

**PROGRAM ENVIRONMENTAL IMPACT REPORT
(SCH #96031031)**

**FOR THE
OAK HILLS COMMUNITY PLAN**

Prepared for:

**City of Hesperia
Community Development Department
15776 Main Street
Hesperia, CA 92345**

and

**County of San Bernardino
Land Use Service Department
385 North Arrowhead Avenue
San Bernardino, CA 92415**

Prepared by:

**Lilburn Corporation
1905 Business Center Drive
San Bernardino, California 92408**

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S SUMMARY

S.1 PROJECT UNDER REVIEW

This Program Environmental Impact Report (EIR) (State Clearinghouse No. 96031031) has been prepared in compliance with the California Environmental Quality Act (CEQA) and the State Guidelines for Implementation of CEQA (as amended, 1999). The Program EIR describes the Oak Hills Community Plan, documents existing conditions within the planning area and vicinity, and evaluates the potentially significant environmental effects that may occur with implementation of a Medium-Low Density land use plan as the Community Plan to guide growth in the planning area over the next 20 years.

The Community Plan sets forth goals and policies for guiding growth in the Oak Hills planning area, a 28-square mile rural area that consists primarily of scattered single family residences on minimum 2½-acre lots with some commercial development along the freeway corridor. The planning area is located at the summit of the Cajon Pass, north of the City of San Bernardino and is bisected by the Mojave Freeway (I-15), the major thoroughfare between Los Angeles and Las Vegas. The planning area is structured around County Service Area 70, Zone J, a special district formed by the County of San Bernardino in 1972 to provide water, sewer and road maintenance services to this unincorporated community. To date, the County has constructed a water system designed to serve single family residences on 2½ acre lots, with a small linear commercial component along the freeway frontage roads. The County is also improving roads in the more populated areas of the community as funds become available through the County's *Oak Hills Area Transportation Facilities Plan* fee structure, adopted in 1989.

Six planning areas have been identified, generally along the I-15 freeway and Highway 395 where more intense urban land uses should be concentrated. This is in keeping with both the County's and City's intent to develop the I-15 corridor with commercial, office and light industrial uses to serve the community and provide local jobs. These areas would take advantage of freeway frontage/access while leaving most of the remaining areas of Oak Hills as rural. Allowing a mix of land uses in these six areas would generate revenue and jobs, and support the community with much needed goods and services, that residents must now drive long distances to obtain.

Lead Agency

CEQA Section 21067 defines the lead agency as the public agency which has the principal responsibility for carrying out or approving a project which may have a significant effect on the environment.

The City of Hesperia's interest in the preparation of the Program EIR is to support rezoning in advance of annexation of the Oak Hills Community Plan area (or portions thereof) into the City. The County's interest in the preparation of the Program EIR is that Oak Hills is an unincorporated community and as such, the County is responsible for providing services. Changes in land uses as proposed in the Draft Oak Hills Community Plan and eventual annexation into the City of Hesperia could adversely impact the County's ability to provide

services to areas of the community that remain unincorporated. Therefore, careful planning of the Community Plan area by both the County and City is essential in order to ensure continued quality service.

The County's intent in adopting the Community Plan is to address population growth in CSA 70 Zone J by identifying appropriate areas to develop the infrastructure to support growth. The County of San Bernardino previously identified the I-15/395 corridor within the City of Hesperia's Sphere of Influence as having unique characteristics in terms of location and accessibility that make it suitable for higher intensity development. The area is expected to be planned and developed as the gateway to the High Desert. The County has designated the unincorporated areas within Hesperia's Sphere of Influence as a planning area. The Oak Hills Community Plan is a joint effort between the County of San Bernardino and the City of Hesperia to plan for future growth in Oak Hills and have identified CSA 70, Zone J as a unique planning area.

Since the community is unincorporated the Program EIR was prepared as a joint effort between the City of Hesperia and the County of San Bernardino. Both agencies are acting as joint lead agency for the preparation of the Program EIR as defined in Section 15051(d) of the Guidelines which states "Where the provisions of subsection (a) (b) and (c) leave two or more public agencies with a substantial claim to be the lead agency, the public agencies may by agreement designate an agency as the lead agency. An agreement may also provide for cooperative efforts by two or more agencies by contract, joint exercise of powers, or similar devices.

Project Location

The Community of Oak Hills is located in the High Desert region of San Bernardino County, 35 miles northeast of San Bernardino and approximately 80 miles northeast of Los Angeles. Oak Hills is one of several unincorporated communities within the Victor Valley region of the County. The Community is bordered by the City of Hesperia to the east; the unincorporated community of Phelan to the west; the City of Victorville to the north; and the unincorporated area of Summit Valley to the south. Oak Hills is wholly within the Sphere of Influence of the City of Hesperia.

Project Background

The draft Oak Hills Community Plan was prepared with input from the Oak Hills Community Plan Advisory Committee (OHCPAC), a group organized to address the concerns for orderly growth in the Community Plan area. Pursuit of such a planning tool was prompted by property owners along the freeway corridor who sought services provided by the City to facilitate growth and development of more intense land uses than allowed under the County's General Plan. At the same time, residents of rural portions of Oak Hills were concerned about uncontrolled growth and the loss of the rural character of the community. The Advisory Committee held a series of public workshops between August 1994 and March 1995 to discuss issues and identify areas of concern that could be resolved with the implementation of the Community Plan.

The intent in drafting a Community Plan is threefold: 1) to plan for a high intensity quality development along the freeway/highway corridor; 2) to preserve the rural residential lifestyle in

portions of the Community Plan area away from the transportation corridors and 3) to prezone properties in the Community Plan area in anticipation of future annexation into the City of Hesperia.

The City of Hesperia incorporated in 1988. In September of that year, the Local Agency Formation Commission (LAFCO) approved the extension of the City's Sphere of Influence over approximately 14 square miles (8,960 acres) of the Oak Hills area on the east side of I-15 freeway and Highway 395. During preparation of the City's General Plan, this area was included and has been pre-zoned. The remaining 14 square miles within the Community Plan area, located west of the I-15 freeway and Highway 395 have not been pre-zoned by the City. The Community Plan encompasses the entire 28 square mile Community Plan area.

During the preparation of the draft Community Plan, the Oak Hills Advisory Committee developed three alternative land use plans but did not specify a preference; choosing instead to rely on ~~the Program EIR to determine the optimal plan based on the environmental evaluation information from the program EIR and input from the community to determine an optimal plan.~~ The three alternative land use plans developed are Medium-Low Density, Very Low Density and Rural Development. See Section S.5 for a summary of alternatives and Chapter 6.0 for a complete discussion of alternatives and their potential impacts.

Project Description

The Medium-Low Density land use plan is the proposed project evaluated in this Program EIR because it represents a more dense development plan than the other two alternative land use plans or the existing City and County general plans. The City's general plan includes approximately 14 square miles of the Oak Hills planning area, the area east of the I-15 freeway and Highway 395 which has been within the City's Sphere of Influence since 1988. For the purpose of this environmental analysis, the following methodology was used to evaluate the project and the alternatives:

- The project consists of the change in land use designation on 1,575 acres of the 17,786 acre Community Plan area.
- The Medium-Low Density land use plan was selected as the project under environmental review because it is the most intense land use plan.
- Proposed changes in land use designations under the Medium-Low Density land use plan are compared to the County's existing land use designation for the analysis of impacts in land use planning areas 1 through 6. This is because the County's designation for the entire 1,575 acres is Rural Living (RL) with minimum 2½ acre lots. Whereas the City designation in planning areas 5 and 6 (520 acres) is Planned Mixed Use (PMU) and allows up to four dwelling units per acre.
- A horizon year of 2020 was used to evaluate environmental impacts of Community Plan implementation rather than ultimate buildout (at least 2081) because a 20-year planning period is the preferred methodology used by local and regional planning agencies.
- The Oak Hills Community in 2020 would consist of 25 percent buildout of non-residential uses (retail, office and manufacturing/warehousing) and 75 percent of residential, except for development of 2½ acre lots. Development of single family homes

on 2½ acre lots is anticipated to occur at two percent per year independent of the land use plan ultimately adopted.

Table S-1 shows City and County land use designations for the Oak Hills Community Plan area. Table S-2 shows the Medium-Low Density land use plan for the year 2020. A 20-year planning period was identified for this environmental analysis because it is consistent with the San Bernardino Associated Government (SANBAG) Congestion Management Plan and the State General Plan Guidelines that recommend a 20-year planning horizon. Table S-2 shows the 2020 projection for each of the six planning areas, which are then combined with the balance of Oak Hills where no change in land use designations are proposed. This represents what the Oak Hills Community will look like in 2020.

