



1.0 INTRODUCTION TO GENERAL PLAN ELEMENTS

The Loma Linda General Plan encompasses a comprehensive strategy for managing the community's future. The Loma Linda General Plan is the community's statement of what is in its interest, and is the City's most important statement regarding its ultimate physical, economic, and cultural development over the next 25 years. The General Plan is a legally binding policy document to be used by City officials, the development community, citizens, and others to guide decisions regarding the future development and management of human, land, and natural resources.

The City of Loma Linda is located within western San Bernardino County approximately 60 miles east of the City of Los Angeles, California. The City was incorporated in 1970. Jurisdictions that border the City of Loma Linda include: the Cities of Redlands and San Bernardino to the north; the City of Redlands and unincorporated San Bernardino County to the east; unincorporated Riverside and San Bernardino Counties to the south; and unincorporated San Bernardino County and the Cities of Colton and San Bernardino to the west (Figure 1.1).

In order to address the issues that may affect or be affected by areas outside of Loma Linda's existing city limits, a comprehensive General Plan Study Area has been established. This planning area encompasses the current city limits, as well as the current sphere of influence (Figure 1.1). The total Planning Area covers approximately 10.41 square miles. Of this area, approximately 7.43 square miles are currently within the City limits. This Planning Area boundary is intended to recognize the interrelationships between land use and other issues affecting the City of Loma Linda and surrounding lands. The January 2001 population of the City of Loma Linda was 19,418.

