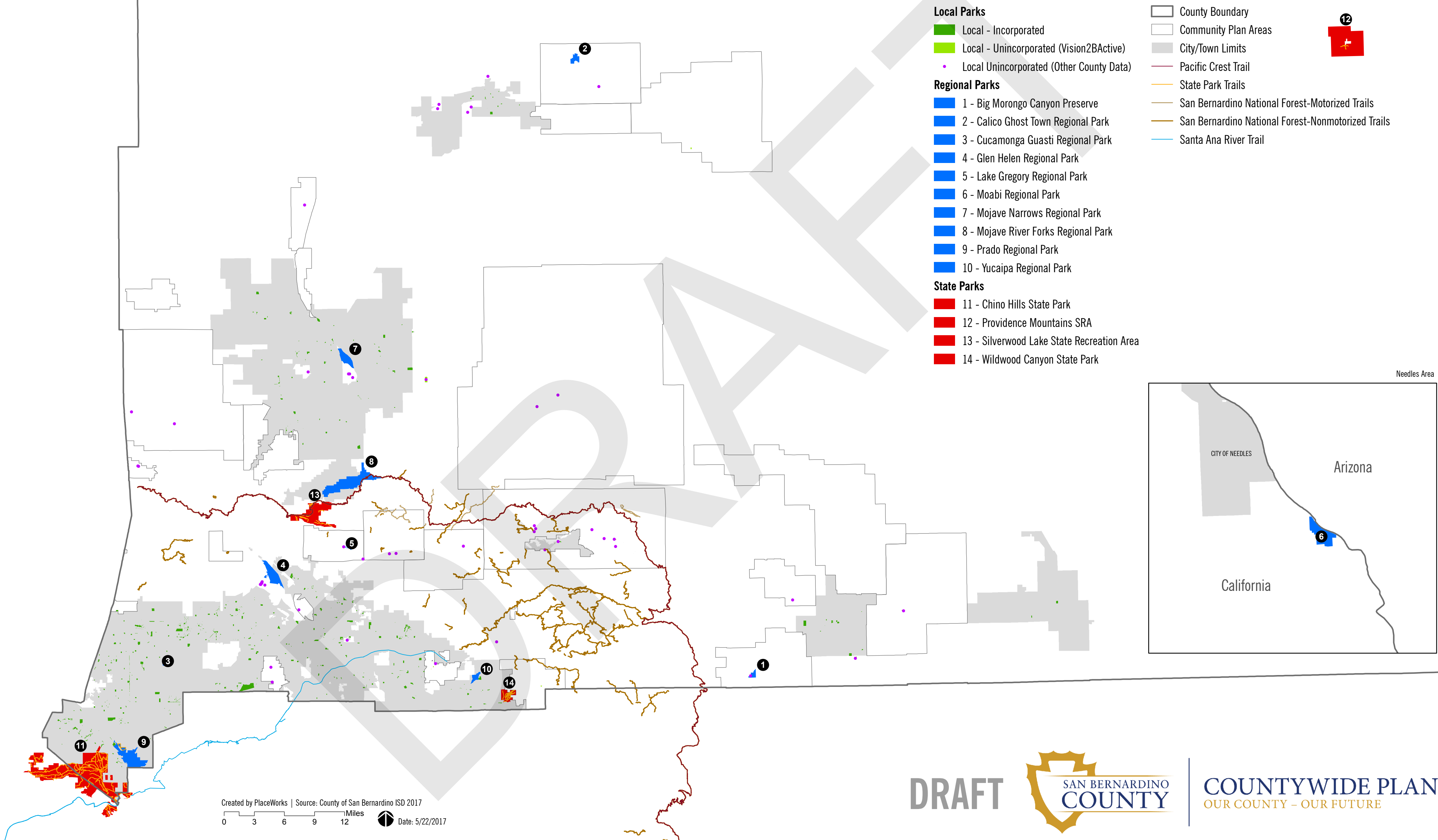
### 3. Parks, Recreation, Culture, and Education

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# Figure 3-1a State, County and Local Open Space & Recreation Valley & Mountain Regions



Created by PlaceWorks | Source: County of San Bernardino ISD 2017  
 0 3 6 9 12 Miles  
 Date: 5/22/2017

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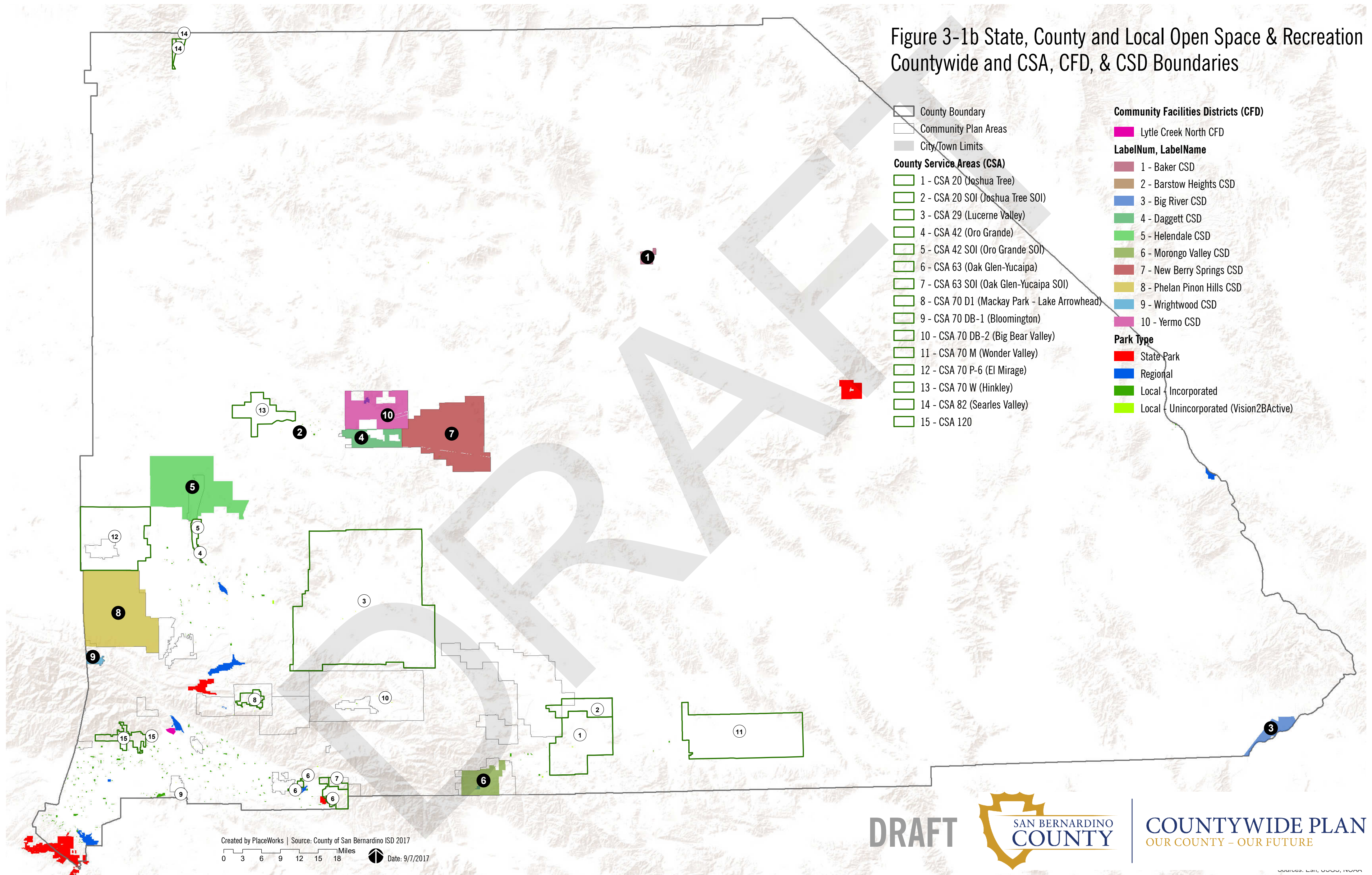
COUNTYWIDE PLAN  
 OUR COUNTY - OUR FUTURE

### 3. Parks, Recreation, Culture, and Education

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Figure 3-1b State, County and Local Open Space & Recreation Countywide and CSA, CFD, & CSD Boundaries



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## 3. Parks, Recreation, Culture and Education

### 3.3 CALIFORNIA STATE PARKS

The California State Park system's origins go back to 1864, when President Lincoln signed the Act of June 30, 1864, which granted the Yosemite Valley and Mariposa Big Tree Grove to the State of California. Over time, other open spaces were dedicated to the State of California. In 1927, Governor C. C. Young signed a bill to create a comprehensive plan for preserving California's recreational, natural, and cultural resources. There are four California State Park properties in San Bernardino County.

#### 3.3.1 CALIFORNIA STATE PARKS AND RECREATION DEPARTMENT

Today, the California Department of Parks and Recreation (State Parks) manages diverse resources across the state and in San Bernardino County. The mission of the State Parks is: "To provide for the health, inspiration and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high-quality outdoor recreation." State Parks provides a great range of programs and facilities to encourage visitors to enjoy the outdoors, learn about natural sciences, and understand California's complex history. There are four state park units in San Bernardino County. State-owned open spaces and recreational lands are shown in Figures 3-1a and 3-1b.

##### **Chino Hills State Park**

This approximately 14,100-acre state park is primarily located in San Bernardino County in the City of Chino Hills. Portions of the park are in Orange and Riverside counties. It is the largest outdoor recreation area in the Valley region of the county. Activities include guided nature tours, wildlife sightseeing, horseback riding, cycling, mountain biking, camping, and backpacking.

##### **Silverwood Lake State Recreation Area**

Silverwood Lake State Recreation Area is approximately 2,000 acres and is part of the State Water Project. The water is used to generate electricity. The lake is north of the unincorporated communities that constitute the Crest Forest Community Plan—Cedarpines Park, Crestline, Lake Gregory, and Valley of Enchantment. Activities include bald eagle and other birding watching, windsurfing, boating, waterskiing, wakeboarding, scuba diving, swimming, fishing, camping, hiking, horseback riding, and mountain biking.

##### **Wildwood Canyon Park**

Wildwood Canyon Park is primarily in Yucaipa, but some of its 900 acres are in the community of Oak Glen. Wildwood Canyon is only open for day use. Primary recreational activities include visiting native and pioneer historic sites, horseback riding, hiking, birding, and mountain biking.

##### **Providence Mountains State Recreation Area**

Providence Mountains State Recreation Area includes 5,900 acres within the Mojave National Preserve. It is home to the Mitchell Caverns Natural Preserve. It has been closed since 2008 due to inadequate infrastructure. When open, activities included hiking, geologic sight-seeing, and cavern tours.

### 3. Parks, Recreation, Culture, and Education

#### 3.4 FEDERAL OPEN SPACE AND RECREATIONAL LAND

The federal government is a significant recreational land owner and use administrator in San Bernardino County due to expansive resource holdings. Various agencies of the federal government are responsible for the management of these lands. The County does not have control over the use of federal lands. Figure 3-2 shows federal open space and recreational lands. Table 3-2 lists federal recreational lands in the County by the category of the resource.

**Table 3-2. Federal Open Space and Recreational Land in the County of San Bernardino**

Asset	Location	Managing Agency
Areas of Critical Environmental Concern		
Afton Canyon	North Desert Region	Bureau of Land Management
Amargosa River	North Desert/Primarily in Inyo County	
Amboy Crater	East Desert Region	
Barstow Woolly Sunflower	North Desert Region	
Bedrock Spring	North Desert Region	
Bendire's Thrasher	Apple Valley SOI and Lucerne Valley	
Big Morongo Canyon	Morongo Valley	
Bigelow Cholla	Needles SOI	
Black Mountain	North Desert Region	
Calico Early Man Site	North Desert Region	
Carbonate Endemic Plants RNA	Lucerne Valley	
Chemehuevi DWMA	North Desert Region	
Christmas Canyon	North Desert Region	
Clark Mountain	North Desert Region	
Coolgardie Mesa	North Desert Region	
Cronese Basin	North Desert Region	
Dead Mountains	Needles SOI	
Denning Springs	North Desert Region	
Fremont-Kramer DWMA	North Desert Region	
Halloran Wash	North Desert Region	
Harper Dry Lake	North Desert Region	
Ivanpah DWMA	North Desert Region	
Juniper Flats	Apple Valley SOI	
Kingston Range	North Desert /Primarily in Inyo County	
Manix	North Desert	
Marble Mountain Fossil Bed	North Desert	
Mesquite Hills/Crucero	North Desert	
Mesquite Lake	North Desert Region	
Mojave Fishhook Cactus	North Desert Region	
Mojave Fringe-toed Lizard	East and North Desert Regions	

### 3. Parks, Recreation, Culture and Education

**Table 3-2. Federal Open Space and Recreational Land in the County of San Bernardino**

Asset	Location	Managing Agency
Mojave monkeyflower	North Desert Region	
Mopah Spring	North Desert Region	
Mountain Pass Dinosaur Trackway	North Desert Region	
Ord-Rodman DWMA	North	
Patton's Iron Mountain Divisional Camp	East Desert Region	
Parish's Phacelia	North Desert	
Pinto Mountains DWMA	East Desert /Riverside County	
Pisgah	North Desert Region	
Piute-Fenner DWMA	Needles SOI	
Rainbow Basin/Owl Canyon	North Desert Region	
Red Mountain Spring	North Desert Region	
Rodman Mountains Cultural Area	North Desert Region	
Salt Creek Hills	North Desert Region	
Santa Ana River Wash	Highland	
Soggy Dry Lake Creosote Rings	Lucerne Valley	
Shadow Valley DWMA	North Desert Region	
Steam Well	North Desert Region	
Superior-Cronese DWMA	North Desert Region	
Trona Pinnacles	North Desert Region	
Turtle Mountains	North Desert Region	
Upper Johnson Valley Yucca Rings	Lucerne Valley	
West Paradise	North Desert Region	
Whipple Mountains	North Desert Region	
Whitewater Canyon	East Desert/Riverside County	
National Forests		
Angeles	Mountain Region	United States Forest Service
San Bernardino	Mountain Region	
National Monuments		
Castle Mountain	North Desert Region	National Parks Service
Mojave Trails	North Desert Region	Bureau of Land Management
National Parks		
Death Valley National Park	Death Valley National Park	Death Valley National Park
Joshua Tree National Park	Joshua Tree National Park	Joshua Tree National Park
National Preserves		
Mojave	North Desert Region	National Parks Service
Wilderness Areas		
Bigelow Cholla Garden	North Desert Region	Bureau of Land Management
Bighorn Mountain	Mountain and East Desert Regions	
Bristol Mountain	North Desert Region	

### 3. Parks, Recreation, Culture, and Education

**Table 3-2. Federal Open Space and Recreational Land in the County of San Bernardino**

Asset	Location	Managing Agency	
Cadiz Dunes	East Desert Region		
Chemehuevi Mountains	North Desert Region		
Cleghorn Lakes	East Desert Region		
Clipper Mountains	North Desert Region		
Cucamonga	Mountain Region		
Dead Mountains	North Desert Region		
Death Valley	Primarily in Inyo County		
Golden Valley	North Desert Region		
Grass Valley			
Hollow Hills			
Joshua Tree			
Kelso Dunes	North Desert Region		
Kingston Range			
Mesquite			
Mojave			
Newberry Mountains			
North Mesquite Mountains			
Old Woman Mountains			
Pahrump Valley			Primarily in Inyo County
Piute Mountains			North Desert Region
Rodman Mountains			
Saddle Peake Hills			
San Gorgonio	Mountain and East Desert Regions		
Sheep Mountain	Primarily in Los Angeles County		Bureau of Land Management
Sheephole Valley	East Desert Region		
Stateline	North Desert Region		
Stepladder Mountains			
Turtle Mountains			
Trilobite Wilderness			
Whipple Mountains			
Wilderness Study Areas	North Desert Region	Bureau of Land Management	
Avawatz Mountains			
Cady Mountains			
Death Valley 17			
Kingston Range			
Pinto Mountains			
Soda Mountains			

Source: PlaceWorks, 2017.



### 3. Parks, Recreation, Culture and Education

#### 3.4.1 BUREAU OF LAND MANAGEMENT

The BLM is a federal agency under the Department of the Interior (DOI) and is responsible for the management of public lands and resources on behalf of the American people. Congress directed that public lands be managed under the “principles of multiple use and sustained yield.” It is the mission of the BLM to sustain the health, diversity, and productivity of public lands for the use and enjoyment of present and future generations. The BLM has a district office in Moreno Valley, Riverside County, and field offices in Barstow and Needles. The BLM’s recreational holdings in San Bernardino County include the Sand to Snow National Monument, Mojave Trails National Monument, Big Morongo Canyon Preserve, over 50 Areas of Critical Environmental Concern, and over 30 Wilderness Areas and Wilderness Study Areas.

##### **Sand to Snow National Monument**

The 145,000-acre Sand to Snow National Monument was created in February 2016. The monument extends from Bureau of Land Management lands in the Coachella Valley to the San Gorgonio Wilderness (el. 10,000 ft.) in the San Bernardino National Forest. The entire Sand to Snow National Monument is in unincorporated San Bernardino County. It is managed jointly by the USFS San Bernardino National Forest (71,000 acres) and the Bureau of Land Management (83,000 acres). It also includes Black Lava Butte and Flat Top Mesa north of Pioneertown. Angelus Oaks and Forest Falls are by its western border in the San Bernardino National Forest. Recreational opportunities include backpacking, camping, cross-country skiing, rock climbing, stargazing, birding, hunting, fishing, horseback riding, and hiking, including 30 miles of the Pacific Crest Trail.

##### **Mojave Trails National Monument**

The Mojave Trails National Monument was created in 2016 to protect 1.6 million acres of unincorporated land in eastern San Bernardino County, east of Baker. The Mojave Trails National Monument is governed by the Bureau of Land Management. Recreation facilities include hiking trails, historic sites, campgrounds, day use sites, scenic geologic sites, watchable-wildlife areas, and wayside exhibits (educational exhibits).

##### **Wilderness Areas**

The Wilderness Act of 1964 directed certain federal agencies to study their lands for inclusion in a system of preserved open spaces called Wilderness Study Areas. Congress reviews the federal study and determines whether to designate the land a permanent “Wilderness Area” or to release it for other uses. Wilderness Areas preserve pristine, undeveloped land. Only no-trace-left-behind recreation, scientific study, and historical cultural activities are allowed. No commercial enterprises, permanent roads, motor vehicles, or structures are permitted in Wilderness Areas. There are 33 Wilderness Areas.

##### **Areas of Critical Environmental Concern**

An Area of Critical Environmental Concern (ACEC) is a place where management is needed to prevent damage to important historical, cultural, and scenic values or wildlife resources or other natural systems. These areas are considered to have more than locally significant qualities that give them special worth or

### 3. Parks, Recreation, Culture, and Education

meaning. Some are recognized as warranting protection under the Federal Land Policy and Management Act of 1976.

#### Off-Highway Vehicle Recreation Areas

The BLM owns and manages several off-highway vehicle (OHV) recreation areas in unincorporated San Bernardino County. Cities and communities closest to or en route to OHV facilities benefit from tourism-related spending. The BLM is challenged to balance recreational opportunities and economic development while protecting natural and cultural resources.

- **Dumont Dunes:** Encompasses approximately 8,200 acres for off-road sports, camping, rock climbing, hiking, and geologic sight-seeing east of Death Valley National Park and 30 miles north of Baker. This recreational area attracts an estimated 60,000 visitors per year.
- **El Mirage:** Includes 24,320 acres immediately north of El Mirage. The terrain includes a dry bed lake, basin, the Shadow Mountains, and Twin Hills. Activities include off-roading and camping.
- **Johnson Valley:** With over 165,000 acres, Johnson Valley OHV Recreation Area is the largest facility of its kind in the United States. It is east of Lucerne Valley. An estimated 200,000 people visit this facility each year for off-highway vehicle play and races, off-highway motorcycle racing, endurance and trial events, and camping. The military uses part of the Johnson Valley OHV Recreation Area for two months out of the year (this portion is closed to the public during that time). The compatibility of OHV uses and military uses in the future is a potential concern.
- **Razor:** Approximately 30,000 acres of open riding areas and campsites. This facility is characterized by rolling hills, open valleys, and sand dunes between Yermo and Baker.
- **Sprangler Hills:** Approximately 60,000 acres southwest of Searles Valley. Activities include open riding, competitive events, and camping.
- **Stoddard Valley:** Approximately 35,000 acres south of Barstow and east of Helendale. Activities include play riding, competitive riding, camping, hiking, rock scrambling, and wildlife watching.

#### 3.4.2 NATIONAL PARK SERVICE (DOI)

Preservation of natural and cultural resources is at the core of the National Park Service's mission. National parks contain a variety of resources and are designed to encompass large enough masses of land or water resources to adequately protect the resource from degradation. National monuments are managed by the National Park Service and are intended to preserve at least one type of resource of national significance.

##### Castle Mountains National Monument

Castle Mountains National Monument protects 20,920 acres located approximately between I-15 and I-40 in the eastern Mojave Desert north of Joshua Tree National Park. All of the Castle Mountains National Monument is within unincorporated San Bernardino County and managed by the National Park Service. Recreational activities include wildflower spotting, stargazing, camping, hiking, and cycling. <https://www.nps.gov/camo/index.htm>

### 3. Parks, Recreation, Culture and Education

#### **Death Valley National Park**

Death Valley National Park includes 3,396,192 acres of land, of which 95 percent is designated for wilderness uses such as non-intrusive recreation, education, and cultural activities. It is the largest national park unit in the contiguous 48 states. The majority of its lands are in Inyo County, but 219,260 acres on the southern end are in San Bernardino County.

#### **Joshua Tree National Park**

Joshua Tree National Park includes 792,510 acres, of which 120,757 are in San Bernardino County. The portion in San Bernardino County is south of Joshua Tree and east of the community of Morongo Valley. The park allows rock climbing, backpacking, camping, hiking, horseback riding, geologic sight-seeing, birding, wildlife viewing, and stargazing.

#### **Mojave National Preserve**

The Mojave National Preserve encompasses 1,542,776 acres between I-15 and I-40 east of the unincorporated community of Baker. Prior to 1994, it was known as the East Mojave National Scenic Area and under BLM jurisdiction. Recreation activities include camping, hiking, scenic drives to view cinder cones, lava flows, Joshua tree forests, and the Kelso Dunes.

### **3.4.3 UNITED STATES FOREST SERVICE (USDA)**

The United States Forest Service's (USFS) mission is to "sustain the health, diversity, and productivity of the nation's forests and grasslands to meet the needs of present and future generations." They use an ecologically minded approach to the multiple uses of national forests to allow rural economic development where appropriate. The USFS takes an "all-lands" approach to planning and addressing climate change. This means that although they only have decision-making authority over USFS lands, they seek to understand connectivity with other natural resource areas and the plans and policies governing those areas to have a broad picture of resources before taking forest management actions. This all-lands approach syncs with the overall Countywide Plan approach and will increase mutual understanding of complex issues across landscapes as well as regional conditions and trends. For example, fire conditions across boundaries, watersheds and how water moves across multiple boundaries, and critical wildlife corridors crossing multiple jurisdictions.

The USFS also oversees several Congress-designated Wilderness Areas in San Bernardino County. Visitors to Wilderness Areas use "leave no trace" techniques to ensure protection of the natural environment. Hiking and limited camping are allowed in Wilderness Areas, but there are no developed trails or campgrounds. The two USFS National Forests in San Bernardino County provide a variety of recreational opportunities. Figure 3-2 shows federal open space and recreational lands.

#### **San Bernardino National Forest**

The San Bernardino National Forest offers year-round outdoor recreational opportunities with over 679,000 acres of open space spanning San Bernardino and Riverside counties, of which 453,664 acres are in San Bernardino County. The San Bernardino National Forest is managed by the United States Forest Service (USFS) which allows multiple-uses, including commercial uses. Recreational activities

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include hiking, camping, rock climbing, backpacking, horseback riding and horse camping, birding, stargazing, fishing, hunting, kayaking, prospecting, and off-highway vehicle riding. Winter specific activities include downhill and cross-country skiing, snowboarding, sledding, etc.

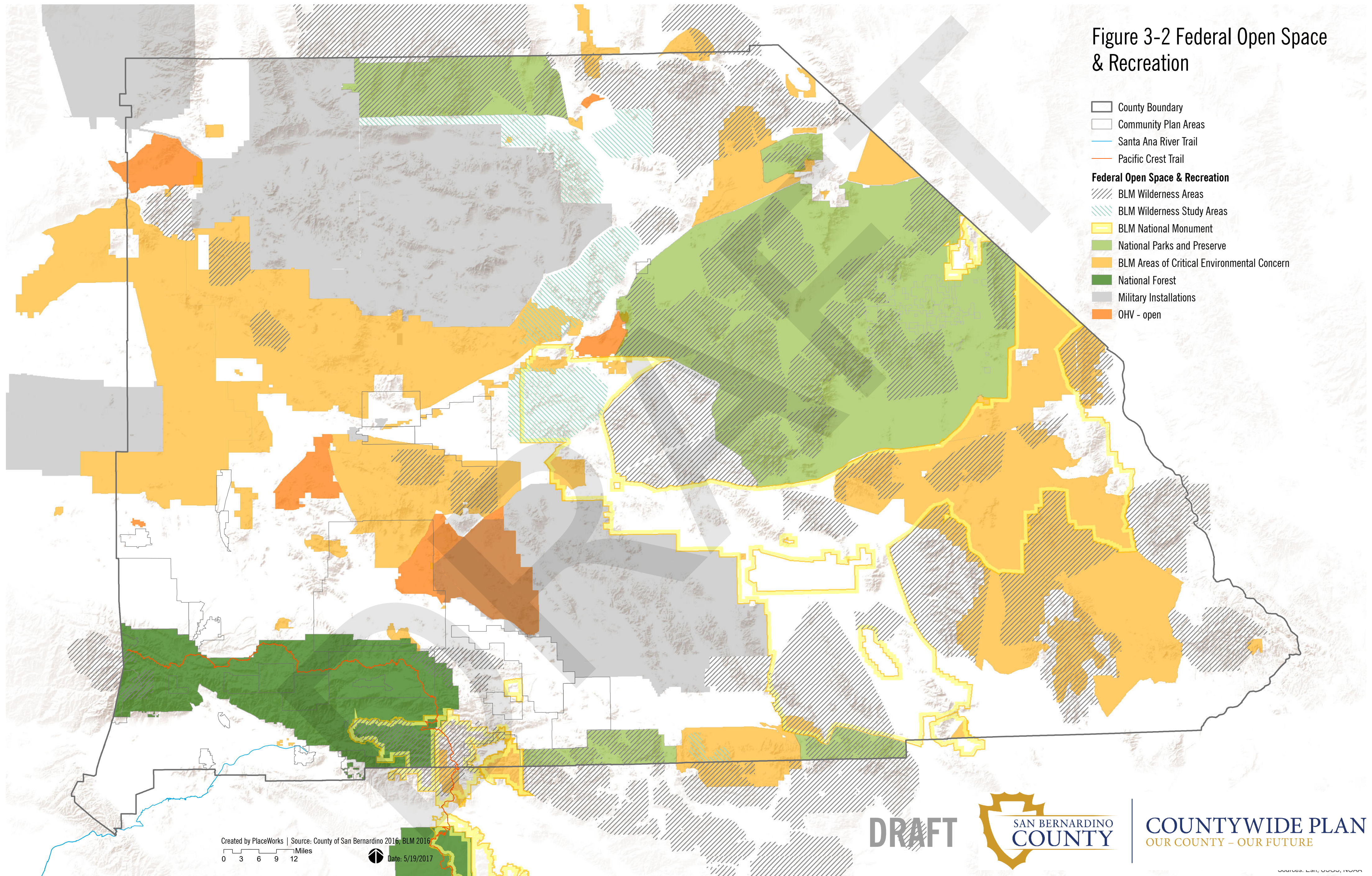
San Bernardino National Forest includes the following four designated Wilderness Areas:

- The portion of the Bighorn Mountain Wilderness managed by the USFS includes 11,800 acres northeast of the Bear Valley Community Plan area.
- The Cucamonga Wilderness encompasses 8,581 acres north of San Antonio Heights and west of Lytle Creek.
- The San Gorgonio Wilderness includes 56,722 acres east of Oak Glen and west of Morongo Valley.
- The USFS portion of Sheep Mountain Wilderness includes 2,401 acres southwest of Wrightwood and northwest of Mt. Baldy.

#### **Angeles National Forest**

The Angeles National Forest encompasses 655,387 acres, of which 17,526 are in San Bernardino County. The unincorporated communities of Mt. Baldy and Wrightwood are in the Angeles National Forest. Recreational opportunities include hiking, mountain biking, horseback riding, horse camping, camping, rental cabins, fishing, boating, hunting, off-highway vehicle riding (including snowmobiling), downhill skiing, and other snow play activities. The Angeles National Forest includes five nationally designated wilderness areas, two of which are partially in San Bernardino County—Cucamonga Wilderness and Sheep Mountain Wilderness.

Figure 3-2 Federal Open Space & Recreation



Created by PlaceWorks | Source: County of San Bernardino 2016, BLM 2016  
 0 3 6 9 12 Miles  
 Date: 5/19/2017

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COUNTYWIDE PLAN  
 OUR COUNTY - OUR FUTURE

Sources: Esri, DeLorme, NAVTEQ

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## 3.5 CULTURAL AND EDUCATIONAL SERVICES

In this report, cultural and educational services refer to the ways the County government provides or supports cultural and educational institutions such as museums. It does not refer to Native American Tribal Nations' lands, resources, etc. Tribal resources and consultation will be covered in the Cultural Resources Technical Report prepared for the Countywide Plan and Environmental Impact Report.

### 3.5.1 MUSEUMS

Museums provide interactive educational experiences that are unique to each visitor. The San Bernardino County Museum (SBCM) in Redlands houses more than two million objects in cultural and natural science collections related to the region. It is accredited by the American Association of Museums. Semi-permanent exhibits include the Hall of History and Anthropology, Hall of Earth Sciences, and the Hall of Biodiversity. The Fisk Gallery and Schuiling Gallery are areas for temporary exhibits and special programs. Educational outdoor exhibits include the Pacific locomotive and Santa Fe caboose, ethnobotany garden, Sonoran Desert cactus garden, Mojave Desert garden, and native plants garden. Over 65,000 visitors are served by the main museum in Redlands as well as by the following SBCM branch museums and historic sites:

- Agua Mansa Pioneer Cemetery, Colton
- Asistencia outpost of the Mission San Gabriel, Redlands
- Casa de Rancho Cucamonga (John Rains House), Rancho Cucamonga
- Victor Valley Museum, Apple Valley
- Yorba and Slaughter Families Adobe, Chino
- Yucaipa Adobe, Yucaipa

The main SBCM location in Redlands opened in 1974. Budget cuts in the last decade have created challenges in adequate staffing and the capacity to update aging exhibits. Following substantial budget cuts, the SBCM is challenged to afford adequate staffing and to update exhibits. In 2014 and 2015, the SBCM worked with a consultant to review the operations, collections, and readiness for accreditation. The consultant outlined areas where improvement was needed and developed a plan to enhance the museum's current services and attendance. One of the key recommendations was to increase revenues by using the museum's supportive nonprofit group. As described earlier, the SBCM Strategic Plan 2017–2022 includes values, objectives, and specific programs to ensure a strategy to improve exhibits and programs, attendance, and revenue opportunities.

The County uses the following performance measures to track museum services:

- Participating in public safety and college and career readiness programming like Earth Sciences Month, the Great Shake Out earthquake drill, and other educational programs.

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- Open new exhibits and offer enhanced educational programming to promote repeat attendance and boost admission sales and interest in the museum (number of general attendees).
- Partner with the Museum Association to develop special events and programs that benefit the community and promote greater interest in the museum (secure programmatic and special event financial support from the Museum Association).
- Develop partnerships with key regional corporations to secure funding and sponsorships (secure programmatic and special event financial support from the Museum Association).

Most of the museums listed in Table 3-3 are not funded or managed by the County, but are local resources for fostering creativity and learning. Figure 3-3 identifies the location of County museums and other cultural and educational facilities throughout the county.