For the purposes of this analysis, 75 percent of the residential development is assumed to have occurred by 2020, except within areas designated RE (County RL), where a two percent annual growth rate has been applied. This is because areas where higher densities are planned are marketed more aggressively and tend to build out faster. The larger 2½ acre lots will likely continue to be developed as individual infill lots as they have in the past. For commercial and industrial areas, including office uses, it is assumed that only 25 percent of the designated area will be developed by 2020. This is because retail commercial uses tend to follow residential uses into a market area, and it cannot be determined that all of the necessary retail development serving Oak Hills will be built within the Community Plan area. Some may be built in Hesperia, Victorville or other High Desert location. Also, there is only a certain amount of retail, office and industrial uses that will be built to take advantage of a freeway location. It is assumed that industrial uses will consist of light manufacturing and warehousing/distribution facilities.

Traffic/Circulation

In addition to revisions to the Land Use elements, the Circulation Element of both the City and County general plans must be amended to accommodate changes in designated roadways in Oak Hills. Local access around Oak Hills is limited by the I-15 freeway but is as follows:

West Side of I-15

The west side of the Community Plan area, west of the I-15 freeway is bounded by Baldy Mesa Road on the west, Phelan Road/Main Street on the north, Caliente Road on the east (west side frontage road of I-15), and Oak Hill Road on the south. North-south roads include Highway 395, Verbena Street and Bellflower Street. East and west the roads include Smoketree, Yucca Terrace, Joshua Street, Poplar Street, and Ranchero Road. Highway 395, Phelan Road/Main Street, Caliente Road and the north portion of Baldy Mesa Road are paved. The remaining roads are unpaved roads that exist intermittently through the Community Plan area, being restricted by the railroad corridor, the Oro Grande Wash, and several smaller unnamed washes.

**Table S-1
City and County Land Use Designations**

City General Plan	Description	County General Plan
Residential Designations		
RE (Rural Estate)	Rural Living	OH/RL
VL (Very Low)	Single Residential	OH/RS-1
L (Low)	Single Residential	OH/RS-20M
ML (Medium Low)	Single Residential	OH/RS-10M
M (Medium)	Single Residential	OH/RS-7,200
MH (Medium High)	Multiple Residential	OH/(4M)RM
Commercial Designations		
C (Commercial)	Neighborhood Commercial	OH/CN
C (Commercial)	General Commercial	OH/CG
C/SD (Commercial Special Development)	Planned Development-SD	OH/PD-SD
FD (Freeway Development)	Planned Development-FD	OH/PD-FD
PCD (Planned Commerce Development)	Planned Development -PCD	OH/PD-PCD
Industrial Designations		
IND/COM	Service Commercial	OH/CS
IND	Community Industrial	OH/IC
Other Designations		
PMU (Planned Mixed Use)	Planned Development-PMU	OH/PD-PMU
RC	Resource Conservation	OH/RC
P (Public)	Institutional	OH/IN
OS (Open Space)	Floodway	OH/FW

Note: See Table 2-1 in Chapter 2.0 – Project Description for a complete description of these land use designations.

East Side of I-15

The east side of the Community Plan area, east of the I-15 freeway is bounded by Mariposa Road on the west (east side frontage road of I-15), Main Street on the north, Maple Street on the east (outside the Community Plan boundary), and Summit Valley Road on the south. North-south roads include Topaz Avenue, Outpost Road, and Escondido Avenue. East-west roads include Ranchero Road which runs through the central portion of the east side of the Community Plan area, Farmington Street, El Centro Street, Mesquite Street and Cedar Street. With the exception of Main Street, Maple Street, and Mariposa Road, none of the roads on the east side of the Community Plan area are paved.

**Table S-2
2020 Medium-Low Density Land Use Plan in Acreage and Related
Population/Employment/Dwellings for the Oak Hills Community Plan¹**

Area		Acreage ²			Employment			Dwelling Units/Population ³	
		Gross	Net	2020 ⁴	Commercial	Office	Manu/Ind	DU	Pop
1	OH/CS	385	308	77			1,386		
2	OH/RS10M	290	290	218				870	2,758
3a	OH/PD-PMU ⁵	175	175	131				525	1,664
3b	OH/PD-PMU ⁵	175	140	35	385	893			
4	OH/CG	30	24	6	132				
5a	OH/PD-FD ⁶	220	176	44	682	663			
5b	OH/PD-FD	40	32	8	176				
6	OH/RS-10M	260	260	195				780	2,473
Subtotal		1,575	1,405	714	1,375⁷	1,556⁷	1,386⁷	2,175⁸	6,895⁸
Acreage With No Change in Land Use Designation									
	OH/RL ⁹	13,475	6,530	6,530				2,612	8,280
	OH/RS-10M ¹⁰	70	70	70				231	732
	OH(4M)RM ¹¹	60	60	60				258	818
	OH/CG	293	234	59	902	918			
	OH/PD-PCD	40	32	8	88	204			
	OH/IC	40	32	8			144		
	OH/CS	210	168	42			756		
	OH/RS-1	495	495	371				371	1,176
	OH/IN	635	635	635					
	OH/RC	893	893	893				8	25
Subtotal		16,211	9,149	8,676	990	1,122	900	3,480	11,031
TOTAL		17,786	10,554	9,390	2,365	2,678	2,286	5,655	17,926

- For the purposes of this analysis, land within the City's previous Sphere of Influence boundary designated as commercial or industrial on the County's General Plan is treated as having that designation. This is because of existing commercial development, or because it is unlikely that residential development will occur in these areas.
- Includes existing industrial, commercial and residential development.
- Population derived from a factor of 3.17 persons per dwelling unit.
- 2020 development represents anticipated 25% buildout of non-residential uses and 75% of residential uses.
- Land Use Review Area 3 is divided here to show Planned Development-Planned Mixed Use (OH/PD-PMU) includes both residential and non-residential uses. For non-residential net acreage is broken down to 70 acres retail and 70 office. In 2020 the split would be 22 acres each.
- OH/FD in Area 5a net acreage is broken down to 123 acres retail and 53 acres office representing a 70/30 split. In 2020, the split would be 31 acres of retail and 13 acres of office space.
- Year 2020 employment assumed from 25% of buildout employment.
- Year 2020 population figures assumed from 75% of buildout of dwelling units in Land Use Planning Areas 1-6. Maximum buildout is 2,175 du with a population of 6,895 in Land Use Planning Areas 1-6.
- Development of single family homes on 2½ acre lots will be at a slower rate than predicted for tract homes. A rate of 2% per year through year 2020 has been used for this analysis.
- Existing residential developments.
- Based on completion of existing mobile home park.

Access between the east and west sides of the Community Plan area are limited to three points, Main Street on the north, Joshua Street at a point where Highway 395 meets the I-15 in the middle, and Oak Hills Road at the south end.

In 1989 the San Bernardino County Department of Transportation and Flood Control (Trans/Flood) adopted Ordinance No. 3356 to enact the Oak Hills Area Transportation Facilities Plan Zone A and Zone B. The plan includes both the identification of transportation related improvements and the financing mechanism necessary to implement the plan. Under this plan, fees are imposed on new commercial and residential development projects, including single family and mobile homes. Fees have been calculated based on vehicular trips generated by land use category, determined by traffic modeling procedures published by the Institute of Transportation Engineers. The estimated total cost of facilities necessary to accommodate growth in Oak Hills was divided by estimated total trips to be generated by anticipated growth under the County's General Plan. This determined the cost per trips generated which was then allocated to each land use category based on road trips generated.

S.2 AREAS OF CONTROVERSY

CEQA Guidelines Section 15123(b)(2) requires a discussion of areas of controversy known to the lead agency, including issues raised by agencies and the public.

- The City of Hesperia has identified an I-15 interchange at Rancho Road on the east side of the Community Plan area to support future growth in Oak Hills and Rancho Los Flores, a planned community development east of Oak Hills within the City's Sphere of Influence. However, SANBAG, the regional transportation agency has not identified this interchange in its 2020 planning effort. In other words, it is not a funded improvement. Therefore, the traffic impact analysis prepared for the Oak Hills Community Plan considered future traffic with and without the Rancho Road interchange. The traffic analysis in the Program EIR (Section 4.2) includes the interchange in 2020 since it is included in the City's General Plan Circulation Element. Appendix C contains a copy of the CMP TIA which considers both scenarios.