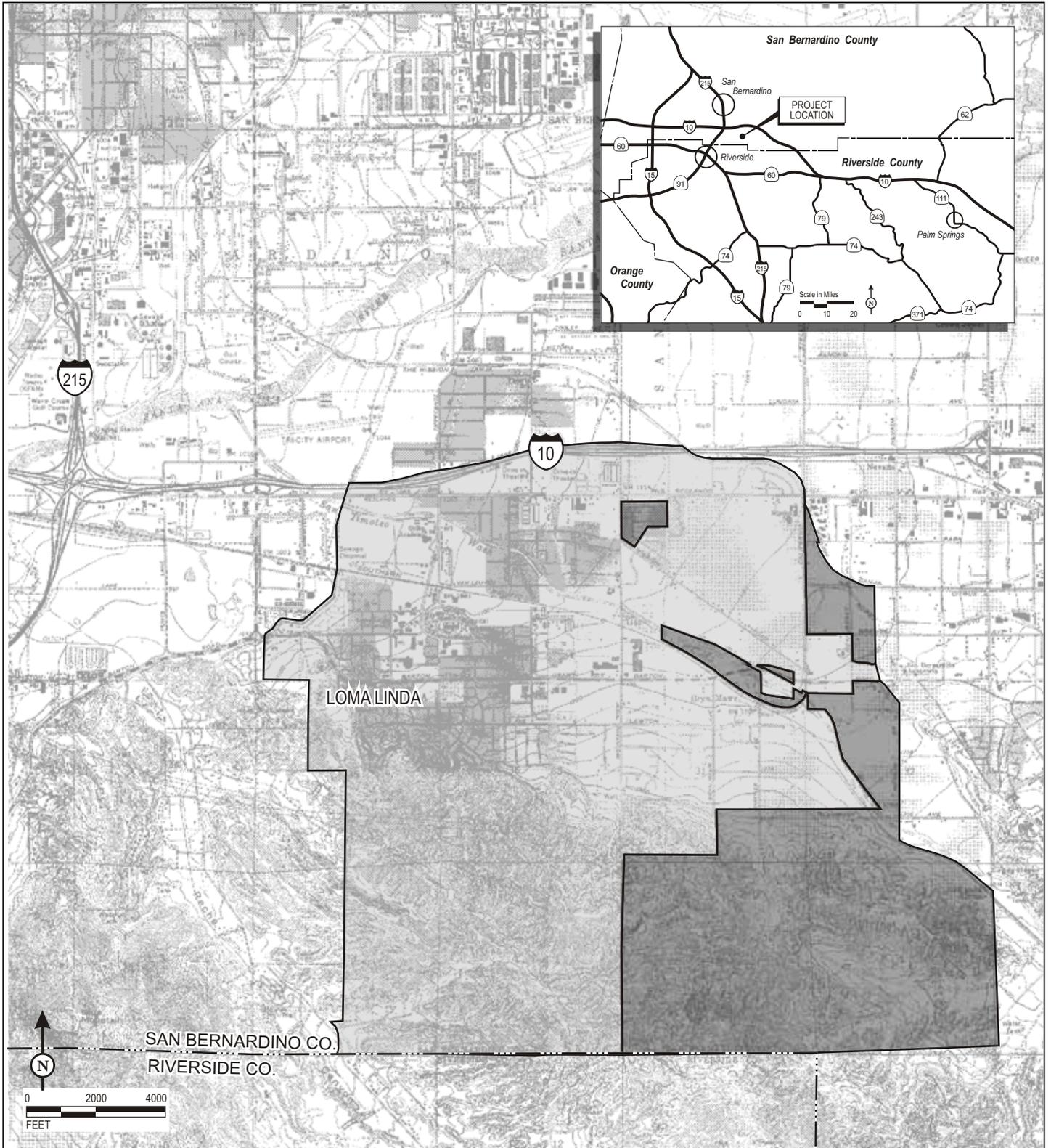


Figure 1.1

LSA

- CITY OF LOMALINDA
- CITY OF LOMALINDA SPHERE OF INFLUENCE

BASE MAP SOURCE: USGS 7.5' QUADS - REDLANDS, CA. REV. 1988;
SAN BERNARDINO SOUTH, CA. REV. 1980.

City of Loma Linda General Plan
**REGIONAL AND PLANNING
AREA LOCATION MAP**



1.1 COMMUNITY PROFILE

1.1.1 Historical Perspective

Loma Linda traces its roots to the Spanish/Rancho period (1769 to 1848) when an Asistencia or outpost of the San Gabriel Mission was established in the area. As the missions began to decline, the area became part of a land grant known as Rancho San Bernardino. As early settlers entered the region, the Rancho was transformed into a vast producing area of citrus crops. In the late 1800s the railroad companies encouraged development of tourist hotels along their lines. Loma Linda began as one such development known as Mound City. The community was originally established in 1876, but by the early 1880s, the property had been acquired by the Mound City Land and Water Company. The company built a water pipeline running northwest from the Scott Canyon Drainage to the site of platted community cottages, shops, and the \$30,000 Mound City Hotel. The intended residential development project ultimately failed. In the late 1890s, a group of Los Angeles businessmen and physicians purchased the hotel and reopened it as a health resort and convalescent hospital-resort (then called “Sanitariums”) called Loma Linda (Spanish for “pretty hill.”), and promoted it as “The Switzerland of America - where health and pleasure are twins.”¹ This venture also failed, and the Loma Linda Hotel closed again in 1904 (and was nicknamed “Lonely Linda”). In 1905, the Seventh-day Adventist Church purchased the former resort property, re-opened the sanitarium and established a nursing school. A “College of Medical Evangelists” was opened in 1909, which became Loma Linda University in 1961. The Loma Linda Hotel was used as a university building until 1967, when it was demolished. The College developed into a leading regional medical center, and the town grew as a college community.



City of Loma Linda, incorporated in 1970



Internationally known Veterans Medical Center

Orchards were an important aspect of the economic base into the 1920s and remain part of the character of Loma Linda. By the 1940s, the community had matured into a developed suburb of San Bernardino. Loma Linda was incorporated as a city in 1970.

1.1.2 Loma Linda Today

Today, Loma Linda is a unique community with strong ties to its religious, educational and healing arts roots. The Loma Linda University Medical Center (LLUMC) and the Jerry L. Pettis Memorial Veterans Medical Center (VA Medical Center) are both internationally known. The City is also home to Loma Linda University, which, with the VA Medical Center and LLUMC, provides much of the economic base of the

1 Shipp, James. 2000. “How Big Were Their Footprints? A Study of Loma Linda History.” San Bernardino Museum web site http://rims.k12.ca.us/foot_prints/.



community. The City is seeking to expand upon this economic base with medical support services, research facilities, professional offices, and lodging accommodations. Already, major developments such as General America's corporate center, the Arbors Business Park, Loma Linda Plaza, and Mountain View Plaza have brought diversified business opportunities. In addition to increasing commercial and industrial opportunities, Loma Linda is in the process of managing residential growth to provide an appropriate range of housing opportunities, including executive housing, traditional single-family neighborhoods, and affordable housing for very low and low-income households and senior housing.

