

### 3 Regional Housing Needs Assessment and Special Needs

The housing element focuses on providing housing for extremely low-, very low-, and low-income households—a need that is often unmet by the housing market. All of these groups have a household income that is 80 percent or less of the countywide median. In many California communities, the market is not producing for-sale or rental units affordable to even moderate-income households. In Redlands, the match between income and housing cost has been closer for most households than in the coastal Los Angeles metropolitan area, but the dramatic rise in housing costs compared to incomes since the year 2000 has made the city less affordable.

This section of the housing element evaluates three types of housing need. First is a discussion of housing need by income, using the categories determined by the SCAG and established in the Regional Housing Needs Allocation (RHNA). The second section analyzes the special needs of persons whose housing choices are limited by personal characteristics: seniors, large families, female-headed households, farmworkers, disabled persons, and families and persons in need of emergency shelter. The final section addresses the number of Redlands residents living in overcrowded conditions, a situation especially common to large, low-income renter-occupied households.

#### 3.1 CURRENT HOUSING NEED

It is often difficult for lower income households to find affordable housing. Housing is considered affordable when a household spends 30 percent or less of its income on housing-related costs. Table 3.1-1, quantifies the housing need of extremely low-, low-, and moderate-income households in Redlands.

**Table 3.1-1: Housing Need by Income Level, 2000**

	Total Renters	Total Owners	Total Households
<b>Extremely Low</b>	1,388	665	2,053
% with any housing problems	86.0%	79.7%	83.9%
% Cost Burden >30%	84.9%	77.4%	82.5%
% Cost Burden >50%	73.8%	71.1%	73.0%
<b>Low</b>	1,397	708	2,105
% with any housing problems	88.0%	62.7%	79.5%
% Cost Burden >30%	83.7%	61.6%	76.2%
<b>Moderate</b>	1,874	1,355	3,229
% with any housing problems	60.0%	45.8%	54.0%
% Cost Burden >30%	50.6%	42.2%	47.1%

Source: State of Cities Data Systems: Comprehensive Housing Affordability Strategy (CHAS) Data, 2000.

Extremely low- and low-income households are disproportionately likely to have housing-related problems (84 and 79 percent, respectively) and spend 30 percent or more of their incomes on housing (83 and 76 percent, respectively). In fact, 73 percent of extremely low-income households spend 50 percent or more of their incomes on housing. About 47 percent of moderate-income households in the city also do not live in housing considered affordable. Across the board, larger percentages of renters spend 30 percent or more of their incomes on housing. This may be because more households who own bought their homes when they were more affordable or because the rental market is comparatively tighter.

### **3.2 REGIONAL HOUSING NEED ALLOCATION (RHNA)**

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California Government Code Section 65584 requires the SCAG to identify existing housing needs and to project needs in each of the region's jurisdictions at five-year intervals. The 2007 Regional Housing Needs Assessment covers the period of January 1, 2006 to June 30, 2014. The RHNA is designed to incorporate population growth and change, employment patterns and commuting, and housing market problems. Housing elements must include policies and programs to meet the needs of all city residents.

“Existing need” in the 2007 RHNA is defined by the number of households with one or more federally defined housing problem. The California Office of Housing and Community Development (HCD) characterizes existing need as: “The number of households overpaying for housing, living in overcrowded conditions, or with special housing needs, the number of housing units that need rehabilitation, and assisted affordable units at-risk of converting to market-rate.” Estimates are based upon the latest decennial Census (2000), adjusted for household growth through January 2006. “Future need” is the number of units that would have to be added to accommodate forecasted growth in number of households by the end of June 2014, as well as the number of units that would have to be added to compensate for anticipated demolitions and changes to achieve an “ideal” vacancy rate of two percent for ownership units and five percent for rental units.

Future need is divided into the same five income categories (extremely low, very low, low, moderate, and above moderate), as defined by State and federal law. Table 3.2-1 shows income categories for a family of four based on median income in San Bernardino County in 2007, as defined by HCD using federal guidelines. The SCAG allocations for Redlands in each category are shown for the 1998-2005 and 2006-2014 periods. While jurisdictions must take the housing needs of extremely low-income households into consideration when formulating policies and programs, the RHNA does not include a separate extremely low-income category. Of note is the rather sizable increase in the proportion of very low-income units (from 18 to 24 percent) and the substantial decrease in above moderate-income units (from 47 to 41 percent) from the previous assessment to the current one.