S.3 ISSUES TO BE RESOLVED

CEQA Guidelines Section 15123(b)(3) require a discussion of issues to be resolved including a choice of alternatives and whether or how to mitigate the significant effects of the proposed project. The primary issues to be resolved for this project are:

- Disposition of Oak Hills Transportation Facilities Fees collected by the County under the 1989 Oak Hills Area Transportation Facilities Plan Zone A and Zone B (refer to Section 4.2).
- Water Supply-CSA Zone J serves the planning area. The system was designed and constructed to serve the area under the County's Rural Living (RL) land use designation that includes residential development on 2 ½ acre lots. The system cannot provide adequate service for commercial or industrial uses as the required water pressure and fire flow is not available without substantial system improvements. The Hesperia Water District, which serves the incorporated area adjacent to Zone J, has the ability to serve existing and potential commercial and industrial uses. In the past, the City and County have developed a cooperative agreement to provide new service connections in the City

and the County. An intertie exists to supply additional water to Zone J should the need arise (refer to Section 4.3).

Both the City and County have previously explored ways to separate the systems and are updating their service plans with the Community Plan alternatives in mind. Both jurisdictions acknowledge the need to fund and construct new facilities as development under the Community Plan is proposed, approved and constructed. Potential developers within the Community Plan area may elect to be served by Zone J or annex to the Hesperia Water District. This decision will be based on a number of factors, including the type of the proposed development, proximity to the City's boundaries and the cost of extending waterlines or constructing new facilities.

- Choice of Alternatives – A total of five alternatives including the “project” were evaluated in the Program EIR. These include:
 - Medium-Low Density land use plan;
 - Very Low Density land use plan;
 - Rural Development land use plan;
 - County General Plan Official Land Use District; and
 - City of Hesperia General Plan Rezoning.

The Medium-Low Density land use plan was selected as the proposed project since it represented the more intense land use plan. However, it is not the environmentally superior alternative. The environmentally superior plan is the No Project Alternative - County General Plan Official Land Use District because it most closely resembles existing (baseline) conditions, and thus, the least amount of change to the existing environment.

Of the three alternatives developed by the Advisory Committee the Rural Development land use plan is considered environmentally superior because it meets the objectives of the Community Plan with a lower density residential component.

- Annexation – Preparation of the Community Plan is a joint effort between the City of Hesperia and County of San Bernardino to plan for future growth in Oak Hills. Development of properties within the Community Plan area is not contingent upon annexation into the City. However, in order to accommodate growth in planning areas 1 through 6 public infrastructure and services would have to be supplied by the City of Hesperia or the Hesperia Water District since the County's ability to serve the community is based upon development of rural residential lots with some incidental commercial land uses.

S.4 EIR IMPACT ANALYSIS FORMAT

Chapter 4.0 of this Program EIR contains an evaluation of environmental impacts that could occur with the implementation of the proposed project. Each section in Chapter 4.0 begins with a description of the environmental setting for each environmental issue. This setting includes a

general discussion of the existing conditions taken from the Community Plan, general observations made during numerous field trips to the planning area by preparers of the EIR, and from information provided by the organizations and agencies contacted during its preparation. The setting description is followed by a discussion of applicable plans, policies, and regulations pertaining to the specific issue being addressed. A discussion of identified impacts associated with the proposed project follows, which describes the thresholds used to determine the levels of significance before and after mitigation.

Environmental Impacts Shown to be Less Than Significant

The environmental analysis showed that the following issues have been evaluated and impacts have been found to be less than significant or reduced to less than significant through implementation of mitigation measures.

- Land Use
- Utilities Systems
- Public Services
- Noise
- Geology and Soils
- Biological Resources
- Cultural Resources
- Population/Employment/Housing

The environmental analysis showed that the following issues have been evaluated and impacts will remain significant after mitigation measures have been implemented.

- Transportation/Circulation
- Air Quality
- Aesthetics/Scenic Resources

These same impacts have been identified as being significant under cumulative conditions as well.

S.5 SUMMARY OF ALTERNATIVES

Chapter 6.0 of this EIR contains an analysis of alternatives to the proposed project. CEQA Guidelines Section 15126.6 requires that an EIR consider and discuss alternatives that would feasibly attain most of the basic objectives of the proposed project but would avoid or substantially lessen any of the significant effects of the project. Both the City and the County believe that the housing trend on existing parcels has been toward the provision of housing for move-up buyers; a trend that is expected to continue. The development of the freeway corridor is critical to both the City and the County as a source of tax revenue to continue to provide services to the area. With this in mind, five areas of concern were identified and have become the objectives in formulating the Oak Hills Community Plan. These are:

- Provide for orderly growth for the entire Oak Hills Community;
- Preserve the Community identity;
- Retain the unique character of Oak Hills as a residential community;
- Provide and enhance community services and facilities; and
- Provide for the expansion of the local business community.

Based on these objectives, a reasonable range of alternatives includes development of the Community Plan area under the land use plan identified in Section S.3 above.

After a cursory review of each alternative, it was determined that the Medium-Low Density land use plan should be considered the project, with the remaining land use plans considered as alternatives. This is because the Medium-Low Density plan is considered to be the most intense plan and result in the most potentially significant environmental effects.

Table S-3 outlines the gross acreage and land use designations for properties under the existing County and City land use plans as well as the three alternatives land use plans for Oak Hills. Each of the alternative land use plans would require amendments to the Land Use elements of both the City of Hesperia General Plan and the County of San Bernardino General Plan because they will result in changes in land use designations on approximately 1,575 acres of the 17,786-acre (28 square miles) Community Plan area. The remaining 16,211 acres would not be affected. These 1,575 acres are incorporated into land use planning areas (areas 1 through 6) generally adjacent to the I-15 freeway and Highway 395 corridors.

Some rezoning has already occurred within the City's Sphere of Influence in Oak Hills. As identified in Table S-3, the City of Hesperia has designated land use on 8,956 acres in Oak Hills east of the I-15 and Highway 395, the area LAFCO approved for the City's Sphere of Influence in 1989. The County recently amended its general plan policies governing development review in Sphere of Influence areas. Prior to this County general plan amendment, the County policies clearly called for County land use designations to reflect a city's general plan and pre-zoning in Sphere of Influence areas. With the recent general plan amendment, the County has reasserted its authority in determining the final say for land uses on unincorporated land within a city's Sphere of Influence. While this does not affect the preparation of this plan, the County will not be required to implement the Community Plan unless it is adopted jointly, by both jurisdictions. This is why both general plans are considered as alternatives in this Program EIR.

Table S-4 is a summary of alternatives for developed acres, population, employment and housing. Population estimates for 2020 range from 17,926 in the Medium-Low Density land use plan down to 11, 610 under the County General Plan. Total employment in 2020 is estimated at a high of 8,403 under the Rural Development land use plan to a low of 2,010 under the County General Plan. This is due the greater percentage of commercial and office land uses designated in the Rural Development land use plan, but maintaining the same amount of non-residential development as other alternatives. Each alternative will have varied levels of impacts, which are summarized in Table S-4 below.

**Table S-3
Comparison of Acreage Between the Existing City and County General Plans
and the Oak Hills Community Plan Alternative Land Use Plans**

	Existing County General Plan	Existing City General Plan	Medium Low Density Alt.	Very Low Density Alt.	Rural Development Alt.
OH/RL	16,173	3,706	13,475	13,475	14,305
OH/RS-1	0	0	0	550	0
OH/RS-20M	165	0	0	0	0
OH/RS-10M	70	180	620	70	70
OH/(4M)RM	0	70	60	60	60
OH/CN or OH/CG	238	197	323	323	323
OH/PD-PCD	0	40	40	40	40
OH/PD-PMU	0	445	350	0	0
OHCS	40	595	40	40	40
OH/PD-CS	315	0	595	595	595
OH/RC and OH/FW	360	150	893	893	893
OH/RS-1	425	3,220	495	495	495
OH/PD-SD	0	0	0	0	350
OH/IN	0	353	635	635	635
OH/PD-FD	0	0	260	610	260
No Previous City Designation	0	8,830			
TOTAL ACREAGE	17,786	17,786	17,786	17,786	17,786

Note: See Table S-1 for definition of land use designations.

**Table S-4
Summary of Population/Employment and Housing in 2020 by Alternative¹**

	Medium Low Density Alternative	Very Low Density Alternative	Rural Development Alternative	Existing County General Plan	Existing City General Plan
HOUSING AND POPULATION²					
Dwelling Units	5,655	3,893	3,700	3,726	7,169
Population	17,926	12,341	11,730	11,809	22,726
NON-RESIDENTIAL DEVELOPMENT AND EMPLOYMENT³					
Retail Commercial	1.49	1.31	0.93	0.48	0.43
Office	0.69	0.73	0.82	0.26	0.05
Light Industrial/ Manufacturing	1.90	1.90	1.90	0.47	1.79
Employees ⁴	7,329	8,200	8,403	2,496	3,292

1. Quantitative summary of land uses.

2. Population derived from a factor of 3.17 persons per dwelling unit.

3. Stated in million square feet of floor area per net acre, based on the following factors: Retail=10,000 square feet per acre; Office = 13,000 square feet per acre; and Industrial = 15,000 square feet per net acre.