1.2 COMMUNITY VISION

1.2.1 Vision of Loma Linda's Future

The City of Loma Linda held several Strategic Visioning Meetings during the year 2000. The members of the Strategic Visioning Team included elected, appointed, and designated members from the general public. From these meetings and subsequent review of the General Plan, the following vision of future Loma Linda was derived.

In the year 2025, Loma Linda will continue to be a small, friendly, beautiful community with natural assets, a unique economy, and healthy lifestyle. The City will still be a university town where education, health and medical services, and recreation are important. The community will have avoided the large-scale, high density development common in large cities, and continued as a small community, with a pedestrian-friendly orientation. New development within the valley portions of Loma Linda will have been clustered around open space areas to provide a low intensity feeling of openness. A substantial portion of Loma Linda's new housing will also have been developed as part of planned communities providing a high level of amenities and a mix of residential product types in close proximity to shopping and employment opportunities. The City will have diverse housing opportunities where the natural environment is protected and enhanced to enrich the body, mind, and human spirit; where ethnic diversity and religious orientations are celebrated; and where citizens play an active role in government. Many of the fine historic buildings and natural resources will have been preserved and restored, creating an elegant, historic quality to the community.

By providing incentives for the clustering of development, the majority of the South Hills have been acquired by the City for permanent open space, including a comprehensive trails system. Clustered development has allowed the South Hills to retain their sense of openness and natural beauty. As a result, views of the South Hills from locations such as Barton Road, Interstate 10, and San Timoteo Canyon Road are of natural open space rather than homes.

The City will have a balanced economy that meets the needs of the community and is a great place to do business. High-tech industries have been attracted to the City and have created a diverse mix of high paying job opportunities to raise the City's standard of living and complement LLUMC. Retail stores, which include a rich mix of local and visitor attractions, are integrated into the community's design and fit the scale and character of existing buildings to maintain a small town character and to preserve historic buildings.

Loma Linda will have upgraded its infrastructure systems providing new and improved services and facilities consistent with development policies that protect the hillsides and open space resources. Transportation corridors have been improved and traffic has been diverted away from neighborhoods



maintaining the pedestrian-friendly quality of the community. The community's streets are improved and maintained on a regular basis. New trees are growing throughout the neighborhoods providing beautiful, shaded, pedestrian-friendly streets with bike trails. New lighting throughout the City improves the feeling of safety for local residents, and encourages evening strolls and visiting among neighbors.

A new multi-use cultural performing arts and small conference center will be completed for theater, movies, ballet, concerts, and community use, providing for a diverse range of activities for all residents and visitors. Ethnic groups are fully integrated into all facets of the community and help to create a rich diversity of cultural activities, retail stores, and services. Community events involve all members of the community. Human services and programs like youth day camps and senior daycare are provided by the County and local community-based organizations to improve the quality of life and well being for all residents.

A new sports complex has been completed providing the community with recreational activities for all age groups. Neighborhood parks and recreational facilities have been created throughout the community. Improvements to the "multiple centers" include mixed-use activities for commercial, recreational, cultural, and educational activities for local residents, seniors, youth, and visitors. The San Timoteo Creek has been improved for recreational uses, including a trail for exercise, bicycling, walking and running. A golf course, clubhouse, and hotel/conference center has been created and constructed by private enterprise.

Local government is cooperative, open, and responsive to identified community needs and actively seeks and encourages community input in planning and decision-making. Specific plans have been prepared and implemented for the Redlands Boulevard and Barton Road Corridors to enable high-quality development/redevelopment and provide for well-defined entry statements to the community. Development guidelines that protect the hillsides and open space resources have been created, resulting in the acquisition of large unbroken blocks of natural open space. Reasonable, responsible and environmentally sound design review guidelines, development standards, and project review processes have been adopted to guide new development consistent with the community's local character and scale. There are adequate police and fire department personnel to maintain the community's safety. The quality of the schools has been improved; a middle school and high school have been built, and continuing education and training opportunities are provided for young adults and the elderly.

Loma Linda will continue to be a safe, unique community in which to both live and work. People, natural assets, a unique economy and a strong health foundation will provide a beautiful City for generations of all ages to enjoy.