**Table 3.2-1: Redlands Regional Housing Need Allocation by Income Category SCAG Allocation, 1998-2005 and 2006-2014**

Category	Percent of County Median <sup>1</sup>	2007 Household Income	Housing Need	Housing Need
			2006-2014	1998-2005
Very Low-Income	Less than 50%	Less than \$29,600	682 (24%)	353 (18%)
Low-Income	50-80%	\$29,600-\$47,360	469 (16%)	289 (15%)
Moderate-Income	80-120%	\$47,360-\$71,040	539 (19%)	388 (20%)
Above Moderate-Income	Over 120%	Over \$71,040	1,155 (41%)	901 (47%)
<b>Total Needed</b>			<b>2,845</b>	<b>1,931</b>

<sup>1</sup>The 2007 County median for a family of four was \$59,200, as determined by HUD.

Sources: California Department of Housing and Community Development; SCAG 2007.

### HOUSING PRODUCTION UNDER THE PREVIOUS RHNA

The previous Housing Element addressed the RHNA that covered the years 1998 to 2005. As Table 3.1-2 shows, housing construction in Redlands exceeded the overall targets of the 1998 to 2005 RHNA by 59 units. However, units affordable to very low-income and low-income households were under-produced. The inclusion of extremely low-income households in housing element analysis is a requirement that has been added since the 1998-2005 Element. In the case of very low-income households, only 23 percent of the allocation was met.

**Table 3.2-2: Housing Units Produced in Redlands, 1998-2005**

Income Category	Regional Housing Needs Allocation	Total Units Produced	Results vs. RHNA
Very Low Income	353	82	-271
Low Income	289	247	-42
Moderate Income	388	614	226
Above Moderate Income	901	1,170	269
<b>Total</b>	<b>1,931</b>	<b>2,113</b>	<b>182</b>

Source: City of Redlands, Community Development Department, 2008.

### 3.3 SPECIAL HOUSING NEEDS

For some types of households, limited income is not the only obstacle to finding satisfactory housing. Finding units of adequate size, location, and design is especially difficult for the elderly, the disabled, large families, female-headed households, farmworkers, and the homeless. California Government Code Section 65583(a)(6) requires an analysis of the special housing needs of these groups. For people with special needs, a fundamental obstacle to determining unmet needs and providing assistance is establishing the number of special needs households. It should be noted that there is undoubtedly overlap among the numbers used in the discussion below. The 2000 Census and other data enumerating special needs households usually do not specify, for example, the number of migrant families that are large families or the number of elderly or disabled persons who are homeless. Table 3.3-1 lists households with special needs as of 2000.

**Table 3.3-1: Redlands Households with Special Needs, 1980-2000**

Household Type	1980		1990		2000	
	Number	Percent	Number	Percent	Number	Percent
Elderly	3,065	19.5	4,303	19.6	4,946	24.2
Disabled	1,429	9.1	2,237	11.8	3,369	16.5
Large Families (5 or More Members)	1,905	12.1	2,513	11.3	2,719	13.3
Overcrowded (>1.01 persons per room)	549	3.5	1,180	5.4	1,669	8.2
Female Head	1,455	9.3	1,389	6.3	1,823	7.7
Total Households	15,718	100.0	17,547	100.0	20,426	100.0

Sources: 1980, 1990, and 2000 U.S. Census.

#### THE ELDERLY

Senior citizens are identified as a population in need of special housing because of physical constraints that require certain housing accommodations or modifications, and limited incomes that prevent many seniors from being able to afford the most suitable housing. Small units in proximity to services and transportation are desirable for many seniors. Other seniors who are able to live independently in their current homes could benefit from financial assistance that helps them properly maintain their homes or make minor modifications for increased mobility. (Information on the number of seniors with disabilities is provided in the special needs section on persons with disabilities.)