4. Employee rates are as follows: Retail = 22 per net acre; Office = 51 per net acre; and Industrial = 18 per net acre.

Impacts on the environment are directly related to the proposed overall increase in population, employment and housing rather than individual development projects. Impacts on provision of public infrastructure are greatest in planning areas 1 through 6 where new urban land uses will require this support. In the remaining 16,211 acres of the Community Plan area provision of new urban infrastructure will be as planned under the County General Plan (the no-project alternative). Likewise, public services will be affected by an increase in population over that projected in the County's General Plan. Buildout under the City's General Plan, where rezoning would be applied would have the greatest effects on public services because the number of dwelling units and related population represents the greatest change over existing conditions.

Many of the impacts would be similar in all of the alternatives because they are based on development of rural residential neighborhoods throughout the Community Plan area. Impacts to Biological and Cultural resources for example would be similar for each alternative because grading and fuel modification would be required for development of 2½ acre lots throughout the Community Plan area.

The environmentally superior alternative is the no-project alternative (development under the County's Existing Official Land Use Districts) because it would result in the least amount of change over existing conditions. CEQA Guidelines Section 15126.6(e)(2) states that if the no-project alternative is the environmentally superior alternative then the EIR shall identify an environmentally superior alternative among the other alternatives. According to Table S-5 the environmentally superior alternative would be development under the City's General Plan because it would require less public infrastructure and little development of urban land uses in a rural setting. It would require a greater commitment of public services because of the increase in population and number of dwelling units but would not create significant impacts to transportation and air quality to the extent that the proposed project would.

Although this alternative is environmentally superior it does not meet the Community Plan objectives to provide and enhance community services and facilities and provide for the expansion of the local business community. In addition, this alternative would continue to exacerbate the existing problem of residents commuting to work down the hill and driving long distances to obtain goods and services.

S.6 SUMMARY OF ENVIRONMENTAL IMPACTS

Table S-6, summarizes the potential environmental impacts associated with the proposed project, the mitigation measures that would reduce or eliminate potentially significant impacts, and the level of significance of an impact that would occur after mitigation is implemented. This information is presented in detail in Chapter 4.0. Table S-6 summarizes all impacts that could occur with implementation of the project. The second column of the table indicates the level of significance of the impact prior to the implementation of any mitigation measures, but with consideration of design features, regulatory requirements and permit conditions.

**Table S-5
Comparison Between Alternatives for Environmental Effects**

Issue	Medium Low Density Alternative	Very Low Density Alternative	Rural Development Alternative	Existing County General Plan	Existing City General Plan
Development of urban land uses in a rural setting	Less than significant with mitigation	Similar	Similar	No Impact	Less
Some intersections operating at LOS or below during peak hours	Significant after mitigation	Similar	Similar	No Impact	Less
Provision of new infrastructure	Less than significant with mitigation	Similar	Similar	Impact to Water Service	Less
Provision of public services	Less than significant with mitigation	Less	Less	No Impact	Greater
Increased noise due to urban land uses	Less than significant with mitigation	Similar	Similar	Less	Less
Generation of criteria air pollutants	Significant after mitigation for vehicle-related pollutants	Similar	Less	Less	Less
Exposure of residents to seismic activity	Less than significant with mitigation	Less	Less	Less	Greater
Loss of Joshua and Juniper woodlands and potential desert tortoise habitat	Less than significant with mitigation	Similar	Similar	Similar	Similar
May encounter cultural resources during grading	Less than significant with mitigation	Similar	Similar	Similar	Similar
Change in rural character	Significant after mitigation	Similar	Similar	No Impact	Less
Generate new employment opportunities and housing	Less than significant	Less housing and population more employees	Less housing and population more employees	Less housing and population less employees	Greater housing and population less employees

Table S-6

1.0 INTRODUCTION

This program Environmental Impact Report (EIR) (State Clearinghouse No. 96031031) has been prepared by the City of Hesperia Community Development Department to support the adoption of a Community Plan for the 28-square mile Oak Hills Community Plan area. The Program EIR was prepared in accordance with the California Environmental Quality Act (CEQA) and the State Guidelines for Implementation of CEQA (as amended, 1999). The Draft Community Plan was prepared as a joint effort between the City of Hesperia and the County of San Bernardino, who are also acting as joint lead agency for the preparation of the Program EIR because although the community area lies wholly within the City's Sphere of Influence, development is not contingent upon annexation into the City.

Comments on the Draft EIR may be sent to the following City or County representatives:

County of San Bernardino

Land Use Services Department

Randy Scott, Planning Manager
385 N. Arrowhead Avenue, Third Floor
San Bernardino, CA 92415-0182

City of Hesperia

Community Development Department

Dave Reno, Senior Planner
15776 Main Street
Hesperia, CA 92345

The Community of Oak Hills is located in the High Desert region of San Bernardino County, 35 miles north of San Bernardino and approximately 80 miles northeast of Los Angeles. The community is bisected by the Mojave Freeway (Interstate 15), a heavily traveled route between Los Angeles and Las Vegas. Oak Hills is one of several unincorporated communities within the Victor Valley region of the County but is strategically located at the summit of the Cajon Pass, the gateway to the High Desert. Growth in the Victor Valley was rapid in the 1980s with Hesperia being the tenth fastest growing community in the State. The community population grew from 13,540 in 1980 to 50,418 in 1990; an increase of 272 percent. Hesperia was incorporated in 1988 and its General Plan was adopted in 1991. The City's population grew to 59,400 in 1996 and is currently about 63,589. The rate of growth in the 1990s slowed considerably but is expected to increase again as the State continues to recover from the recession that slowed development throughout the last decade.

1.1 PURPOSE OF THE PROJECT

The purpose of the Oak Hills Community Plan is to address the concerns for orderly growth as expressed by the Oak Hills Advisory Committee in a series of public workshops held between August 1994 and March 1995. The Advisory Committee was formed and the Community Plan was pursued due to concerns raised by a series of annexations from Oak Hills into the City. Property owners along the freeway corridor sought services provided by the City to facilitate growth and development of more intense land uses than allowed under the County's General Plan. Residents of the mostly rural Oak Hills community were concerned about uncontrolled growth and the loss of the rural character of the community. The area of Oak Hills east of the I-15 corridor has been within the City's Sphere of Influence since 1988. In approving the expansion of Hesperia's Sphere of Influence west of the I-15 freeway in 1994, the County's Local Agency Formation Commission (LAFCO) stipulated that the City should pursue no

additional annexations until a community plan was completed. The draft Oak Hills Community Plan, which identifies goals and policies for guiding growth in the Community Plan area, and three alternative land use scenarios are the result of the Advisory Committee workshops.

The Community Plan is being prepared in accordance with California Government Code Section 65000 et.seq. The City of Hesperia's interest in preparing the Plan is to determine zoning that will apply to properties within the Community Plan area in the event of subsequent annexation. Adoption of the Community Plan effectively prezones properties within the Community Plan area boundary not previously designated by the City of Hesperia in its General Plan. This action is subject to the requirements applicable to zoning. The County of San Bernardino's interest in preparing the Plan is to provide a comprehensive planning effort to an area that is under some pressure to develop, due to its location as the gateway to the High Desert.

A Community Plan will provide comprehensive, long-range policies and guidelines for future development of properties within the planning area through the year 2020. The draft Community Plan is intended to augment General Plan policies (City and County) to more specifically meet the needs of the residents and property owners of the Oak Hills Community.

The proposed project under review in this Program EIR is the adoption of one of three alternative land use plans to implement the Oak Hills Community Plan. These are: 1) Medium-Low Density Development; 2) Very Low Density Development; and 3) Rural Residential Development. The Oak Hills Advisory Committee developed these alternative land use plans but did not specify a preference; choosing instead to rely on the Program EIR to determine the optimal plan to adopt based on the environmental evaluation. The Medium-Low Density land use plan was selected as the project for environmental evaluation because it represents the most significant change in land use.

Each plan would require amendments to Land Use elements of both the City of Hesperia General Plan and the County of San Bernardino General Plan because they will result in changes in land use designations on approximately 1,575 acres of the 17,786-acre (28 square miles) Community Plan area. The remaining 16,211 acres would not be affected. These 1,575 acres are incorporated into land use planning areas (areas 1 through 6) generally adjacent to the I-15 freeway corridor. In addition to revisions to the Land Use elements, the Circulation Element of each General Plan must be amended to accommodate changes in the backbone roadway system in Oak Hills.