1.2.2 Guiding Principles for Managed Growth

- New development shall promote the environmental, social, and economic well-being of the community and enhance the quality of life now experienced in the City.
- Because Loma Linda's hillside areas are an important community asset, management of future growth shall aim to maximize the preservation of natural open space and minimize the land area subject to development.
- New development shall be designed and constructed to preserve scenic vistas.
- Preservation of open space for public recreation, protection of resources, protection of public health and safety, and agricultural production is a community priority to be reflected in the design and character of new development.



- New development shall be consistent with the need to ensure an adequate ongoing supply of high quality water to existing and future residents.
- Traffic shall be managed to maintain acceptable levels of service throughout the community.
- New development shall pay its own way in terms of capital costs and ongoing operations and maintenance.
- The pace of future development shall be managed so as to ensure the concurrent expansion of public services and facilities.

1.3 PURPOSE AND AUTHORITY OF THE GENERAL PLAN

1.3.1 State General Plan Requirements

State law (Government Code 65302, et seq.) requires that every California city and county prepare and adopt a “comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency’s judgment bears relation to its planning.” According to State guidelines for the preparation of general plans, the role of the General Plan is to establish a document that will “...act as a ‘constitution’ for development, the foundation upon which all land use decisions are to be based. It expresses community development goals and embodies public policy relative to the distribution of future land use, both public and private.”

As further mandated by the State, the General Plan must serve to:

- Identify land use, circulation, environmental, economic, and social goals and policies for the City and its surrounding planning area as they relate to land use and development;
- Provide a framework within which the City’s Planning Commission and City Council can make land use decisions;
- Provide citizens the opportunity to participate in the planning and decision-making process affecting the City and its surrounding planning area; and

State-Mandated General Plan Elements

The **LAND USE ELEMENT** designates the general distribution of uses of land for housing, business, industry, open space, education, public buildings and grounds, waste disposal facilities, and other categories of public and private uses. The Land Use Element also sets forth standards for population density and building intensity.

The **CIRCULATION ELEMENT** is correlated with the land use element, and identifies the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities. Overall, the objective of the Circulation Element is to promote the movement of people and goods.

The **HOUSING ELEMENT** includes a comprehensive assessment of current and projected housing needs for all economic segments of the community. It embodies policy for providing adequate housing for all economic segments of the community, and includes a five-year action program.

The **CONSERVATION ELEMENT** addresses the conservation, management, and use of natural resources, including water, soils, biological habitats, and mineral deposits. Specific requirements are set forth to ensure the coordination of water resource planning and future development.

The **OPEN-SPACE ELEMENT** details programs for preserving open space for natural resource protection, the managed production of resources, outdoor recreation, and protection of public health and safety.

The **NOISE ELEMENT** evaluates present and projected noise levels within the community as a guide for establishing a pattern of land uses in the land use element that minimizes the exposure of community residents to excessive noise.

The **SAFETY ELEMENT** establishes policies and programs to protect the community from risk associated with seismic, geologic, flood, and fire hazards, including identification of hazards, establishment of safety standards, and delineation of evacuation routes.



- Inform citizens, developers, decision-makers, and other agencies, as appropriate, of the City's basic rules that will guide both environmental protection and land development decisions within the City and surrounding planning area.

State law requires that the General Plan include seven mandatory elements, but allows flexibility in how each local jurisdiction structures these elements.

In addition, the Loma Linda General Plan includes discussion and resolution of issues related to three issues beyond those required by State law. State law does not mandate discussion of these issues; however, once adopted, "optional" issues have the same force and effect as policies related to the General Plan elements required by the State. These "optional" issues include:

- **Public Services and Facilities:** Incorporated into the Loma Linda General Plan are policies and programs that establish minimum levels of service standards for circulation, drainage, water and sewer facilities, parks and recreation facilities, police and fire services and other services and facilities. The General Plan also identifies responsibilities to be placed on new development, and indicates what the consequences will be if such minimum standards are not achieved.
- **Economic Development:** Included in a separate element and throughout the General Plan are strategies devoted to the promotion of a healthy economic base within the City of Loma Linda, including strategies to expand retail sales tax generation within the City, as well as expanding Loma Linda's local employment base.
- **Community Design:** Included as a separate element are policies and programs establishing guidance for more detailed design guidelines for the community. The General Plan provides the general parameters necessary to maintain the City's standards for the built environment.
- **Growth Management:** This element brings together those portions of the General Plan that address managing future growth to outline a comprehensive strategy to manage the location of future growth and development and the manner in which it occurs. The Growth Management Element includes performance standards for key community services and facilities to ensure a clear linkage between future growth and the adequacy of services and facilities, and also addresses the manner in which the future of the City's most precious resource – its South Hills – will be managed.