**Table 3-3. Museums in San Bernardino County**

Asset	Location	Organization
County of San Bernardino		
Agua Mansa Cemetery	Colton	County of San Bernardino
Asistencia Outpost of the Mission San Gabriel	Redlands	County of San Bernardino
Calico Ghost Town Lane House and Museum	Calico	County of San Bernardino
Casa de Rancho Cucamonga (John Rains House)	Rancho Cucamonga	County of San Bernardino
Daggett Stone Hotel	Daggett	Daggett Historical Society (closed)
Victor Valley Museum	Apple Valley	County of San Bernardino
San Bernardino County Museum	Redlands	County of San Bernardino
Yorba and Slaughter Families Adobe	Chino	County of San Bernardino
Yucaipa Adobe	Yucaipa	County of San Bernardino
Other Agencies and Organizations		
Big Bear Discovery Center	Fawnskin	Southern California Mountains Foundation and USFS
Big Bear History Museum	Big Bear City	Big Bear Valley Historical Society
Calico Early Man Site	Yermo	BLM
California Route 66 Museum	Victorville	California Route 66 Museum
Chaffey Community Museum of Art	Ontario	Chaffey Community Art Association
Chaffey-Garcia House Museum	Rancho Cucamonga	Etiwanda Historical Society
Colton Area Museum	Colton	Colton Area Museum Association
Cooper Regional History Museum	Upland	Chaffey Communities Cultural Center, Inc.
Daggett Museum	Daggett	Daggett Museum
Desert Discovery Center	Barstow	BLM
Fontana Historical Society Museum	Fontana	Fontana Historical Society
Goffs Schoolhouse	Goffs	Mojave Desert Heritage and Cultural Association
Goldstone Deep Space Communications Complex	Barstow	NASA
Hi-Desert Nature Museum	Yucca Valley	Town of Yucca Valley
Historical Glass Museum Redlands	Redlands	Historical Glass Museum Association



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**Table 3-3. Museums in San Bernardino County**

<b>Asset</b>	<b>Location</b>	<b>Organization</b>
Inland Empire Military Museum	San Bernardino	Juan Pollo
Inland Empire Museum of Art	San Bernardino	IEMA
Kelso Depot	Kelso	NPS
Keys Desert Queen Ranch	San Bernardino	NPS
Kimberly Crest House and Gardens	Redlands	Kimberly-Shirk Association
Lincoln Memorial Shrine	Redlands	A.K. Smiley Public Library
Mojave River Valley Museum	Barstow	Mojave River Valley Museum
Mountain History Museum	Lake Arrowhead	Rim of the World Historical Society
Mousley Museum of Natural History	Yucaipa	San Bernardino County; Yucaipa Valley Historical Society
National Training Center and 11 <sup>th</sup> Armored Cavalry Regiment Museum	Fort Irwin	U.S. Army
Needles Regional Museum	Needles	Needles Regional Museum
Oak Glen School House Museum	Oak Glen	Oak Glen School House Museum and Park Association
Old Fire Station Museum	Yucaipa	Yucaipa Valley Historical Society and USFS
Old Guest House Museum	Trona	Searles Valley Historical Society
Old Schoolhouse Museum	Twentynine Palms	Twentynine Palms Historical Society
Ontario Museum of History and Art	Ontario	City of Ontario
Original McDonald's Restaurant Museum	San Bernardino	Juan Pollo
Planes of Fame Air Museum	Chino	Planes of Fame Air Museum
Redlands Historical Museum	Redlands	Redlands Historical Museum Association
Rialto Historical Society Museum	Rialto	Rialto Historical Society
Robert and Frances Fullerton Museum of Art	San Bernardino	California State University, San Bernardino
Route 66 "Mother Road" Museum	Barstow	Route 66 Mother Road Museum
Sam and Alfreda Maloof Foundation for Arts & Crafts	Alta Loma	Sam and Alfreda Maloof Foundation
Searles Valley History House	Trona	Searles Valley Historical Society
Shyrock Museum of Embryology	Loma Linda	Loma Linda University
Western America Railroad Museum	Barstow	Western America Railroad Museum Systems Corp
Yanks Air Museum	Chino	Yanks Air Museum Foundation

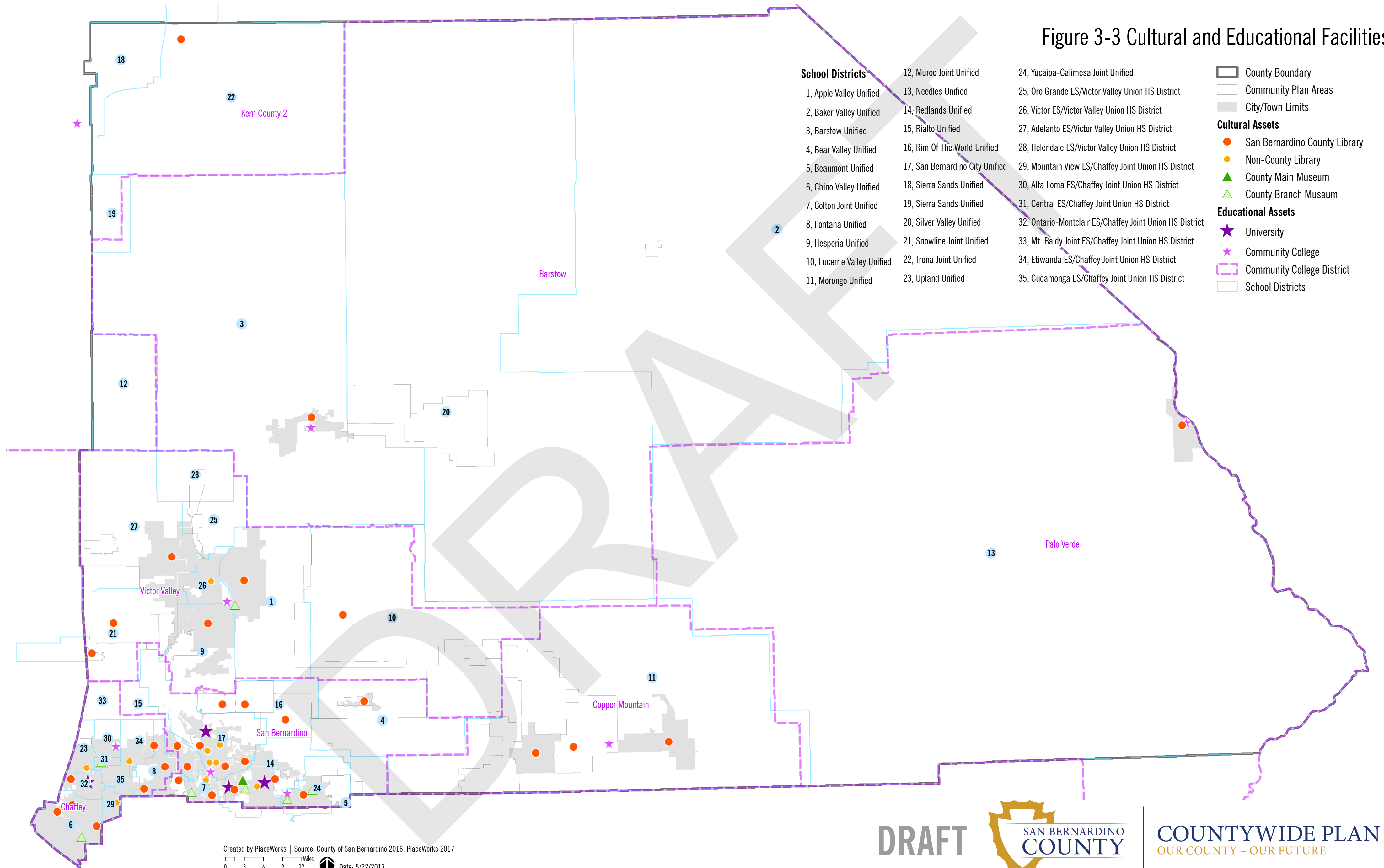
Source: County of San Bernardino, 2016.

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Figure 3-3 Cultural and Educational Facilities



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#### 3.5.2 LIBRARIES

Libraries provide access to information through materials collections, computers, online databases, mobile collections, and other electronic resources. The San Bernardino County Library's (SBCL) mission is to be "a dynamic network of 32 branch libraries that serves a diverse population over a vast geographic area. SBCL strives to provide equal access to information, technology, programs, and services for all the people who call San Bernardino County home." SBCL provides programs, resources, and facilities in unincorporated areas and in contract cities. Figure 3-3 identifies the location of County libraries and other cultural and educational facilities throughout the county.



Baker Family Learning Center in Muscoy.

The County maintains more than 30 libraries, totaling over 358,000 square feet of building space (see Table 3-4). The two most recent additions to the system are the Bloomington Branch Library (2016) and Baker Family Learning Center (2013).

SBCL serves over four million visitors through a network of libraries in cities and unincorporated communities. Library patrons have access to the County's collection of over 1.3 million items. The collection includes books, e-books, magazines, newspapers, government documents, books on tape and compact disk, DVDs, videos, microfilm, and electronic or online services and materials. There are approximately 1,000 public access computers in the system. Educational programs for all ages are offered at various branch locations. Library activities and announcements are sent to patrons who sign up for an e-newsletter called Wowbrary.

The County's performance measures for library services include the following strategies:

- Maintain a replacement cycle for computer hardware between four to five years to ensure that staff and public access computers are available for use and fully functional with reliable hardware and software (percentage of computers replaces within four years).
- Offer programs for multiple age groups to promote the Countywide Vision of cradle-to-career education, fostering personal and professional development and enrichment (number of attendees at branch programs).
- Continue to enhance digital eBook/audiobook offerings for easy anytime access to materials across multiple digital devices to aid in job enrichment (number of digital materials checked out).

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**Table 3-4. County Libraries**

Adelanto	Chino (2)	Hesperia	Lucerne Valley	Phelan	Wrightwood
Apple Valley	Chino Hills	Highland	Mentone	Rialto (2)	Yucaipa
Barstow	Crestline	Joshua Tree	Montclair	Running Springs	Yucca Valley
Big Bear Lake	Fontana (3)	Lake Arrowhead	Muscoy	Trona	
Bloomington	Grand Terrace	Loma Linda	Needles	Twentynine Palms	

Source: County of San Bernardino, 2017.

#### 3.5.3 EDUCATION

Libraries, museums, and schools are all important components of an educated society. Education is an element of the Countywide Vision because it is the foundation for an informed, engaged, innovative, and self-sufficient public. The Countywide Vision identifies the following educational priorities:

- Reduce number of high school and college drop outs.
- Integrate educational institution into economic development and job creation efforts.
- Partner with all sectors of the community to support the success of every child from cradle-to-career.

In 2012, the County Board of Supervisors adopted education and economic development Cradle-to-Career goals:

- Educate the public on the broad impacts of students dropping out of school and the benefits of completing high school and advancing to post-secondary education.
- Engage parents and the community as partners in efforts to improve students throughout their educational careers.
- Provide adult intervention, tutoring, and mentorship to students.
- Address the social and economic needs of families that impact educational success.
- Set higher goals for educational and career achievement in the community.
- Educate and train the workforce for existing local career opportunities and attract new high-demand jobs to the area.
- Foster entrepreneurship and incorporate training that provides students with the skills to create their own jobs.

#### Primary and Secondary Education

Public schools are a critical component of any community and contribute to local culture and overall quality of life. Low literacy is linked to dropping out of high school, limited job opportunities, and low productivity, and 63 percent of San Bernardino County third-graders do not meet 2016 California English language arts/literacy standards. In response to this issue, the County created the Vision2Read initiative,

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a campaign designed to focus attention on the impact of reading on quality of life, highlight available literary programs and services, and connect people to literacy resources or volunteer opportunities.

The provision of educational services is mandated by the state and administered by the San Bernardino County Board of Education, which provides administrative support for local school districts.

The San Bernardino County Superintendent of Schools (SBCSS) represents all 33 local school districts in advocating for support from the California Department of Education. The SBCSS also provides the communications services related to public schools, such as external and internal communications, community partner liaison services, promoting local school and educational programs, and media and public relations including publishing press releases. SBCSS also provides a range of business and human resource services to school districts, including state and federal educational requirements.

The county’s public primary and secondary school districts are listed in Table 3-5, while Figure 3-3 maps school district boundaries and other cultural and educational facilities throughout the county.

**Table 3-5. Public Primary and Secondary School Districts in San Bernardino County**

Adelanto School District	Fontana Unified School District	Rialto Unified School District
Alta Loma School District	Helendale School District	Rim of The World Unified School District
Apple Valley Unified School District	Hesperia Unified School District	San Bernardino City Unified School District
Baker Valley Unified School District	Lucerne Valley Unified School District	Silver Valley Unified School District
Barstow Unified School District	Lucerne Valley Unified School District	Snowline Joint Unified School District
Bear Valley Unified School District	Morongo Unified School District	Trona Joint Unified School District
Central School District	Mountain View School District	Upland Unified School District
Chaffey Joint Union High School	Mt Baldy School District	Victor Elementary School District
Chino Valley Unified School District	Needles Unified School District	Victor Valley Union High School District
Colton Joint Unified School District	Ontario-Montclair School District	Yucaipa-Calimesa Joint Unified School District
Cucamonga School District	Oro Grande School District	
Etiwanda School District	Redlands Unified School District	

Source: County of San Bernardino, 2017.

Indicators of literacy and educational attainment are discussed in the 2015 San Bernardino County Community Indicators Report and San Bernardino County: Our Community Vital Signs 2013 Data Report. These studies can be accessed online at:

- [http://cms.sbcounty.gov/Portals/21/Resources%20Documents/CIR\\_2015\\_Report.pdf](http://cms.sbcounty.gov/Portals/21/Resources%20Documents/CIR_2015_Report.pdf)
- <http://communityvitalsigns.org/Reports.aspx>

#### Special Education

Special education services are an important component of the primary and secondary educational system, particularly in San Bernardino County. According to Kidsdata, approximately 12.1 percent of all students (50,942) receive special educational services, which is in the top one-fifth of all counties in California. In

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San Bernardino County, approximately 46 percent of special-needs students have a learning disability, 21 percent have speech or language impairment, 10 percent have autism, and the remaining 13 percent have a range of other disabilities.

In accordance with AB 1250 (1977), participating school districts, charter schools, and the County Board of Education have joined together in regional collaboratives to provide quality special education programs and services. SBCSS oversees three special education local plan areas (SELPAs), the Desert/Mountain, East Valley, and West End SELPAs. Three other SELPAs operate in the County, but are not administered by the SBCSS (Fontana Unified, Morongo Unified, and San Bernardino City Unified). Each SELPA develops a local plan describing how it will provide special education services to meet the unique needs of children.

#### **Preschool Services**

According to the 2015 San Bernardino County Community Indicators Report, the demand for childcare is outpacing the number of spaces available at licensed child care facilities in the county. The County of San Bernardino Preschool Services Department administers the federal Head Start and Early Head Start programs, California Department of Education State Preschool program, and the Child and Adult Care Food Program in 43 locations throughout the county. These programs are funded by state and federal sources. The Preschool Services Department annually assists approximately 5,700 children ages five years and below.

See the Human Services section of this report for more information on preschool services.

#### **Higher Education**

##### **Regional Occupation Program**

The San Bernardino Regional Occupational Program (SBCSS ROP) provides career technical education and specific skills development training for young adults (ages sixteen and over) and adults. The SBCSS ROP collaborates with public school districts, adult education programs, community colleges, and other workforce training programs. The 2015 San Bernardino County Community Indicators Report describes an upward trend in placing young adults and adults in skilled jobs, higher education, or military service. There are also numerous privately run trade schools that provide specific career-oriented skills development.

##### **Universities, College, and Career Training**

The county offers many opportunities for college and career training. Although they are not County services, they serve the educational needs of residents and develop a strong workforce. Major universities and colleges in San Bernardino County include California State University, San Bernardino, Loma Linda University, University of Redlands, and University of LaVerne College of Law.

Community colleges are also important resources for job training and lifelong learning. Local community colleges include Barstow, Chaffey, Copper Mountain, Crafton Hills, Palo Verde, San Bernardino Valley, and Victor Valley.



### 3. Parks, Recreation, Culture and Education

Finally, there are numerous private career and technical educational institutions that offer certificates and degrees.

#### Alliance for Education

Started in 2002, the Alliance for Education is a partnership among business, labor, government, community, and education in San Bernardino County. The Alliance represents an unprecedented, evolving commitment of influential leaders whose mission is to produce an educated and skilled community that provides a qualified workforce for the continued economic well-being and improved quality of life for all residents in San Bernardino County.

In 2014, the Alliance for Education was invited by the James Irvine Foundation as one of only seven regions in the state to establish a Linked Learning Regional Hub of Excellence in partnership with California State University, the Inland Empire Economic Partnership, and partner districts.

Linked Learning is a proven approach to high school education that combines college-focused academics, work-based learning, and integrated student supports. Students can explore career pathways centered on one of California’s 15 largest industries, such as engineering, manufacturing, or health care, ensuring that students graduate with education and skills necessary for both college and future careers.

#### 3.5.4 PERFORMING AND VISUAL ARTS

The County Board of Supervisors has designated a private nonprofit, the Arts Council for San Bernardino County (formerly known as the Arts Foundation of San Bernardino County), to be the local partner with the California Arts Council. The California Arts Council provides programs and services to support art initiatives throughout the state. The Arts Council for San Bernardino County (ACSBCo) coordinates with the California Arts Council and runs local programs to bring performing and visual arts opportunities to diverse audiences, such as students, at-risk youth, community organizations, veterans, and families. ACSBCo also provides professional development assistance to aspiring artists and art educators.



Metal sculpture in Joshua Tree

Universities and community colleges are part of the performing and visual arts communities in San Bernardino County. California State University, San Bernardino, has a community-based art program that teaches underserved populations like teenagers in group housing, adults in transitional housing/county probation, state prison inmates, and children residing in affordable housing developments.

The desert landscapes and clear skies of San Bernardino County are known to be inspirational to many artists. There is a thriving arts culture in the Morongo Basin that draws tourists from all over. There are numerous art galleries, performing arts venues, and art studio tours in this area. The Morongo Basin

### 3. Parks, Recreation, Culture, and Education

Cultural Arts Council collaborates with arts communities in Joshua Tree, Morongo Valley, Wonder Valley, Landers, Pioneertown, and nearby towns and cities to showcase local talent and attract tourists. An example of the Morongo Basin arts community giving back is Mil-tree, a nonprofit that brings local veteran, active military, and civilian communities together through art projects. The Hi-Desert Arts Academy, also based in Joshua Tree, provides financial aid to students so they may participate in dramatic, musical, and visual art classes.

In addition to visual arts, there are a variety of programs and facilities for performing arts such as dance, theatre, and music throughout the County. The University of Redlands School of Music, for example, runs the Community School of Music and Arts Summer Workshops to mentor young musicians and artists. Some of the performing arts venues in San Bernardino County are listed below:

- California Theatre of the Performing Arts, City of San Bernardino
- California State University San Bernardino Theatre
- Center State Theater, City of Fontana
- Chino Community Theatre
- Citizens Business Bank Arena, City of Ontario
- Hi-Desert Cultural Center, Joshua Tree
- High Desert Center for the Arts, Victorville
- Ontario Convention Center and Visitors Bureau
- Redlands Bowl Performing Arts
- Footlighters Theatre, City of Redlands
- Garcia Center for the Arts (San Bernardino Valley Concert Association), City of San Bernardino
- San Manuel Amphitheater, County of San Bernardino Glen Helen Regional Park
- University of Redlands Center for the Arts
- Victor Valley College Performing Arts Center

The County has not updated the 1994 Cultural Plan for San Bernardino County; however, the County did a survey at the 2016 Arts Connection Conference to better understand the status and potential needs of the local arts community. The survey showed that, in general, representatives of the arts community held the following priorities for arts and culture in the County:

- Bring arts and cultural programs to underserved communities.
- Maintain and improve existing arts facilities and programs.
- Facilitate public art in new developments by adopting a Public Art Ordinance.
- Attract new art facilities and programs.
- Create countywide arts marketing program as a tourism/economic development engine.
- Streamline development of arts and cultural facilities.

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- Streamline the development of live-work units.

Survey participants cited the following actions as the most needed to achieve their top priorities:

- Organized fundraising for arts in the county.
- Connecting art initiatives to other County programs (e.g., public health, education, and tourism).
- County Land Use Services support of art through zoning, public art ordinance, master plan requirements, and public spaces for arts education.

#### 3.5.5 OUTDOOR RECREATIONAL CULTURE

The county is home to millions of acres of protected open spaces with opportunities for recreation and relaxation. Access to natural spaces and outdoor recreation is part of the culture in San Bernardino County, especially in mountain and desert communities. In these regions, access to nature has important social and economic value. Outdoor recreation-driven tourism is a substantial part of the economy in many mountain and desert communities. According to the 2015 San Bernardino County Community Indicators Report, visitors to the County spent \$4.5 billion in 2014.

In the desert, outdoor activities such as wildflower, wildlife, and geologic wonder viewing, horseback riding, off-highway vehicle riding, rock climbing, stargazing, hiking, and camping bring people together and connect them with the environment. Some people visit San Bernardino County deserts specifically for outdoor meditation, yoga, and energy vortexes. Energy vortexes are believed to be unique places on the earth where energy is entering or exiting the earth's plane.

Two of the biggest outdoor recreational draws in San Bernardino County are in the Mountain Region: Big Bear Lake and Lake Arrowhead. During winter, the San Bernardino Mountains are the most popular winter sport destination in southern California. Popular activities include downhill skiing, snowboarding, snowshoeing, tubing, sledding, snowmobiling, off-highway vehicle riding, and cross-country skiing. During spring, summer, and fall, activities such as boating, fishing, hiking, mountain biking, and horseback riding are celebrated by locals and visitors alike.

The County of San Bernardino Economic Development Agency administers the County's tourism initiative and website, California's Outdoor Playground ([www.CaliforniaOutdoorPlayground.com](http://www.CaliforniaOutdoorPlayground.com)). The website describes the County's regions and communities, places to stay, restaurants, shopping, special events, and things to do in the following categories: live entertainment, family fun, outdoor fun, arts and culture, recreation and sports, and national and regional parks.

### 3. Parks, Recreation, Culture, and Education

#### 3.5.6 SPORTS ENTERTAINMENT

Access to professional sports teams is part of the quality of life for San Bernardino County residents in terms of entertainment, bonding the community and increasing tourist spending that benefits the local economy.

The County of San Bernardino administers one professional sports facility through the Regional Parks Department. The Glen Helen Raceway includes 256 acres within the Glen Helen Regional Park near the communities of Devore and Lytle Creek. The Glen Helen Raceway hosts a variety of professional motocross, quad, and other off-road vehicle competitions. The raceway has National Motocross, Vet Motocross, Endurocross, Truck, Rem/Vintage, and PeeWee tracks.



The Auto Club Speedway of California is in an unincorporated portion of Fontana.

The Auto Club Speedway of California is a 568-acre professional racing facility in unincorporated San Bernardino County west of Fontana. The Auto Club Speedway is home to racing schools and professional competitions through the National Association for Stock Car Auto Racing (NASCAR), National Hot Rod Association, and other organizations. Although the County is not involved in the administration of this facility, it is in an unincorporated island and draws visitors for events throughout the year.

San Bernardino County cities are home to three minor league baseball teams, a minor league hockey team, and a professional indoor soccer team (Ontario Fury). The County is not involved with these teams, but they do provide unique recreational opportunities to county residents.

## 4. HEALTH AND HUMAN SERVICES

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This chapter addresses five topics: 1) introduction to health and human services; 2) governmental laws and regulations that address these services; 3) description of services provided by the County of San Bernardino, 4) implementing organizations; and 5) issues and opportunities for the Countywide Plan.

### 4.1 INTRODUCTION

The County of San Bernardino, like other California counties, provides an array of local health services. Often referred to as the safety net, counties are mandated by California law to provide services to low-income, underserved, and uninsured populations who are most in need of services. Safety-need services include medical care, behavioral health, transitional assistance, and similar services.

At the same time, the delivery system for health and human services has undergone significant restructuring over the past few decades. Today, the County's health and human services function has a budget of \$1.6 billion and a staff of approximately 6,938 employees. This is in addition to Arrowhead Regional Medical Center.



San Bernardino County Human Services

This chapter on health and human services is prepared to support the update of the Countywide Plan and environmental impact report. The chapter begins with introductory sections that set the planning and regulatory context for health and human services. The topics that follow are organized generally into individual county operations under the Department of Human Services. These include veterans' affairs, aging, child support services, preschool, child welfare services, public health, behavioral health, transitional assistance, and other allied departments.

This chapter relies on information from an array of publications from federal, state, and local agencies that address the provision of health and human services, including the federal Department of Health and Human Services and its many departments. The State of California also has many departments that implement federal mandates, including the departments of Social Services, Aging, Public Health, and Health Care Services. This chapter also relies on interviews with each of the major county departments, supplemented by secondary research from state and federal agencies.

Note that some topics are not covered at length to avoid duplication of the County's Community Health Improvement Plan, Community Vital Signs, Community Indicators Report, and other existing County documents.

## 4. Health and Human Services

### 4.1.1 REGULATORY SETTING

The regulatory framework for public health and human services includes federal laws, state laws, and county regulations. Pertinent legislation is summarized below.

#### **Federal Laws and Regulations**

##### **Healthy People 2020**

The Healthy People initiative is a national 10-year plan for improving the health of all Americans. Healthy People 2020 (HP2020) is the third iteration of this national initiative and is managed by the US Department of Health and Human Services. HP2020's mission is fivefold: 1) identify national health improvement priorities; 2) increase public awareness and understanding of the determinants of health, disease, and disability and opportunities for progress; 3) provide measurable objectives and goals at the national, state, and local levels; 4) engage multiple sectors to take actions to strengthen policies and improve practices that are driven by the best available evidence and knowledge; and 5) identify critical research, evaluation, and data collection needs. Counties use HP2020 objectives to track health outcomes and make program adjustments to align with federal health goals.

##### **National Prevention Strategy and Action Plan (2011)**

In 2011, the National Prevention, Health Promotion, and Public Health Council released the National Prevention Strategy: America's Plan for Better Health and Wellness. The National Prevention Strategy outlines federal actions that will improve the health of all Americans. The National Prevention Council Action Plan builds from the vision, goal, recommendations, and actions of the National Prevention Strategy. This action plan highlights important opportunities that the National Prevention Council and its diverse member departments—representing sectors such as housing, transportation, education, environment, and defense—are creating to ensure the health, well-being, and resilience of the American people. These plans represent a fundamental shift in public health that focuses on tangible measures to prevent injury and chronic disease, rather than the traditional paradigm of treatment.

##### **Patient Protection and Affordable Care Act (2010)**

The Patient Protection and Affordable Care Act (PPACA), known as the Affordable Care Act or ACA, is the landmark health legislation passed during the former Obama administration. The legislation includes a list of provisions that were intended to address three goals: 1) extend coverage to millions of uninsured Americans; 2) implement measures that will lower health care costs and improve system efficiency; and 3) eliminate industry practices that include rescission and denial of coverage due to pre-existing conditions. The ACA not only affects one-sixth of the nation's economy, but also impacts the role of counties who are responsible to serve as a safety net in providing health care for the indigent, undocumented, uninsured, and most vulnerable population groups. As of 2017, the federal government is working on various proposals for amending, repealing, and/or replacing the ACA.

##### **Federal Head Start Program (1965)**

The Head Start program was created by the US Department of Health and Human Services in 1965 to promote school readiness of children from birth to age five from low-income families (authorized by

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the Economic Opportunity Act of 1964). The program provides comprehensive early childhood education, health, nutrition, and parent involvement services to low-income children and their families. Services are designed to foster stable family relationships, enhance children's physical and emotional well-being, and establish an environment to develop cognitive skills. Generally, the program is available to children in poverty, but children in foster care, homeless children, and children from families receiving public assistance are eligible regardless of income. In San Bernardino County, participating agencies include Easter Seals, Volunteers of America, the Chemehuevi Indian Tribe, and County of San Bernardino Head Start Preschool Program.

### **Older American Act of 1965 (OAA)**

The OAA was passed in 1975 following behind the Civil Rights Act and the Economic Opportunity Act and was in response to concerns about the lack of community social services for senior citizens. The Act promoted a community level service delivery systems that emanated from a centralized hub. The OAA has been amended numerous times to include nutrition programs for the elderly (1972), establish Area Agencies on Aging (1973), provide low-income housing for the elderly and disabled (1974), require numerous support services (e.g., transportation, home care, legal services, etc. as priority services (1977), add congregate living programs (1978), in-house supportive services (1987), prevention of elder abuse (1992), and many other services to enable seniors to live independent lives. The State of California and County have similarly structured programs to implement federal law.

### **Personal Responsibility and Work Opportunity Reconciliation Act of 1996**

The federal government has long had cash assistance programs for needy families. As early as 1935, the federal government has implemented the Aid to Families with Dependent Children (AFDC) program, an income-support program. Due to soaring enrollments over the next six decades, the PRWORA of 1996 replaced AFDC with Temporary Assistance to Needy Families (TANF). Under this program, states receive block grants to design and operate programs that accomplish TANF objectives. These include: providing aid to needy families so that children can be cared for in their own home; reduce the dependency of needy parents by promoting job preparation, work and marriage; prevent and reduce the incidence of out-of-wedlock pregnancies; and encourage the formation and maintenance of families. In California, the program is called CalWORKs and operates through a partnership between the State of California and counties.

### **Social Security Act (1935)**

This social welfare legislative act created the Social Security system, a program of federal benefits for seniors, unemployed adults, people with disabilities, and dependent children. The Social Security Act was originally passed as part of President Franklin Delano Roosevelt's Second New Deal. It has been amended numerous times since then, including in 1965 under Lyndon Johnson, with the creation of Medicare and Medicaid.

### **Title IV-D of the Social Security Act (1975)**

The Social Security Act includes numerous services for people in need. Title IV includes grants to states for temporary assistance to families in need, child and family services, child support, and establishment

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of paternity. Each state is required to run a child support enforcement program. Part D of Title IV of the Social Security Act covers grants to states for the specific purpose of providing child welfare services and other assistance to families.

### **Supplemental Nutrition Assistance Program (SNAP)**

The SNAP program, originally called the Food Stamp program, is a federal food assistance program that dates to the enactment of the Food Stamp Act of 1964 under the Johnson Administration. The purposes at that time were to strengthen the agricultural industry and provide food assistance to needy low income households. The program has been periodically amended to tighten eligibility requirements to target the most needy. This program was also fundamentally altered by PRWORA. The legislation was later amended by the Food Security and Rural Investment Act of 2002 to improve program access and simplify the program. Numerous other amendments have been made. Cal-Fresh is California's implementation of the federal SNAP program, which continues to provide financial assistance for purchasing food to low income California residents. The program is administered by every county welfare department in California under the Welfare and Institutions Code Section 18900.

### **California Laws and Regulations**

#### **California Welfare and Institutions Code, § 17000**

The Welfare and Institutions Code §17000 obligates counties to serve as the provider of “last resort” for indigent Californians who have no other means of support. Specifically, §17000 states that every county shall “relieve and support all incompetent, poor, indigent persons and those incapacitated by age, disease, or accident, lawfully resident therein, when such persons are not supported by their relatives or friends, by their own means or by state hospitals or other state or private institutions.” Subsequent sections of the Welfare and Institutions confirm the “duty of the counties to provide health care.” State law and legal precedents have also generally established that a county's obligation to implement § 17000 includes, but is not necessarily limited to, responsibility for providing health care services to uninsured low-income adults, often referred to as medically indigent adults.

#### **California Realignment 1991**

In 1991, California enacted a major change in the state and local government relationship, known as realignment, whereby the state transferred responsibility for mental health, social services, and health programs from the state to county control. In return, counties received dedicated funding sources (from sales taxes and vehicle license fees) to cover transferred costs. Counties may transfer up to 10 percent in any of the subaccounts revenue to any other subaccount, allowing for some flexibility. An additional 10 percent can also be transferred among the different subaccounts. In addition, the federal, state, and county cost share of these programs was significantly increased for county governments. Recent years have seen additional changes, including a cap on funding for certain programs, changes in maintenance of effort requirements, and changes in cost sharing with other levels of government.

#### **Mental Health Services Act of 2004**

The Mental Health Services Act or MHSA provided the first opportunity in many years for the California Department of Mental Health to provide increased funding, personnel, and other resources



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to support county mental health programs and monitor progress toward goals for children, transition-age youth, adults, older adults, and families. The act addresses a broad continuum of prevention, early intervention, service needs, and the necessary infrastructure, technology, and training elements that will effectively support this system. The MHSA is funded by revenues from a 1 percent income tax imposed on individuals with a personal income in excess of \$1 million. The MHSA specifies requirements for service delivery and supports for people with serious emotional disturbances and/or severe mental illnesses. Counties are required to develop a three-year plan, consistent with the requirements outlined in the act, in order to receive funding under the MHSA.