1.2 PURPOSE AND SCOPE OF THE EIR

The purpose of an EIR is to serve as an informational document that will inform public agency decision-makers and the public generally of the significant environmental effects associated with a proposed project, identify ways to minimize or eliminate the significant effects, and evaluate a reasonable range of alternatives that would meet the major objectives of the proposed project but further reduce or avoid significant environmental effects. An EIR provides objective planning and environmental information to guide and assist decision-makers, lead agency staff and the public in their evaluation of the potential environmental effects that may result from implementation of the project as proposed. CEQA Guidelines Section 15151 contains the following standards of adequacy:

“An EIR should be prepared with a sufficient degree of analysis to provide decision-makers with information which enables them to make a decision which intelligently takes account of environmental consequences. An evaluation of the environmental effects of a proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in the light of what is reasonably feasible. Disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts. The courts have looked not for perfection; but for adequacy, completeness and a good faith effort at full disclosure.”

1.3 DETERMINATION TO PREPARE A PROGRAM EIR

CEQA Guidelines Section 15168 states that a Program EIR is appropriate when the total undertaking of an individual project or phased project will result in cumulative effects on the environment. A Program EIR is designed to be a comprehensive document that includes the foreseeable impacts which will be created through the implementation of the individual activities within the parameters of the project as a whole. Consideration of impacts through the use of a Program EIR may reduce the need for subsequent CEQA documents as individual activities are brought forth within the Community Plan area. Section 15168 defines a Program EIR as follows:

“A Program EIR is an EIR which may be prepared on a series of actions that can be characterized as one large project and are related either:

Geographically;

A logical part in the chain of contemplated actions;

In connection with issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program; or

As individual activities carried out under the same authorizing or statutory or regulatory authority and having generally similar environmental effects which can be mitigated in similar ways.”

Because the Community Plan for Oak Hills outlines the development of the area in a comprehensive way, it is appropriate to use a Program EIR to identify the environmental concerns in the Community Plan area. The environmental impacts of the Oak Hills Community Plan are evaluated in this Program EIR, encompassing growth in the foreseeable future (year 2020). Total build-out of the plan could take quite a bit longer given recent growth rates in the City and Sphere of Influence. The projected buildout year is 2081, which is far beyond the capacity of any growth models used to evaluate environmental effects of a project. Therefore, the use of 2020 as a horizon year is legitimate and acceptable to responsible agencies with review authority over the project.

1.4 TIERING FROM EXISTING ENVIRONMENTAL DOCUMENTS

CEQA Guidelines Section 15152 describes tiering as the use of analysis of general matters contained in a comprehensive environmental document such as the Program EIRs prepared for the City of Hesperia and County of San Bernardino general plans, with later EIRs or negative declarations on narrower, more defined projects. A Program EIR for a general plan is a first tier

document whose project description, analyses of impacts and mitigation measures are then used to focus the analysis of subsequent, more focused projects like a community plan, or site specific project.

For example, the City of Hesperia's General Plan Program EIR identifies the environmental setting of the City and its Sphere of Influence at the time of incorporation in 1988. At that time, approximately 14 square miles of the Oak Hills planning area were within the City's Sphere of Influence (the area located east of I-15 and Highway 395). As such, the Program EIR addressed comprehensive environmental issues, including potential impacts, which were cumulative since the analysis encompassed a large planning area (70 square miles). Likewise, mitigation measures adopted with the General Plan Program EIR are broad, more general policies for implementing general plan goals, and take the form of performance criteria or standards that can be applied to a wide variety of projects but are not site-specific.

With regard to the County of San Bernardino General Plan Program EIR, the City of Hesperia and Oak Hills Community were identified as being within the Desert Region in the Victor Valley Subregional Planning Area of the County. Environmental issues relevant to the Desert Region and Victor Valley Subregion were evaluated in the Program EIR and mitigation measures to minimize the effects of growth in the subregion while managing and protecting desert resources took the form of general plan policies for the overall protection of people and resources. Additional mitigation measures for future community plans or site-specific development proposals were written as performance standards to be applied where appropriate.

The Program EIR for the Oak Hills Community Plan is a second tier EIR that incorporates by reference relevant portions of both General Plan Program EIRs taking into account the age of these documents (both certified in 1989). In preparing the Program EIR for the Oak Hills Community Plan the City of Hesperia used these first tier environmental documents to focus on the issues that are relevant to the smaller, more definitive Community Plan area. The environmental setting focuses on the approximately 28-square mile Community Plan area and identifies impacts specific to the Community Plan area particularly the approximately 14 square miles west of the I-15 and Highway 395 freeway which were not included in the City's General Plan Program EIR. Mitigation measures identified in the first tier Program EIRs that are germane to the Community Plan area have been included and updated or revised to fit existing conditions. Strategies for meeting the performance standards set forth in the first tier documents are discussed where appropriate.

Once the Oak Hills Community Plan and Program EIR are adopted, City and/or County environmental review of subsequent activities may be undertaken to determine if an additional CEQA document should be prepared to address site-specific issues. If a subsequent activity would have effects that are not within the scope of the Program EIR, the City or County will prepare an Initial Study to determine whether a subsequent Negative Declaration or EIR should be prepared. The Program EIR can be incorporated by reference in the subsequent document to address issues such as cumulative impacts and alternatives allowing the subsequent environmental document to focus on new or site-specific impacts. New issues that may require environmental review (such as the new listing of an endangered species or changes in regulatory

agency rules) are likely to be identified as this Program EIR ages and environmental conditions change over time.

When a lead agency determines that the Program EIR may be relied upon to implement subsequent activities, without an additional environmental document, the lead agency must incorporate applicable mitigation measures and alternatives developed in the Program EIR into the subsequent activities. This may be done by incorporating applicable mitigation measures into a project specific mitigation monitoring and reporting program tiered from the Oak Hills Community Plan Program EIR. The lead agency must make a finding that the subsequent project is consistent with the findings in the Program EIR and that applicable mitigation measures from the Program EIR Mitigation Monitoring and Reporting Program have been incorporated into the subsequent project.

The primary use of this Program EIR is to highlight the long-term cumulative environmental implications of the proposed Oak Hills Community Plan and other related policy implementation measures intended to achieve the Plan's goals and objectives. This document is also intended to assist the Planning Commissions, City Council, Board of Supervisors, Special Districts and the public in their deliberation on the policies, guidelines, and implementation strategies included in the Plan, and it provides standardized mitigation policies for incorporation into future project-specific EIRs.

The Program EIR will be useful for County and City staff in focusing subsequent environmental review on relevant issues. Examples of this would be a project that conforms to the adopted Community Plan in terms of land use density and which therefore was accounted for in projections for public services demands. The Program EIR will provide a basis for use in future initial studies in identifying relevant issues and determining significance, and applying mitigation measures; and will allow the subsequent environmental document to be focused solely on the new effects not previously considered (CEQA Guidelines Section 15168[d]).

The Program EIR will also serve as a comprehensive reference document for County and City staff, other public agency staffs, and the general public. County staff can base negative declarations on information contained in the Program EIR on development proposals where there is no request for annexation made. The EIR can also be incorporated by reference into project-specific EIRs, thereby reducing the size of these subsequent documents.

1.5 ENVIRONMENTAL REVIEW PROCESS

1.5.1 NOTICE OF PREPARATION

A Notice of Preparation (NOP) was prepared and circulated to all responsible agencies and interested parties in April 1999 for a period of 30 days. The NOP and responses are included in this Program EIR in Appendix A. There were a few minor changes in the project description between circulation of the NOP and preparation of the Draft EIR. The NOP stated that the Community Plan area consisted of 17,466 acres (NOP Table 1, page 2). This is the area encompassed in County Service Area (CSA) 70, Zone J which generally coincides with the boundaries of the Oak Hills Community Plan area. Subsequent to the distribution of the NOP,

the City determined that an additional 320-acre area be included in the Community Plan area. This 320-acre area is located in the west ½ of Section 17, T3N R5W, southeast of the I-15 freeway. It has been included in the Community Plan area because, although it is not within Zone J, it is an unincorporated area within the City's Sphere of Influence as shown in Figure 2-3 of the Project Description (Chapter 2.0). With the addition of this ½ section, the Community Plan area increased to 17,786 acres, or approximately 28 square miles.

In addition to the inclusion of the 320-acre area, some of the acreage figures identified for each land use category proposed in the Medium-Low Density land use plan have been modified, but acreages are not significantly different than those identified in the NOP. One new land use category has been added to the Oak Hills Community Plan, Oak Hills Resource Conservation (OH/RC). The 320 acre area outside of Zone J but included in the Community Plan area carries a County designation of Resource Conservation (RC). The City has no corresponding designation which would allow one dwelling unit per 40 acres for a total of eight dwelling units. The closest City designation is Open Space which would not allow any residential. Finally, with regard to the issues identified in the NOP for evaluation in the Program EIR these remain unchanged.