1.4 CHARACTERISTICS OF A GENERAL PLAN

A General Plan has a number of characteristics that distinguish it from other types of planning efforts. These characteristics are:

- **Visionary.** A major function of the General Plan is to anticipate the future, and to provide the means for the City to create the future it desires.
- **Long Range.** Even though the future is not easy to predict, a General Plan recognizes that effective planning is based on a long-term view so that trends can be anticipated and managed, and negative effects can be reduced.
- **Comprehensive.** A General Plan reflects an effort to coordinate all of a community's major components. The relationship between the intensity of land use development and transportation needs is one obvious set of community components that must be coordinated. The General Plan is also comprehensive in that it addresses and resolves both short-term and long-term issues.



- **General.** A General Plan is long-range and comprehensive and, therefore, necessarily broad in scope. A general framework must be established as part of the plan, based on recognized trends, best available projections, and community values regarding the future that is desired by the community. Although the General Plan is a “general” guide for decision making, it is the lead legal document within a community for planning and development decisions. State law requires that zoning and development approvals be consistent with the General Plan.

The Loma Linda General Plan also aims at achieving the following characteristics.

- **Oriented to the Community.** The Loma Linda General Plan is intended to be reflective of the needs and desires of existing and future residents.
- **Fiscally Responsible.** The General Plan is intended to achieve and maintain economic strength and vitality, and to provide plans and implementation programs that are within the City’s means.
- **Pragmatic.** The General Plan is based on a realistic assessment of community issues, along with practical, workable programs to resolve those issues.
- **Action-oriented.** In addition to framing a vision for Loma Linda’s future, the General Plan works to translate that vision into action, and thereby provide the means to achieve desired outcomes.
- **Usable.** The General Plan is intended to provide practical guidance for development review, environmental management programs, economic expansion, and capital improvements planning. Although the future cannot be known, the General Plan strives to be comprehensive and flexible enough to accommodate unique situations and provide practical guidance in unanticipated situations.
- **Coordinated.** In preparing the General Plan, the City of Loma Linda has attempted to coordinate its plans and programs with those of the County, adjacent cities, and the special districts serving Loma Linda.
- **Reliable.** Although the General Plan is, by definition, “general,” the plan strives to provide sufficient detail and explanation of its policies and programs so as to provide clear, consistent policy direction, and to promote certainty for all participants in the development review process.

1.5 THE COMPREHENSIVE NATURE OF THE GENERAL PLAN

To be effective as a decision-making tool, the various elements of the Loma Linda General Plan must integrate the management of the community’s future physical, social, environmental, and economic environments.

1.5.1 Identification of Issues

The Updated General Plan not only addresses the issues that the State requires to be included in a General Plan, but also responds to the current and future issues that Loma Linda faces. Key community issues that the General Plan addresses include:

- Achieving and maintaining a vibrant community in which all residents enjoy a wide range of employment, shopping, and recreational opportunities;
- Achieving a closer balance between jobs and housing by providing areas for new residential development that will serve local employees, including executive and upper-end housing, as well as housing for workers, students, seniors, and young adults who are starting their careers and forming families, and additionally establishing areas permitting mixed uses, both residential and commercial;



- Providing opportunities to establish a community downtown area that could provide a focal point for the community, and enhance the City's identity;
- Improving the design quality of the community by establishing guidelines for community development;
- Protecting the hillsides in accordance with the Hillside Initiative and managing growth in the remaining hillside areas through development policies that focus on land stability, roadways, public trails, earthquake fault zones, aesthetics, and public services; and
- Enhancing the City's economic viability through an improved business climate in order to attract retail businesses and proactively seeking office-based, and medically related or high-tech industrial businesses.