### **Older Californians Act of 1980 and 1996**

The state Older Californians Act was adopted in 1980. It sets forth the state's commitment to its older population and other populations served by the programs administered by the California Department of Aging. This law, codified in the Welfare and Institutions Code (§§ 9000 et. seq.), mirrors the provisions of federal law. The OCA moved the primary responsibility for providing senior services from the state to the county, established area agencies on aging (AAA), and gave the AAA Advisory Councils the role of "principal advocate" for seniors at the county level, similar to the state level duties. Under the OCA, numerous programs are authorized, including funding to counties to implement those programs. These include: home modifications, multipurpose senior services, a variety of home- and community-based services, home-delivered meals, legal services, ombudsman services, and numerous other programs that support and allow seniors to live independent lives.

### **California State Preschool Program**

Assembly Bill 2759 (Chapter 308, Statutes of 2008) created the California State Preschool program. This program consolidated the funding for state preschool, prekindergarten and family literacy, and general child care center-based programs serving eligible three- and four-year-old children to create the California State Preschool Program, now the largest state-funded preschool program in the nation. The program provides both part-day and full-day services with a core class curriculum that is developmentally, culturally, and linguistically appropriate for the children served. The program also provides meals and snacks to children, parent education, referrals to health and social services for families, and staff development opportunities to employees. The state preschool program (as well as federal Head Start program) is administered through the County Preschool Department.

### **California Welfare and Institutions Code, §§ 16500 and 300 et. seq.**

The California WIC § 16500 requires that the state, through the California Department of Social Services and county welfare departments, shall establish and support a public system of statewide child welfare services to be developed as rapidly as possible and to be available in each county of the state. All counties shall establish and maintain specialized organizational entities within the county welfare department, which shall have sole responsibility for the operation of the child welfare services program. The Legislature hereby declares its intent, in providing for this statewide system of child welfare services, that all children are entitled to be safe and free from abuse and neglect. California WIC § 300 establishes the conditions by which children who have suffered abuse or at-risk children come under the jurisdiction of the juvenile court and county agency and eligible for services provided thereunder.

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### **California Work Opportunity and Responsibility to Kids Act (CalWORKs)**

Existing law requires each county to provide cash assistance and other social services to needy families through the CalWORKs program using federal Temporary Assistance to Needy Families (TANF) block grant program, state, and county funds. California made several policy choices when it established CalWORKs after the enactment of the federal PRWORA in 1996. Key provisions include a lifetime limit of 60 months of assistance, with extensions available for adults and children meeting specified exemption criteria. Work participation requirements range from 20 to 35 hours per week, depending on the status of the household and exemption criteria. CalWORKs is supervised by the California Department of Social Services (CDSS) and administered by the counties. Federal work requirements must be met statewide; otherwise, the state and counties share in any federal penalty. Amendments to the legislation further decreased the maximum amount of aid to 48 months.

### **Key Local Codes and Regulations**

#### **County of San Bernardino General Plan Policy**

The 2007 General Plan was drafted prior to a more recent understanding of health and wellness that has since swept California and is now reflected in general plan guidelines published by the Office of Planning and Research. In the current General Plan, public health is addressed from a more traditional perspective—including such topics as protection of water quality, safety from fire and natural disasters, protection from hazardous wastes and materials, and safety from crime and transportation-related accidents. The General Plan does not reflect a contemporary understanding of public health and its relationship to the built environment, access to services and facilities, housing and transportation, or the economy. The current Countywide Plan effort underway will include and elevate the issue of public health in San Bernardino County.

#### **Countywide Vision**

In 2011, the County of San Bernardino Board of Supervisors adopted the Countywide Vision, which calls for collaboration across all sectors to create a vibrant, physically and economically healthy county in the next 20 years. This Vision comprises 10 elements: jobs/economy, education, housing, public safety, infrastructure, quality of life, environment, wellness, water, and image. The Vision elements outline how each is part of an interconnected system that relies on all elements to work in concert to improve the quality of life for the county's residents. The Wellness Vision Element is most directly relevant to county health and human service objectives with their focus on health education, services, healthy lifestyles, and healthy city initiatives. Specifically, a key tenet is to “provide for the safety, health, and social service needs of county residents.”

#### **Department Strategic Plans**

The Human Services Department provides an array of services that are authorized by state and federal mandates and regulations and receive funding from the state and federal government. Therefore, the department produces a significant number of strategic plans to guide county services. The County also produces many performance reports and strategic plans that guide operations, programs, and funding. Strategic plans include, but are not limited to:

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- Department of Public Health Strategic Plan, 2015–2020
- Community Transformation Plan, 2015–2020
- Area Plan on Aging, 2016–2020
- System Improvement Plan, 2013–2018, and Business Redesign Project
- First 5 San Bernardino Strategic Plan 2015-2020
- Mental Health Services Act Integrated Plan, FY 2014/2015–2016/2017
- Department of Behavioral Health, Quality Improvement Performance Plan

### 4.1.2 PLANNING CONTEXT

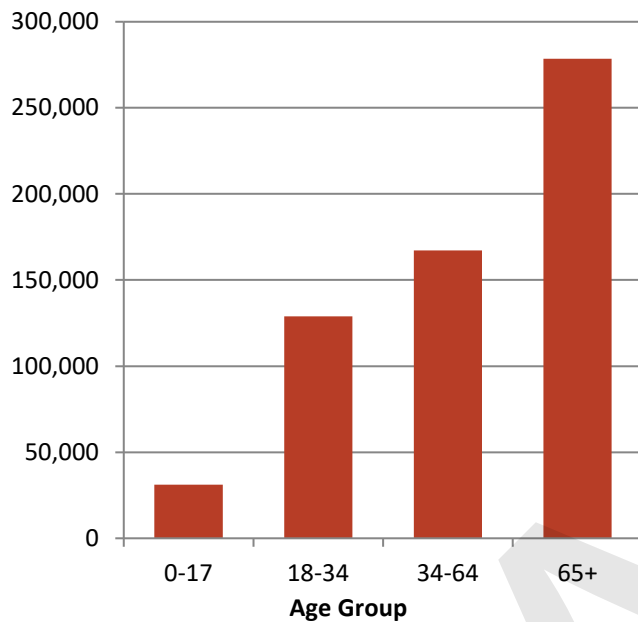
The context for planning health and human services is influenced by population growth and socioeconomic characteristics, the influence of the built environment on population health, transitional assistance trends, availability of health care infrastructure, and ultimate health conditions. This section highlights key trends that influence the County’s provision of health and human services.

#### **Graying of the Population**

Like California as a whole, San Bernardino County’s population is gradually aging. Although many focus on the impact of the Millennials, the largest population increase over the next 25 years will be seniors. According to the California Department of Finance population projections, the growth in the senior population alone will be 275,000—topping the cumulative increase of all other age groups combined. This trend will have a profound impact countywide—from the types of housing required, the need for health and human services, importance of transportation options, and the local economy. Later sections in this chapter will expand upon senior needs.

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**Figure 4-1** Change in Population by Age Group, San Bernardino County 2015–2040

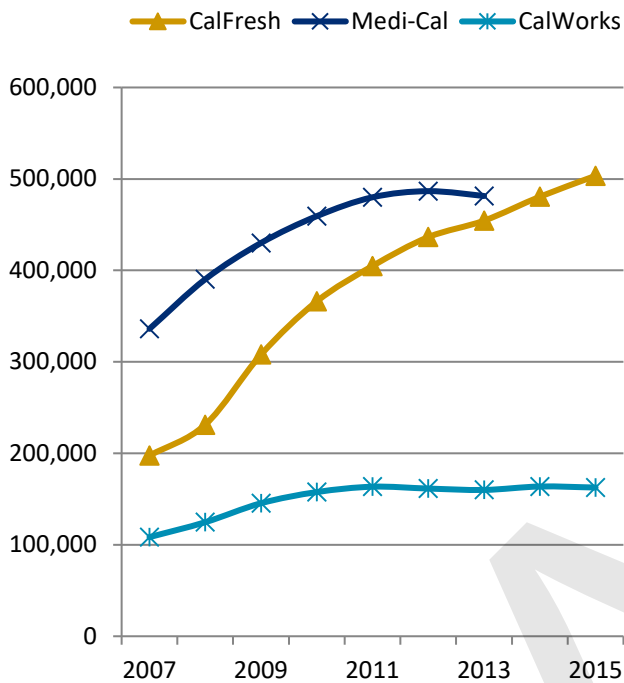


### Increasing Need for Financial Assistance

Since 2007, San Bernardino County has experienced an increasing number of residents on state public assistance. The reasons vary. During the recession, caseloads increased significantly and have remained high for a variety of reasons. For CalWORKs, caseloads have remained high because the economic recovery in the Inland Empire has lagged behind the state. Looking forward, changes in eligibility rules will likely cause a decline in CalWORKs enrollment over time. For Cal-Fresh, high caseloads are due primarily to the economy and the County’s program reach rates—known as the best in California. Increasing Medi-Cal enrollment is due to changes to ACA and eligibility rules.

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**Figure 4-2 Change in Public Aid Recipients, San Bernardino County 2007–2015**



### Built Environment

According to the Centers for Disease Control and Prevention, the built environment has a profound influence on health and wellbeing. The built environment includes all of the physical parts of where people live and work (e.g., homes, buildings, streets, open spaces, and infrastructure). Besides genetics, consumption patterns, and socioeconomic characteristics, the built environment plays a formative role in influencing eating patterns, the ability to remain active, and the quality of air. According to the National Prevention Strategy and Plan prepared by the Surgeon General’s Office, these factors have been shown to correlate to differences in the prevalence of chronic disease and premature mortality. However, measurements of the built environment (particularly comparative) are difficult to find and the precise relationship with public health outcomes has not been quantified.

According to the Community Vital Signs Data Report, San Bernardino County faces a number of distinct challenges to improving health in the built and natural environment. These include a high retail food environment index, which measures the proportion of unhealthy food retailers to healthy food retailers. On the other hand, the County has a lower ratio of retail alcohol outlets per capital than California (e.g., 1.57 versus 2.1 outlets per 1,000 residents). The Vital Signs project also included a calculation of the number of existing bikeways, but no comparable measure was available statewide. With respect to air quality, the RWJF County Health Ranking found that the County had the 8<sup>th</sup> worst ranking of 58 counties statewide with respect to the average density of fine particulate matter. On a positive note, 90 percent of all residents had adequate access to locations for physical activity.

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### Disadvantaged Communities

CalEPA has produced CalEnviroScreen (CES) as a GIS-based tool for understanding common environmental hazards in cities. Census tracts are ranked by demographic characteristics and pollution burden indicators. Each tract is then assigned an average score and ranked statewide. Tracts ranking in the top (worst) 25th percentile are classified as disadvantaged communities (DACs) and eligible for certain state funds. According to the CES, 157 of the 370 census tracts (43 percent) in the County are DACs (see Table 4-1). Common environmental hazards in the county include air pollution, traffic density, hazardous materials, and toxic releases. It should be noted that CES scores do not measure health risk, but reflect proximity to sources of pollution.

**Table 4-1. Select EnviroScreen Indicators in San Bernardino County**

Indicator	Tracts in the County	Percentage of Tracts
Number of Census Tracts Exceeding worst 25th percentile		
Disadvantaged Communities	157	43%
Pollution Burden	130	35%
At-Risk Population	165	44%
Most Common Environmental Hazards in the County		
Air Pollution (Ozone)	369	99%
Drinking Water Contaminants	189	51%
Toxic Releases	111	30%
High Traffic Density	74	20%
Hazardous Wastes	48	13%

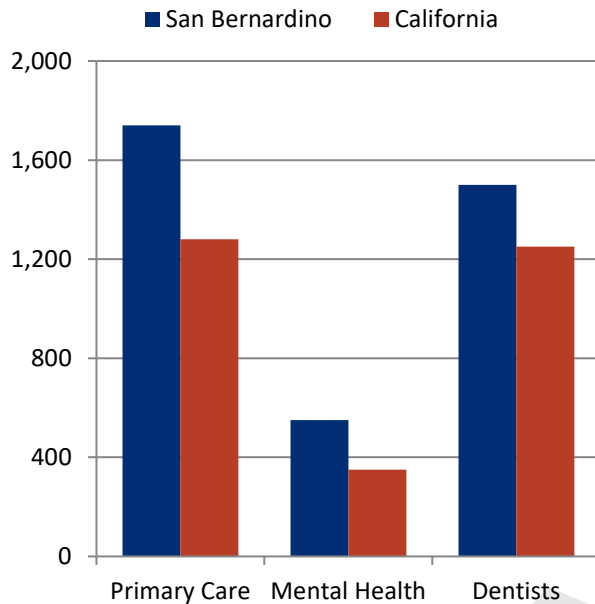
Source: CalEnviroScreen 3.0, OEHHA, 2016

### Health Care Professional Shortage

San Bernardino County has long had a shortage of health care professionals, which contributes to its low ranking (50th poorest) for clinician care among counties statewide, according to the Robert Wood Johnson County Health Rankings (2017). The shortfall is often calculated by the number of residents per health care worker. The Office of Statewide Health Planning and Development (OSHPd) has created professional shortage designations for certain areas in California. According to OSHPd, San Bernardino County has three shortage designations—primary care physicians, mental health, and nursing—and medically underserved areas in the southeastern and Morongo Valley areas. The County also has a significantly lower ratio of dentists to residents compared to California, although this is not a designated shortage area.

**Figure 4-3 Residents to Physician Ratio, San Bernardino County and California, 2015**

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### Health Conditions

The need for health and human services is largely determined by the health conditions experienced by San Bernardino County residents. As summarized in Table 4-2, the County ranks as one of the poorest in average hours of sleep for adults, obesity rates, and poor/fair health-ranking. Other risk behaviors and conditions—such as current smoking and lack of physical activity—fall in the 16th to 18th ranking. On a positive note, the County ranks as one of the lowest for excessive drinking among adults. Although these health conditions are not directly related to county services—many of the needed services are provided by for-profit providers—these data provide the context for planning health and human services in San Bernardino County.

**Table 4-2. Select Health Conditions in the County and California**

Percentage of Adults who	San Bern. County	State of California	State Ranking*
Average less than 7 hours of sleep	36%	34%	2nd
Are considered obese	28%	23%	8th
Are reported to be in poor/fair health	22%	18%	9th
Reported as current smokers	14%	12%	16th
Report no leisure- physical activity	19%	17%	18th
Report poor mental health days/month	4.0	3.0	22nd
Are excessive drinkers	16%	18%	57th

Source: Robert Wood Johnson County Health Ranking, 2017 Note: state rankings are arranged from 1 to 58, with the worst performance corresponding with lower numerical value.

## 4. Health and Human Services

### 4.2 HEALTH AND HUMAN SERVICES

The County of San Bernardino Human Services Department works to build a healthier community by strengthening individuals and families, enhancing quality of life, and valuing people. Human Services is composed of eight county departments: Transitional Assistance (TAD), Children and Family Services (CFS), Aging and Adult Services (DAAS), Preschool Services, Child Support Services (DCSS), Veterans Affairs, Behavioral Health (BH), and Public Health (PH). Additionally, several support divisions under Human Services provide administrative support to the department.

The following provides an overview of each individual department—its mission, budget and funding, sample performance metrics, and future planning issues to consider for the Countywide Plan. Additional information can be accessed in individual departmental strategic plans.

#### 4.2.1 VETERAN AFFAIRS

##### Program Overview

The County of San Bernardino has long been a supporter of the US Armed Forces. The County was historically home to the Norton Air Force Base, George Air Force Base, Marine Air Corp Stations in Twentynine Palms and Barstow, and the Fort Irwin National Training Center. Although only three military bases remain, San Bernardino County will continue to be home to a significant veteran population entitled to services.

The County of San Bernardino Department of Veterans Affairs (County VA) was created in 1926 to help local veterans and their families obtain veterans' benefits from

federal, state, and local governmental agencies. It is the oldest veterans' service office in California and one of the oldest in the nation. Since County VA's inception, the Board of Supervisors has continued to recognize the importance of County VA to serve veterans.

Since inception, County VA has assisted more than 175,000 veterans and their families with applying for benefits such as claims assistance, information and referral, advocacy, and outreach. County assistance has allowed veterans to access medical care, life insurance, home loans, pension benefits, disability compensation, education, and vocational rehabilitation. County VA operates main facilities in San Bernardino, Hesperia, and Rancho Cucamonga and part-time offices in Fort Irwin, Loma Linda, Yucca Valley, and Twentynine Palms. County VA also extends its services to nontraditional locations—correctional facilities, homeless shelters, and other locations—to reach veterans in need.

##### PROGRAM SUMMARY

Assists veterans and their families in securing compensation, benefits, and services from the governmental sources

**Authorization:** County Charter

**Budget:** \$2.2 million

**Staffing:** 22 employees

**General Fund:** \$1.6 million

**Cost Share:** 30% state, 70% county

**Clients:** 28,500 veterans & families

**Committees:** Veterans Advisory Committee

Source: 2016 Human Services Annual Report.



## 4. Health and Human Services

### Budget and Funding

In FY16/17, County VA has a budget of \$2.2 million and a staff of 22 employees. The FY 2017/18 Recommended Budget also proposes \$2.2 million for the County VA. The program receives approximately 30 percent of its funding from state and federal sources and 70 percent from the County, with a net county cost of \$1.6 million annually. Despite its net county cost, County VA has brought in more than \$146 million in revenue to veterans living in San Bernardino County. Although these additional revenues do not offset the County General Fund, veteran benefits have net economic benefits. Funds received by veterans are spent and reinvested locally on a variety of local goods and services that benefit residents, business, health providers, and other sectors of the local economy.

### Performance Metrics

County VA has strived to reduce caseloads, streamline application reviews and timelines, and make every attempt to serve veterans in need. According to the 2015/2016 Human Services Annual Report, accomplishments of County VA of the past fiscal year include:

- Processed 1,059 California College Fee Waivers, allowing veterans to save \$4.8 million in tuition fees and helping them to learn skills to transition into gainful employment.
- Helped clients obtain more than \$85 million in federal benefit dollars, which are subsequently spent in virtually every sector of the local economy.
- Served 28,048 county residents with a range of assistance—to obtain benefits for compensation, medical service, and other supportive cases.
- Reduced backlog caseloads and significantly improved case processing times and facility conditions to provide veterans an efficient and effective level of service.

### Future Planning Issues

According to the federal Department of Veterans Affairs, San Bernardino County was home to approximately 112,000 veterans in 2015, which is 16 percent of the 713,000 veterans in the five-county region of Los Angeles, Riverside, Orange, Ventura, and San Bernardino. By 2040, the region's veteran population is projected to decline to 384,000, of which San Bernardino will be home to 87,300 veterans or 23 percent of that population. Declining population levels do not necessarily translate into a lower need for services, because only a fraction of eligible veterans currently receive benefits. There also remains an unmet need in the west end of the county, Barstow, and Needles.

According to the 2011 California Veterans Needs Assessment, veterans will continue to have a significant need for the availability and adequacy of employment, healthcare, education, and housing. In recent years, the County has been working aggressively to address housing needs and homelessness among veterans through its VASH program, Housing First Program, and subsidized housing projects for veterans. Through a countywide, interdepartmental effort, the County VA has worked with partners to assist in housing 901 formerly homeless veterans—more than 90 percent of all homeless veterans in the county.

## 4. Health and Human Services

### 4.2.2 AGING AND ADULT SERVICES

#### Program Description

The County of San Bernardino Department of Aging and Adults (DAAS) is the federally designated Area Agency on Aging, enabling the receipt of federal and state funds for services to seniors and disabled people. DAAS's mission is to provide service to seniors and at-risk individuals to improve or maintain choice, independence, and quality of life and to ensure seniors and adults with disabilities have the right to age in place in the least restrictive environment.

DAAS programs include the Senior Information and Assistance, Elderly Nutrition, Community Service Employment, Supportive Services, Health Insurance Counseling and Advocacy, Family Caregiver Support, Multipurpose Senior Services, and Long-Term Care Ombudsman Program. DAAS also administers the In-Home Supportive Services Program for disabled adults, the Adult Protective Services program, and serves as the Public Guardian as directed by the courts.

#### Budget and Funding

In FY 2015/2016, DAAS had a budget of approximately \$85 million and staff of 313 employees. The Department of Aging and Adults has a budget of \$9.9 million and 40 employees. The FY 2017/18 Recommended Budget includes approximately \$9.7 million for the Department of Aging and Adults.

DAAS receives 85 percent of funding from federal sources, and the remainder from reimbursements and other sources, with no impact on the County's general fund. The Public Guardian function has a budget of \$2.9 million, a staff of 21 employees, and a net county cost of \$900,000 annually. Adult Protective Services has a budget of \$5.9 million with a net county cost of \$242,000. The In-Home Supportive Services (IHSS) program has a budget of \$7.8 million and 42 employees. Funding comes from state and federal sources (85 percent), and the remaining 15 percent is a required local match.

As part of the program funding, certain DAAS's aging programs (under Title IIIb, IIIc, and III d) must have a County match, typically 11 percent, which is funded through volunteers, donations, in-kind services, and cash. The match need not be for each program, but can be combined from any source. Of that match, DAAS cannot count more than 10 percent of program costs for administration. The IHSS program is funded primarily with state and federal dollars with a fixed percentage of costs (17 percent) for the County plus 3.5 percent rate of growth. Costs in excess of the growth rate (due to increase in program participation or costs) are reimbursed by the state of California.

#### PROGRAM SUMMARY

Assists seniors in securing appropriate financial, medical, food, and other supportive services to live independently. Also protects seniors and disabled people and serves as the public guardian.

**Authorization:** Federal/California OAA and the Welfare and Institutions Code

**Budget:** \$84.7 million

**Staffing:** 313 employees

General Fund: None

**Cost Share:** 85 % federal, 15% other

**Clients:** 59,300 estimated

**Committees:** Seniors Affairs Commission

Source: 2016 Human Services Annual Report.

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### Performance Metrics

DAAS operations are guided by its 2016-2020 Area Plan on Aging, adopted in 2017. Seven Regional Councils on Aging assist in gathering the concerns of seniors in their communities and informing the AAA. The Seniors Affairs Commission also assists in informing the Area Plan on Aging. DAAS submits program data annually that becomes part of the California Aging Reporting System. These include client numbers, characteristics, expenditures, staffing levels, and many other data items. The County transmits program data to the State of California to meet program requirements. During FY2015/2016, the number of unduplicated clients served in DAAS programs include:

- Provided in-home support services to 31,632 aged, blind, and disabled residents. The number of participants has increased by more than 50 percent since 2012.
- Processed 31,800 calls at the Adult Protective Services hotline. Provided adult protective services for 9,159 clients, up 9 percent since 2013/2014.
- Served as public guardian for 605 seniors and disabled individuals as authorized by the courts and Welfare and Institutions Code.
- Served 17,934 seniors and disabled clients as part of the aging program. Key subcategories include congregate meals (9,998 clients), transportation (1,883), and personal affairs (1,507).

### Future Planning Issues

The Department of Finance forecasts significant increases in the senior population in the County. In 2015, 226,000 residents in San Bernardino County were seniors. Over the next 25 years, the senior population will be the fastest growing age group, accounting for nearly half of the county's population growth by the planning period horizon of 2040. By 2040, the number of seniors is expected to increase by 150 percent or 278,500 people—far exceeding the county's projected 30 percent growth. All other things being equal, the County's senior caseload could increase proportionally.

The growth in IHSS caseload and annual minimum wage increases of state employees are placing a severe draw on the County General Fund. For FY 2017/18, the governor is proposing to eliminate the state's maintenance of effort for program cost growth in excess of 3.5 percent annually. This would shift \$35 million in costs to the County of San Bernardino immediately, and this amount would grow over time. Although realignment funds (funded primarily by sales tax) can cover the gap, at least initially, other departments draw from realignment funds (most notably children and family services). Therefore, depleting the realignment fund for the IHSS program will have a direct impact on DCFS.

Seniors face other long-term needs. First, there is a dire need for affordable housing since many seniors and disabled people severely overpay for housing. Subsidized transportation is limited for seniors who depend on it for medical care. Supportive services (home maintenance, utility bills, food, etc.) are a common concern. Long-term care is also a critical issue; only one-third of seniors adequately plan for in-home care because many incorrectly believe Medicare will cover it. Since most seniors cannot afford long-term care, two-thirds of this need is provided by government programs. The Area Plan on Aging provides a list of other key senior needs in San Bernardino County.

## 4. Health and Human Services

### 4.2.3 TRANSITIONAL ASSISTANCE

#### Program Description

The County's Transitional Services Department (TAD) is responsible for administering a range of support programs to meet the basic needs of families and individuals, while working with them to attain self-sufficiency and personal responsibility. TAD administers programs on behalf of the state and federal government, aiding approximately 546,615 households as of March 2017, or approximately 26 percent of the county's total households.

Today, TAD administers four key entitlement programs (number of households served included):

- **CalWORKs.** Provides temporary cash assistance to meet basic family needs and education, employment, and training programs to assist the family's move to self-sufficiency (42,500 families).
- **CalFresh.** The CalFresh program (previously Food Stamps) is a nutritional assistance program designed to help single people and families with little or no income to buy food (143,100 households, more than triple the caseload in FY 2008/2009).
- **Medi-Cal.** The County administers the Medi-Cal program on behalf of the state, offering free or low-cost health coverage for California residents, including low-income children, pregnant women, families, and low-income adults who meet eligibility requirements (355,100 households).
- **General Relief.** Provides loan assistance to indigent individuals and families in temporary need of housing, food, and/or transportation. General Relief is the only TAD program totally funded and administered by the County of San Bernardino (440 households).
- **Foster Care.** Provides financial assistance to an approved caretaker when a child is removed from the physical custody of a parent (5,475 families).

#### Budget and Funding

In FY 2016/2017, TAD had a budget of approximately \$348 million and a staff of 2,950 employees. The Recommended FY 2017/2018 Budget proposes approximately \$334 million (including 2,720 employees) for TAD. The program receives the majority of its funding from state/federal sources, with no net county cost. However, the County is required to pay a maintenance of effort (MOE) for the CalWORKs and CalFresh programs—which translates into an approximately 15 percent cost share for the County. When Cal-Fresh caseload increased during the recession, the County received a state waiver of the incremental increase in its MOE, allowing the County to accommodate caseloads. As that waiver gradually expires, however, TAD will request monies from the General Fund for its MOE.

#### PROGRAM SUMMARY

Provides a wide range of financial assistance in food, medical care, and employment services to qualified families

**Authorization:** Welfare to Work Act of 1997; federal entitlement programs

**Budget:** \$343 million

**Staffing:** 2,987 employees

General Fund: \$ none

**Cost Share:** 85% fed/state, 15% county

**Clients:** Approx. 756,000

Source: 2016 Human Services Annual Report.

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### Performance Metrics

TAD administers government entitlement programs and tracks metrics for compliance with state and federal mandates (see Table 4-3). For Cal-Fresh, the County maintains one of the highest enrollment rates (90 percent of eligible residents) in the state. Another often-measured metric is the Cal-Fresh eligibility error rate that counties satisfy to avoid potential financial sanctions. For CalWORKs, a common metric is the workforce participation rate (WPR), which is the percentage of enrollees who participate in an authorized work activity (job search, vocational training, etc.) required for receipt of benefits. The County maintains a 45 percent WPR, which is lower than California as a whole.

**Table 4-3. TAD Performance Metrics**

Performance Standard	Federal Standard	State Average	County Average	County Goal 2016/2017
Cal-Fresh Error Rate	5.1%	8.4%	1.23%	3.0%
Cal-Fresh Penetration Rate	none	70%	90%	90%
Work Program Participation Rate for families	50%	59%	45%	50%
Medi-Cal Program Enrollment	Program does not have metrics for county government			

State and federal performance metrics, although required, have significant limitations. For CalWORKs, the County Welfare Directors Association has advocated that indicators should relate to outcomes demonstrating self-sufficiency rather than inputs. However, even if only inputs are measured, the County provides critical services that reduce work barriers (e.g., mental health, GED assistance) but are not recognized as eligible work participation activities toward the County's WPR.

### Future Planning Issues

Future caseload is dependent in part on population growth, the income of households, the economy, and other factors. Social safety net programs—including CalWORKs and CalFresh—are designed to expand when economic times are difficult and more families are in need. Enrollment for other safety net programs, like Medi-Cal, varies with changes to the ACA and eligibility requirements. During the recent recession, program enrollments were up throughout the County. However, because the economy has improved more slowly in the Inland Empire than in other regions of California over the past five years, the County has not seen appreciable declines in program enrollment.

Statewide Cal-Fresh enrollment has been increasing for some time, but San Bernardino's high reach suggests that additional enrollment would be limited, except enrollment related to population growth. Meanwhile, CalWORKs participants have continued to decline statewide and in San Bernardino County. Declines have been attributed to the program restrictions, although program enrollments are also directly tied to the health of the overall state and regional economy. For Medi-Cal, enrollment had been gradually increasing with the implementation of ACA, but began to increase substantially in 2014 due to changing regulations that expanded the number of eligible participants.

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### 4.2.4 CHILD SUPPORT SERVICES

#### Program Overview

In accordance with statewide reforms in 1999, the Department of Child Support Services (DCSS) was established and authorized to be responsible for the enforcement and collection of child support for families. Prior to that, the County District Attorney was responsible for the program. The Federal Office of Child Support Enforcement and the State Department of Child Support Services oversee the program.

DCSS promotes self-sufficiency by helping parents meet their mutual obligation to provide financial and medical support for their children. DCSS services are offered countywide from offices in the high desert, west end, and greater San Bernardino Valley. DCSS services include but are not limited to: locating parents to establish court orders, enforcing court orders, securing child support payments, establishing and enforcing medical support, maintaining records of payments made and balances due, and modifying court orders as appropriate.

DCSS is committed to providing these services in a timely, effective, and professional manner. It should be noted that these services are provided only to families that request services directly or seek County assistance. Many child support orders are provided or negotiated through private actions in family court and not paid through DCSS.

#### Budget and Funding

In FY 2015/2016, DCSS had a budget of approximately \$40 million and staff of 428 employees. The program receives 34 percent of its funding from the state and 66 percent from federal sources with no draw on the General Fund. It should be noted, however, that the County DCSS, like similar departments throughout California, has been flat funded, receiving extremely limited increases in state or federal monies since 2002. Funding allocations were set in 2000 and as time has passed, certain regions of the state have been significantly impacted, resulting in underfunding. The FY 2017/18 Recommended Budget for Child Support Services is \$40.2 million.

The impact of the flat funding has been offset, to some degree, by declines in caseload. Caseload has declined from about 172,000 cases in 2011 to 112,000 cases in 2015. However, there continued to be increases in the costs of staffing, equipment, contracts and leases over the same period. DCSS has accommodated these cost increases by finding more affordable office lease agreements, eliminating vacant positions, and making other budget cutbacks. However, the long-term funding constraints will eventually place DCSS in a precarious financial position.

#### PROGRAM SUMMARY

Assists parents by establishing and enforcing reliable financial and medical support for their children.

**Authorization:** Social Security Act (1975), and California Family Code §§ 4050 and 17000 et. seq.

**Budget:** \$40 million

**Staffing:** 428 employees

General Fund: None

**Cost Share:** 34% state, 66% federal

**Clients:** 112,000 cases

Commissions: None

Source: 2016 Human Services Annual Report.

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### Performance Metrics

In the early 2000s, legislation at the federal level and state level enacted reforms to improve the overall effectiveness of child support enforcement. Beginning in January 2001, State DCSS established a uniform performance system that consisted of five previous federal standards and eight state performance standards. The State of California monitors these standards as part of its Annual Report to the Legislature. County DCSS has made considerable progress in overall performance in meeting child support enforcement obligations as required by the state and federal governments.

In the early 2000s, the County was not in compliance with state and federal standards. Due to significant improvements in operations, DCSS complies with all state and federal performance goals. Of particular note, the County currently has one of the highest yield (cost effectiveness). Every dollar spent on administration yields \$4.70 in collections.

### Future Planning Issues

County DCSS has a caseload of 112,000 cases—statewide it is second only to Los Angeles County. Successful efforts bring in \$182 million in child support payments to county residents. Projections of the need for child support services in San Bernardino County depend on population increase, loss of income, family structure, and the availability and cost of family law court cases. From 2015 to 2040, the county's population is projected to grow by 606,000 residents, of which 31,000 are expected to be children under age 18. This age group is expected to grow only 5 percent over the next 25 years, which could translate into a minimal increase in the number of cases, all other things being equal.