1.5.2 DRAFT EIR

Circulation of the Draft EIR begins when a Notice of Completion (NOC) is filed with the State Office of Planning and Research Clearinghouse (State Clearinghouse). Filing the NOC starts the review period for the Draft EIR; generally lasting 45 days. Concurrent with the filing of the NOC, the lead agency will also provide a Notice of Availability of the Draft EIR to all organizations and individuals that have previously requested such notice or are located in proximity to the project site. This notice briefly describes the proposed project; identifies the date when comments must be received and where they are to be sent; and provides locations where copies of the Draft EIR can be reviewed (CEQA Guidelines Section 15085 through Section 15087).

In conjunction with the preparation of the Draft EIR, a Mitigation Monitoring and Reporting Program (MMRP) has been prepared (CEQA Section 21081.6). The MMRP contains the mitigation measures along with the action that must be taken to implement them and the method that will be used to document or verify fulfillment of the measure. A procedure for determining and recording compliance is outlined for each action that must be implemented by the project proponent to mitigate impacts as identified in the EIR and adopted when the project is approved. This procedure identifies what action will be taken and when, designates who will be responsible for implementing the action, and to whom and when compliance will be reported. The MMRP is included in this EIR in Chapter 9.0.

1.5.3 FINAL EIR

At the end of the public review period, written comments on the project will be compiled and responses generated in conjunction with the preparation of the Final EIR. The Final EIR consists of a list of all persons, organizations, and public agencies commenting on the Draft EIR; copies of the comments received on the Draft EIR; responses to comments; and any other pertinent information added by the lead agency (CEQA Guidelines Section 15132).

The Final EIR will serve as the CEQA compliance document for the City of Hesperia and County of San Bernardino and any other agencies that may be responsible for review of the proposed project and issuance of required permits including but not limited to grading and building permits.

1.6 ORGANIZATION OF THE EIR

The Draft EIR is organized into the following chapters:

Chapter S - Summary: Summarizes the proposed project, areas of controversy, issues to be resolved, regulatory compliance requirements, the potential environmental effects that may result from the implementation of the proposed project, the mitigation measures proposed to reduce or eliminate significant effects, and a summary of the proposed alternatives.

Chapter 1.0 - Introduction: Provides an introduction and overview that describes the intended use of the document and the Lead Agency authority under CEQA.

Chapter 2.0 - Project Description: Provides a detailed description of the existing conditions and proposed land use plan. This chapter includes a statement of project objectives and provides background data on the project and project area.

Chapter 3.0 - Environmental Setting: Describes the existing environmental conditions of the site and in the vicinity of the project area, and the regulatory environment. Includes photographs of existing conditions.

Chapter 4.0 - Impact Evaluation: Describes the project's characteristics related to each of the topical environmental issues and states the significance criteria used to evaluate potentially significant effects of the proposed project. Evaluates the potential environmental effects, identifies mitigation measures to reduce or eliminate effects found to be significant, and determines the level of significance of the effect after measures have been implemented.

Chapter 5.0 - Cumulative Impacts: Evaluates cumulative environmental effects of the project when considered with the effects of other community and general plan land use scenarios.

Chapter 6.0 - Alternatives to the Proposed Project: Describes a reasonable range of alternatives to the project that would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects identified in the environmental analysis of the project. This analysis includes the Very Low Density land use plan, the Rural Residential land use plan and two no-project alternatives, buildout under the County's General Plan and buildout under the City's General Plan.

Chapter 7.0 - Other CEQA Required Analysis: Includes descriptions of: 1) ways in which the project may foster economic or population growth and thereby be growth inducing; 2) any significant irreversible environmental changes which may result with the adoption of the proposed Community Plan; and 3) a summary of impacts found not to be significant.

Chapter 8.0 - References: Includes a list of lead agency staff members who participated in the preparation of the EIR as well as the consultants who prepared the technical reports to support the environmental analysis. Chapter 8.0 also includes a bibliography of information used to prepare the EIR and lists persons and organizations consulted during report preparation.

1.7 DOCUMENTS INCORPORATED BY REFERENCE

Pertinent documents relating to this Program EIR have been cited and incorporated by reference, in accordance with Section 15150 of the CEQA Guidelines as a means of reducing the redundancy and length of environmental impact reports.

The following documents are available for public review at the City of Hesperia, Community Development Department and are hereby incorporated by reference into this EIR. Information contained within these documents has been used for the preparation of chapters throughout this EIR.

County of San Bernardino, General Plan, July 1989 with periodic updates through May 1999.

County of San Bernardino, Development Code (Title 8 of the San Bernardino County Code) with periodic updates through June 1999.

City of Hesperia, General Plan, May 1991.

City of Hesperia, Final Environmental Impact Report for the Hesperia General Plan, May 1991.

City of Hesperia, Draft Housing Element, June 2000.

City of Hesperia, Development Code, December 1998.

City of Hesperia, Preliminary Draft Oak Hills Community Plan, March 1995.

2.0 PROJECT DESCRIPTION

2.1 INTRODUCTION

Oak Hills is an unincorporated community located in the High Desert region of San Bernardino County, 35 miles northeast of San Bernardino and approximately 80 miles northeast of Los Angeles (see Figure 2-1). Oak Hills is one of several unincorporated communities within the Victor Valley region of the County (see Figure 2-2). The Community is bordered by the City of Hesperia to the east; the unincorporated community of Phelan to the west; the City of Victorville to the north; and the San Bernardino National Forest and the unincorporated area of Summit Valley to the south. Oak Hills is wholly within the Sphere of Influence of the City of Hesperia.

The Community of Oak Hills is the planning area evaluated in this Program EIR and is referred to herein as the Community Plan Area. The 28-square mile Community Plan Area is structured around County Service Area 70, Zone J, a special district formed by the County of San Bernardino in 1972 to provide water, sewer and road maintenance services. To date, the County has constructed a water system designed to serve single family residences on parcels of 2½ acres in size, with a small linear commercial component along the freeway frontage roads.

The City of Hesperia was incorporated in July 1988. In September of that year, LAFCO approved the extension of the City's Sphere of Influence over approximately 14 square miles of the Oak Hills area, east of the Interstate-15 (I-15) freeway and Highway 395. Subsequently, in 1994 LAFCO approved the extension of the City's Sphere to encompass the remaining approximately 14 square miles of the Oak Hills area generally bounded by Highway 395 to the east, Baldy Mesa Road to the west, the California Aqueduct to the north, and I-15 to the east and south; the boundaries of CSA 70, Zone J.

2.2 COMMUNITY PLAN BACKGROUND

Purpose and Need for the Project

The purpose of the Oak Hills Community Plan is to address the concerns for orderly growth expressed by the Oak Hills Advisory Committee in a series of public workshops held between August 1994 and March 1995. The Advisory Committee was formed and the Community Plan was pursued due to concerns raised by a series of annexations from Oak Hills into the City of Hesperia. Property owners along the freeway corridor sought services provided by the City to facilitate growth and development of more intense land uses, than allowed under the County's General Plan. Residents of rural portions of Oak Hills were concerned about uncontrolled growth and the loss of the rural character of the community. In awarding the expansion of Hesperia's Sphere of Influence west of the I-15 freeway and Highway 395, the County's Local Area Formation Commission (LAFCO) stipulated that the City should pursue no additional annexations until a Community Plan was completed.

The Victor Valley is considered a subregion of the Desert Region Planning Area. At the time the General Plan was adopted (1989), the Victor Valley was one of the fastest growing subregional planning areas in the County. Most of this growth was occurring in the newly incorporated City

Figure 2-1 Regional Location Map

Figure 2-2 Vicinity Map

of Hesperia and nearby Town of Apple Valley. Then, as now, the concern has been the availability of infrastructure facilities to support potential buildout of the area. Even without approving subdivisions or commercial developments, there are numerous existing vacant parcels at 2½ acres with the potential for development.

The County recognized the I-15 and Highway 395 corridor within the City's Sphere of Influence as having unique characteristics in terms of location and accessibility, making it suitable for high intensity quality development. The area is expected to be developed as the gateway to the High Desert.

The City of Hesperia has identified Oak Hills as having a pivotal role in the future growth of the Victor Valley due to its location along I-15 and Highway 395. The development of the freeway corridor, the availability of large parcels where home builders can develop tracts with immediate freeway access, and the availability of large 2½ acre lots for individual home builders make Oak Hills an attractive place to locate. Public infrastructure to support growth in the Community Plan area is identified as a critical component of the Community Plan.