According to the 1990 Census, the elderly population (those 65 and older) represented 11.9 percent of the general population. Of these, 59.6 percent were listed as heads of households. A

total of 5.2 percent of all seniors had incomes below the poverty level. These seniors made up 6.4 percent of people below the poverty level. The 2000 Census reports similar figures. In 2000, the elderly population numbered 7,981 people, representing 12.6 percent of the general population. Of these, 62.0 percent were listed as heads of households. A total of 4.9 percent of all seniors had incomes below the poverty level. These seniors made up 6 percent of people living below the poverty level. According to the 2006 American Community Survey (ACS), seniors made up 7.4 percent of people living below the poverty level. It is highly likely that as those in the “baby boom” generation age, there will be more elderly people living below the poverty level.

In general, seniors are more likely to own rather than rent their homes—about three-quarters of seniors owned their homes in Redlands, according to the 2000 Census. Table 3.3-2 compares the tenure of senior households in the city and the county.

**Table 3.3-2: Elderly Households by Tenure, 2000**

<i>Age</i>	<i>City</i>	<i>Percent</i>	<i>County</i>	<i>Percent</i>
<b>Owner-Occupied Units</b>				
Under 65	10,606	74	268,745	79
65 to 74	1,773	12	40,618	12
75 and over	1,879	13	31,651	9
Total Senior	3,652	26	72,269	21
<b>Renter-Occupied Units</b>				
Under 65	8,152	87	169,369	90
65 to 74	397	4	9,591	5
75 and over	862	9	8,620	5
Total Senior	1,259	13	18,211	10

Source: 2000 U.S. Census.

Seniors make up a higher percentage of households in Redlands than in the county overall. Therefore, in general, seniors make up a larger percentage of owner and renter occupied households in Redlands as compared to the county.

Table 3.3-3 shows the Redlands elderly population displayed by tenure and income level. Predictably, elderly households with the lowest incomes were more likely to rent than own their homes; this indicates a need for affordable rental units geared towards seniors. The city has recently added two affordable senior projects—a 160-unit development on Orange Avenue and a 71-unit development on Webster Street (see bulleted list on page 3-6 for more details).

**Table 3.3-3: Elderly Income Level and Tenure, 2000**

Income Level	Elderly Renter-Occupied Households	Elderly Owner-Occupied Households	Total Elderly Households
Below 30% of AMI	334 24.3%	279 7.1%	613 11.5%
31-50% of AMI	289 21.0%	381 9.7%	670 12.6%
51-80% of AMI	314 22.8%	714 18.1%	1,028 19.3%
Above 80% of AMI <sup>1</sup>	440 32.0%	2,565 65.1%	3,005 56.5%
Total	1,377 100%	3,939 100%	5,316 100%

<sup>1</sup>CHAS Data does not distinguish between moderate and above moderate households.

Source: CHAS Data, *Housing Problems* ("Elderly" defined as age 62 and older)

Existing developments designed specifically for seniors include the 170-unit congregate care facility, Mission Commons, built in 1989. Other affordable housing projects that house seniors within Redlands are: Citrus Arms with 61 units; Redlands Village Green, a 105-unit non-assisted (yet affordable) senior housing facility; Casa de la Vista, a 75-unit Section 202-income senior housing project completed in 1990, and Redlands Senior Housing 2 (Fern Lodge), a 62-unit Section 202 senior apartment complex. Two 51-unit low-income senior projects in Yucaipa were built by the San Bernardino County Housing Authority to aid seniors in the Redlands area. Finally, the City operates a Senior Repair Grant Program that uses Community Development Block Grant (CDBG) funds to repair homes owned by very low-income seniors.

Since the last housing element the following projects have been completed and are operational: a 53-patient senior citizen assisted-living facility was completed by Heritage partners and a 12-bed Alzheimer's facility constructed by American Baptist Homes of the West.

The following are senior housing projects that have recently been proposed, approved, or constructed that should provide additional affordable housing for seniors:

- Redlands Christian Home (Mountain View Acres) received approval for a senior care facility consisting of 340 assisted-living units and 30 cottages. The facility accommodates 400 residents. Phase I consisting of 42 units is completed. Phase II, which consists of duplexes, is under construction.
- A 160-unit senior housing project by Senior Housing Services, LLC on Orange Avenue at Kansas Street received approval. The developer also secured a density bonus agreement.