The primary issue for the foreseeable future is securing adequate funding, since child support services has been flat funded for more than a decade. This is the key impediment for CSS continuing to serve its clientele. Because funding is limited, County DCSS does not aggressively advertise services in an effort to attract or expand its caseload, but takes new cases upon request for services. At some point, however, County DCSS will be unable to meet its service obligations, let alone potential increases in clientele due to natural population growth, unless the state and federal government increase the level of funding needed to serve the residents of the county.

### 4.2.5 PRESCHOOL SERVICES

#### Program Description

The County's preschool services are primarily authorized under the Economic Opportunity Act of 1964. The Preschool Services Department's (PSD) mission is to improve the well-being of children, empower families, and strengthen communities. The PSD goals are to ensure that every child has access to a quality preschool experience to increase the self-sufficiency of families and improve the quality of child development and community assets.

PSD serves 6,000 children from birth to five years of age and pregnant women. PSD's priority includes foster care and homeless children or those with special needs and/or disabilities. Specific programs include:

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- **Early Head Start (EHS).** Assists children up to age three on their physical, social, emotional, and intellectual development and facilitates pregnant women’s access to prenatal and postpartum care.
- **Early Head Start Child Care Partnership (EHS-CCP).** Expands the delivery of high quality education and comprehensive services to low income children up to age three. The EHS-CCP program is a collaboration between existing EHS programs and family child care providers.
- **Head Start.** Provides comprehensive education services to children three to five years of age and their families. Services include health and social services, screenings, school readiness, and nutritional services and education
- **California State Preschool Program (CSPP).** Provides hands-on learning environment that is designed to help children reach their potential in social, cognitive/creative, language, and physical development.
- **Child and Adult Care Food Program (CACFP).** This program is a federally funded program to improve the diets of children under age 13 by providing well-balanced meals. It is implemented at each of the 43 preschool program sites.

### PROGRAM SUMMARY

Offers comprehensive educational, health, and other support services to children and families to help children succeed in school.

Authorization: Head Start

**Budget:** \$54 million

**Staffing:** 700 employees

General Fund: None

**Cost Share:** 100% federal/state

**Clients:** 6,000 children

**Committees:** Policy Council and Shared Governance Board

Source: 2016 Human Services Annual Report.

### Budget and Funding

In FY 2015/2016, PSD had a budget of approximately \$54 million and staff of 700 employees. The FY 2017/18 Recommended Budget proposes \$58 million for preschool services. Head Start is a direct “federal-to-local” program administered by regional grantee agencies, such as county public agencies. The County and several other entities are grantee agencies. The program is fully funded from state and federal sources, with no net County cost or impact on the County general fund. PSD relies on a temporary loan from the County general fund for operations until state reimbursements are received. This is due to differences between the fiscal year for California’s budget cycle and the school year. The General Fund is reimbursed after state payments are received.

### Performance Metrics

PSD establishes program goals as a result of its Community Assessment update, the findings of the program’s annual self-assessment, and a review of the Program Information Report (PIR). The U.S. Department of Health and Human Services publishes performance indicators for enrollment, services to children and families, and staffing at <https://eclkc.ohs.acf.hhs.gov/hslc/data/pir/2016-2017-pdf>. While these performance indicators have been met, PSD current goals and progress toward achievement are:



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- **Promote school readiness.** Increase literacy skills in children ages three to five and social and emotional skills in toddlers, ages 18 months to three years as measured by the Desired Results Development Profile. In 2015/2016, PSD increased literacy skills by 85 percent for enrolled preschool children and social and emotional skills by 25 percent in enrolled toddlers.
- **Promote self-sufficiency through financial literacy, job training, and advancement.** PSD is completing a plan to increase the number of parents who complete high school or a GED equivalent. In 2017, the County Board approved a MOU with First 5 regarding implementation of the program to assist parents in obtaining a high school diploma.
- **Increase center-based care for higher risk children in the areas of highest need.** Several areas in the County (e.g., high desert) have a higher unmet need for preschool services. Center-based slots were increased by 16 in Fontana to accommodate full-day services. PSD also increased enrollment options for foster care children by enrolling 330 children in programs.
- **Reduce obesity in children.** Provided nutrition intervention to 1,721 children identified as being at risk. PSD was successful in reducing the number of preschool children classified as obese or overweight by 60 percent. Metric is measured by body mass index (BMI).

### Future Planning Issues

General service demand can be approximated based on the US Census and Department of Finance population projections. According to the 2011–2015 ACS, approximately 30 percent of children ages 0 to 5 in San Bernardino County live in poverty, which translates to about 55,000 “eligible” children. Currently, PSD serves approximately 6,000—that is, about 11 percent of the estimated need. By 2040, the horizon year of the Countywide Plan, the number of eligible children would increase slightly by 1,925. If funding was increased proportionately, the enrollment would increase by 200 youth. The largest potential need is therefore due to current unmet need rather than population growth.

All enrollment slots are 100 percent full. Areas with high enrollments include central San Bernardino County (namely, the City of San Bernardino) and the High Desert region (specifically around Victorville). In certain areas, like Twentynine Palms and Needles, there are many eligible children who cannot be served due to challenges with transportation and access to facilities. The current waiting list is 702 children—which is equivalent to 10 percent of current enrollment. The highest areas of need are the High Desert (400 children), Central Valley (165), and West Valley and Low Desert (59 each).

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### 4.2.6 CHILDREN AND FAMILY SERVICES

#### Program Description

The County of San Bernardino's Children and Family Services (CFS) provides a variety of programs and services to keep children safe, promote well-being, and support families in need in the least intrusive manner with a family-centered focus. The department's mission is to protect endangered children, preserve and strengthen their families, and develop alternative family settings.

Today, CFS administers five key programs:

- Immediate response services to investigate referrals in which children are alleged to be in danger due to abuse, neglect, or exploitation.
- Family maintenance services that are time limited and court ordered to prevent or correct issues and help create a safe environment for children.
- Family reunification services for children and their families when the court mandates the removal of children from homes.
- Permanency planning services for children are pursued when the court determines that removal from a home is warranted. This includes adoption, guardianship, and foster care.
- Extended foster care services are provided to former foster youth between the ages of 18 and 21 to prepare these young adults for life beyond dependency and to support them in becoming fully self-sufficient as they enter adulthood.

The CFS provides a wide range of programs to support its functions through 12 offices. These include independent living programs, family advocacy and resource services, nine family visitation and support centers, adoption/guardian/foster care services, wraparound services, and many others.

#### Budget and Funding

In FY 2015/2016, CFS had a budget of approximately \$122 million and a staff of 956 employees. For FY 2017/2018, CFS is requesting an additional allocation \$500,000 to Net County cost for staffing increases necessary to enhance services to an increasing number of County families in need and reductions in funding from realignment revenues. Significant concern was expressed by CFS staff regarding threats to realignment funding proposed in California's FY 2017/2018 budget. Specifically, CFS (and other departments such as DAAS) rely on Realignment funds for the State share of programs for many mandated services. If cost share arrangements are altered due to the IHSS program, it will drain the funds that is used to staff and fund services. The State budget mid-year adjustment proposes a gradual phase in of reductions for the IHSS program, but the threat remains.

#### PROGRAM SUMMARY

Provides a range of programs and services to keep children safe, promote well-being, and support families in need.

**Authorization:** California WIC §16500; Adoption and Assistance and Child Welfare Act of 1980, among others.

**Budget:** \$122 million

**Staff:** 956 employees

General Fund: N/A

Cost Share: N/A

**Clients:** Assessed abuse & neglect referrals for over 24,664 children

**Committees:** Children's Network; Children's Policy Council

Source: 2016 Human Services Annual Report

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### Performance Metrics

County CFS's Annual Report contains a number of population-specific measures and program measures that can be used to track enrollment and evaluate programs. For 2015, CFS investigated 40,915 children with allegations. Of that total, 5,136 children had allegations substantiated, or 1 percent of all children under age 18 residing in the county. The same year, CFS made 5,596 out-of-home placements, of which 3,516 (40 percent) consisted of kinship placements. Of the 2,310 youth that exited out-of-home placements during 2015, about 1,194 children (52 percent) were reunited with their families, making that option the most common means of achieving permanency. CFS also assisted with permanent placement of 780 children through adoption, kinship, and guardianship.

Since the early 2000s, the federal and state governments have passed legislation requiring assessments of the outcomes and effectiveness of the child welfare system. In 2001, California passed the Child Welfare System Outcomes and Accountability Act (AB 636), establishing the outcome-based California Child and Family Services Review Process (C-CFSR). The C-CFSR is conducted triennially and focuses on outcomes in three domains—safety, permanency, and well-being. The C-CFSR tracks a number of quantitative and qualitative indicators. The federal government is currently updating how the core quantitative indicators should be measured. The County's System Improvement Plan (2013-2018) is intended to improve performance on outcomes measured by the C-CFSR.

### Future Planning Issues

The CFS Department reports that projecting future caseloads is difficult because so many factors play into the number of referrals, investigations, and placements processed by the department. Despite only a modest increase in population, the caseload has increased at a higher rate. Other related services also report moderate to high caseloads. While population growth may not be a strong determinant of case load growth, CFS is experiencing a significant caseload growth burden as the industry is in constant flux with new mandates, adjustments in operations, and funding constraints. Future planning issues include:

- **Continuum of Care Reform.** Implement AB 403, which requires that all child/family services reduce the use of long-term group home care by increasing youth placement in family settings and modifying existing group home care into places for short-term, intensive treatment.
- **Improving CFS Performance.** Improve the performance on select federal and state C-CFSR metrics relative to timely reunification for children and for permanency placements for children in care for more than two years.
- **Staff Training and Retention.** SBCCFS has had significant turnover in recent years due to retirements, high workloads, and transition to other counties due to wage differentials. CFS will need to develop long-term strategies to train and retain its qualified staff.
- **Funding.** Realignment proposals continue to be proposed at the state level. These proposals threaten to either increase responsibilities for counties or reduce funding available for services. The need for funding that is stable and reliable for the long term will continue to be an issue.

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### 4.2.7 BEHAVIORAL HEALTH

#### Program Description

The County of San Bernardino Department of Behavioral Health (DBH) and its contract providers are responsible for providing mental health and substance-use treatment services to residents who are either unable to afford treatment or lack access to services by private agencies. Treatment services are provided to all age groups, with the primary emphasis on treating youth and their families, adults, and chronically mentally ill adults. Services are delivered via a network of department-operated clinics, community-based contract providers, public schools, and other community-based settings.

Behavioral health services include information and referrals, community outreach, client self-help and support groups, a variety of children's programs, mentally ill homeless programs, employment services, case management, crisis and transitional residential assistance, augmented board and care placements, conservatorship services, supportive housing services, and client transportation assistance. The County DBH provided mental health services to 49,391 clients during fiscal year 2015/2016.

DBH also provides comprehensive substance-use-disorder services through various substance abuse prevention and treatment programs. Services include outpatient clinic services, residential and narcotic treatment services, prevention, and transitional housing. This includes crisis management services (working with community partners) in case of emergencies. The Human Services Annual Report provides a more detailed list of services provided. Under the alcohol and drug programs, the DBH served a total of 7,442 clients during fiscal year 2015/2016.

#### Budget and Funding

In FY 2015/2016, DBH had a budget of approximately \$361 million and staff of 1,292 employees. The 2017/18 Recommended Budget includes \$489.5 million for BHS. The Department's cost to the General Fund is approximately \$2 million annually. The major source of mental health services is the MHSA Act, which contributes \$175 million annually to County services.

#### Facilities and Services

DBH provides services through an extensive network of more than 50 outpatient clinics, residential facilities, and other service locations. These include:

- **Outpatient Clinics.** DBH operates 20 outpatient clinics that provide alcohol and drug and/or mental health services to adults and children. Nine offer school-based services to children.

#### PROGRAM SUMMARY

Provides a range of mental health and substance abuse treatment programs and service to income-qualified residents.

**Authorization:** MHS Act of 2004; WIC, Div 5

**Budget:** \$361 million

**Staffing:** 1,292 employees

General Fund: \$2 million

**Cost Share:** 42% federal/state, 45% realignment, 13% other

Clients: N/A

**Committees:** Behavioral Health Commission

Source: 2016 Human Services Annual Report

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- **Clubhouses.** DBH funds 9 clubhouses throughout the county that serve as peer support centers for adults with “lived mental health experiences” ages 18 and over.
- **Crisis Walk-in Centers.** DBH has 3 crisis walk-in centers in the Valley, High Desert, and Morongo Valley that are supported by four community crisis response teams.
- **Residential Inpatient.** The County contracts with 11 providers for adult residential services to provide inpatient residential and rehabilitation services for adults.
- **Inpatient Psychiatric Care.** Five hospitals (Canyon Ridge, Arrowhead, Loma Linda, Redlands, and Community Hospital) provide up to 250 beds for inpatient psychiatric care.
- **Transitional Assistance for Youth.** Four TAY centers provide outpatient mental health services, case-management, and placement to assist youth in adjusting to adult environments.

### Performance Metrics

DBH has established a Systemwide Program Evaluation and Outcome Committee to develop and manage its framework for program goals and outcomes. DBH uses key performance indicators for tracking the accomplishment of department goals. Data are collected from the DBH data warehouse, practice management system, client surveys, and program-specific data sources. DBH also prepares a Quality Improvement Performance Plan that meets the contractual requirements of the Mental Health Plan Contract with DHCS and additional areas of performance improvement identified by California External Quality Review Organization, the County Business Plan, and DBH Strategic Plan. To implement these efforts, DBH conducts performance-monitoring activities for operations to improve the access, quality of care, and outcomes of the service delivery system.

In addition to the above, DBH has made progress in developing:

- First draft of new interactive dashboards from warehouse data, which provide more accessible data to influence decision making.
- Studies to explore geographic and service access to behavioral health care for adult mental health, substance use disorder, and early and periodic screening/diagnostics/treatment.
- Establishing the DBH Framework for Performance Outcomes in 2015 which also maps MHSA outcome measurement reporting.
- Integrating Transformation Collaborative Outcomes Management (TCOM) measures as resources permit. More information can be accessed at <http://wp.sbcounty.gov/dbh/tcom/>.

### Future Planning Issues

DBH produces various internal plans that address the challenges and opportunities in implementing specific programs and readers can refer to those documents for additional detailed information. That said, the conditions and drivers affecting mental health care in California and counties are shifting. There is a growing recognition of the key role of mental health in individual and family wellness, its linkage to cost containment for communities and health care systems, and community quality of life. DBH faces specific challenges in improving and sustaining its mental health system.

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Some of the key overarching issues include:

- **Transportation Access.** Given the geographic size of the county, ensuring access to services is challenging, particularly for people who do not have or cannot afford reliable transportation. However, even if clients are seen initially by appropriate mental health and substance use disorder professionals, the client must continue to access services to maximize effectiveness. Multiple service visits are possible only with reliable transportation access to a provider.
- **Access to Qualified Professionals.** San Bernardino County is a designated psychiatric health professional shortage area, particularly in outlying areas, County residents may have difficulty accessing the range of qualified mental health professionals when needed. Shortages are acute in areas such as Victorville, Needles, Barstow, and Hesperia. Studies also show a lack of psychologists, licensed clinical social workers, and marriage and family therapists. Although data is lacking, there may also be a lack of trained specialists in substance use disorders.
- **Continuum of Care for Crisis/Emergency Services.** The behavioral healthcare system in San Bernardino County is in need of alternatives to inpatient hospitalization, institutionalization, and/or incarceration to address the needs of adults experiencing an acute mental health crisis. The County needs to continue building out its system of crisis care-including crisis walk-in centers, crisis residential treatment centers, and other auxiliary facilities.
- **Evaluation, Outcomes, and Accountability.** All county mental health service providers are required to track behavioral health indicators by state and federal entities. Eventhough many service quality measures exist, many focus on processes or inputs, rather than outcomes. Relatively few indicators have received national endorsement or are used across major quality reporting programs. This presents some challenges as behavioral health systems are increasingly recognizing the need to shift to value-based models to measure outcomes and receive funding.

### PROGRAM SUMMARY

Provides a range of health services and programs to improve the health, wellness, safety, and quality of life in the County.

Authorization: County charter

**Budget:** \$116 million

**Staffing:** 915 employees

General Fund: \$5 million

**Cost Share:** 48% federal/state, 19% realignment, 16% fees/rates, 17% other

Clients: N/A

Committees: None

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Source: 2016 Human Services Annual Report

### 4.2.8 PUBLIC HEALTH

#### Program Description

The County of San Bernardino Public Health Department (DPH) is responsible for administering a range of federal, state, and local programs to ensure a healthy quality of life for all county residents and visitors. DPH's mission is to work in partnership with its various agencies and community partners to

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promote and improve the health, wellness, safety, and quality of life for residents and visitors in San Bernardino County.

DPH provides 5 key delivery areas:

- **Community Health** provides health care services and assures the quality and accessibility of health care services to the public through federally qualified health centers and public health clinics.
- **Disease Control and Prevention** provides surveillance and prevention of communicable diseases, including tuberculosis and HIV, and provides immunizations to prevent disease.
- **Environmental Health** prevents, eliminates, or reduces hazards affecting health, safety, and quality of life through integrated, regulatory programs such as Food Protection, Vector Control, and other land use/water protection programs.
- **Animal Care and Control** protects the public from rabies through dog vaccinations, stray animal abatement, wildlife rabies surveillance, and public education.
- **Community Outreach and Innovation** encompasses Community Vital Signs, a multi-sector initiative that complements the wellness element of the Countywide Vision. This initiative sets evidence-based goals and priorities for action that encompass policy, education, environment, and systems change, with a focus on alignment of existing resources and partnerships for sustainable long term, improvements.

### Budget and Funding

In FY 2015/2016, DPH had a budget of approximately \$116 million and staff of 915 employees. DPH receives approximately 48 percent of funding from federal/state sources, 19 percent from realignment funds, 16 percent from fees and rates, and 17 percent from other sources. The DPH has a net county cost to the general fund of approximately \$5 million. Realignment funding remains an important part of DPH's funding, and that component continues to be in jeopardy due to the state budget. In the FY 2017/2018 Recommended Budget, DPH has a budget of approximately \$112 million and staff of 751 employees.

### Performance Metrics

DBH has a multilayer system of performance metrics to guide its operations, comply with state and federal regulations, and evaluate programs. Listing all the indicators is beyond the scope of this report. However, key performance measurement systems include:

- **Community Vital Signs.** The CVS Initiative establishes a health improvement framework by using data to set goals, priorities, and actions to improve the quality of life in the county. CVS provides outcomes in education, employment, the environment, public safety, and health. Data are provided for the county with city, state, and Healthy People 2020 goal comparisons.
- **National Accreditation Standards.** DPH is in the process of seeking national accreditation. Public health accreditation measures performance against a set of nationally recognized standards

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that focus on accountability, efficiency, effectiveness, and outcomes. To receive accreditation, the County must demonstrate compliance with numerous metrics as well as organizational processes that demonstrate the department's capacity to deliver the three core functions and the ten essential services of public health.

- **State and Federal Reporting.** In addition to local reporting for the CVS Initiative and national accreditation standards, DPH also produces a variety of indicators for state and federal monitoring purposes. These include mortality statistics, morbidity statistics, and other metrics that are transmitted to a variety of health and human services agencies at the state and federal levels.

### Future Planning Issues

The County faces a number of challenges for the foreseeable planning period.

- **Health Care Infrastructure.** As highlighted earlier in this chapter, the county lacks sufficient health infrastructure and trained resident workforce to provide services. This is most pronounced in outlying Mountain and Desert regions of the county.
- **Prevention.** The bulk of public monies for health services is traditionally earmarked for treatment. Although the County facilitates a healthy-community initiative to address the effects of the built environment, long-term improvement will only be realized when focus shifts to investment in prevention activities, as well as the social determinants of health, including housing, education, income stability, and safety.
- **County geography and size.** The sheer size and expanse of the county and the transportation required to serve communities will continue to remain a challenge for achieving population health goals since it influences the feasibility of health care infrastructure, the location of professional trained workforce, and the provision of virtually every health service in the county.
- **Built Environment.** The county's built environment has a significant role in influencing health and well-being. However, the County lacks jurisdiction over decisions made by city/town leaders that ultimately impact public health and welfare. This limits the ability of the County to materially change the environments that affect population health goals.



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### 4.2.9 ARROWHEAD REGIONAL MEDICAL CENTER

The County of San Bernardino Arrowhead Regional Medical Center (ARMC) is a “safety net” hospital with the primary mission of providing quality health care. ARMC is a state-licensed, 456-bed, university-affiliated teaching hospital that is state-licensed and operated by the County of San Bernardino on a 70-acre campus in Colton. As a safety net hospital, ARMC provides care to the uninsured as well as Medi-Cal beneficiaries, Medicare beneficiaries, and those with private insurance.

ARMC is a designated Level II Trauma Center; the only trauma center in San Bernardino County verified by the American College of Surgeons. ARMC has one of the busiest Emergency Departments in the state. It also operates a regional burn center, primary stroke center, free-standing behavioral health center, and four primary care centers, including three family health centers and a neonatal intensive care unit. ARMC provides more than 40 outpatient specialty care including a chest clinic and neurodiagnostics, diabetes clinic, pediatrics clinic, respiratory care services, and women’s health services

In keeping with its mission, a variety of community outreach and wellness programs are offered, including the Breathmobile (asthma education and screening), a mobile medical clinic, annual health and safety expo, and annual 5K walk-run event. ARMC is the principal clinical site for multiple accredited medical residency programs. Specialty programs include: emergency medicine, family medicine, internal medicine, surgery, neurological surgery, OBGYN, psychiatry, and ophthalmology.

#### Budget and Funding

In FY 2015/2016, ARMC had a budget of \$506 million and staff of 3,700 employees. In the FY 2017/18 Recommended Budget, ARMC has a budget of \$606 million and staff of 3,906 employees. Over 81 percent of funding sources are expected to come from state, federal, and other government entities and fees/rates should provide another 15 percent. Budgeted expenditures are \$3 million below anticipated revenues from all sources. This position is not uncommon given the safety net mandate of county hospitals and low reimbursement rates from insurance and the state and federal government.

ARMC’s financial position is also closely tied to Medi-Cal reimbursements and Section 1115 Waiver related payments. This consists of three components: PRIME, Global Payment Program (GPP), and Whole Person Care (WPC). These IGTs are used to send the non-federal share of Medi-Cal managed care and Section 1115 Waiver payments to the state to receive matching contributions. Medi-Cal managed care payments provide for maximum reimbursement under the allowable rate range. PRIME funding is tied to meeting metrics and project objectives set to national standards. GPP funding is tied

#### PROGRAM SUMMARY

Provides more than 40 outpatient specialty care services as well as trauma, burn, stroke, behavioral health, primary care, and women’s and children’s health care.

**Authorization:** County charter

**Budget:** \$506 million

**Staffing:** 3,700 employees

General Fund: \$None

**Cost Share:** 79% federal/state, 16% fees/rates, 5% other

**Clients:** 25,270 discharges

**Committees:** Arrowhead Regional Medical Center Joint Conference Committee

Source: 2016 Human Services Annual Report

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to treating remaining uninsured through non-traditional or complementary services. WPC is designed to provide comprehensive integrated care to high-risk and vulnerable patients.

### Performance Metrics

ARMC has a multilayer system of performance metrics to comply with state and federal regulations and evaluate services. Listing all the indicators is beyond the scope of this report. However, key performance measurement systems include:

- **State and Federal Reporting.** ARMC reports to the State of California Department of Public Health for licensing as well as to track a variety of issues including emergency department use, disease reporting, and healthcare-associated infections. It also provides performance metrics and other data to the Centers for Medicare and Medicaid Services.
- **Accreditation Standards.** ARMC provides performance metrics to maintain accreditations with several organizations including the American Osteopathic Association, Centers for Medicare and Medicaid Services, and the American College of Surgeons. ARMC also received accreditation from the Joint Commission, a step to demonstrate a commitment to a higher standard of care.
- **Community Vital Signs.** The County's CVS Initiative establishes a community-driven health improvement framework by using extensive health data to set goals, priorities, and actions to improve overall population health. It is a partnership between DPH, DBP, and ARMC. More information on the CVS Initiative is provided under the Public Health Department section.

### Future Planning Issues

Arrowhead Regional Medical Center faces a number of future planning issues.

- **Medi-Cal 2020.** On December 30, 2015, the federal Centers for Medicaid and Medicare Services (CMS) approved Medi-Cal 2020 – a five-year renewal of California's Section 1115 Medicaid Waiver, which could provide California with \$6.2 billion in new federal funding through programs that will shift the focus away from hospital-based and inpatient care, towards outpatient, primary and preventative care – in other words, from volume to value.
- **PRIME Program.** Public health care systems' essential safety net mandate can only be maintained if these systems attract, retain and compete for newly covered patients under ACA. To address Medi-Cal 2020, ARMC will implement the California Public Hospital Redesign and Incentives in Medi-Cal (PRIME) Program that builds upon prior efforts established under the Bridge to Reform waiver. The goal of PRIME is to continue significant improvement in the way care is delivered through California's safety net hospital system to maximize health care value.
- **Primary Care expansion.** A 2013 California Department of Public Health County Health Status Profile showed higher-than-average numbers of San Bernardino County residents were hospitalized for manageable conditions, such as diabetes and congestive heart failure, as compared to other counties. ARMC seeks to expand primary care presence and preventative care to reduce

## 4. Health and Human Services

reliance on the emergency room for non-emergency conditions. ARMC is planning to redesign their primary care system, expand primary care capacity, and increase staff training.

- **Prisoner Health Services.** Realignment of the state prison system shifted inmates from state prisons to County detention facilities. In FY 2016/17, the County funded the design and construction of a separate acute care ward on the ARMC campus to help meet medical needs of prisoners.
- **Teaching Hospital.** The California University of Science and Medicine (CalMed) is a private, not-for-profit medical school founded in San Bernardino County in 2012. CalMed signed an affiliation agreement with ARMC in 2015 and plans on occupying 29 acres adjacent to ARMC. In 2017, the Board of Supervisors approved a \$10 million, five-year agreement to support the effort for a new medical school. Cal-Med is expected to open in summer 2018.
- **Disease Management Registry.** The majority of ARMC patients has at least one chronic condition and almost half have multiple chronic conditions. Disease registries allow ARMC to produce patient reports to inform physicians and their teams, produce progress reports, and identify patients that are overdue for care. ARMC is expanding the use of a disease management registry to track and more effectively manage patients with chronic conditions.
- **Expand Specialty Care Capacity.** According to ARMC's 2011 DSRIP, unnecessary referrals can delay specialty care for those who truly need it. A specialty care gaps analysis could identify impacted specialty clinics, ways to improve the referral process, and expand care capacity where needed.
- **Whole Person Care Project.** Integrating more with other county departments to help improve the continuum of care. This could involve inventorying services, sharing data, coordinating on future strategic plans, and creating a referral system that gets the correct services to a person in need at the right time without breaching any privacy issues.
- **Expand Medical Home Concept:** A medical home is a place where patients receive coordinated care services such as a proactive health care plan for timely preventative, primary, and chronic care. ARMC is seeking to transition to an evidence-based patient centered medical home model to provide timely, proactive and coordinated care for chronic disease management. ARMC is seeking to develop a system where patients are assigned to a primary care team within a designated primary care clinic as their medical home.
- **Federal Legislation.** Following implementation of the ACA, ARMC emergency department use decreased and stabilized. The number of uninsured patients is currently declining under ACA, and members of this group are migrating to expanded coverage and higher payment rates under Medi-Cal Managed Care. It is unknown how future state and federal legislation related to the ACA may impact payment rates, demand, and levels of service at ARMC.

## 4. Health and Human Services

### 4.3 OTHER IMPLEMENTING AGENCIES

The state and federal government set the legal and regulatory framework for the provision of services by the Human Services Department. However, County operations are also overseen by several agencies and commission that report to the Board of Supervisors. Key agencies are described in this section.

#### 4.3.1 COUNTY OF SAN BERNARDINO COMMISSIONS

The County of San Bernardino has many appointed commissions charged with the responsibility of providing oversight over the provision of health and human services in San Bernardino County, working with responsible departments, and advising the Board of Supervisors.

##### **Children’s Network and Policy Council**

In 1988, the Board of Supervisors established the Children’s Network and its governing board, the Children’s Policy Council, to provide direction for the partnerships established through the Children’s Network. The policy council has powers and duties prescribed by the Board of Supervisors. These include prioritizing, committing, and directing resources for interagency projects and programs; developing an annual master plan for children’s services; reviewing funding recommendations to forward to the Board of Supervisors for Child Abuse Prevention funds; developing departmental protocols and interdepartmental MOUs; recommending grant applications and projects that will benefit children at risk; and recommending positions on legislation affecting children’s issues.

##### **Children’s and Families Commission (First 5)**

Created in 1999, the Children’s and Families Commission purpose is to annually adopt a strategic plan for the support and improvement of early childhood development in the county, as prescribed in Proposition 10; to adopt the above strategy and submit it to the State Commission; prepare an annual audit report; hold at least one public hearing on each annual report; and perform any other duties required of it by Proposition 10. Membership includes one member from the Board of Supervisors and two members, including the Assistant County Administrative Officer for Human Services and either the Health Officer or the Public Health Director. The four remaining members are from organizations that are qualified to serve based on their experience in relevant fields. First 5 works in tandem with the various County agencies to advance the health and welfare of children.

##### **Senior Commissions**

The County of San Bernardino has two senior advocacy commissions and committees. The Senior Affairs Commission has been established by the Board of Supervisors to advocate on behalf of seniors who reside in San Bernardino County. In accordance with the Older Americans Act, the Older Californians Act, and County of San Bernardino Ordinance 3897, one of SAC’s responsibilities is to act as an independent advocate for older persons in the County. The Senior Advisory Committee has five standing committees—access/housing, executive, intergenerational, legislative, and nutrition. The In Home Supportive Services Committee is responsible for advising the Board of Supervisors, the Public Authority, Department of Aging and Adult Services, and other involved agencies, or programs, about IHSS and making recommendations to improve services.

## 4. Health and Human Services

### **Veterans Advisory Commission**

In 1996, the County of San Bernardino Veterans Advisory Commission was formed to keep the County Board of Supervisors informed of all problems and issues affecting the County's veteran community and to advise the Board of Supervisors of the appropriate action to resolve such problems. To ensure a qualified body of individuals capable of addressing veteran issues, each member must be a veteran with honorable military service and discharge, a resident of San Bernardino County, and someone who is sensitive to and supportive of veterans' issues. Veterans' issues have ranged widely, but in recent years have focused on addressing homelessness, ensuring staff training and certification, and issues affecting services provided to veterans in San Bernardino County.

### **Behavioral Health Commission**

The Behavioral Health Commission (BHC) advises the Board of Supervisors and Director of Behavioral Health on aspects of local mental health programs. The Behavioral Health Commission reviews the Annual County Behavioral Health Services Performance Contract; evaluates community mental health needs, services, and facilities; and approves procedures for citizen and professional involvement in the planning process. An annual report is submitted to the Board of Supervisors. The Behavioral Health Commission makes recommendations regarding the appointment of a local director of mental health services and assesses the impact of the realignment of services from the state to the County on services delivered to clients and on the local community. The Behavioral Health Commission also reviews and comments on the County's performance outcome data and communicates its findings to the California Mental Health Planning Council.

### **San Bernardino County Grand Jury**

The grand jury's responsibilities and powers are expressed in the California Penal Code (PC), § 3060(ff) of the California Government Code (GC), and § 17006 of the California Welfare and Institutions Code (WIC). The grand jury is required by statute to inquire into certain areas. Under PC § 925, the grand jury shall investigate and report on the operations, accounts, and records of the officers, departments, or functions of the county, including those operations, accounts, and records of any special legislative district or other district in the county created pursuant to state law for which the officers of the county are serving in their ex officio capacity as officers of the districts. The investigations may be conducted on some selective basis each year. At times, the grand jury will review matters affecting the health and welfare of San Bernardino County residents, specifically functions and operations that are carried out by the Human Services Department.

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## 5. ECONOMIC DEVELOPMENT

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### 5.1 INTRODUCTION

Economies grow and decline over time. Laws, governmental requirements, and public investments in programs and facilities may influence the rate at which economies grow and decline. However, cultural values, such as risk tolerance and work ethic; human capital, such as education and health; and social capital, such as trust and goodwill, also influence rates of economic growth and decline independently of direct government action. Furthermore, individual investors' perceptions of, for example, safety, labor force productivity, and profit opportunities, guide decisions on when, where, and how much to invest in business enterprises that drive economic growth (or to not invest, which leads to economic stagnation and decline).