1.5.2 Maintaining a Regional Context

It is important that the General Plan establish local policy while keeping in mind that Loma Linda is part of a larger region. Certain issues addressed in the General Plan, such as freeway traffic and off-ramps, flood control, and air quality, have a local component, but are more readily addressed on a countywide or regional basis. In such cases, the task of the General Plan is to address the manner in which Loma Linda's interests, values, and concerns are congruent or conflict with existing regional and countywide policies. If conflicts between local interests and countywide or regional plans or policies are identified, the General Plan's role is to define the extent to which the City can influence such regional or countywide plans or policies, and to provide an appropriate City response. It is also the purpose of the General Plan to provide a forum for addressing issues that cannot be solved by the City alone, but that require cooperative actions among several jurisdictions. Finally, the General Plan recognizes that actions taken by the City of Loma Linda may affect surrounding communities or other agencies, and that actions taken by other agencies can affect the City. As a result, the General Plan provides a forum for ongoing communications between the City and these other agencies, as well as an opportunity for cooperative efforts to capitalize on economic development activities.

1.6 GENERAL PLAN CONSISTENCY

In addition to providing a comprehensive view of Loma Linda's future, State law requires that the General Plan be *internally consistent*. In order to function as a useful statement of local policy, the various components of the General Plan need to "comprise an integrated, internally consistent and compatible statement of policies..."¹ If a General Plan does not achieve such internal consistency, the City, development community, and citizens who attempt to use the plan will face conflicting directives, and will be unable to rely on the stated policies of the General Plan, thereby defeating its purpose. The concept of internal General Plan consistency revolves around the following issues:

- **Equal Status Among General Plan Elements.** All elements of a General Plan have equal legal status, and no General Plan Element is permitted to take precedence over any other. As a result, the General Plan must resolve potential conflicts between or among the elements through clear language and consistent policy.
- **Consistency Among Elements and Within Individual Elements.** All General Plan elements and portions of the plan must be consistent with each other. An individual provision of the General Plan must not require or encourage an action to be taken that is prohibited or discouraged by another General Plan provision. In addition, the

1 Government Code Section 65300.5.



assumptions used in the General Plan must be uniform and consistently applied throughout the document.

- **General Plan Text, Diagram, and Map Consistency.** Because General Plan text, diagrams, and maps are each integral parts of the General Plan, they must be consistent with one another. Thus, the diagrams and maps of the General Plan, including the land use and circulation maps, are a graphic reflection of the General Plan text, and must be consistent with written policies.

It is also important that all parties using the General Plan recognize that resources are not unlimited, and that not all community objectives can be achieved concurrently. In addition, there are often trade-offs between community objectives. As a result, the blind pursuit of one objective may, in some cases, inhibit the achievement of other community objectives. Thus, the General Plan strikes a balance between competing objectives, and provides statements of community priorities.

In addition to the need to balance competing objectives, it is inevitable that there will arise changing conditions or other circumstances where policy direction is not certain, and interpretation of the provisions of the General Plan is required. In such cases, the City entity charged with approval of a discretionary action must make such an interpretation. In interpreting the provisions of the General Plan, care must be taken to ensure a “best fit” for the action to be taken, aimed toward the achievement of General Plan goals and objectives, recognizing the city’s short-term *and* long-term priorities.

1.7 GENERAL PLAN FORMAT

The General Plan includes the seven mandatory elements as described previously plus two other elements that address local concerns. Table 1.A summarizes the required elements with those contained in the General Plan.

Table 1.A: Organization of General Plan Elements and Required State Elements

General Plan Organization	Element Required by State Law
Introduction	
Land Use	Land Use
Community Design	
Economic Development	
Housing	Housing
Circulation and Transportation	Circulation
Noise	Noise
Public Services and Facilities	
Conservation and Open Space	Conservation and Open Space
Public Health and Safety	Safety
Growth Management	

1.7.1 Guiding Policies and Implementing Policies

Each element in the General Plan provides a summary of existing conditions, a discussion of trends and issues, followed by guiding and implementing policies. The guiding policies provide a broad direction that the City proposes to achieve. The implementing policies provide actions, programs, and specific techniques to achieve and implement the Guiding Policies. In all instances, the concepts and principles of the Loma Linda Strategic Action Plan as developed in 2000 by the City of Loma Linda



Strategic Visioning Core Group and the citizen/business owner contributions at General Plan workshops and public hearings provide the foundation for the guiding and implementing policy statements.