- A 71-unit senior housing project by Housing Partners I on Webster Street at Lugonia Avenue proposed by Adrian Gaus received approval and plans are in plan check. The developer also secured a density bonus agreement.

To further assist in providing additional housing for senior citizens, the City enacted a Second Dwelling Unit ordinance in accordance with Government Code Section 65852.2, which was first adopted in 1982.<sup>1</sup> This code section allows special housing for senior citizens in any single family district subject to approval of a "use permit."

As indicated in the list above, several senior assisted housing projects will be constructed in the next few years, which will help to accommodate the need for senior housing. Because Redlands has an older, more affluent population, it seems likely that many seniors are well-off, and some of those having low-incomes are "income poor" but "housing rich." Nevertheless, there are a number of senior homeowners (the exact number cannot be determined from available data) who live in older homes in need of repair or accessibility modifications, but who do not have the income or assets necessary to make those needed repairs or modifications. The City provides low interest loans and grants to address this need based on the policy that seniors who are able to live independently in their own homes should be assisted in doing so.

Finally, a range of services that target seniors are available to Redlands residents (Table 3.3-4).

**Table 3.3-4: Elderly Service Organizations**

<i>Organization</i>	<i>Service(s) Provided</i>	<i>Phone Number</i>
Joslyn Senior Center	Social, instructional, health and recreational services to Redlands residents age 50 and older; Computer lab; and Help groups.	(909) 798-7550
Meals-on-Wheels	Delivers meals to homes of seniors, and homebound, disabled, frail or at-risk populations.	(909) 792-0716
Redlands Senior Transportation Program	Wheelchair accessible van service available to residents who are 55 years of age and older or who are physically or mentally unable to utilize other forms of transportation.	(909) 798-7579 (Information) (909) 335-9660 (Reservations)
San Bernardino County Department of Aging and Adult Services	Adult Protective Services Program; Family Caregiver Support Program; In-Home Supportive Services; Linkage Programs; Long-Term Ombudsman Program; Multipurpose Senior Services Program; Nutrition Services; Senior Training and Employment Program; Senior Information and Assistance Hotline.	(909) 891-3900 (Department) (800) 510-2020 (Senior Information & Assistance)
San Bernardino County Food Bank	Distributes food at sites all over the county; in Redlands, the first Friday of the month at Church on the Hill and the last Friday of the month at Salvation Army	(909) 723-1580

*Source: City of Redlands, Community Development Department, 2008.*

<sup>1</sup> ABAG. "Planning for Second Units Forum." Betsy Strauss, Special Council, League of California Cities, City Attorney, City of Rohnert Park, March 28, 2003.

## THE DISABLED

According to the 2000 Census, a total of 10,364 Redlands residents have some sort of disability. By 2006, the American Community Survey estimated that 9,030 individuals in the city had a disability. This figure was plus or minus 1,409, so it is likely that Redlands' disabled population has either decreased somewhat or remained about the same. Table 3.3-5 shows 1,628 persons in Redlands aged 16 to 64 with work disabilities according to the 2000 Census. Although not all persons with work or other types of disabilities require special housing, those with severe mobility constraints need specially designed housing located near transportation, shopping, and services. Because many of the physically handicapped are elderly, developments designed for seniors may also include some specially adapted units for the disabled. For handicapped people requiring a degree of supervision, group homes are ideal. Converted single-family houses are often used for this purpose.

A project which serves Riverside and San Bernardino counties, RSB/Harbinger, has converted a small apartment complex into a congregate care facility for mentally handicapped persons. Funds from San Bernardino County, City of Redlands CDBG Program, and Redlands Redevelopment Agency assisted this project.