With the understanding that governmental action is only part of the equation, “economic development” can be defined as economic growth and structural change in the regional economy that achieve community-defined goals, such as expansion of employment opportunities, increases in household income and wealth, improvements in the community's quality of life, and expansion and diversification of the tax base that funds public services and facilities. An “economic development program” is the set of policies, programs, and projects undertaken by a community to accomplish objectives that lead, over time, to realization of economic development goals.

The analysis in this chapter covers the economy in San Bernardino County broadly but with an eye on ways that public investment in an economic development program might positively influence the region's economic development. The analysis also acknowledges the myriad organizations that play a role in economic development, from the federal government to civic organizations, and that the County often has little or no say in how these organizations invest in economic development in the region.

The County of San Bernardino Board of Supervisors is the primary policy-setting and public investment entity for regional economic development. As with other regional services, some of the County's economic development program serves all areas, incorporated and unincorporated. At the same time, some of the program focuses on economic development in the unincorporated areas. For example, the Board of Supervisors appropriates funds to market all of San Bernardino County to potential new businesses. In contrast, County investment in infrastructure to support growth and development is usually focused on extending service in unincorporated areas.

The Board assigns much of its economic development efforts to the County of San Bernardino Economic Development Agency (EDA). As with other regional services, some economic development activities are completely funded and controlled by the County. For example, the County decides which trade shows to attend to market the county to potential new businesses and how much to invest in these marketing efforts. Other activities are funded by state and federal programs, which have guidelines and requirements for how these funds are used. For example, the federal government funds programs of

## 5. Economic Development

the County of San Bernardino Workforce Investment Board but prohibits the use of funds to incentivize the relocation of a business from one congressional district to another. Also note that this background report reflects the organization of the EDA during 2016 and the first part of 2017, when the County's Department of Community Development and Housing was part of the EDA. As shown in the County's 2017-18 Recommended Budget, there is now a separate Community Development and Housing agency.

The Board of Supervisors invests in infrastructure for economic development through the Department of Public Works Department and the Special Districts Department.

### 5.1.1 REGULATORY SETTING

Federal and state laws either control the use of funds provided by the federal and state governments for economic development or authorize ways that the County can generate funds for economic development. The federal and state governments do not regulate how the County promotes economic development with its own funds and do not mandate that the County promote regional economic development, with the exception that a workforce development board is required for the county. State law governs how the County can purchase and sell real property, whether for economic development or other public purposes.

#### **Federal Regulatory and Planning Context Workforce Innovation and Opportunity Act**

The Workforce Innovation and Opportunity Act (WIOA) was signed into law on July 22, 2014. WIOA promotes accountability and transparency to ensure that federal investment in job training programs are effective based on evaluations that are data driven. It requires states to strategically align workforce development programs to prepare a skilled workforce to meet employers' needs. This is the first legislative reform of the public workforce system in 15 years.

#### **Foreign Trade Zones**

A foreign trade zone (FTZ) is a secure, Customs and Border Protection privileged area where domestic and foreign merchandise can be stored, manufactured, exhibited, or destroyed duty-free. FTZs expedite international trade, attract foreign investment, and are a strategic connection to regional, national, and international markets. There are three FTZs in San Bernardino County. FTZ #50 includes the San Bernardino Airport and parts of San Bernardino, Los Angeles, and Orange counties. FTZ #202 covers portions of San Bernardino, Los Angeles, Orange, and Riverside counties. FTZ #243 includes the Southern California Logistics Airport in Victorville and sites in Chino, Ontario, and Rialto.

#### **Small Business Act and the Investment Company Act**

The Small Business Act of 1953 established the Small Business Administration to provide the three C's—capital, contracts, and consulting—to small businesses to keep them competitive with larger firms. The Investment Company Act of 1958 established the Small Business Investment Company Program, which provides private venture-capital firms with long-term debt and equity to invest in high-risk small businesses. Together, these organizations give access to credit to many small businesses that would not



## 5. Economic Development

otherwise be able to borrow money. The Small Business Administration also provides training and mentorship to entrepreneurs and small business owners, and works to ensure that 23 percent of federal contracts go to small businesses. The Inland Empire Small Business Development Center provides these services to Riverside and San Bernardino counties.

### **Public Works and Economic Development Act**

The Public Works and Economic Development Act of 1965 created the Economic Development Administration (US EDA) in the US Department of Commerce. The US EDA promotes the innovation and collaboration of distressed communities in America. It was reauthorized in 1998 and continues to work with local economic development officials to provide grants and resources for sustainable economic development strategies. Between 2007 and 2017, the US EDA provided millions of dollars in grants to the Inland Valley Development Agency in San Bernardino County for things like the San Bernardino International Airport and additional office space. The current presidential administration is proposing substantial budget cuts to the US EDA, which may hinder future activities and funding for the County.

### **Immigration Act of 1990**

Congress created the EB-5 Program in 1990 to stimulate the US economy through capital investment and job creation by foreign investors. US Citizenship and Immigration Services, an arm of the Department of Homeland Security, oversees the program. Under this program, investors, their spouses, and unmarried children under 21 years of age are eligible to apply for a green card if they invest at least \$500,000 in USCIS-targeted projects and create or save 10 full-time jobs for American workers.

### **Housing and Community Development Act of 1974**

The Housing and Community Development Act of 1974 amended the Housing Act of 1937 (which initiated federal government funding to dictate local public housing agency efforts) to create the Section 8 Housing program and Community Development Block Grants. The new Department of Housing and Urban Development (HUD) Community Development Block Grant allows grantees to determine which housing and community improvements to fund if certain requirements are met for eligibility.

### **Federal Housing Administration**

The Federal Housing Administration (FHA) was created in part by the National Housing Act of 1934, and in 1965 became a part of the Department of Housing and Urban Development (HUD). This agency was created to set standards for construction and underwriting, and it insures loans made by banks and other private lenders for home building to ensure access and stability in the mortgage market.

### **Fannie Mae and Freddy Mac**

The Federal National Mortgage Association (Fannie Mae) was chartered in 1938 by the National Housing Act to ensure reliable and affordable mortgage funds are supplied throughout the country. It was initially chartered as a government-owned agency, but was converted to a publicly traded company in 1968. The Federal Home Loan Mortgage Corporation (Freddie Mac) was launched in 1970 by the Emergency Home Finance Act to keep Fannie Mae from functioning as a monopoly, and it went public

## 5. Economic Development

in 1989. In the 2008 financial crisis, both firms were placed in a conservatorship run by the Federal Housing and Finance Administration so they could be bailed out with taxpayer money. Today they are both shareholder-owned companies that operate under congressional charters, and they continue to buy mortgages from lenders to give them the liquidity to lower interest rates and provide mortgages to households that might not otherwise afford them.

### **California Regulatory and Planning Context**

#### **Assembly Bill X1 26 and Assembly Bill X1 27**

Prior to these assembly bills, California granted tax increment financing to redevelopment agencies to assist in funding community improvement projects that would remove blight. Implementation of Assembly Bills X1 26 and 27 required the dissolution of all redevelopment agencies in California in 2012. Redevelopment agency bond repayment, loans, and physical assets were transferred to successor agencies. Unencumbered monetary assets were remitted to the state for redistribution to other agencies. There are five former redevelopment areas totaling over 110,000 acres that are expected to be transferred to one oversight committee administered by the County in 2018:

- Inland Valley Development Agency (former Norton Air Force Base): 14,000 acres; joint powers authority of Colton, Loma Linda, San Bernardino, and the County.
- Victor Valley Economic Development Authority: 60,000 acres; cities of Adelanto, Hesperia, and Victorville and Town of Apple Valley.
- San Sevaine Redevelopment Agency: 3,459 acres; unincorporated Fontana sphere of influence.
- Mission Boulevard Redevelopment Agency: 404 acres; City of Montclair.
- Cedar Glen Redevelopment Agency: 837 acres; unincorporated community of Lake Arrowhead.

### **Enhanced Infrastructure Financing Districts**

Allowed in 2014 by Senate Bill 628 and refined in 2015 by AB 313, Enhanced Infrastructure Financing Districts (EIFDs) can finance traditional public works through tax increment bonds and other funding sources (e.g., development agreement funds, community facilities bonds, and state and federal grants). These districts are formed through joint power authorities, and so can consist of a single or multi-jurisdictional authority (including special districts) and can develop partnerships with private and not-for-profit entities.

Bonds must be authorized with 55 percent voter approval in areas with 12 or more voters; if 11 or fewer voters, the vote is calculated among landowners as one vote per acre (rounded up). One or more EIFDs may be created within a city or county and used to finance the construction or rehabilitation of a wide variety of public infrastructure and private facilities, including affordable housing, transit priority projects, mixed-use development, projects that implement a sustainable communities strategy, environmental cleanup, and other types of development. It cannot be used to fund school facilities.

## 5. Economic Development

### Inland SoCal Link iHub

In the Spring of 2010, the State of California launched the Innovation Hub (iHub) program to leverage assets such as transportation, research parks, tech companies, universities, and federal laboratories to improve economic development. The Inland SoCal Link iHub promotes advanced economic development and innovation opportunities provided by the transportation and distribution linkages between the Port of Los Angeles and San Bernardino and Riverside counties.

The Inland SoCal Link iHub's goals include:

- Promoting collaboration and industry development in the advanced manufacturing and logistics sectors.
- Expanding the volume and value of exports through the Port of Los Angeles that are manufactured or produced from Inland Southern California.
- Encouraging foreign direct investment as a mechanism for regional job creation.
- Forming a sustainable platform to support federal, state, and local legislative matters that are mutually aligned between Inland Southern California and the Port of Los Angeles.

### Recycling Market Development Zones

The California Recycling Market Development Zone (RMDZ) program pairs economic development incentives with recycling. The RMDZ program provides loans, technical assistance, and free product marketing to businesses that use recycled materials and are in a zone. Assistance is provided by local zone administrators.

The County of San Bernardino Economic Development Agency administers the San Bernardino RMDZ. This RMDZ encompasses 256,000 acres, primarily in the Valley Region, including many unincorporated communities and the cities of Colton, Montclair, Ontario, Rancho Cucamonga, Rialto, San Bernardino, and Yucaipa.

RMDZs administered by a city or joint powers authorities include the: Chino Valley (Chino and Chino Hills), City of Hesperia, and High Desert (Apple Valley, Barstow, Twentynine Palms, Victorville, and Yucca Valley).

### Key Local Codes and Regulations

#### Countywide Vision

Jobs/economy is one element of the Countywide Vision:

We envision a complete county that capitalizes on the diversity of its people, its geography, and its economy to create a broad range of choices for its residents in how they live, work, and play.

We envision a vibrant economy with a skilled workforce that attracts employers who seize the opportunities presented by the county's unique advantages and provide the jobs that create countywide prosperity.

## 5. Economic Development

In 2012, the San Bernardino Associated Governments (now San Bernardino Council of Governments) and County Board of Supervisors adopted two economic development regional implementation goals—Cradle-to-Career and Business-Friendly.

The components of implementing the Cradle-to-Career goal are:

- Educating the public on the broad impacts of students dropping out of school and the benefits of completing high school and advancing to post-secondary education.
- Engaging parents and the community as partners in efforts to improve students throughout their educational careers.
- Providing adult intervention, tutoring, and mentorship to students.
- Addressing the social and economic needs of families that impact educational success.
- Setting higher goals for educational and career achievement in the community.
- Educating and training the workforce for existing local career opportunities and attracting new high-demand jobs to the area.
- Fostering entrepreneurship and incorporate training that provides students with the skills to create their own jobs.

The components of implementing the Business-Friendly goal are:

- Permitting and regulating agencies adopting an attitude of “helping” rather than “making” businesses comply with laws, regulations, and requirements.
- Encouraging business investment and development through predictability and clarity; fostering TLC (transparency, longevity, and certainty) in the regulatory environment.
- Developing an inventory of best practices in use by government and regulatory agencies; adopt and promote best practices throughout the county.
- Convening ongoing discussions among permitting and regulatory agencies (including their governing board members) and the business community to evaluate and improve working relationships.
- Developing a central point of contact (ombudsman) in the county for business and development assistance, similar to the “Red Team” approach employed in the state during the tenure of Gov. Pete Wilson.
- Developing multispecies habitat conservation plans that build upon and link existing species-specific HCPs and mitigation land banks.
- Working in partnership with the business and educational communities to improve the housing-job balance in order to reduce commuter demand on highway capacity and improve quality of life.

## 5. Economic Development

### 2007 County of San Bernardino General Plan Policy

The Economic Development Element is an optional element, meaning that it is not mandated by the State of California. The County adopted the Economic Development Element to guide expansion of the local economy and therefore job growth, businesses retention, and sufficient revenue to support various local programs and services. The Economic Development Element establishes the following Countywide goals related to the activities of the Economic Development Agency:

- Goal ED 1. The County will have a vibrant and thriving local economy that spans a variety of industries, services, and other sectors.
- Goal ED 3. The County will initiate a variety of vocational training programs geared toward supporting local employers.
- Goal ED 4. The County will assist development of small businesses and encourage new businesses of all sizes.
- Goal ED 10. The County will have a strong and diversified economic base.
- Goal ED 11. The County will revitalize targeted growth areas.
- Goal ED 12. The County will have fiscal viability.
- Goal ED 13. There will be a range of financing opportunities.
- Goal ED 14. The County will have strong economic development programs.
- Goal ED 18. Promote a growing and skilled labor force.
- Goal ED 20. Identify and attract new employment types/land uses that complement the existing employment clusters and foster long-term economic growth.

### 5.2 ECONOMIC DEVELOPMENT AGENCY

The County of San Bernardino Economic Development Agency (EDA) provides programs for individuals, families, nonprofits, corporations, developers, and communities to maximize the use of their talents and skills to support innovation and productivity.

The EDA's mission is to create, maintain, and grow the economic value of the County. The EDA focuses on using County and other resources to stimulate private investment and assist companies with location selection and expansion needs. The EDA also develops an educated and highly skilled workforce. These efforts combined are designed to improve the quality of life for San Bernardino County residents and workers.

In 2010, the EDA partnered with the State of California, Port of Los Angeles, and County of Riverside to cooperatively promote economic development, innovation, and infrastructure linking the port to the Inland Empire. The Inland SoCal Link iHub is a major investment in the region's future that will foster new research and knowledge centers with a focus on advanced logistics.

## 5. Economic Development

### 5.2.1 ECONOMIC DEVELOPMENT DEPARTMENT

Within the EDA, the Economic Development Department offers market and demographic information, site selection assistance, and technical assistance for permitting procedures, other regulations, and financial incentives.

The Economic Development Department can conduct confidential site searches for available properties based on specific client-requested site criteria, as well as coordinate site tours with real estate brokers, developers, utilities, and other key public agencies.

The Economic Development Department connects businesses to appropriate local, state, and federal incentive programs. These programs include:

- California Competes Tax Credit
- California State Hiring Credit/New Employment Hiring Tax Credit (NEC)
- California Sales & Use Tax Exemption
- California State Research & Development Tax Credit
- California Employment Training Panel
- California Sales & Use Tax Exclusion (STE)
- California Manufacturing Technology Consulting (CMTC)
- California Hybrid & Zero-Emission Truck and Bus Voucher Incentive Project
- Figtree Property Assessed Clean Energy (PACE) Financing
- GO-BIZ Permit Assistance
- Federal Investment Credit – Property
- Workforce Development Incentives
- Foreign Trade Zones (FTZs)
- EB-5 Immigrant Investor Program
- Recycling Market Development Zones (RMDZs)
- Southern California Edison
- California Veterans – CALVETS
- California Film and Tax Credit Program
- New Market Tax Credits (NMTC)

#### PROGRAM SUMMARY

Provides a range of services to support investment, business, development, tax, and job-creation in San Bernardino County.

**Authorization:** County charter

**Budget:** \$3.5 million

**Staffing:** 10 employees

General Fund: \$3.3 million

**Cost Share:** 87% county, 7% reimbursements, 3% fee/rate, 3% other

**Clients:** Assisted over 1,000 businesses

**Committees:** None

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Source: 2016/17 Adopted County of San Bernardino Budget

## 5. Economic Development

- Industrial Development Bonds (IDBs)
- U.S. Department of Agriculture (USDA) Rural Development Business Programs

### 5.2.2 WORKFORCE DEVELOPMENT DEPARTMENT

The Workforce Development Department (WDD) meets the ongoing hiring and training needs of businesses. Through this department, businesses have access to training reimbursement programs, tax credits, applicant outreach and screening, human resource consulting, layoff aversion services, and customized training programs.

The WDD operates programs under the guidance of the County of San Bernardino Workforce Development Board (formerly the Workforce Investment Board), funded by the Department of Labor's Workforce Innovation and Opportunity Act (WIOA). The Workforce Development Board is a body of volunteers who supervise the allocation of federal funding to strengthen the skills of the local workforce. The board is led by local business owners and includes public partners, educators, labor leadership, and community-based organizations.

A network of job centers provides career services and training to residents in the County. The America's Job Centers of California (AJCCs) are strategically located in the East Valley (San Bernardino), West Valley (Rancho Cucamonga), and High Desert (Victorville) areas of the County. AJCCs provide online and in-person workforce development services that include the identification of products, programs, activities, services, facilities, and related property and materials.

The WDD implements comprehensive strategies to meet the needs of local businesses for a skilled workforce, while creating opportunities for workers to prepare for careers.

- Human resources hotline
- Customized recruitment services
- Access to a large pool of screen job applicants
- Customized training programs
- On-the-job training funds (up to 50 percent reimbursement of wages for up to six months)
- Tax credit information
- Jobseeker services, posting of available jobs
- Create a resume/letter, online tool to create resume and cover letter
- Education and training programs and funding

#### PROGRAM SUMMARY

Oversees programs to ensure San Bernardino County's job force is prepared for existing and expected jobs within the county.

**Authorization:** County charter

**Budget:** \$22.9 million

**Staffing:** 113 employees

General Fund: None

**Cost Share:** 77% state/fed/gov't, 18% reimbursements, 4% other, 1% operating transfers in

**Clients:** Over 16,000 customers

**Committees:** Workforce Development Board

Source: 2016/17 Adopted County of San Bernardino Budget

## 5. Economic Development

- Labor Market Information, attract new businesses through demographic and market information
- CalJobs, State of California's online resource to connect workers to job opportunities

The WDD also provides youth training programs through partnerships with the following agencies and organizations:

- Apple Valley Unified School District
- Career Institute
- Chino Valley Unified School District Alternative Education Center
- First Institute Training and Management, Inc.
- Goodwill Industries
- Hesperia Unified School District
- Industrial and Technical Learning Center (Chaffey College)
- Inland Empire Healthcare Training Institute
- Inland Empire Job Corps Center
- Mental Health Systems
- Operation M.O.N.E.Y. – Colton Redlands Yucaipa Regional Occupation Program
- Reach Out
- Y4 Youth Event and Job Resource Fair

### 5.2.3 COMMUNITY DEVELOPMENT AND HOUSING DEPARTMENT <sup>12</sup>

The County of San Bernardino Department of Community Development and Housing administers a wide range of programs. Many of these programs are funded through HUD Community Development Block Grant (CDBG). CDBG supports local government and community-based organizations through capital-improvement projects, public services, housing, and economic development.

#### Community Development Division

The Community Development Division is responsible for managing a wide variety of construction, public service, and revitalization projects throughout the County. Other responsibilities of the Community

#### PROGRAM SUMMARY

Invests and leverages state, federal, and local resources to construct and maintain community assets and administer ownership and rental housing programs.

**Authorization:** County charter

**Budget:** \$52 million

**Staffing:** 24 employees

General Fund: None

**Cost Share:** 64% fund balance, 26% state/fed/gov't, 7% reimbursements, 2% other, 1% fee/rate

Clients: N.A

**Committees:** Homeownership Protection Program Joint Powers Authority

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Source: 2016/17 Adopted County of San Bernardino Budget

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<sup>12</sup> This background report reflects the organization of the EDA during 2016 and the first part of 2017, when the County's Department of Community Development and Housing was part of the EDA. As shown in the County's 2017-18 Recommended Budget, there is now a separate Community Development and Housing agency.



## 5. Economic Development

Development Division include securing and administering special purpose grants, like CDBGs from HUD when appropriated by Congress.

CDBGs can be used to build community facilities, roads, and parks; provide or improve public services; and fund initiatives that create new employment opportunities. The County can use CDBG funding in unincorporated areas as well as the cities of Adelanto, Barstow, Big Bear Lake, Colton, Grand Terrace, Highland, Loma Linda, Montclair, Needles, Redlands, Twentynine Palms, and Yucaipa and the Town of Yucca Valley.

### Housing Development Division

The County's Housing Development Division invests and finances public funds to develop quality affordable housing, using funding from the following sources:

- **Mortgage Revenue Bond Program.** Provides mortgage financing for affordable housing through the sale of tax-exempt bonds.
- **Multifamily Residential Rental Housing Revenue Bond Program.** Assists developers of multifamily rental units to increase the supply of rental units available to qualified households; proceeds from bond sales provide financing for affordable rental units.
- **Community Housing Development Organizations (CHDOs).** Uses HOME Investment Partnerships Program funds to develop affordable housing in unincorporated areas as well as the cities of Adelanto, Barstow, Big Bear Lake, Chino Hills, Colton, Grand Terrace, Highland, Loma Linda, Montclair, Needles, Rancho Cucamonga, Redlands, San Bernardino, Twentynine Palms, and Yucaipa and the Town of Yucca Valley.
- **California Housing Finance Agency Special Needs Housing Program.** Provides housing development expertise and real estate lending services for the construction, rehabilitation, and development of housing for persons qualifying for mental health services under the Mental Health Services Act.
- **Housing Asset Trust Funds.** Following the dissolution of the Redevelopment Agency of the County of San Bernardino, the successor agency established a housing asset trust fund to hold the assets once held by the redevelopment agency.

### Housing Assistance Programs

The following housing assistance programs are funded through CDBGs from HUD.

- **Bloomington Revitalization.** Development of 106 units of low income affordable housing with a new library, pool, and community center.
- **CRHMFA Homebuyers Fund (CHF).** Provides down payment, payment, closing costs assistance, and grant and tax credit benefits.
- **Mortgage Credit Certificate Program (MCC).** Provides first-time home buyers with a federal income tax credit on 20 percent of mortgage interest paid per year.

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- **ACCESS and Platinum Programs.** Offer 30-year fixed rate FHA mortgages created to provide affordable housing financing assistance to families that can't afford down payments and closing costs.
- **CHF Residential Energy Retrofit Program.** Helps finance energy-efficient home improvements with grants and a low-interest-rate loan from CHF.
- **Emergency Solutions Grants (ESG).** Supports homeless shelters and administers the 2-1-1 public information program.
- **State Homebuyers Assistance.** CalHFA loan programs and California Homebuyer's Downpayment Assistance Program (CHDAP) provide a second or subordinate loan that does not need to be repaid until the home is sold, refinanced, or paid in full.

### Redevelopment/Successor Agencies

The dissolution of the Redevelopment Agency of the County of San Bernardino is managed by the Department of Community Development and Housing. The main activities include the winding down of the successor agency and undertaking capital investment with one-time bond funds in the Cedar Glen and Sevaive communities.

### Fair Housing Program

The County's Fair Housing Program is administered through a CDBG contract with Inland Fair Housing and Mediation Board, Inc. The Fair Housing Program implements HUD's Voluntary Affirmative Marketing Agreement to give all people free choice over where they want and can afford to reside. Tenant and landlord mediation services are available to residents in unincorporated areas and several cities.

### Labor Compliance

The EDA and CHD provide funding for construction projects that may require a prevailing wage. For those projects, a tracking system is implemented to monitor compliance.

## 5.3 ECONOMIC EXISTING CONDITIONS

This section provides an overview of economic conditions that result from or influence growth and development throughout the county. The first part describes broad socioeconomic trends that may mark a departure from past trends. The second part summarizes other reports that have recently analyzed economic and demographic trends in the county. The final part summarizes existing conditions in demographics, housing, and employment.

In general, existing conditions are in the context of either Southern California as a whole or the five individual counties (Los Angeles, Orange, Riverside, San Bernardino, and Ventura), and then for subregions in the county: Valley, Mountain, North Desert, and East Desert. In a few limited cases, data are provided for the unincorporated and incorporated portions of the county. However, incorporations and annexations cause fluctuations in the population in unincorporated areas, making trends over time meaningless.

## 5. Economic Development

### 5.3.1 BROAD SOCIOECONOMIC TRENDS

#### Generational Transitions

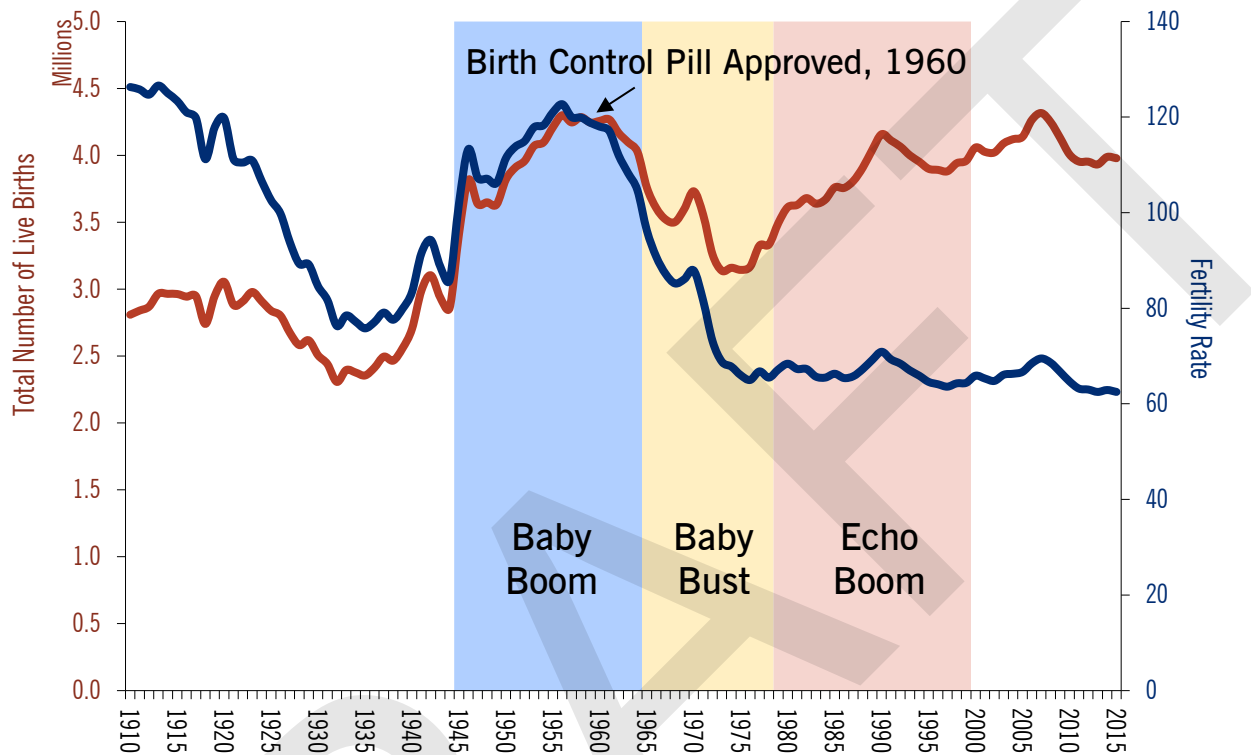
##### Births and Generational Cohorts

After World War II, the birth rate in the United States, which had been declining for decades, increased substantially, as did the number of births. The high number of births per year continued from 1945 until just after the introduction of the birth control pill, and then there was a steep decline from 1964 to 1965. The large population bubble created from 1945 through 1964 is commonly labeled the “baby boomer” generation. Figure 5-1 shows the number of births, fertility rates, and demographic groupings for the United States.

The period following the baby boom is often described as the “baby bust,” reflecting the dramatic decrease in the fertility rate and the total number of births. The fertility rate stopped declining in 1976, and since then, it has changed very little from year to year. However, as the baby boom generation entered the family-forming stage of life, the larger number of women of child-bearing age resulted in an increase in the total number of births. This increase began in 1976, but it was much more gradual than the beginning of the baby boomer generation. This period of increasing number of births is often described as the “echo boom.”

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**Figure 5-1** Number of Live Births and Fertility Rate with Demographic Cohorts, United States, 1910 to 2015



Source: PlaceWorks, 2017, using data from the US Centers for Disease Control and Prevention, National Vital Statistics Program.

The beginning and end of the baby boom are rather clear in the data, starting in 1945 and ending in 1964. The change from the baby bust to the echo boom is less clearly defined. Because Census data typically reports age in 5-year age cohorts, the baby bust period is usually considered as starting in 1965 and ending in 1979. And the echo boom is usually considered as starting in 1980 and ending in 1999.

Finally, the terms baby bust and echo boom are descriptive of the demographic change in these periods, but they are less useful for describing and talking about the people who were born in these periods. Thus, those born from 1965 to 1979 are usually referred to as generation X (or just Gen-X), and those born from 1980 through 1999 are usually referred to as millennials.

As these three generations age—boomers out of the workforce and into retirement, Gen-X into corporate leadership and their highest earnings years, and millennials into home-buying and family-forming stages of life—the national economy, the housing market, retail, and workplaces may experience significant changes. The following sections describe some of these potential changes in more detail. Section 5.3.3 of this report provides more detail about the generational composition of San Bernardino’s population.

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### **Baby Boomers Retire; Gen-X Takes Over**

Each day, 10,000 people in the baby boomer generation retire in America. Retirees will flood leisure markets and begin to draw on social security and investments, creating an imbalance in many markets. Also, this retirement wave will create a dearth of expert knowledge in many fields.

Nationally, there were 18 percent fewer total births during the Gen-X years (1965 to 1979) than during the youngest 15 years of the baby boom (1950 to 1964). As boomers move into retirement, the US labor force does not have enough skilled and educated workers to fill their jobs.

The US economy faces a monumental challenge over the next 20 years. The United States will either have to bring in more skilled and educated immigrants, or the economy will have to become more productive (just to maintain the status quo). If neither of these occur, more US jobs may be shipped overseas.

As boomer retirement progresses, one can expect American jobs to chase American workers. Regions that have the quality of life to attract the most highly educated and most highly skilled workers will also attract the jobs that need those highly skilled and educated workers. Proximity to available labor will become the most important factor for many business location decisions, surpassing land costs, perceived business climate, and where company executives reside.

### **Millennial Home Buyers**

The first millennials are now in their mid-thirties, and the average first time home buyer is 33 years old. As more millennials move into home ownership, the housing market will change, and to some extent already has. From 2000 to 2007, single-family detached housing accounted for 75.7 percent of all new housing in the US. From 2010 to 2015, single-family detached housing provided only 59.4 percent of new housing. Similarly, across Southern California from 2010 to 2016, single-family detached housing only accounted for 34 percent of new housing. However, in San Bernardino County, single-family detached housing accounted for 63 percent of new housing during this time period.

Multifamily housing boomed in the aftermath of the recession in large part through the development of rental apartments for millennials. As these millennials begin buying housing, the unanswered question is whether they will continue to prefer more urban, walkable places or whether they will desire single-family detached houses like most of them were raised in.

Survey data suggest that millennials have different preferences from previous generations—walkability, smaller houses, access to cultural centers, etc. In addition, with higher levels of student-loan debt and more difficulty finding employment than previous generations, millennials may be forced into less expensive housing options.

At the other end of the spectrum, baby boomers tend to express a desire to pay off their current mortgage before they retire and to eventually sell their current home and downsize. Many may still need some of their home equity to supplement retirement savings diminished by the 2008–09 recession. To the degree that there is a similar number of Gen-X and millennials wanting and able to buy those homes,

## 5. Economic Development

the market should take care of itself. However, if millennials are less willing or less able to purchase those homes, baby boomer retirees may find that they have less equity than they expect and may be less able to sell and downsize.

### **E-commerce: Impact on Bricks-and-Mortar Retail**

When adjusted for inflation and population, national retail spending has still not recovered to the levels reached before the 2008–09 recession. Indeed, inflation-adjusted retail sales per household are 2 percent lower than they were at the peak in November 2007. However, this includes spending at nonstore retailers, which are primarily e-commerce businesses. When the sales at e-commerce businesses are removed, inflation-adjusted retail sales per household are 6.6 percent below the prerecession peak.

Nonstore retail sales per household are up 45.7 percent. This nonstore retail growth comes from e-commerce. Online shopping from websites like Amazon is quickly gaining market share and competing with in-store retail; already, e-commerce's share of retail has grown from 6.9 percent in 2000 to 13.3 percent today.