In addressing the need for the project, the Advisory Committee developed three alternative land use plans but did not specify a preference; choosing instead to rely on the Program EIR to determine the optimal plan based on the environmental evaluation. The three alternative land use plans developed are Medium-Low Density, Very Low Density and Rural Development. Each plan would require amendments to Land Use elements of both the City of Hesperia General Plan and the County of San Bernardino General Plan because they will result in changes in land use designations on approximately 1,575 acres of the 17,786-acre (28 square miles) Community Plan area. Land use designations of the remaining 16,211 acres would not be affected. These 1,575 acres are incorporated into land use planning areas (areas 1 through 6) generally adjacent to the I-15 freeway and Highway 395 corridors. In addition to revisions to the Land Use elements, the Circulation Element of each general plan must be amended to accommodate changes in designated roadways in Oak Hills.

The Medium-Low Density land use plan is the proposed project evaluated in this Program EIR because it represents a more intense development plan than the other two alternative land use plans or the existing City and County general plans. The Very-Low Density and the Rural Development alternative land use plans are evaluated along with a No-Project alternative as alternatives to the Medium-Low Density land use plan as allowed under CEQA Guidelines Section 15126.6. The No-Project alternative is the continuation of the existing General Plan as allowed by CEQA Guidelines Section 15126.6(e)(A). Since there are two general plans in effect, both are included in the alternative's analysis. The analysis considers the impacts of each of these land use plans and evaluates their environmental effects, then evaluates their comparative merits in relation to the Medium-Low Density land use plan. After a review of the findings of the Program EIR, the Advisory Committee will recommend the Land Use Plan to be adopted by the City and County as the Oak Hills Community Plan, that will guide development in the planning area through the year 2020.

Oak Hills Community Plan Area

The City of Hesperia and the community of Oak Hills are located along the Interstate 15 freeway and State Highway 395. Oak Hills has the advantage of being located at the summit of the Cajon Pass, making it the closest of the Victor Valley communities to the more populated cities (and job centers) in San Bernardino, Riverside, Orange, and Los Angeles counties. It also has approximately three miles of freeway frontage along I-15 as well as one mile of frontage along Highway 395. Most of the frontage property is undeveloped and subdivided into large parcels, creating a favorable environment for commercial or light industrial development. Housing development opportunities in the City are varied and range from estate-sized lots to equestrian lots to standard single-family lots. The Oak Hills community presently consists of estate-sized lots of minimum 2½ acres, one residential neighborhood subdivided into 7,500 square foot lots near Escondido Avenue and Cedar Street and a mobile home park north of Phelan Road/Main Street. Because of these locational advantages for businesses, developers, and, ultimately, home buyers, Oak Hills is considered the Gateway to the High Desert. Many of the area's property owners have expressed interest in furthering development while others have expressed concern that additional future development might adversely affect their rural lifestyle.

The High Desert region of the County is an area dominated by mountain ranges and valleys. The San Bernardino Mountains border the region on the south. Hot, dry summers and cool winters dominate the desert, with some areas experiencing freezing temperatures and snow in the winter. Moderate temperatures prevail in the mountainous areas. Rainfall and humidity in the region are low, with some exceptions in the highest elevations of the mountains. The Mojave River, an ephemeral water course, is another major physical feature of the High Desert (except in years of above average rainfall, this river flows underground). The San Bernardino Mountains are the watershed for the Mojave River, which flows north and east across the desert floor until it ends at Soda Dry Lake. Generally, the area slopes from southwest to northeast, with surface and subsurface water flows trending away from the mountains and foothills. The area is fairly level, with exceptions in the foothills and the washes.

The alluvial fans in the area are a transition zone from the mountains to the desert. This physical setting creates habitat for a complex mix of vegetation and wildlife. Woodland habitats include live oak and juniper in the southern portion, and Joshua trees throughout the area. Desert scrub vegetation, including creosote and sagebrush, is located throughout the area and chaparral is in the higher elevations to the southwest.

The communities in the Victor Valley have experienced rapid growth in the recent past. One of the biggest draws to the area has been the relatively inexpensive price of homes when compared with those in the Los Angeles basin and the San Bernardino Valley. The location of these communities adjacent to the I-15 freeway has increased their popularity with home buyers who are willing to commute to jobs that are not located in the High Desert region. The low cost of living, natural beauty, and ease of movement in the area have made the Victor Valley communities more attractive places to live.

Existing Conditions

Existing land use designations for the Community Plan Area are shown in Figure 2-3 for the County and Figure 2-4 for the City's Sphere of Influence. The east side of the Community Plan Area, east of I-15 and Highway 395, was planned by the City of Hesperia in its 1991 General Plan because it was designated by LAFCO as being within the City's Sphere of Influence in 1988. Area 5 and Area 6 of the proposed project are currently designated (see areas defined on page 2-16). Although the intent was that they be developed as residential, four dwelling units to the acre under the Planned Mixed Use (PMU) designation. The Advisory Committee identified a mix of land use types in the Community Plan for these areas, which are more intense than that considered in the General Plan.

The remaining approximately 14 square miles within the Community Plan area are located west of I-15 and Highway 395 and have not been planned by the City of Hesperia. This is because this area was not included in the City's Sphere of Influence until 1994, three years after the General Plan was adopted. As such, land use designations on properties west of I-15 and Highway 395 are designated only by the County.

In previous years, the City completed seven annexations from Oak Hills into the City and has planned for portions of Oak Hills by providing land use designations on acres within the 14 square miles generally east of I-15 and Highway 395, south and west of the City boundary south to the boundary of the City's Sphere of Influence (see Figure 2-3). Section 4.1 contains a complete discussion of land use in the Oak Hills Community Plan area. The Community Plan is being prepared as a joint effort between the City and the County to plan future growth in the community. The Community Plan that is eventually adopted will provide comprehensive, long-range policies and guidelines for future development. The adopted Community Plan is intended to augment the General Plan policies of both the City and the County to more specifically meet the needs of residents and property owners of the Oak Hills community.

Oak Hills will have a pivotal role in the future growth of the Victor Valley because development of the I-15 freeway and Highway 395 corridors is critical to both the City of Hesperia and the County of San Bernardino as a source of tax revenue to pay for needed services. The County Special District area (CSA-70) serving water to Oak Hills has added 1,070 of its 1,885 active water meters since 1988. Property owners have expressed a desire to extend utilities to this area to facilitate development. Property owners in outlying areas must also be extended services to enable the development of residential parcels of 2½ acres in size. Because of the low density involved, the cost to extend water lines and roads is relatively high. Property owners have also expressed concern that added development in the community will adversely affect their rural lifestyle. Locational criteria and development standards to guide future land uses must be developed to preserve the rights of property owners along the freeway corridor, as well as within outlying areas of Oak Hills.

2.3 PROJECT OBJECTIVES

The proposed project is the adoption of the Medium-Low Density land use plan as the Oak Hills Community Plan. The Community Plan has been prepared in accordance with California

Figure 2-3 Existing Land Use Designations - County

Figure 2-4 Existing Land Use Designations - City

Government Code Section 65000 et. seq., for the purpose of determining zoning that will apply to properties within the planning area in the event of subsequent annexation. Adoption of the Community Plan effectively rezones properties within the planning area boundary not previously designated by the City in its General Plan. This action is subject to the requirements applicable to zoning in the City of Hesperia, including the requirement for consistency with the City's General Plan. Rezoning has no regulatory effect until such time as a property is annexed to the City. Until such time as properties are proposed for annexation, the County General Plan land use designations and policies remain in effect. The Community Plan is being prepared as a joint effort between the City and the County to plan for future growth in the community.

An adopted Community Plan will provide comprehensive, long-range policies and guidelines for future development of properties within the Community Plan area through the year 2020. The adopted Community Plan is intended to augment the City's General Plan policies to more specifically meet the needs of the residents and property owners of the Oak Hills Community.

Growth in the Victor Valley was rapid through the 1980's with the City of Hesperia being the tenth fastest growing community in the State. The City's population grew from 13,540 in 1980 to 50,418 in 1990; an increase of 272 percent. The City's population grew to 59,400 in 1996 and is currently 62,091. The rate of growth in the 1990s slowed considerably but is expected to increase again as the State begins to recover from the recession that slowed development throughout the last decade.