**Table 3.3-5: Disability Status**

<i>Limitation</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>
<b>5 to 15 years</b>			
With one type of disability:	359	169	528
Sensory disability	30	10	40
Physical disability	0	29	29
Mental disability	329	130	459
Self-care disability	0	0	0
With two or more types of disability:	76	33	109
Includes self-care disability	53	22	75
Does not include self-care disability	23	11	34
No disability	4,985	4,964	9949
<b>16 to 64 years</b>			
With one type of disability:	1,683	1,895	3,578
Sensory disability	233	167	400
Physical disability	333	621	954
Mental disability	208	157	365
Self-care disability	0	0	0
Go-outside-home disability	69	162	231
Employment disability	840	788	1,628
With two or more types of disability:	1,265	1,502	2,767
Includes self-care disability	315	363	678
Does not include self-care disability:	950	1,139	2,089
Go-outside home and employment only	338	374	712
Other combination	612	765	1,377
No disability	16,502	18,207	34,709

**Table 3.3-5: Disability Status**

<i>Limitation</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>
– 65 years and over			
With one type of disability:	697	977	1674
Sensory disability	257	203	460
Physical disability	285	550	835
Mental disability	29	62	91
Self-care disability	17	0	17
Go-outside-home disability	109	162	271
With two or more types of disability:	551	1,157	1708
Includes self-care disability	112	592	704
Does not include self-care disability	439	565	1004
No disability	1,670	2,398	4068

Source: 2000 U.S. Census.

## LARGE FAMILIES

Large family households are characterized as a special needs group because they require a greater number of rooms per dwelling unit to avoid overcrowding. In addition, many large families are low-income and cannot afford dwelling units with three or more bedrooms without paying more than 30 percent of their income for housing expenses.

According to the 2000 Census, 16.9 percent of family households had five or more persons (approximately 1,250 households). In total, about 11 percent of all households in Redlands had five or more persons in 2000. Thus, the vast majority of households over five were made up of related persons. In 2000, around 59 percent of large family households in Redlands owned their own home. This makes sense given that it is often difficult to find rental housing with three or more bedrooms. However, many large families are renters, primarily because they are lower-income and cannot afford to purchase a home.

The 2000 Census indicates that approximately 14 percent (1,853 units) of rentals had three or more bedrooms (Table 3.3-6). Table 2.5-3 in Section 2.5 shows that there were 1,057 renter-occupied households of 5 persons or more in 2000 in Redlands. While these could be family and non-family households, few are likely to be non-family households. Moreover, assuming that these households rent apartments with three or more bedrooms, large family households in Redlands would inhabit approximately 57 percent of the city's rental units with three or more bedrooms.<sup>2</sup>

While the preceding information indicates that housing for large families does exist in Redlands, available affordable units may be difficult to find. For example, a low-income five-person household would be able to afford a housing expenditure of \$1,279 per month. According to the survey of craigslist listings cited in Table 2.4-7, the median rent for a three-bedroom unit in Redlands was \$1,750 in December 2007/January 2008, though units were

<sup>2</sup> The 2000 Census is the most current data source for large families because the ACS, which is put out by the Census Bureau annually, only includes average household size by tenure.

listed for as low as \$1,195. Given that there are households in Redlands that have even lower incomes, many large families may have difficulty finding housing in the city. A steady increase in household size since 1990 may be correlated with an increase in large families and low-income large families in need of subsidized housing. Moreover, as a group, large families have a higher incidence of overcrowding because it is more difficult to secure affordable rental housing of adequate size to meet a large family's needs.

**Table 3.3-6: Units with Three or More Bedrooms by Tenure**

<i>Number of Bedrooms</i>	<i>Owner-Occupied Units</i>	<i>Renter-Occupied Units</i>	<i>Total</i>
Three bedrooms	6,014	1,222	7,236
Four bedrooms	4,620	594	5,214
Five or more bedrooms	704	37	741
Total 3+ bedrooms	11,338	1,853	13,191
Percent of Total	86%	14%	100%

Source: 2000 U.S. Census.

### **FEMALE-HEADED HOUSEHOLDS**

The 2000 Census shows 1,823 female-headed households with children under 18, about 23 percent of all households with children. By 2006, this number had increased to 2,365, making up 25 percent of all households with children. The Housing Authority of San Bernardino County reports the vast majority of the 289 Section 8 households in Redlands are headed by women.<sup>3</sup>

A large share of female-headed households with children is economically disadvantaged. Table 3.3-7 identifies that a significant number of female-headed households (primarily single mothers) were below the poverty level in 1999. There were approximately 56 percent more impoverished female-headed households as married couple families below the poverty level, even though the number of married couples was much greater. Although the percentage of all Redlands households below the poverty level was fairly low, about 28 percent of female-headed households with children were below the poverty level. These households made up 17 percent of all female-headed households—a rather large percentage of this population. These households have a need for low-cost housing, suitable for children located near schools and childcare. Innovative shared living arrangements that might include congregate cooking and childcare facilities would also be suitable.