It's uncertain how quickly or how much shopping will take place online, but as people get more comfortable with online shopping and e-commerce sites continue to innovate, it's likely that less shopping will take place in stores.

It is unclear how much of Americans' consumer spending will eventually end up online, but it could be substantially more. Based on the number of store closings announced already in 2017, this year could have more closures than the peak of the recession. And current estimates suggest that more than 10 percent of US retail building space may need to be closed or converted to other uses.

As with all such economic transitions, there will be winners and losers—communities that become retail destinations and communities that lose a substantial share of the retail businesses. One determinant will simply be money—Where is there money to be spent buying goods? But another determinant will be desire—Where do people want to spend their time and money?

Successful retail centers and districts in the future will likely be mixed-use places. They will be mixed use in the sense that they will offer other things people do as part of a shopping trip, such as dining, entertainment, activities and events, and socializing. These are things that the internet is not so good at providing. They will also likely be mixed use in the conventional planning sense of the term—places that mix commercial uses with housing and employment, usually in a pleasant, walkable setting.

### **The Workplace of the Future**

In addition to the structural labor shortage caused by the retirement of the Baby Boom generation (see the “**Error! Reference source not found.**” section **Error! Bookmark not defined.**), technological changes will reshape the employment environment in the future.

From 1987 to 2016, total national employment in the manufacturing sector decreased by 29 percent, yet the value of goods manufactured increased by 86 percent. The U.S. economy produces more than ever with fewer workers, with low value-added products and labor-intensive manufacturing process moving

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overseas. Technological innovation has transformed other economic sectors to a lesser degree. However, with advances in artificial intelligence (including autonomous vehicles), many other sectors—including labor-intensive sectors that have mostly avoided employment losses spurred by technology—may replicate the experience in manufacturing.

In a March 2017 report, accounting firm PwC estimated that 10 to 47 percent of US jobs (14.5 to 68.6 million jobs) could be at risk of elimination by technology advances through the early 2030s. Some categories of jobs may disappear altogether, as did switchboard operators. In other cases, technology will compliment human workers, enabling them to be more productive. This is what has happened in manufacturing since its peak employment in 1978. Figure 5-2 shows the jobs at risk from automation by the share of total jobs in the Inland Empire.

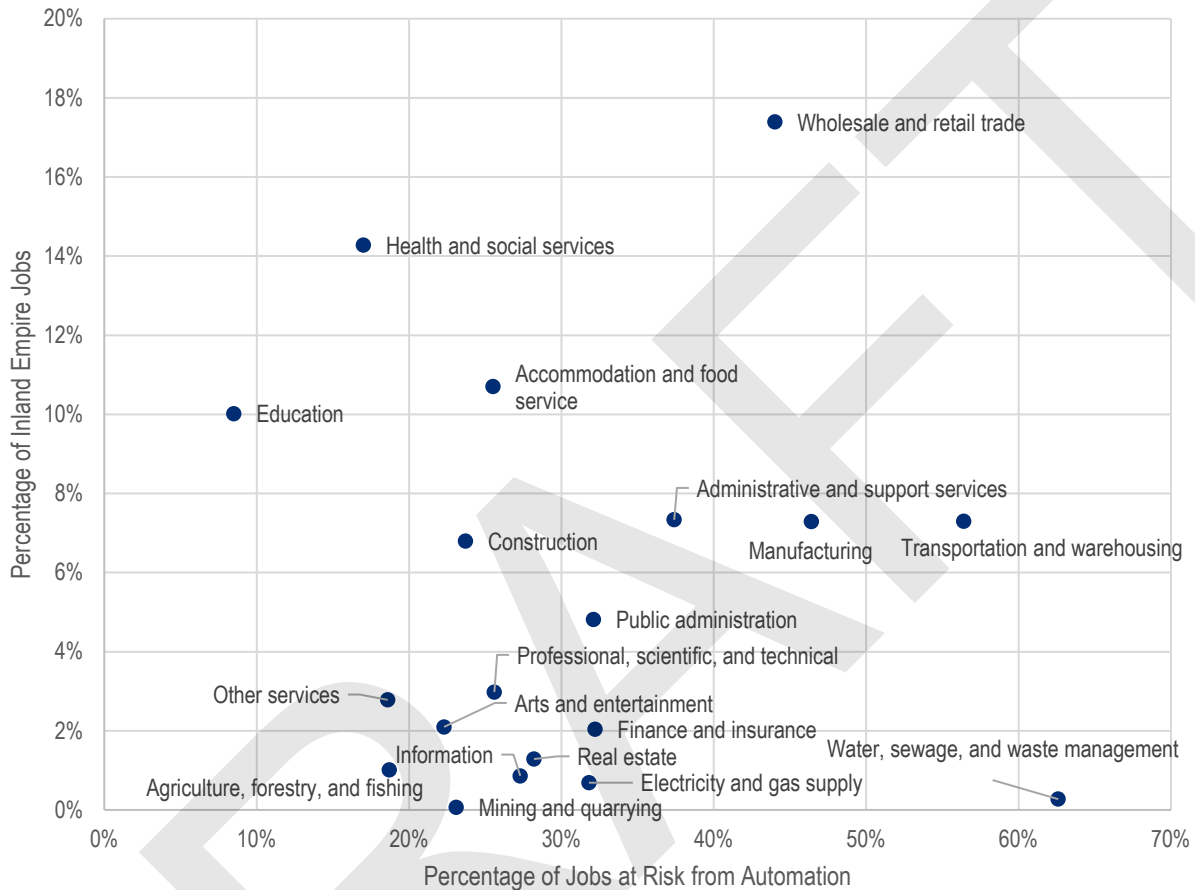
In total, 31 percent of Inland Empire jobs could be at risk from automation. This is about the same amount for each of the five largest MSAs in California (ranging from 29 to 31 percent). Forty-four percent of the jobs in the largest sector of the Inland Empire economy, wholesale and retail trade, are at risk from automation. Also of concern, 56 percent of jobs in the sector that has provide a large share of new jobs over the last ten years, transportation and warehousing, are at risk. This suggests that:

- Business attraction efforts should focus on economic sectors that are at less risk of job loss from automation;
- Businesses outreach and economic development may need to focus on those sectors that are more at risk of job loss from automation; and
- Workforce development should begin assessing the potential needs of and types of assistance that could be provided to workers whose jobs may be eliminated by new technology.

The impact of future technological advances also has social equity impacts. Figure 5-3 shows the percentage of jobs at risk from automation by level of education. Figure 5-4 shows the percentage of jobs at risk from automation by the median wage in 2010. These figures show that job losses from automation threaten those with the least amount of education and those that earn lower wages. Forty-four percent of jobs held by those with less than a high school diploma and 19 percent of the jobs of those with a high school diploma or its equivalent are at risk from automation. Eighty-three percent of jobs in occupations with a 2010 median wage of \$20 per hour or less are at risk from automation.

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**Figure 5-2 Jobs at Risk from Automation by Economic Sector and Share of Current Jobs, Riverside and San Bernardino Counties, 2017 to 2032**

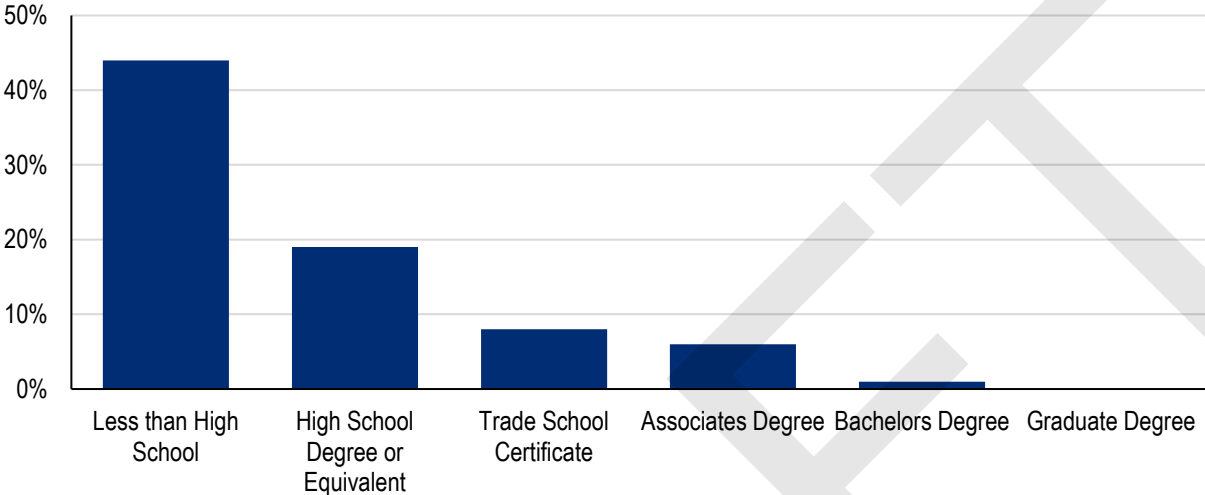


Source: PlaceWorks, 2017, using current employment estimates from the US Bureau of Economic Analysis and jobs at-risk projections from PwC (Consumer spending prospects and the impact of automation on jobs, UK Economic Outlook, March 2017, available online at <http://www.pwc.co.uk/economic-services/ukeo/pwcukeo-section-4-automation-march-2017-v2.pdf>).



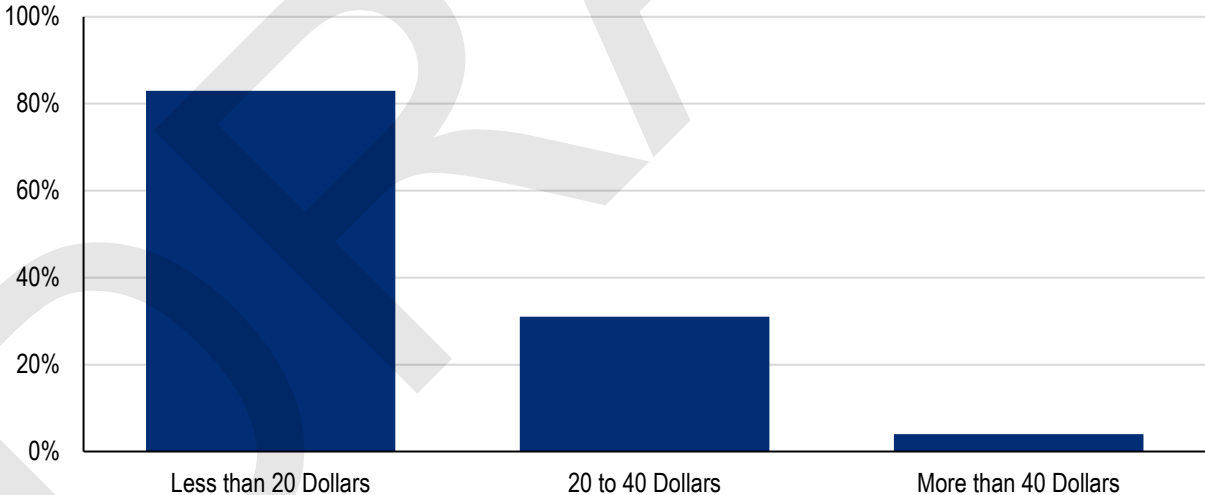
5. Economic Development

Figure 5-3 Percentage of US Jobs at Risk from Automation by Level of Education



Source: PlaceWorks, 2017, using current employment estimates from the US Bureau of Economic Analysis and jobs at-risk projections from PwC (Consumer spending prospects and the impact of automation on jobs, UK Economic Outlook, March 2017, available online at <http://www.pwc.co.uk/economic-services/ukeyo/pwcukeyo-section-4-automation-march-2017-v2.pdf>).

Figure 5-4 Percentage of US Jobs at Risk from Automation by Median Wage in 2010



Source: PlaceWorks, 2017, using current employment estimates from the US Bureau of Economic Analysis and jobs at-risk projections from PwC (Consumer spending prospects and the impact of automation on jobs, UK Economic Outlook, March 2017, available online at <http://www.pwc.co.uk/economic-services/ukeyo/pwcukeyo-section-4-automation-march-2017-v2.pdf>).

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### 5.3.2 OTHER REPORTS

A number of other reports have recently covered many of the demographic and economic issues discussed here, including the Community Indicators Report provided by the County of San Bernardino Economic Development Department, “The County of San Bernardino’s Pivotal Moment” by Joel Kotkin, and the Los Angeles Economic Development Corporation’s yearly “Economic Forecast and Industry Outlook: California and Southern California.” This section gives a brief overview of those three reports.

#### **Community Indicators Report**

The Economic Development Department provides a yearly report meant to take an objective look at the performance indicators in San Bernardino County and compare them to the Countywide Vision. This report covers a wide variety of subjects, related and unrelated to the local economy. The Community Indicators Report does not make projections about the future. Findings from the most recent Community Indicators Report include:

- Unemployment is declining.
- The housing market is continuing to recover.
- The commercial real estate market is gaining strength.
- Tourism spending and employment have grown.
- The Forbes Business Climate Rank has dropped.

#### **“County of San Bernardino's Pivotal Moment”**

This report, written by Joel Kotkin, a fellow in Urban Studies at Chapman University, takes a forward-looking approach to analyzing employment in San Bernardino County. The report suggests that, while the County may have been hit hard by the recession, there is still a bright future ahead, provided localities continue to work on appealing to employers and allow desirable residential development. While many construction and manufacturing jobs have not fully returned, there are other industries that may be taking their place, like technology and advanced business services.

The report makes five policy recommendations for encouraging a thriving San Bernardino economy. The first of these suggests reducing housing regulation and restriction to keep housing affordable. The second recommendation is similar: allow for less dense growth, as it is often needed to bolster dense urban growth. A dense town center won’t grow without growth of all housing types. The next idea is to build a broadly-based economy by appealing to companies leaving Southern California due to high land costs. The fourth recommendation suggests developing infrastructure, like the Ontario Airport, and accommodating immigration to develop global ties. Finally, the report suggests working to increase the skill level of the workforce.

#### **“Economic Forecast & Industry Outlook: California and Southern California”**

While the Los Angeles Economic Development Corporation (LAEDC) prioritizes the needs of LA County, it looks at the regional economy to get a context for LA County’s needs, and hopes to increase

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regional prosperity. The Economic Forecast and Industry Report provides information on the national and regional economies and an outlook for the Inland Empire economy.

Nationally, the general theme is that growth will continue to be moderate. The consumer sector is the biggest driver of growth, while the manufacturing sector has more of a mixed performance. The main risks to the economy are weak global growth and the Federal Reserve's moves to normalize policy rates.

The California economy is growing faster than the national economy, and the unemployment rate in 2015 was the lowest in eight years. Most of the job growth came from professional, scientific, and technical services; leisure and hospitality; healthcare and social assistance; and administrative, support, and waste services. However, nondurable goods manufacturing and natural resources both posted declines in employment.

For the Inland Empire, the major industries to look out for over the next few years are goods movement and real estate. Particularly in consideration of the high activity in the Ports of Los Angeles and Long Beach, the Inland Empire can expect transportation and warehousing along with wholesaling to reach record-high employment levels. Housing prices in the region are expected to continue growing, but construction is started to respond to a tight market.

### 5.3.3 DEMOGRAPHICS

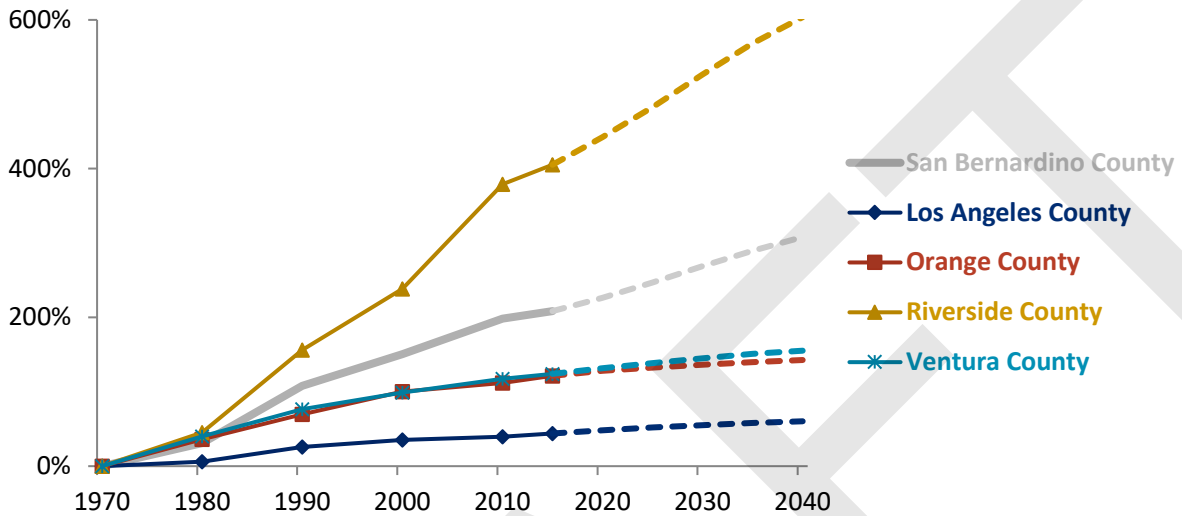
#### Population

##### Countywide

By population, San Bernardino is the fifth largest county in California and the fourth largest in Southern California. County residents make up 11 percent of the Southern California region. San Bernardino County has grown at a faster pace than the coastal counties since 1970 and is projected to continue growing at a faster rate; its growth is outpaced only by growth in Riverside County. Figure 5-5 shows the percentage change in population since 1970 for each decade in each county in Southern California and the CA Department of Finance (DOF)'s population forecasts through 2040.

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**Figure 5-5 Decadal Population Growth since 1970, Southern California Counties**



Source: PlaceWorks, 2016 using population estimates and projections from the California Department of Finance.

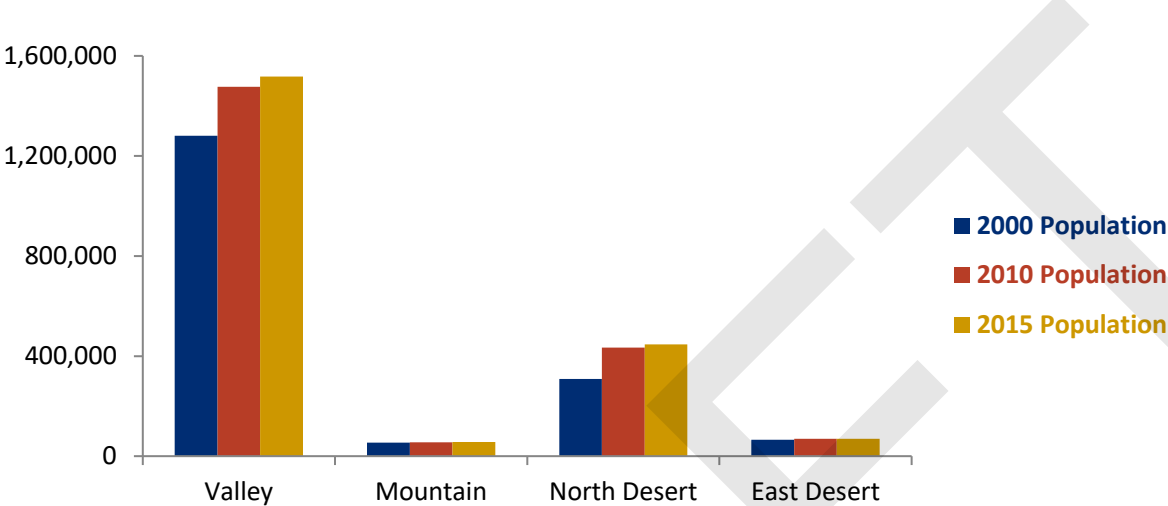
Under the DOF forecasts, San Bernardino County, which was home for 11.3 percent of Southern California’s population in 2015, would grow by 556,680 people and account for 22.8 percent of the region’s growth. The Inland Empire would make up 52.9 percent of the region’s growth. The county’s forecast rate of growth from 2020 to 2040, 1.1 percent per year, is lower than the rate of growth from 1995 to 2015, 1.5 percent per year. This suggests that, even though a relatively large part of the region’s development will occur in the county, the demand to provide public facilities and services for growth and development may be less severe than in the past. This, of course, does not mean that the resources to pay for facilities and services will be commensurate with the demand or on par with past experience.

### County Regions

From 2000 to 2015, San Bernardino County grew by 22 percent (382,429 people). This growth primarily occurred in the Valley region, which grew by 18 percent (236,782 people), and the North Desert region, which grew by 45 percent (138,700). Figure 5-6 shows the distribution and recent growth of population in the County’s four regions.

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**Figure 5-6 Population, 2000, 2010, and 2015, Regions in San Bernardino County**

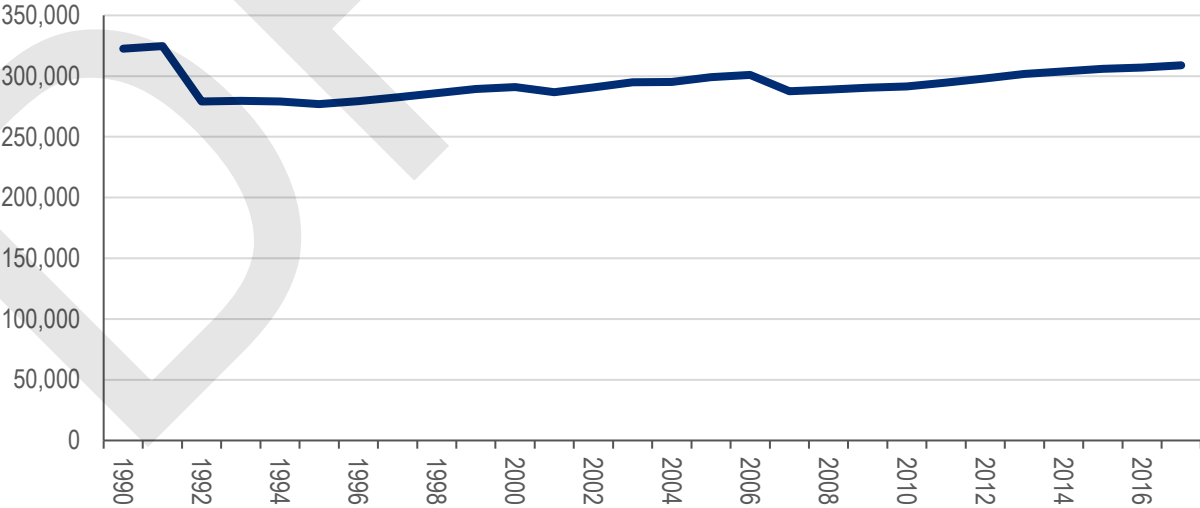


Source: PlaceWorks, 2016 using data from the 2000 and 2010 U.S. Census and Esri 2015 Estimates.

**Unincorporated Areas**

According to estimates from the DOF, the population residing in unincorporated areas of the county was 308,906 at the beginning of 2017. Municipal incorporations and annexations of unincorporated areas have reduced the population in unincorporated areas faster than housing growth increases the population: the population in unincorporated areas was estimated at 322,557 in 1990. Figure 5-7 shows the total population in the areas that were unincorporated in each year from 1990 to 2017.

**Figure 5-7 Total Population, Unincorporated San Bernardino County, 1990 to 2017**



Source: CA Department of Finance, 2017.

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Since the last major annexation in Fontana in 2006, the population in the unincorporated areas has grown at a rate of 0.7 percent per year. Over the same time frame, countywide population has increased at a rate of 0.8 percent per year. These trends in the unincorporated area's population suggests that demands for municipal-type public facilities and services are generally no larger than in 1990 and that the demands for municipal-type public services and facilities to accommodate growth and development are no greater than in the incorporated areas. This does not mean that the County has the same resources available to provide municipal-type public facilities and services as cities and towns have. It also does not mean that it is as economical to provide municipal-type public facilities and services to residents dispersed across many geographically separated communities and neighborhoods as it is to provide services and facilities to residents concentrated in a city or town.

### Age

With a median age of 32.2 years, the population in San Bernardino County is the youngest of the five counties in Southern California. The median ages in the other counties are 34.2 years in Riverside, 35.3 in Los Angeles, 36.7 in Orange, and 36.9 in Ventura. San Bernardino County also has the highest percentage of population under the age of 18 and the lowest percentage of population age 65 and older.

Following WWII, the birth rate in the United States notably increased. This phenomenon created the “baby boomer” generation, who are defined as the cohort of people born between 1945 and 1964. This group of people represents a large portion of the population and has significantly affected society throughout their whole lives.

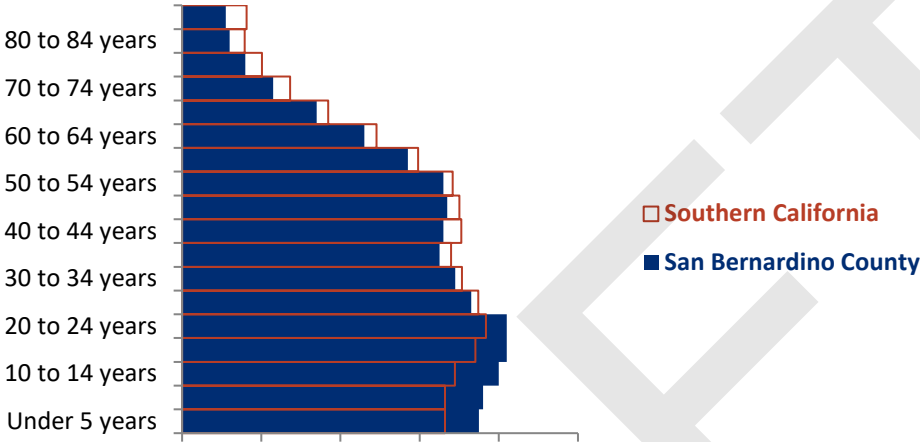
Baby boomers are reaching retirement age; each day, 10,000 people are retiring and exiting the workforce. According to 2010 Survey of Consumer Finance, the median retirement account balance for those people aged 55 to 64 was \$12,000. That means that over half of people will be relying almost totally on social security, home equity, and those around them when they retire, and will likely have large drops in disposable income. The large swaths of retirees will profoundly affect housing prices, healthcare costs, and retail sales over the next few decades, and while the economy as a whole will find a way to deal with it in the long term, that doesn't mean affected cities will go unscathed.

San Bernardino County has a slightly younger population than the rest of Southern California. Figure 5-8 shows the age distribution of the population in San Bernardino County versus the rest of Southern California. About 74 percent of San Bernardino County residents are younger than the baby boomer population, while the rest of Southern California has 71 percent younger than baby boomers.

Within San Bernardino County, the regional ages are distributed similarly to the County. However, the Mountain region has a very different distribution. Figure 5-9 shows the population distribution of the Mountain region versus San Bernardino County as a whole. There is a larger concentration of people in the 50 and older age range.

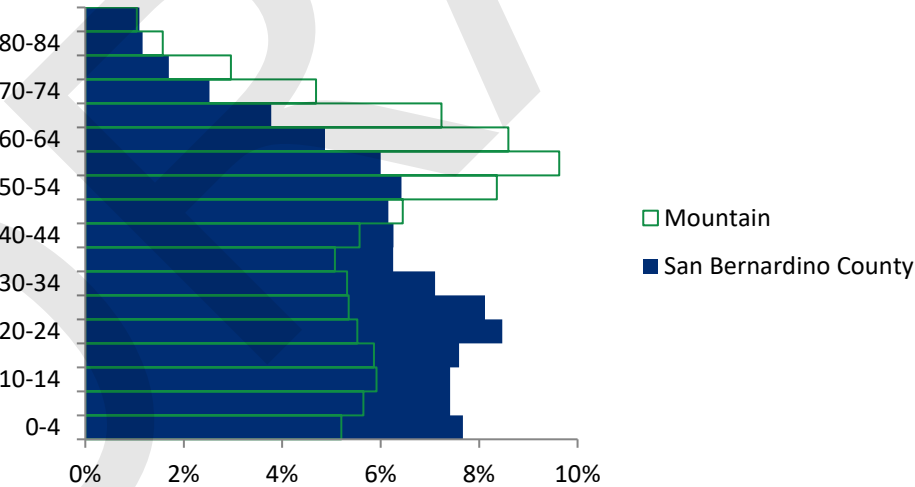
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**Figure 5-8 Distribution of Population by Age, San Bernardino County and Southern California, 2014**



Source: PlaceWorks 2015, using American Community Survey 5 year estimates

**Figure 5-9 Distribution of Population by Age, San Bernardino County and the Mountain Region, 2014**



Source: PlaceWorks 2015, using American Community Survey 5 year estimates

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### Language

San Bernardino County looks very similar to the rest of Southern California in regard to language. Roughly one-third of households speak Spanish at home. The rest of Southern California has a slightly larger proportion of people who speak languages other than Spanish or English, but for the most part, San Bernardino County is indistinguishable. Table 5-1 shows the language spoken at home for San Bernardino County and Southern California.

**Table 5-1. Language Spoken at Home by Household, San Bernardino County and Southern California, 2014**

	Southern California	San Bernardino County
Only English	51%	57%
Spanish	32%	33%
Asian-Pacific Island Language	11%	6%
Other Language	7%	3%
Linguistically Isolated	10.9%	7.0%

Source: PlaceWorks, 2016, using 2014 American Community Survey 5-year estimates

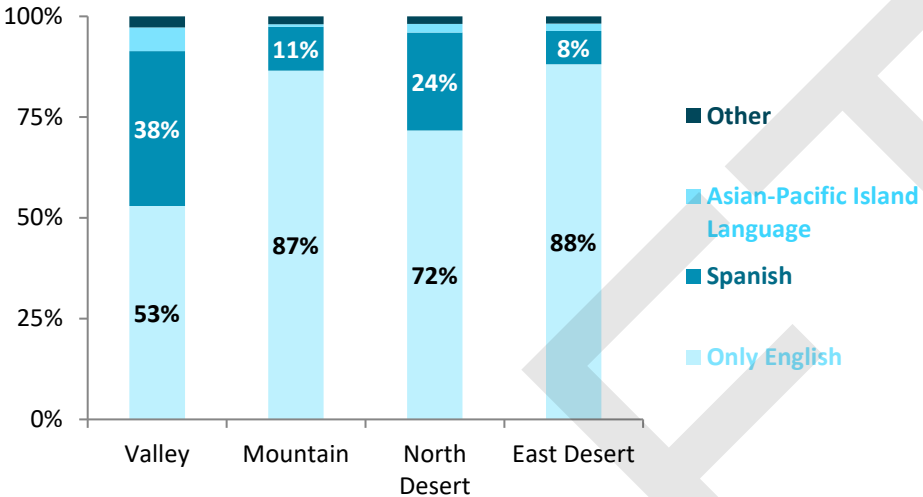
A smaller proportion of the San Bernardino County household population is linguistically isolated, meaning nobody in the household speaks English “very well.” The language barrier may prevent households from accessing services and can limit employment and schooling opportunities, so lower isolation benefits the county.

Within San Bernardino County, there is a large amount of variation with regard to the language spoken at home. In the Valley region, about 50 percent of households speak only English, which is on a par with the rest of Southern California. However, in the other regions, a much larger percentage speaks only English. A larger proportion of Valley residents speak Asian or Pacific Island languages. Figure 5-10 shows the language spoken at home for the regions within San Bernardino County. There are over 43,000 linguistically isolated households in San Bernardino County, all of which could have problems accessing public services.



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**Figure 5-10 Language Spoken at Home, Regions within San Bernardino County, 2014**



Source: PlaceWorks, 2016 using data from the 2014 American Community Survey.

**Foreign-Born Population**

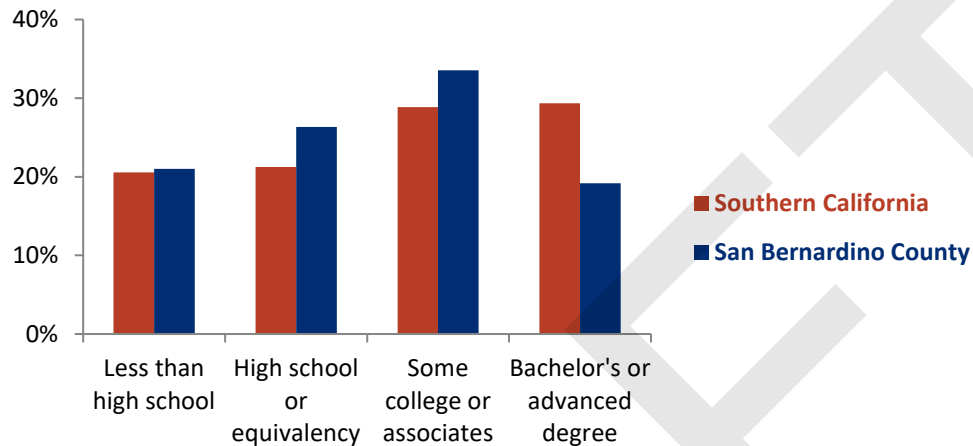
Considering how many people speak languages other than English at home, it’s no surprise that 21 percent of the San Bernardino County population is foreign-born. While these people come from all over the world, there are definitely some countries that contribute a lot more immigrants. About 71 percent of the foreign-born population comes from Latin America. Indeed, 12 percent of all San Bernardino County residents were born in Mexico.