<sup>3</sup> Email from Karen Hummitsch of the Housing Authority of San Bernardino County (1/22/2008).

**Table 3.3-7: Households below Poverty Level, 1999**

	<i>Family/Householder</i>	<i>Percent of Population</i>
Married couple family. With related children under 18 years	331	2
Male householder, no wife present: With related children under 18 years	146	1
Female householder, no husband present: With related children under 18 years	518	3

*Source: 2000 U.S. Census.*

### **FARMWORKERS**

Because of their frequent illegal status as well as the seasonal nature of agriculture, it is very difficult to accurately identify the number of farmworkers in the United States in general and in a particular community. The current RHNA estimates that there were 203 Redlands residents employed as farmworkers in 2000 (U.S. Census). Although this number includes "occupations such as farming, fishing, or forestry," given Redlands' inland, dry nature, most of these people are likely farmworkers. However, since the number of farmworkers in Redlands is very small, this group does not exert much demand for special housing.

### **THE HOMELESS**

The SCAG defines the homeless as those "sleeping out" in makeshift shelters, in cars and under freeway overpasses, and those who are "at-risk" of homelessness in that they are sharing housing on a temporary basis, are living in single-room occupancy hotels, or their Calworks or other general relief stipend has been canceled twice within one year because they had no forwarding address.

In 2007, the Community Action Partnership (CAP) of San Bernardino County published the "Homeless Census and Survey Comprehensive Report." CAP contracted Applied Survey Research (ASR) to conduct the 2007 San Bernardino County Homeless Count. ASR was also contracted to do a similar study in 2003. According to the 2007 Report, between November 2002 and February 2007, there was a 39 percent increase in the number of homeless residents found in San Bernardino County.<sup>4</sup> According to Cheryl Heesen, the Executive Director of Redlands Family Service Association, the total number of shelter beds available in the San Bernardino County is inadequate due to the lack of sufficient affordable housing and livable wage jobs.<sup>5</sup> The 2007 Report counts 7,331 total homeless people in the County, 790 of whom were specifically identified as people in families. In Redlands, a total of 158 homeless people were counted, 44 of whom were in families. The Redlands homeless population makes up 2.2 percent of the County total.

<sup>4</sup> "San Bernardino County 2007 Homeless Census and Survey Comprehensive Report" Community Action Partnership of San Bernardino County, Executive Summary.

<sup>5</sup> Email from Cheryl Heesen, Executive Director, Redlands Family Service Association, 1/29/08.

### Non-Profit Services

There are several non-profit organizations in and near Redlands that attempt to address/assist the homeless on a daily basis. The majority of these organizations tend to focus on the homeless family. These entities include the Redlands Family Service Association, the Frazee Shelters, Inland Temporary Homes, Option House, and the Salvation Army (Table 3.3-8). In addition, the 211 referral line operated by the Inland Empire United Way services the city.

**Table 3.3-8: Homeless Facilities**

<i>Facility Name</i>	<i>Facility Type</i>	<i>Population Served</i>	<i>Permanent/Seasonal</i>	<i>Current Inventory</i>
Family Service Association	Support services for individuals and families	East Valley	Rental Assist Perm Motel Vouch Temp	1,497 motel vouchers, for a total of 4,166 bednights in 07
The Frazee Shelters	Support services for individuals and families	Central Valley	Emergency Shelter	55
Inland Temporary Homes	Short term housing for families	East Valley	Temporary Transitional	20
Option House	Women and children who are victims of domestic violence	From Riverside to Palm Desert	Emergency Shelter/ Transitional Housing	32
Salvation Army-San Bernardino	Individuals and Families	Central Valley	60 days/year	68 (women and children) and 28 men
Joseph's Storehouse	Individuals and Families	Redlands and surrounding communities	Cold weather shelter	40 (the most have had stay a night is 24)

*Source: City of Redlands, Community Development Department, 2008.*

Family Service Association (FSA) provides transitional housing for families via rental assistance and shelter vouchers. FSA helps an average of two families per day. The FSA's Project Home Again, which has been functional since 1991, also extends their services to include rehabilitation and relocation programs. These entities receive their funding from a variety of agencies and fund-raising activities, including the City's Redevelopment Agency and CDBG. Currently Project Home Again has 133 homeless families on their voucher program.

The Frazee Shelters are part of a larger organization—the Frazee Community Center. The Community Center provides a wide range of services to low-income and homeless persons in the San Bernardino area. Services include housing assistance, clothing, nutrition, as well as referral services. Frazee is a non-profit corporation and receives funds from United Methodist Churches and other denominations as well as Arrowhead United Way, East Valley United Way, and the City and County of San Bernardino, City of Highland, City of Redlands. Frazee also receives grants and donations from individuals, corporations, and other organizations. Frazee operates four shelters in the San Bernardino area. The largest shelter is for families and

the others house men only. In addition Frazee offers a no-cost lunch to those in need during the weekdays.

Inland Temporary Homes and the Frazee Shelters are the only two organizations that offer temporary on-site shelter bed arrangements to the homeless (neither offers housing vouchers). Currently the combined bed count between both these entities is 75; however, both organizations are making an earnest effort to acquire additional dwelling units so they can increase their on-site shelter bed program. This project receives assistance from Community Development Block Grant (CDBG) funding.

Option House provides services to women and children who are victims of domestic violence. In addition to shelter services, Option House offers in-house classes, legal advisors, support groups, and treatment for a range of issues. The organization helps over 300 people in its shelter and over 200 with legal services. From January 2007 to January 2008, Option House, which serves a broad geographic area from Riverside to Palm Desert, provided shelter to six women and 12 children from Redlands.

The Salvation Army provides the homeless (individuals and families) with daily meals, day care, and some monetary assistance. In addition, they assist families with counseling, motel vouchers, money for gasoline, prescriptions, utility bills, and toiletries.

Joseph's Storehouse assists anyone in need of food or clothing. Joseph's also collects and distributes blankets, sleeping bags, and tents. In addition, from December through March, Joseph's runs a cold weather shelter when it is either under 40 degrees and/or raining. While the most the shelter has accommodated on one night is 24, up to 40 people at a time can sleep in Joseph's.<sup>6</sup>

In addition to these local organizations, the Community Action Partnership (which published the 2007 Report mentioned previously), provides a number of programs and services aimed at low-income and homeless populations.

A few years ago, regional county hotlines were put in place in California to provide instant housing information for homeless individuals and families. Therefore, whereas before, the East Valley Information and Referral service existed for this purpose in San Bernardino County, now, the Inland Empire United Way (IEUW) runs this service for San Bernardino and Riverside counties. Those who are in danger of homelessness or already homeless can call 2-1-1 if they are in need of food, shelter, or assistance paying their rent and utilities. The 2-1-1 service also makes referrals for animal care, disaster resources, help for elderly veterans, clothing, disability programs, low-cost child and medical care, job training, and governmental programs. In a story published in February 2008, it was reported that the 2-1-1 service is fielding more and more calls from families with children due to the foreclosure crisis that is hitting the Riverside-San Bernardino area particularly hard.<sup>7</sup> In 2007, 941 calls were received

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<sup>6</sup> Phone conversation with Paul Dickau, Assistant Director, Joseph's Storehouse, 3/31/2008.

<sup>7</sup> Laurie Lucas. "211 is the phone number to call for Inland services." *The Press-Enterprise*, Feb. 13, 2008.

from Redlands residents, making up approximately 1.3 percent of all 2-1-1 calls. Almost 37 percent of these calls were in reference to rental or utility payment assistance or shelter.<sup>8</sup>

### **Public Programs**

The housing and social service needs of homeless persons are as varied as their reasons for being homeless. These include unemployment, eviction, physical or mental illness, and substance abuse. Many homeless persons need counseling, employment assistance, and shelter. Some need only temporary, transitional shelter. Others may need only short-term financial assistance such as a loan for the first month's rent and security deposit.