**Education**

Residents of San Bernardino County are somewhat less educated than the rest of Southern California. Only 19 percent of residents have a bachelor’s or advanced degree, versus 29 percent for the rest of Southern California. The number of people with less than a high school education is roughly the same for both. Figure 5-11 shows a comparison of the educational attainment for San Bernardino County and the larger region. High school drop-outs are more common in Southern California than in the rest of America, 21 percent vs. 14 percent. This may have to do with the large portion of Hispanic, foreign-born people in the region. High school drop-out rates in other countries tend to be higher; for example, in Mexico only 32 percent of people finish the equivalent of a high school degree, compared to 88 percent in the United States.

## 5. Economic Development

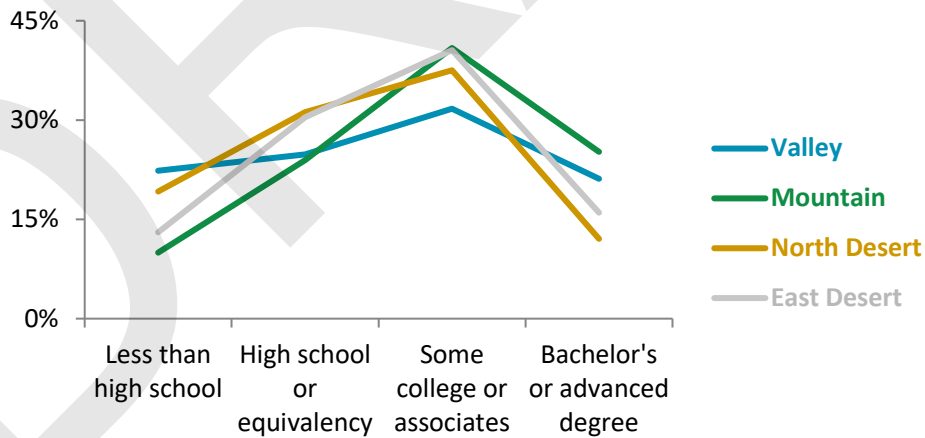
**Figure 5-11 Educational Attainment of People 25 Years and Older, San Bernardino and Southern California, 2014**



Source: PlaceWorks 2015, using American Community Survey 5 year estimates

Within San Bernardino County, educational attainment varies widely by region. The Valley region has large concentrations on both ends of the spectrum, indicating a varied workforce. The Mountain region has a higher percentage of people with college educations; two-thirds of the people there have at least some college. (See Figure 5-12.)

**Figure 5-12 Educational Attainment of People 25 Years and Older, Regions in San Bernardino County, 2014**



Source: PlaceWorks 2015, using American Community Survey 5 year estimates

## 5. Economic Development

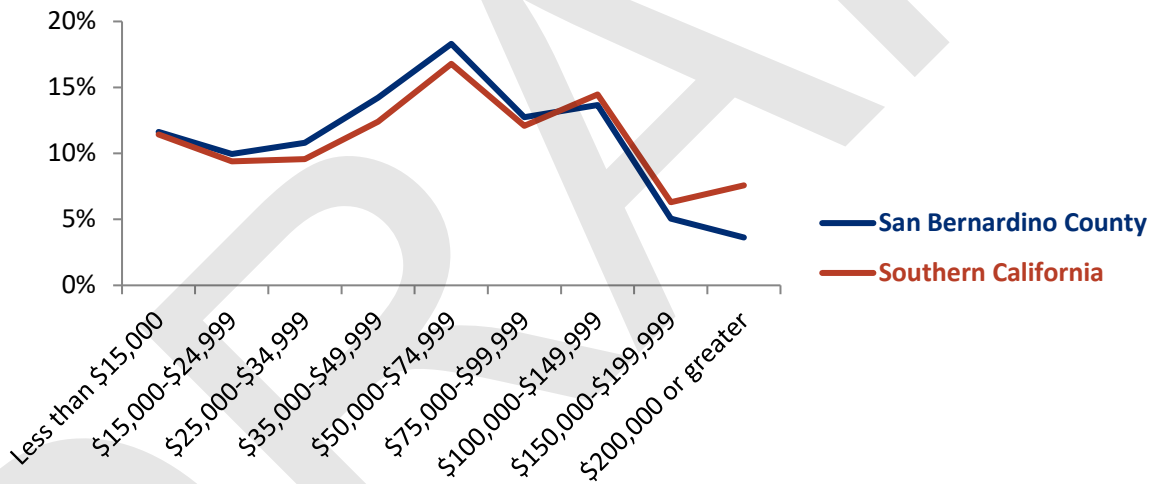
### Income

The median income in San Bernardino County (\$54,100) is slightly lower than the median in the rest of Southern California (\$58,524). The difference in the middle income groups is small and inconsequential; the main difference comes in the very high income households. Figure 5-13 illustrates a larger concentration in the \$200,000 or greater income range for Southern California.

San Bernardino County has a slightly higher proportion of residents below the poverty line. The poverty rate is 15.9 percent, versus 14.3 percent in all of Southern California. These measures are very similar to the national poverty rate of 14.5 percent.

Within San Bernardino County, the Valley region has the highest median income (see Table 5-2). This region has the highest number of jobs and is closest to employment centers in Los Angeles and Orange counties. The North and East Deserts have low median incomes; these regions also have lower housing prices, so their actual disposable income may not be comparable.

**Figure 5-13 Income Distribution, San Bernardino County and Southern California, 2015**



**Table 5-2. Median Income and Poverty, Regions in San Bernardino County, 2015**

	Valley	Mountain	North Desert	East Desert
Median Income	\$56,817	\$53,925	\$46,267	\$35,418
Poverty Rate	15.0%	12.1%	18.9%	17.5%

Source: PlaceWorks 2016, using Esri Business Analyst 2015 Estimates.

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### 5.3.4 HOUSING

#### Housing Types

San Bernardino County contains a larger proportion of single-family homes than the rest of Southern California, particularly in unincorporated areas. The large amount of space available and lower density attracts some people to the County. Fewer and fewer communities in Southern California can accommodate single-family housing, so people turn inland for larger homes and yards. Table 5-3 shows the mix of housing and vacancy rates for incorporated and unincorporated San Bernardino County and Southern California.

**Table 5-3. Housing Mix, Southern California and San Bernardino County, 2015**

	Single Family	Multi-Family	Mobile Homes	Vacancy Rate
Southern California	62%	34%	4%	7.5%
Incorporated San Bernardino County	72%	23%	5%	8.6%
Unincorporated San Bernardino County	85%	5%	10%	29.1%

Source: PlaceWorks 2016, using Esri Business Analyst 2015 Estimates.

The recent population boom of the Inland Empire shows itself in housing ages. Almost two-thirds of housing units in Southern California were built before 1980, versus 48 percent for San Bernardino. The North Desert region grew very quickly in the last 15 years; 25 percent of its housing units were built between 2000 and 2010, versus only 15 percent for the rest of the county.

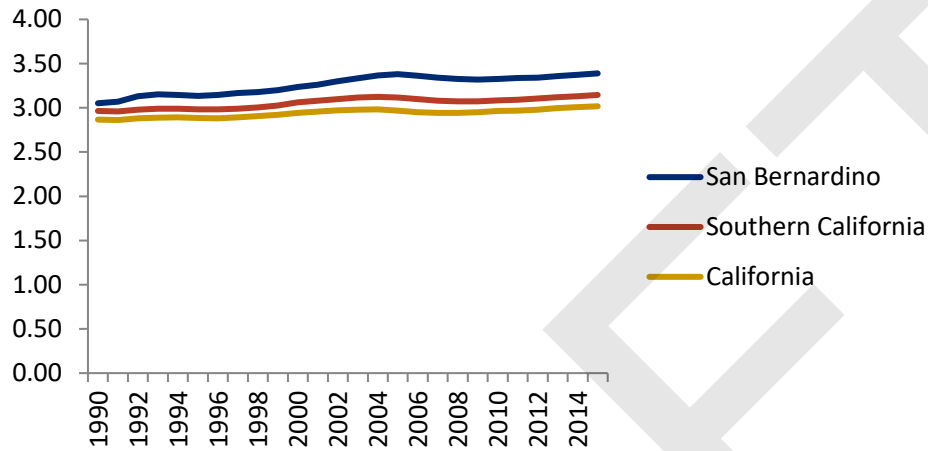
Unincorporated San Bernardino County has a large number of mobile homes and a very high vacancy rate. Unincorporated areas typically have higher vacancy rates, but not to the extent that San Bernardino County has.

#### Households

While household growth and population growth roughly correlate (because households are made up of people), San Bernardino County's household count has grown slower than the population count because the household size has grown over the last 25 years. Population has grown on average 1.6 percent per year since 1990, while the number of households has grown at 1.1 percent per year. Figure 5-14 shows the average household size from 1990 through 2015 in San Bernardino County, Southern California, and California. San Bernardino County has a larger average household size than the Southern California region as a whole.

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**Figure 5-14 Household Size, San Bernardino County, Southern California, and California, 1990–2015**



### Household Types

Communities need to provide housing for a large variety of household types; while most households consist of families, there is still a lot of variation in housing needs (see Table 5-4). In the Valley region, only about one in five households are not family households, and almost half of households have children. The housing needs in the Valley region are different from the needs in the East Desert, where almost one in three people live alone.

**Table 5-4. Household Types and County, All Regions, 2015**

	Southern California	Valley	North Desert	Mountain	East Desert
Total Households	5,798,783	428,010	134,380	22,300	26,656
Living Alone	22%	16%	18%	26%	29%
Family Households	70%	78%	77%	67%	63%
Non-Family Multi-Person Households	7%	5%	5%	7%	8%
Percent with Children	38%	47%	44%	29%	31%
Average Household Size	3.03	3.39	3.16	2.46	2.46

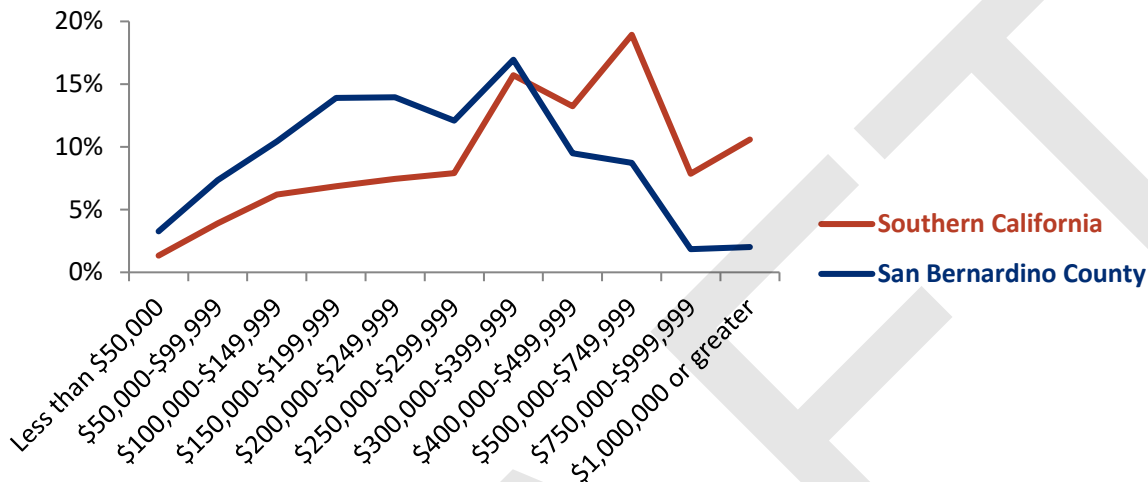
Source: PlaceWorks 2016, using Esri Business Analyst 2015 Estimates

### Housing Prices

A big appeal of San Bernardino County for many residents reveals itself in Figure 5-15—although San Bernardino County is still in Southern California, housing prices are lower than in the region as a whole. Almost 50 percent of the homes in San Bernardino County are valued below \$250,000, compared to just a quarter of homes in Southern California. People can enjoy the benefits of living near big cities, the coast, and a good climate at a much lower cost.

## 5. Economic Development

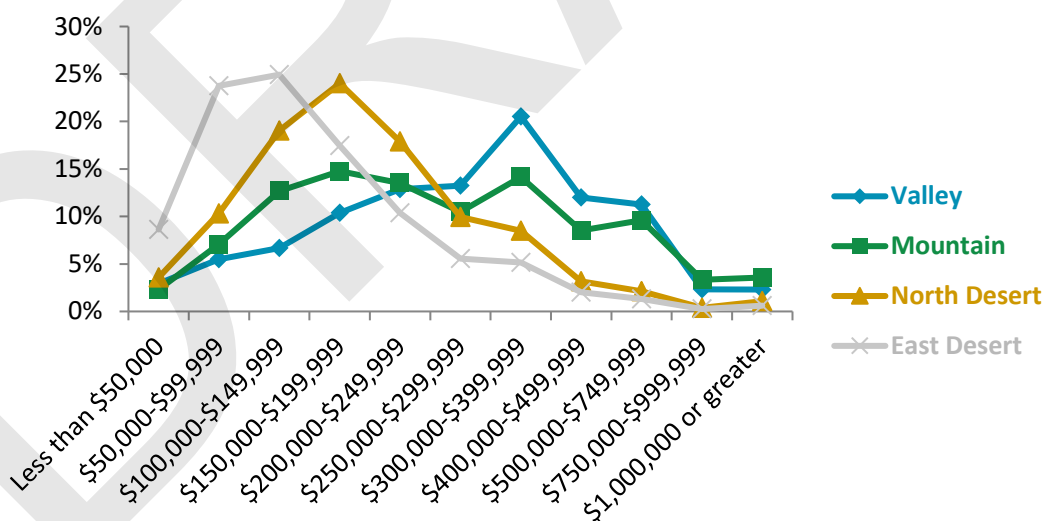
**Figure 5-15 Distribution of Home Values, San Bernardino County and Southern California, 2015**



Source: PlaceWorks 2016, using 2015 estimates from Esri Business Analyst.

The mix of home values among the county’s subregions varies significantly (see Figure 5-16). The Valley region has more high-value homes. The Desert regions have lower home values; the rural nature and low demand of these regions allow for very low land and housing costs.

**Figure 5-16 Distribution of Home Values, Regions in San Bernardino County, 2015**



Source: PlaceWorks 2016, using 2015 estimates from Esri Business Analyst.

## 5. Economic Development

Rents and home values typically follow each other in terms of relative costs. San Bernardino County has lower rents as a whole, with the lowest rents in the Desert regions. Table 5-5 shows median rents and home values for Southern California, San Bernardino County, and its four subregions.

**Table 5-5. Home Value Characteristics, All Regions, 2015**

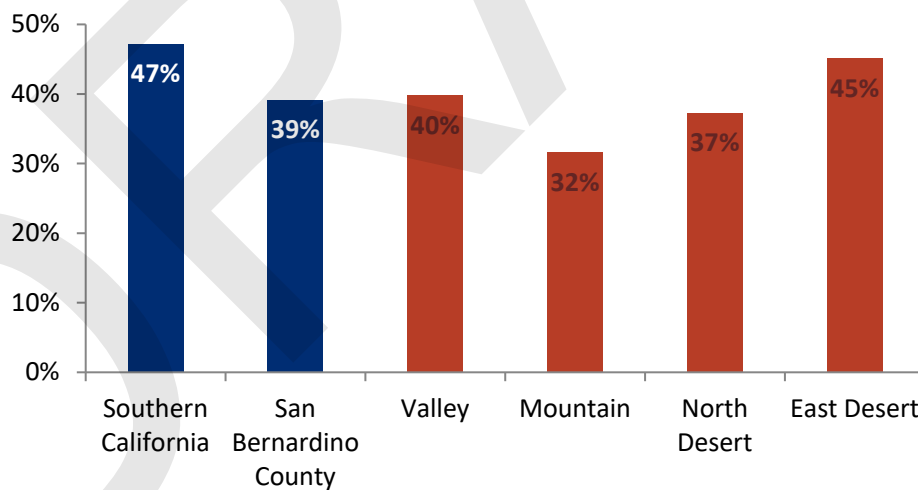
	Southern California	San Bernardino County	Valley	North Desert	Mountain	East Desert
Median Contract Rent	\$1,143	\$965	\$1,017	\$852	\$856	\$758
Median Home Value	\$404,770	\$225,400	\$293,989	\$248,828	\$185,563	\$135,341

Source: PlaceWorks 2016, using Esri Business Analyst 2015 Estimates.

### Tenure

Fewer people in San Bernardino County are renters than in all of Southern California (see Figure 5-17). In every subregion, over 55 percent of people own their homes. Homeownership is usually good for the economy—often, owning a home is the only way people save money throughout their whole lives, and home owners tend to be more engaged and invested in their local communities.

**Figure 5-17 Percent of Housing Units Occupied by Renters, Southern California, San Bernardino County, and Subregions, 2016**



Source: PlaceWorks 2016, using 2015 estimates from Esri Business Analyst.

### Affordability

The Housing and Urban Development Act says that if a household is paying more than 30 percent of its income on housing, it is considered “burdened.” In other words, money that should be spent on food, transportation, healthcare, education, and other necessities is being spent on housing. For people at low income levels, housing burden can be a huge detractor from quality of life.

## 5. Economic Development

Southern California has a large housing burden. According to the 2014 American Community Survey, 48 percent of households spend more than 30 percent of their income on housing, compared to 35 percent in the whole United States. San Bernardino County's proportion of burdened households, 45 percent, is not much smaller. This burden falls mainly on people making very little money, since 82 percent of households making \$35,000 a year or less are burdened.

### Millennials and Housing

The future of housing growth in San Bernardino County largely relies on market forces—Is there demand for more housing, and for what kind? San Bernardino County, particularly in the Valley, is close to job centers like Los Angeles and Orange County, but is less built out and has lower land costs than coastal counties. This means it often functions as a suburb to the other counties.

San Bernardino County experienced tremendous growth between 1990 and 2007, when the recession hit. As the housing market recovers, people are wondering if suburban areas are going to keep the momentum they had before, particularly in regard to the preferences of the cohort of people who are now the biggest market for new houses: millennials.

Many media sources claim that more millennials prefer to live in walkable urban areas instead of single-family suburban neighborhoods compared to previous generations. Millennials do have some preference for urban life—37 percent of millennials desire to live in a city, compared to 28 percent of Gen-Xers and 22 percent of baby boomers. Millennials also enjoy walkability, and 63 percent of millennials would like to live in a place where they do not need to use a car very often.

Survey data may not always be accurate, and it is best to look at objective numbers. Millennials already exhibit different buying patterns from the young people of past generations. The median age of first-time home buyers has risen by 1.9 years since the 1970s. In 2005, 40 percent of people under age 35 owned their residence, versus 32 percent now, a 7.5 percentage point decrease. For people over 35, this number decreased by 4.4 percentage points, from 75 to 70 percent.

While these numbers indicate that millennials could have different preferences than their parents, they could also be indicators of something else. In 2016, most millennials are below the median age at which people buy their first home, 32.5. The home buying trends millennials exhibit could just be a consequence of the fact that most millennials are not married and have not had kids, so haven't had as much of a reason to strongly consider their housing situation.

In surveys, millennials don't indicate that their desire to buy a house is different from older generations. A 2015 Demand Institute survey found that 89 percent of respondents under the age of 30 owned a home or would like to buy a home at some point. Often, the obstacle is financing, which millennials may have had a problem with because of stricter regulation and a slower job market since the 2008–2009 recession. According to Fannie Mae's National Housing Survey, half of young renters cite affording the down payment or closing costs as the biggest obstacle to obtaining a home purchase loan.

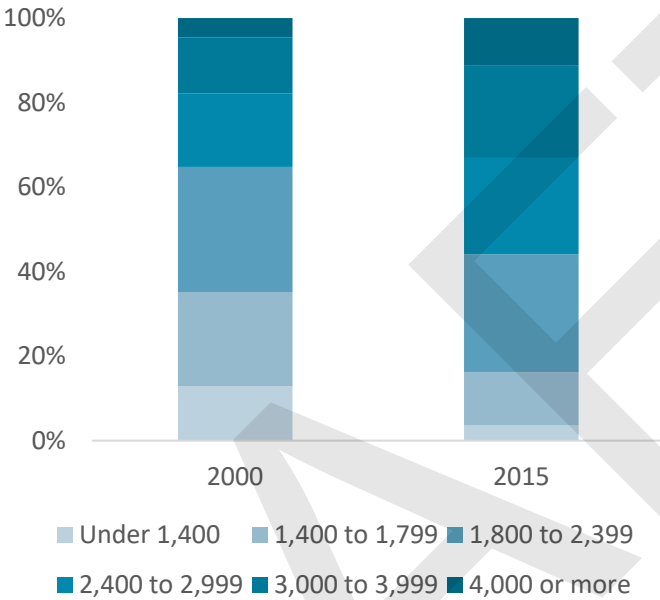
Millennials often state preferences for smaller homes, whether due to sustainability or financial reasons. However, housing sizes in the United States continue to get larger and larger. Figure 5-18 shows the



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square feet of homes sold in 2000 and 2015. In the figure, darker colors represent bigger houses, and there is an obvious increase in larger homes.

**Figure 5-18 Square Feet of Homes Sold, United States, 2000 and 2015**



Source: PlaceWorks, 2016, using data from US Census Bureau

The trend of millennials being drawn to cities may also be due to too much emphasis on a very small population. Though the concentration of young people in downtowns has increased, only 2 percent of the millennial population live in downtowns, while 90 percent live in the suburbs and exurbs.

It’s difficult to say if millennials, as they reach home buying age, will choose to live in urban areas significantly more than past generations. Although urban areas are attractive because of their convenience and amenities, the suburbs and large single-family homes still draw people with their stability and lower price points. Regardless, it’s important to note that across all ages, races, incomes, and education groups, more Americans are still moving out of cities than in.

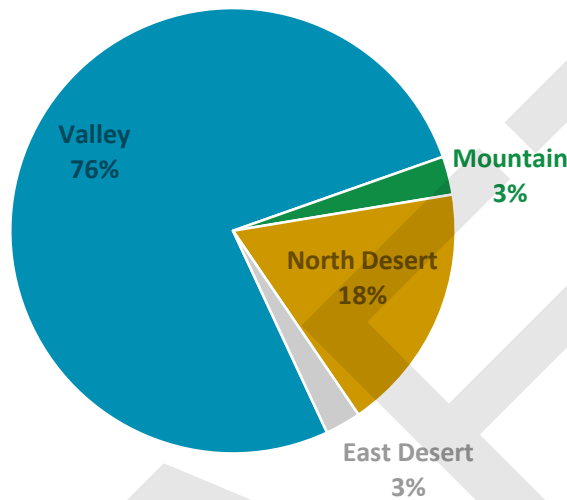
**5.3.5 EMPLOYMENT**

Most studies on employment in San Bernardino County focus on the county as a whole or the Inland Empire region. However, less information is available for the subregions.

In 2014, San Bernardino County had 630,000 jobs, most of which were in the Valley region. This area has a strong interdependence on the Riverside and Los Angeles areas and is the focus of market reports. Figure 5-19 shows that almost a quarter of jobs are located elsewhere in the County.

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**Figure 5-19** Distribution of Jobs in Regions in San Bernardino County, 2015



Source: PlaceWorks, 2016, using Esri Business Analyst 2015 Estimates.

### Job Growth

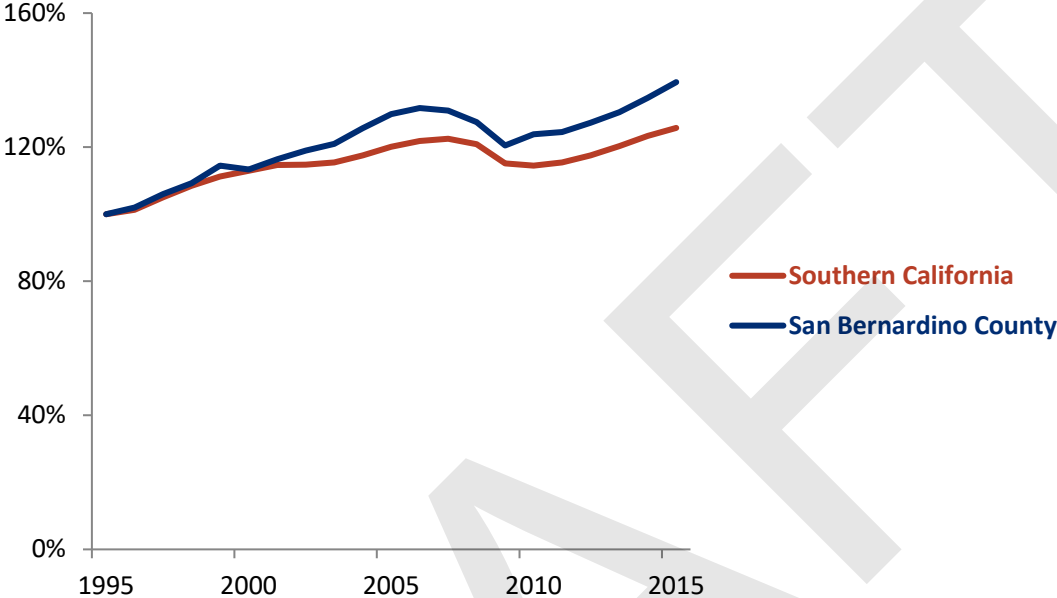
As Figure 5-20 shows, San Bernardino County tracks closely with the rest of Southern California in regard to job growth, but has grown much more over the 20-year period from 1995 to 2015. Southern California has 30 percent more jobs than it did in 1995, and San Bernardino County has 60 percent more. According to “County of San Bernardino’s Pivotal Moment,” this is because of San Bernardino County’s concentration in manufacturing and construction and its reliance on the coastal counties.

Within San Bernardino County, the East Desert has had the highest relative job growth (see Figure 5-21). However, since the job market in the East Desert is so small, even increasing the number of jobs by a third equaled only about 2,000 jobs. In absolute growth, the Valley region added almost 80,000 jobs and drives most of the growth in the county.

The Mountain region had net job loss from 2004 to 2014. This region is not a major employment center, and its population has had stagnant growth, so the number of jobs has not changed dramatically over the last 10 years and, in fact, remained relatively impervious to the 2008/09 recession. The Mountain region is distinctly separate from the rest of the San Bernardino County economy.

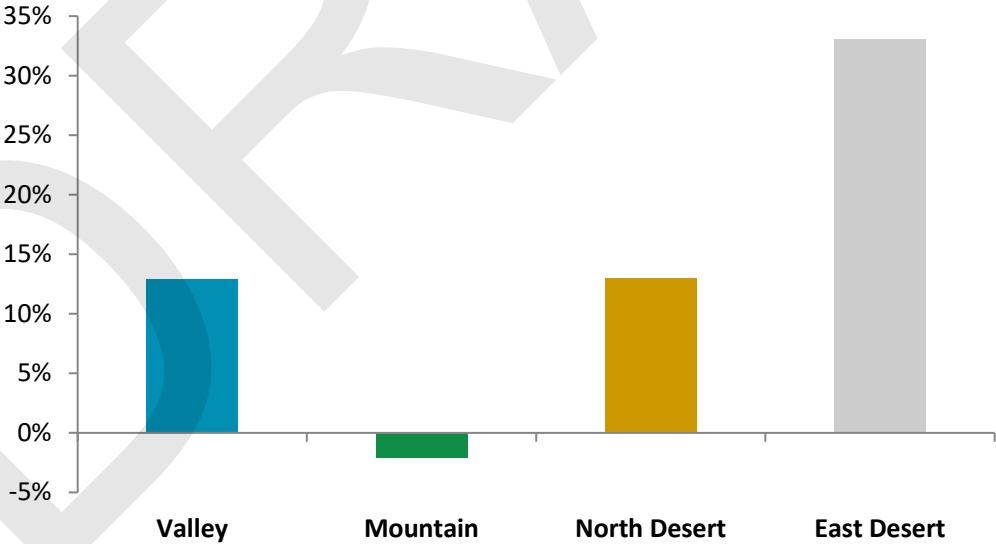
5. Economic Development

**Figure 5-20** Number of Jobs as a Percent of Jobs in 1995, Southern California and San Bernardino County, 1995–2015



Source: PlaceWorks, 2016, using data from the California Economic Development Department.

**Figure 5-21** Job Growth, Regions in San Bernardino County, 2004–2014



Source: PlaceWorks, 2016, using data from the U.S. Census Longitudinal Employer-Household Dynamics.

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### Inflow and Outflow

In San Bernardino County, there is a net job outflow of about 100,000 employees. This means that 100,000 more people live in the County and work outside it than live outside it and work in it. Table 5-6 shows the inflow and outflow characteristics for all of the counties in Southern California. San Bernardino County has a comparatively large inflow and outflow.

A large number of people from San Bernardino County, particularly in the Valley region, travel into Riverside or Los Angeles to work; over a quarter of those living in the Valley region are employed in Los Angeles County.

**Table 5-6. Inflow and Outflow Characteristics, Counties in Southern California, 2014**

	San Bernardino	Los Angeles	Orange	Riverside	Ventura
Employed in County Living Outside	47%	24%	42%	38%	37%
County Residents Employed Outside	54%	19%	36%	53%	49%

Source: PlaceWorks 2016, using data from the U.S. Census Longitudinal Employer-Household Dynamics.

### Jobs by Industry Type

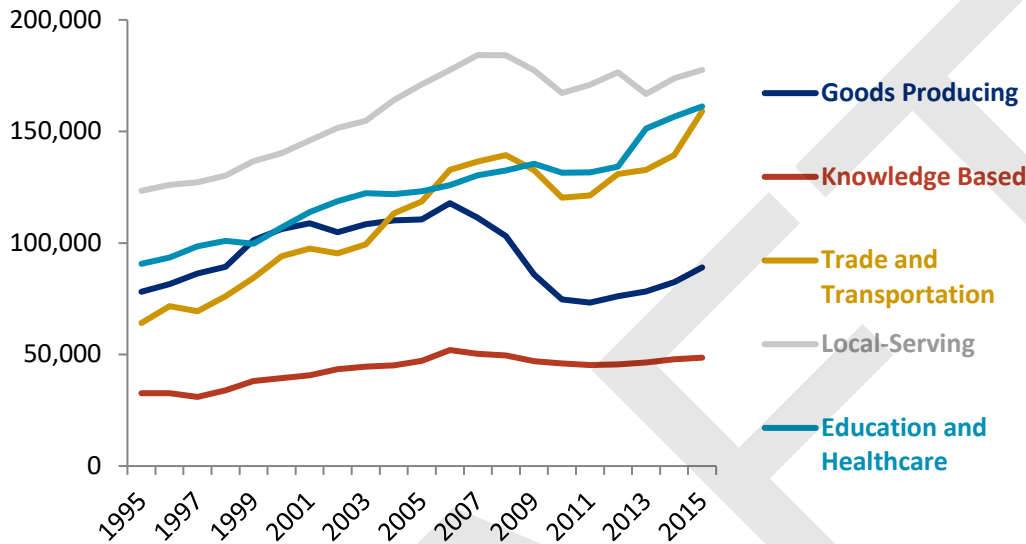
San Bernardino County has a different employment story than much of the rest of Southern California. Much of the job growth before the recession was in manufacturing, logistics, and construction. Between 1992 and 2007, the number of jobs in these sectors grew by 80 percent, while in Southern California as a whole the number shrank by 3 percent.

These industries were particularly hard hit by the recession. Between the employment peak in 2007 and the employment trough in 2011, countywide employment in these industries shrank by 24 percent, more than double the 11 percent for all employment sectors. Southern California lost a lower proportion of its jobs, 8 percent.

However, since 2010 San Bernardino County has had a faster employment growth than the rest of Southern California. Much of this new growth has been in health care, administrative support and waste management, and transportation and warehousing. Figure 5-22, which shows the total employment by sector for the 20 years from 1995 to 2015, illustrates these trends—manufacturing, construction, and other goods-producing sectors losing their prominence as drivers of growth, and the continued growth of healthcare and trade and transportation sectors.