The City of Redlands currently has no public programs for dealing with the homeless. The City, however, is able to have some impact upon availability of housing via its General Plan and related policies. As the problem of homelessness continues to grow, City policy makers may need to consider potential public programs to assist with the homeless. Emphasis is currently aimed at assisting those agencies already in the community through financial assistance from CDBG and Redevelopment Agency funds. Currently, the City has allocated CDBG funds to Inland Temporary Homes and the Family Service Center of Redlands. Furthermore, in compliance with recent State law changes (Chapter 633, Statutes of 2007), Program 7.1.4 requires that the City either enter into a multi-jurisdictional agreement to accommodate its homeless need or allow emergency shelters by-right in the CM, Commercial Industrial District. See Chapter 7 for details.

### **STUDENTS**

The University of Redlands, located north of Interstate 10, has approximately 2,700 students. About 75 percent of these (2,025) are undergraduates, the vast majority of whom live on campus. Undergraduates are only allowed to live off campus if they are married, their parents live in town, or in some other extenuating circumstance. The University has graduate programs in business and education, making up the remaining 25 percent (675) of the student body. Thus, approximately 675 university students live off campus.<sup>9</sup> It is likely that many of these students live in Redlands, and seek rental units.

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<sup>8</sup> Email and phone conversation with Gary Madden, 2-1-1 Director, Inland Empire United Way (2-29-08)

<sup>9</sup> Conversation with Leslie Krafft-Datchuk, Area Director, Student Life on January 23, 2008.

### 3.4 OVERCROWDING

The Census Bureau defines “overcrowding” as 1.01-1.50 persons per room and “extreme overcrowding” as 1.51 or more persons per room. Overcrowding typically results when either: 1) the costs of available housing with a sufficient number of bedrooms for larger families exceeds the ability to afford such housing, or 2) unrelated individuals (such as students or low-wage single adult workers) share dwelling units due to high housing costs. This can lead to overcrowded situations if the housing unit is not large enough to accommodate all of the people. In general, overcrowding—a measure of the ability of existing housing to adequately accommodate residents—can result in deterioration of the quality of life within a community.

Tables 3.4-1 and 3.4-2 summarize the overcrowding status in the City. In 2000, 7 percent of the city’s occupied housing units were overcrowded. In 2006, according to ACS estimates, this number had fallen to 3 percent. In 2000, there were 1,130 (12 %) renter-occupied and 539 (4 %) owner-occupied units defined as overcrowded in the City. In contrast, 2000 Census figures for the County were 23 percent for renter-occupied and 10 percent for owner-occupied units. Therefore, compared to the County, there is a low rate of overcrowding in the City.

**Table 3.4-1: Overcrowding: Persons Per Room**

<i>Persons</i>	<i>2000</i>		<i>2006</i>	
	<i>Households</i>	<i>Percent</i>	<i>Households</i>	<i>Percent</i>
1.00 or less	22,000	93	25,123	97
1.01 to 1.50	873	4	737	3
1.51 or more	796	3	49	0

*Source: 2000 U.S. Census and 2006 ACS.*

**Table 3.4-2: Overcrowded Housing by Tenure**

<i>Number of Persons per Room</i>	<i>Rental Units</i>	<i>Percent of Total Occupied Rental Units</i>	<i>Owner Units</i>	<i>Percent of Total Occupied Owner Units</i>
<b>Redlands</b>				
1.01 to 1.5	562	6	311	2
1.51 or more	568	6	228	2
Total	1130	12	539	4
<b>San Bernardino County</b>				
1.01 to 1.5	19,253	10	17,958	5
1.51 or more	23,503	13	16,669	5
Total	42,756	23	34,627	10

*Source: 2000 U.S. Census.*

In 2000, according to Table 3.4-1, 4 percent of Redlands households were overcrowded and 3 percent were extremely overcrowded. By 2006, according to ACS estimates, 3 percent of households were overcrowded and less than one percent were extremely overcrowded. Furthermore, SCAG considered “severe” overcrowding in its 2007 need calculations.<sup>10</sup>

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<sup>10</sup> SCAG. “Regional Housing Needs Assessment.” <http://www.scag.ca.gov/Housing/rhna/index.htm>