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**Figure 5-22 Total Employment by Sector Type for San Bernardino County, 1995–2015**



Source: PlaceWorks, 2016, using data from the U.S. Census Longitudinal Employer-Household Dynamics.

Figure 5-23 shows the structure of the economy in San Bernardino County by groups of sectors in incorporated and unincorporated areas and Southern California, averaged from 2012 to 2014. The data represent both full- and part-time jobs in each area. The data do not count the self-employed and jobs exempted by state law from workmen’s compensation, like agricultural employees. Even with these exclusions, these data provide the most detailed information available for the economy.

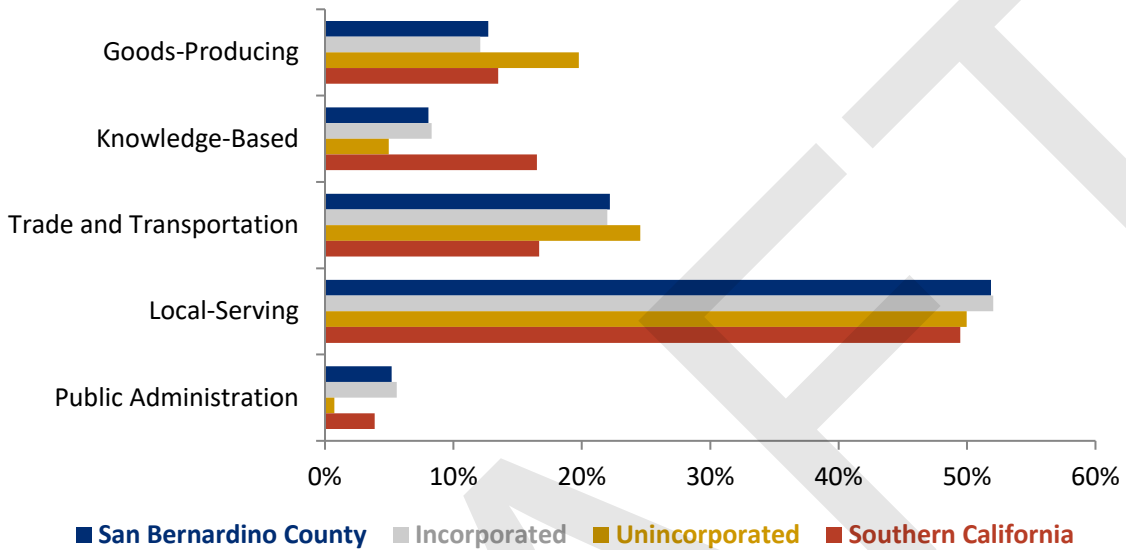
For the most part, San Bernardino County as a whole follows the trends of the incorporated areas of the County, since 92 percent of County jobs are in incorporated areas. The unincorporated areas vary from incorporated areas in many sectors; in comparison to the number of public administration and knowledge-based jobs, there are many goods-producing jobs. Most jobs have to be or are more likely to be located in incorporated city limits, but goods-producing jobs do not need to be.

Figure 5-24 shows the distribution by groups of sectors for the subregions within San Bernardino County. The Mountain region differs from the other regions because it is not a major employment center—its main industries revolve around tourism. As previously mentioned, the Mountain region has not experienced much employment growth in the last 10 years and should not be expected to follow trends in the rest of the region.

The Valley region has particular strength in the goods-producing and trade and transportation sectors. Southern California is a major global entry for consumer goods, and industrial space is at a premium and can’t always be found in the coastal regions.

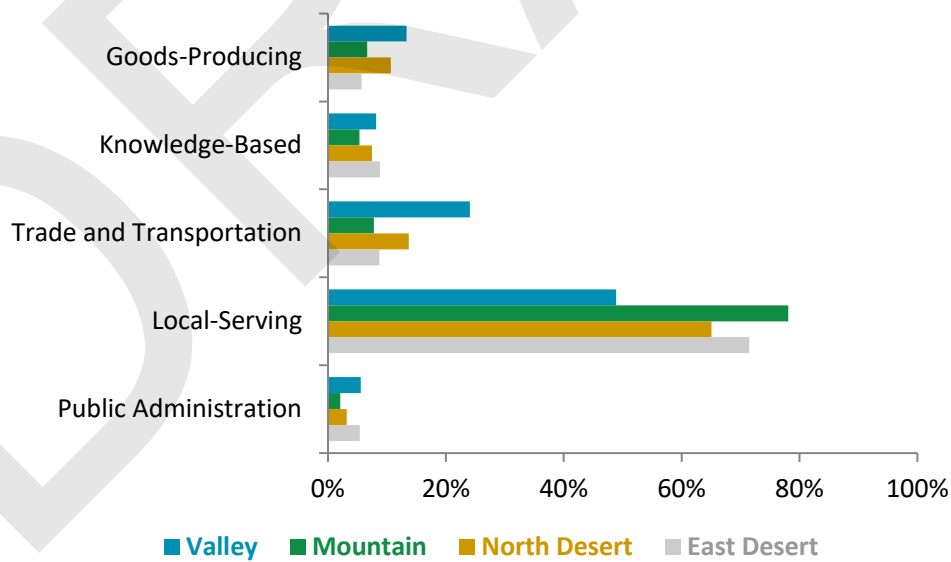
## 5. Economic Development

**Figure 5-23 Distribution of Employment by Sector Type, Southern California and San Bernardino County, Incorporated and Unincorporated, Average for 2012–2014**



Source: PlaceWorks, 2016, using data from the U.S. Census Longitudinal Employer-Household Dynamics.

**Figure 5-24 Distribution of Employment by Sector Type, Regions within San Bernardino County, Average for 2012–2014**



Source: PlaceWorks, 2016, using data from the U.S. Census Longitudinal Employer-Household Dynamics.

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A closer look at each sector group better illustrates the structure of each region's economy.

### Goods Producing

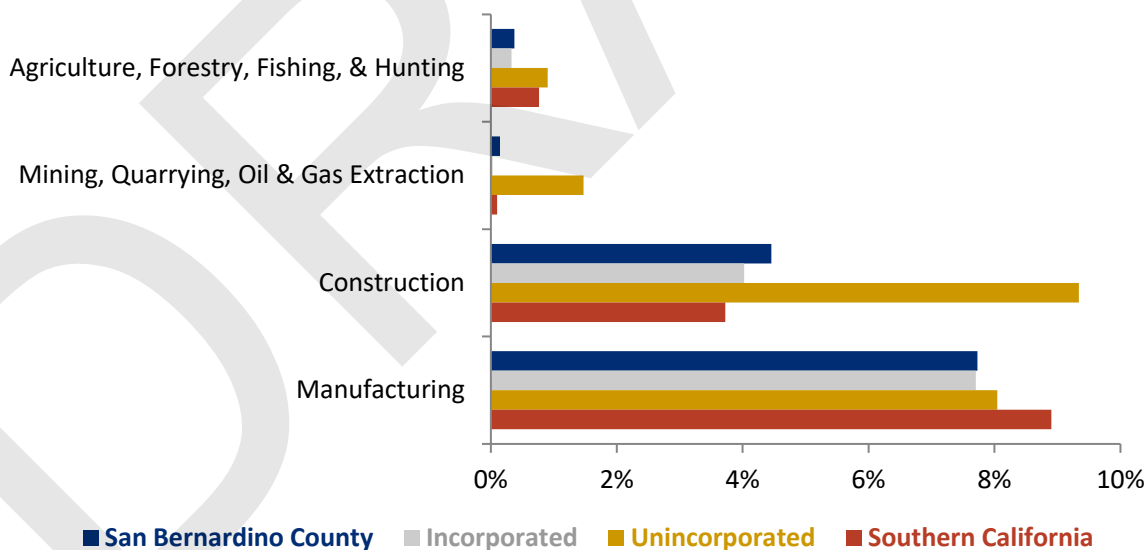
This group of sectors includes: agriculture, forestry, fishing & hunting; mining, quarrying, oil & gas extraction; construction; and manufacturing. This group makes up 13 percent of both incorporated County and Southern California jobs, but accounts for a much higher proportion (20 percent) of unincorporated County jobs.

Figure 5-25 shows the share of jobs in each of the goods-producing sectors for Southern California and incorporated and unincorporated San Bernardino County.

Agriculture and mining sector jobs are not an important part of any of the economies. Agriculture is more important in broader Southern California due to the large amount of agriculture in Ventura County, and mining and gas extraction are more important in unincorporated San Bernardino County.

Construction provides a fairly large share of jobs in each region; manufacturing is also important, though not as important for San Bernardino County as it is for the rest of Southern California. Construction and manufacturing jobs are important because they provide good income for uneducated workers—the average wage in these jobs is 14 percent more than for all jobs.

**Figure 5-25 Share of Jobs in Goods Producing Sectors, Southern California and San Bernardino County, Incorporated and Unincorporated, Average for 2012–2014**

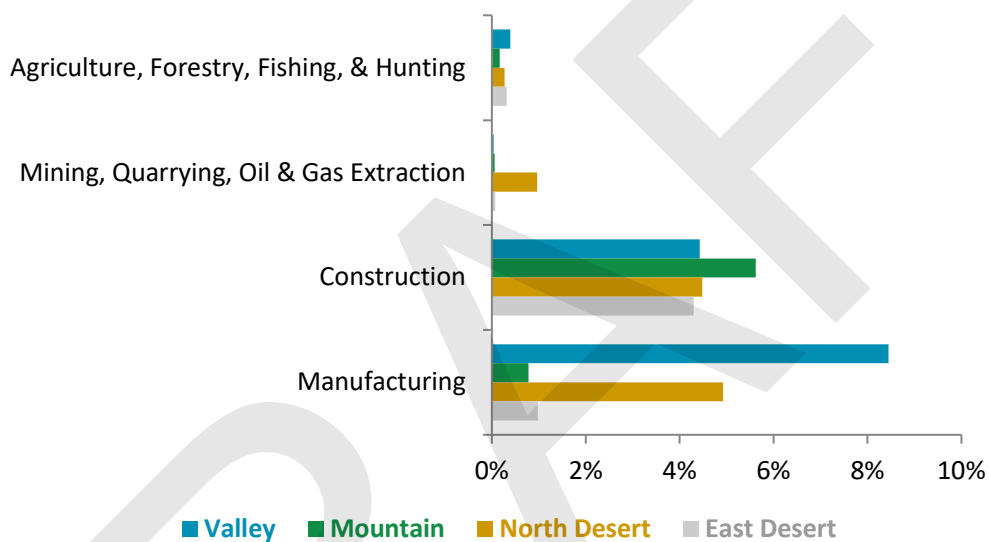


Source: PlaceWorks, 2016, using data from the U.S. Census Longitudinal Employer-Household Dynamics.

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Figure 5-26 shows the share of jobs in goods-producing sectors for the regions within San Bernardino County. From this chart, it is easy to see that these sectors are very important in the Valley region's economy, but not as important elsewhere. Manufacturing in particular is very prevalent in the Valley region, but almost nonexistent in the Mountain and East Desert regions. The Valley is convenient to the large markets of Los Angeles and Orange counties but without the high land costs of those counties, so it makes sense that the Valley would have many manufacturing jobs.

**Figure 5-26 Share of Jobs in Goods Producing Sectors, Regions in San Bernardino County, Average for 2012–2014**



Source: PlaceWorks, 2016, using data from the U.S. Census Longitudinal Employer-Household Dynamics.

### Knowledge Based

This group of sectors includes: information; finance & insurance; professional, scientific & technical services; and management of companies & enterprises. These sectors represent fields in which many or most jobs require a college degree or more education. Knowledge-based businesses are an important part of the Southern California economy and account for 16 percent of its jobs, but they only account for 8 percent of San Bernardino County's jobs. This difference is visible in each of the knowledge-based sectors.

Figure 5-27 shows the share of jobs for each knowledge-based sector for Southern California and incorporated and unincorporated San Bernardino County. Each of the knowledge-based sectors accounts for a much larger percent of Southern California jobs than San Bernardino County jobs.

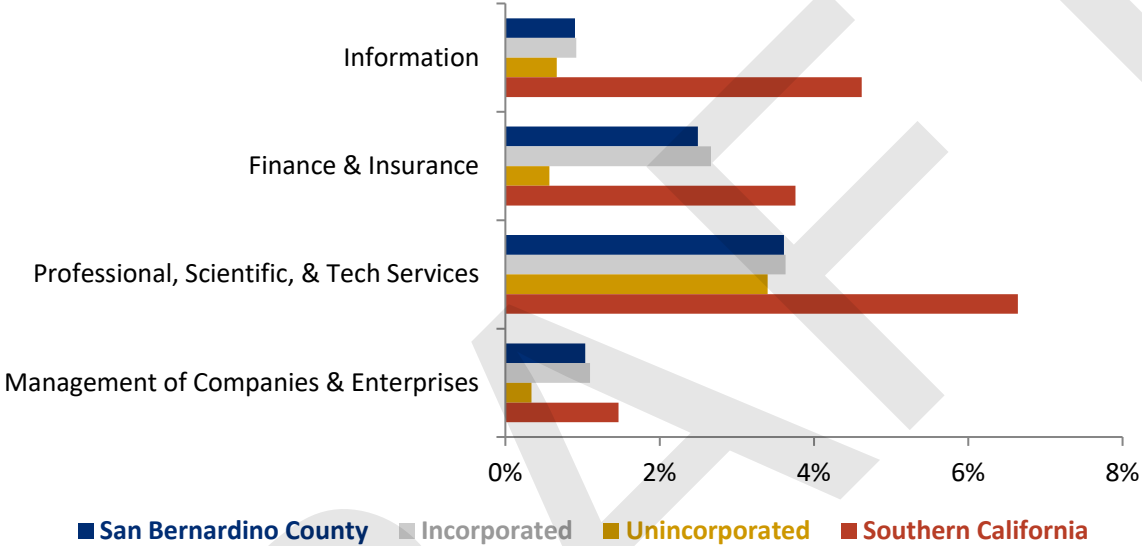
The largest difference is in the information sector, where Southern California has almost five times more jobs per household. The information sector includes three types of economic activity: 1) producing and distributing information and cultural products (books and newspapers, television and movies, and



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music); 2) providing the means to transmit or distribute these products as well as data or communications (telecommunications and internet companies); and 3) processing data (software companies). Many of these jobs are centered in Los Angeles and Hollywood, large entertainment capitals.

**Figure 5-27 Share of Jobs in Knowledge-Based Sectors, Southern California and San Bernardino County, Incorporated and Unincorporated, Average for 2012–2014**

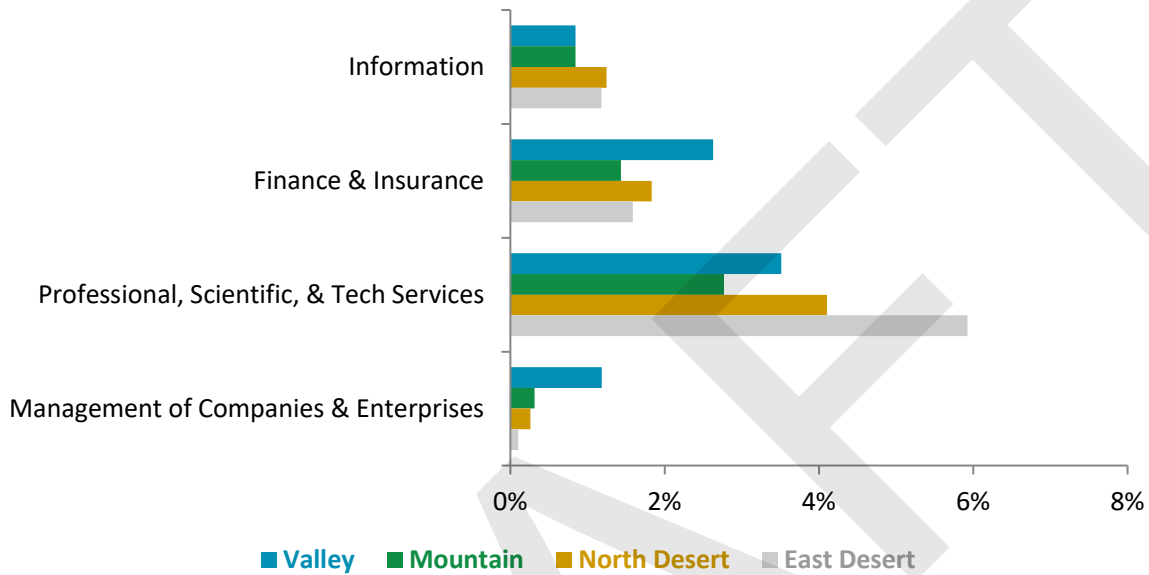


Source: PlaceWorks, 2016, using data from the U.S. Census Longitudinal Employer-Household Dynamics.

The Valley region is dramatically different from the other regions in San Bernardino County (see Figure 5-28). It has more than twice as many knowledge-based jobs household as other regions. The Valley is certainly more of an economic hot spot than the other regions, and its proximity to Los Angeles and Orange Counties makes it an attractive place for many knowledge-based businesses to locate.

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**Figure 5-28 Share of Jobs in Knowledge-Based Sectors, Regions in San Bernardino County, Average for 2012–2014**



Source: PlaceWorks, 2016, using data from the U.S. Census Longitudinal Employer-Household Dynamics.

### Trade and Transportation

This group includes utilities; wholesale trade; transportation and warehousing; and administration, support, and waste management services (see Figure 5-26). Trade and transportation sectors account for a larger percentage of San Bernardino County jobs than in Southern California (22 percent versus 17 percent).

The largest difference is in the transportation and warehousing sector, which is a major strength of the county's economy and has generated the largest share of job growth over the past 10 years. This sector requires a large amount of land, which San Bernardino County has more of compared to the more developed coastal counties. San Bernardino County has the benefit of several major freeways running right through its heart and access to rail and air cargo transportation facilities, which makes warehouses more accessible. Areas around the Ports of Long Beach and Los Angeles are the most likely to experience multi-story warehousing when it becomes financially desirable.

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**Figure 5-29 Share of Jobs in Trade and Transportation Sectors, Southern California and San Bernardino County, Incorporated and Unincorporated, Average for 2012–2014**

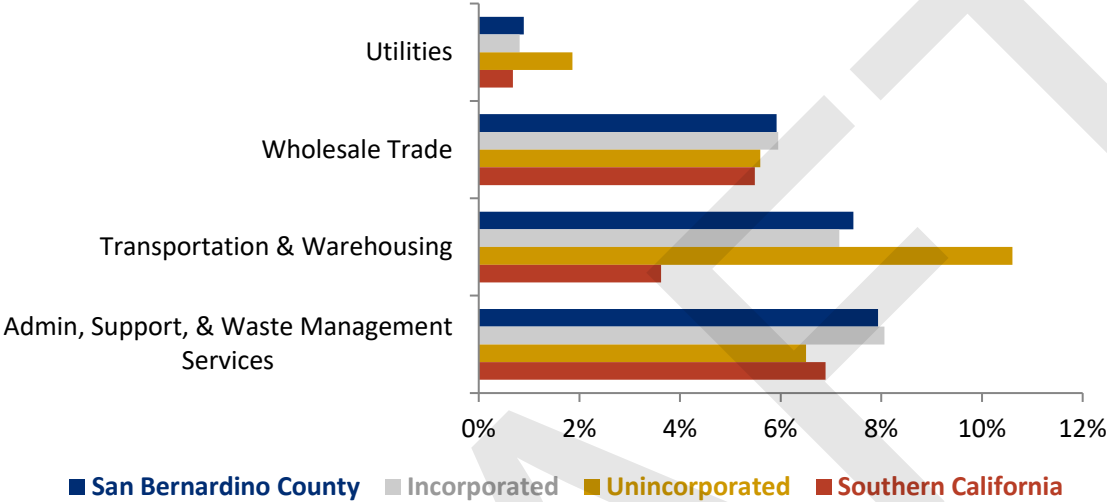
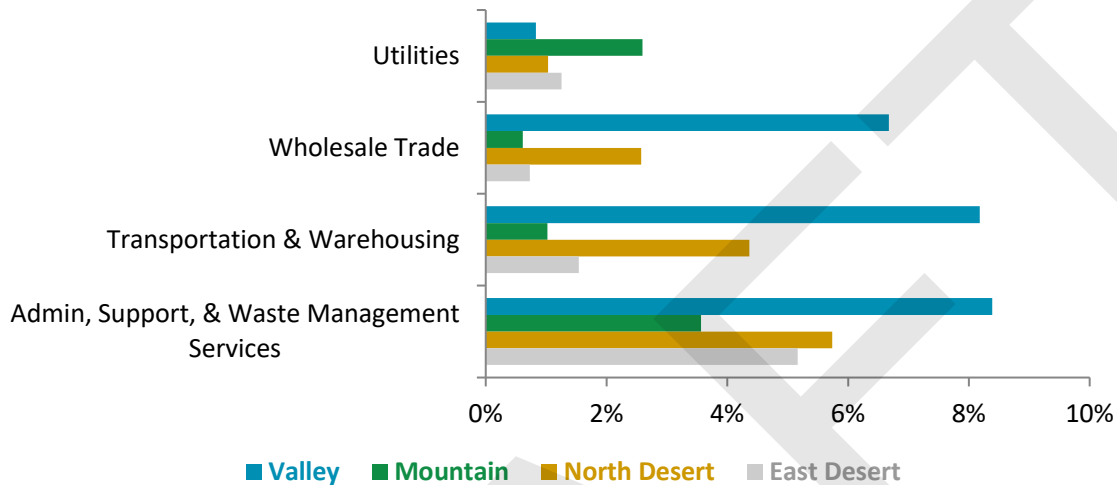


Figure 5-30 shows the number of jobs in trade and transportation per 1,000 households for the regions within San Bernardino County. Here again, in the trade and transportation sectors the Valley region has a significant advantage because it is so close to the metropolitan counties along the coast. For the other regions, wholesale trade; transportation and warehousing; and administration, support, and waste management services have an almost negligible number of jobs per household.

Utilities are roughly the same for every region. However, the utilities sector is one of the few where there are more jobs in the Mountain region than all others. This could be because the Mountain region has a significant amount of tourism, so there are utilities to serve tourists, who don't add to the number of households.

## 5. Economic Development

**Figure 5-30 Share of Jobs in Trade and Transportation Sectors, Regions in San Bernardino County, Average for 2012–2014**



Source: PlaceWorks, 2016, using data from the U.S. Census Longitudinal Employer-Household Dynamics.

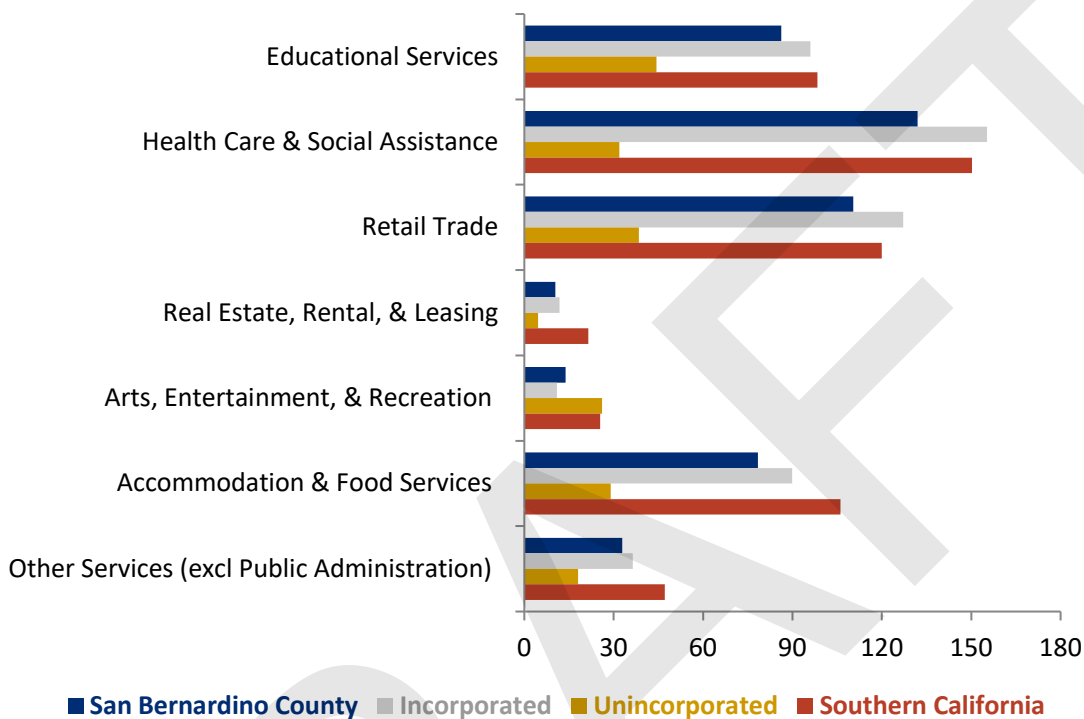
### Local Serving

The local-serving economic sectors typically provide goods and services to the residents living or working in the area where businesses are located. This group includes several economic sectors: educational services; health care and social assistance; retail trade; real estate, rental, and leasing; arts, entertainment, and recreation; accommodation and food services; and other services. Local-serving sectors account for roughly half of all jobs in San Bernardino County and Southern California as a whole.

When looking at local-serving sectors, the number of jobs per 1,000 household is a more useful metric to illustrate if households are being adequately served by local marketplace. In many sectors, the number of jobs per household is almost the same for San Bernardino County and Southern California, though it is generally slightly less (see Figure 5-31).

## 5. Economic Development

**Figure 5-31 Local Serving Sector Jobs per 1,000 Households, Southern California and San Bernardino County, Incorporated and Unincorporated, Average for 2012–2014**



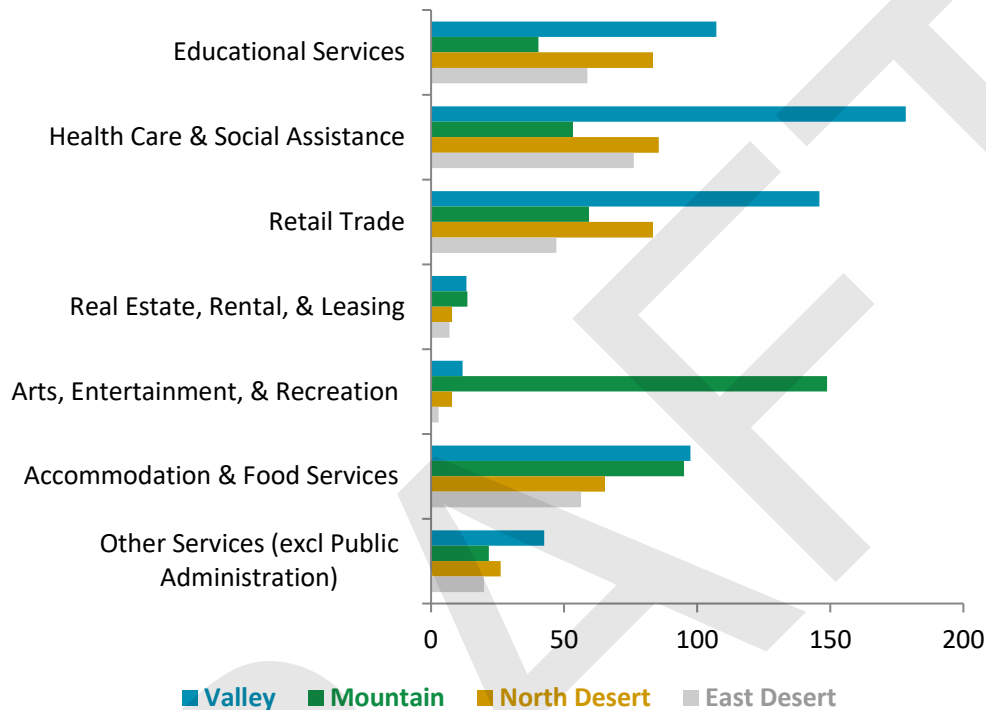
Source: PlaceWorks, 2016, using employment data from the U.S. Census Longitudinal Employer-Household Dynamics and California Department of Finance household estimates.

The regions within San Bernardino County have an interesting story to tell (see Figure 5-32). Because the Valley region has a larger population, there are some sectors that have higher jobs per household there. There are more colleges and hospitals in these areas, so while some things should be the same per household (like the number of doctors or public schools), education and health care are still larger there. The Valley also has more money and denser population, so retail is higher.

The Mountain region has a very large number of arts, entertainment, and recreation jobs per household. Most of these jobs come from either ski resorts or casinos and are directly related to the tourism in the region.

## 5. Economic Development

**Figure 5-32 Local Serving Sector Jobs per 1,000 Households, Regions within San Bernardino, Average for 2012–2014**



Source: PlaceWorks, 2016, using employment data from the U.S. Census Longitudinal Employer-Household Dynamics and California Department of Finance household estimates.

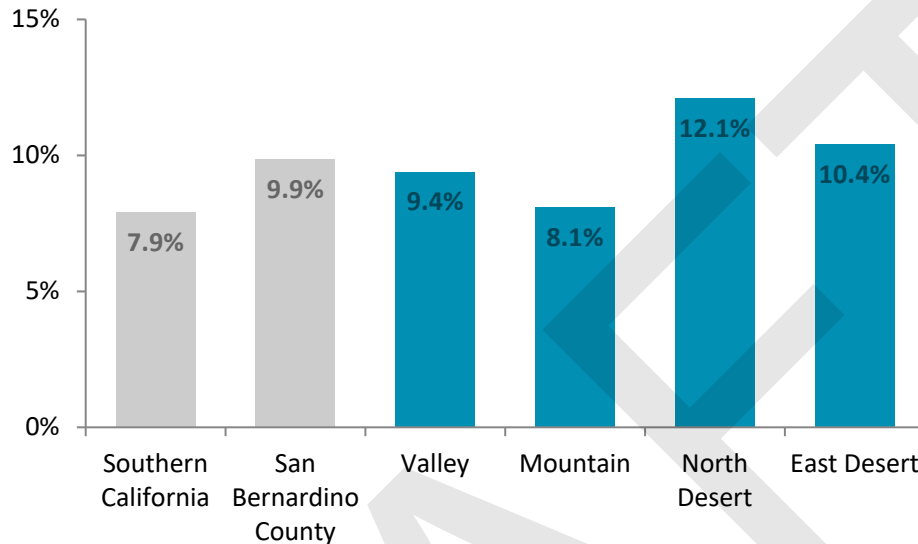
### Unemployment

In 2015, San Bernardino County had an employment rate that was significantly higher than Southern California, but was barely above the national average of 9.2 percent. Since 2015, unemployment has gone down significantly. The national unemployment rate in May 2016 was 4.7 percent according to the Bureau of Labor Statistics, so we can assume that unemployment in San Bernardino County is also significantly lower than it was in 2015. Still, the data in Figure 5-33 give a good comparison between San Bernardino County and Southern California and the County subregions.

The North Desert had the highest unemployment rate of 12.1 percent; this could be because the North Desert region has employment concentration in sectors that have been the slowest to rebound, like retail trade, manufacturing, and construction. The Mountain region had the lowest unemployment at 8.1 percent, and it did not follow national trends.

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**Figure 5-33 Unemployment Rate, Southern California, San Bernardino County, and Regions, 2015**



Source: PlaceWorks, 2016, using Esri Business Analyst 2015 estimates.

### 5.4 PROJECTIONS

This report does not project future employment, but summarizes findings of other reports.

Employment in San Bernardino County is expected to continue growing in response to population growth and outside economic forces. Through 2035, the total number of jobs is projected to increase by 10,000 per year. However, much of this employment growth won't be in high-income sectors.

In the short term, employment growth will be driven by the health care and construction industries mostly, followed by leisure and hospitality; administrative, support, and waste services; and retail trade. Healthcare, leisure and hospitality, and retail are all low-paying sectors.

Construction jobs may never recover to the level they were before the recession. Transportation and warehousing is projected to increase in employment, but these jobs have an average wage below the average wage for all jobs. Manufacturing could grow, as San Bernardino County has some strengths that will draw employers, but manufacturing in the United States as a whole is hiring less people. Manufacturing now relies on a few highly productive employees and less on lots of low-skilled labor, and it will likely never play as large a role in blue-collar employment as it did in the past.

Joel Kotkin, in his report, "The County of San Bernardino's Pivotal Moment," suggests that San Bernardino County should try to attract corporate relocations with low housing and business costs; attract and retain young, educated workers; and create a more educated and well-trained workforce.

## 5. Economic Development

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