The housing trend on existing parcels has been toward the provision of housing for move-up buyers; a trend that is expected to continue. The development of the freeway corridor is critical to both the City of Hesperia and the County of San Bernardino as a source of tax revenue to continue to provide services to the area. Residents of the community identified five areas of concern that have become the City's objectives in formulating the Oak Hills Community Plan. These are:

- 1. To provide for orderly growth for the entire Oak Hills Community.** Land use will be planned based on a realistic growth rate for the area. Land use designations have been defined for the entire Community Plan Area as shown in Table 2-3 and Figure 2-5. Criteria have been identified in Community Plan policies for land use and growth management to allow for commercial, industrial, and higher density residential development.
- 2. To preserve the Community identity.** Characteristics that make Oak Hills unique have been established by the rural residential portion of the Community. Development standards will incorporate means to identify the Community in both public and private improvements.
- 3. To retain the unique character of Oak Hills as a residential community.** The residential characteristic of the Community will be maintained through development standards including large residential lots, animal keeping, and density transfers and grading criteria, particularly in areas where topography is a limiting factor. Various means to provide buffering will be required between different land uses.

4. **To provide and enhance community services and facilities.** Future development within the planning area will require coordination of land use planning with provision for roads, sewage, water distribution and storage, drainage facilities, law enforcement, fire protection and community facilities.
5. **To provide for the expansion of the local business community.** Development of a community must include provision of goods and services so residents do not have to travel far. Establish geographic boundaries to confine future development of commercial or industrial uses to designated areas to minimize conflicts with the rural residential lifestyle in Oak Hills.

Programs to address these issues are outlined in the Community Plan. As the community evolves and the Plan is implemented over the next 20 years, adjustments and amendments may be needed to ensure that the Community Plan reflects changing community values. It is the intent of the Community Plan to provide a framework for land use decisions and policies which will serve the Community of Oak Hills now and for the next 20 years. It is the intent of the Program EIR to provide an environmental analysis that will assist the City and County in implementing the Community Plan while minimizing the environmental effects of development.

2.4 **PROJECT DESCRIPTION**

The proposed project is the implementation of one of the three alternative land use plans developed by the Oak Hills Advisory Committee. The Medium-Low Density land use plan (Figure 2-5) was identified as the project for environmental evaluation because it represents the greatest change in land use from the existing County General Plan. The Very Low Density and Rural Development alternative land use plans (Figures 2-6 and 2-7) are evaluated along with the existing general plans in Chapter 6.0 (Alternatives) of the Program EIR. Table 2-1 shows the Community Plan land use designations, a description of the use, and the corresponding County designations. Table 2-2 shows a gross comparison between existing County General Plan and the Oak Hills Community Plan Medium-Low Density land use plan. Table 2-3 shows the changes in land use designations for planning areas 1 through 6, generally located along the I-15 and Highway 395 corridors.

Community Plan Land Use

The Oak Hills Community Plan area consists of 17,786 acres or approximately 28 square miles. Under the proposed project, 1,575 acres (11 percent) of the 17,786 acres are proposed for redesignation for higher density residential uses or more intense land uses. The 1,575 acres are incorporated into six primary land use planning areas (areas 1 through 6) as shown on Figure 2-4. The remaining 16,211 acres, or 89 percent of the area will continue to be designated as in the County's or City's General Plan. Table 2-3 shows the six areas (1,575 acres) that will change under the Community Plan. Figures 2-3 and 2-4 shows existing land use designations in the Oak Hills Community Plan area.

Figure 2-5 Medium Density Alternative

Figure 2-6 Very Low Density Alternative

Figure 2-7 Rural Development Alternative

**Table 2-1
Community Plan and County Land Use Designations**

City General Plan Designation¹	Description	County Land Use Designation
Residential Designations		
RE (Rural Estate)	0.4du/ac, single family, equestrian and large animal use permitted,	OH/RL-Rural Living
VL (Very Low Density)	.5-1.0 du/ac, single family, equestrian use permitted by zone	OH/RS-1
L (Low Density)	1.1-2.0 du/ac, single family, equestrian use permitted by zone	OH/RS- 20M
ML (Medium Low Density)	2.1-4.0 du/ac, 7,200 sq. ft. min. single family, equestrian use permitted by zone	OH/RS-10M
M (Medium Density)	4.1-6.0 du/ac, 7,200 sq. ft. min. for single family; apartments, condominiums, duplex, triplex, townhouses, manufactured housing	OH/RS-7,200
MH (Medium High Density)	6.1-10.0 du/ac, 7,200 sq. ft. min. for single family; apartments, condominiums, duplex, triplex, townhouses, manufactured housing	OH/(4M)RM
OH/PD-PMU (Planned Mixed Use)	4.0 du/ac gross density, intended to facilitate master planning of residential communities with supportive commercial, office and light industrial use	OH/PD-PMU
Commercial Designations		
C (Neighborhood or General Commercial)	Intended for development designed to meet the day-to-day, short-term needs of the residents.	OH/CN or OH/CG
PCD-Planned Commerce Development	Allows for the development of large-scale business parks and necessary support functions.	OH/PD-PCD
C/SD-Commercial/Special Development	Designed for the ultimate construction of a regional mall and supportive businesses and services.	OH/PD-SD
FD-Freeway Development	Intended to develop the freeway corridor into a regional retail area providing for large retail outlets, auto dealerships, and hotel/motels, and may include light industrial and business parks.	OH/PD-FD
Industrial Designations		
IND (Community Industrial)	Includes the heaviest types of manufacturing and industrial uses, based upon the underlying zone district.	OH/IC
IND/COM (Service Commercial)	Allows for lighter industrial uses and incidental commercial uses.	OH/CS
Other Designations		
P (Institutional)	Intended for the designation of land for public use including, but not limited to, schools, parks, libraries, utility easements, hospitals, and emergency service facilities.	OH/IN
OS-Open Space/Floodway	Designates undeveloped land for resource preservation, protection of the environment, protection from natural hazards, and public uses that would not involve substantial grading or construction.	OH/FW
RC (Resource Conservation/Oak Hills)	Intended to preserve open space, watershed and wildlife. Limited rural development. 1du/40ac, single family	OH/RC

**Table 2-2
Comparison of Acreage Between the Existing City and County General Plans
and the Oak Hills Community Plan Alternative Land Use Plans**

	Existing County General Plan	Existing City General Plan	Medium Low Density Alt.	Very Low Density Alt.	Rural Development Alt.
OH/RL	16,173	3,706	13,475	13,475	14,305
OH/RS-1	0	0	0	550	0
OH/RS-20M	165	0	0	0	0
OH/RS-10M	70	180	620	70	70
OH/(4M)RM	0	70	60	60	60
OH/CN or OH/CG	238	197	323	323	323
OH/PD-PCD	0	40	40	40	40
OH/PD-PMU	0	445	350	0	0
OHCS	40	595	40	40	40
OH/PD-CS	315	0	595	595	595
OH/RC and OH/FW	360	150	893	893	893
OH/RS-1	425	3,220	495	495	495
OH/PD-SD	0	0	0	0	350
OH/IN	0	353	635	635	635
OH/PD-FD	0	0	260	610	260
No Previous City Designation	0	8,830			
TOTAL ACREAGE	17,786	17,786	17,786	17,786	17,786

Note: See Table 2-1 for definition of land use designations.

Planning areas 1-6 considered for redesignation for higher density residential uses or more intense land uses, are shown in Figure 2-5. These areas add up to 1,575 acres primarily along the I-15 freeway and Highway 395 corridors in all three of the alternative land use plans. The remaining 16,211 acres will remain designated for residential development at one dwelling unit on 2½ acre lots, open space/resource conservation, public uses, or for commercial or industrial uses, as previously designated by the County in its General Plan. It is these six planning areas that are the focus of this Program EIR since the remaining 16,211 acres will not be redesignated and were previously planned by the City or County.

Community Plan Land Use Designations

Land Use Designations were proposed during development of the Oak Hills Community Plan to provide guidelines for the growth of the community. The designations are intended to incorporate the desires of the residents to preserve their lifestyle with the opportunities for economic growth in the area. The Community Plan designations are based on the City of Hesperia's General Plan Land Use Element and are correlated to the County's land use designations (see Table 2-1). The following areas correspond to the areas identified on Figure 2-5.

**Table 2-3
Change in Land Use Designations in Planning Areas 1 Through 6 Under the
Proposed Oak Hills Community Plan Medium-Low Density Land Use Plan***

Area	County	Oak Hills	Net Change
1	385 acres RL	385 acres OH/IC	385 acres from RL (maximum 152 du at 1du/2.5 ac) to OH/IC
2	290 acres RL	290 acres OH/RS-10M	Change in density of residential use from 1du/2.5 ac (up to 116 du) to 4 du/ac (up to 1,160 du)
3	350 acres RL	350 acres OH/PD-PMU	Change in land use from max 140 du (1du/2.5ac) to specific plan – mixed use including residential (up to 700 du) with support commercial/office/light industrial
4	30 acres RL	30 acres OH/CN or CG	Change in land use on 30 acres from RL (maximum 12 du/at 1du/2.5 ac) to neighborhood or general commercial
5	260 acres RL	260 acres OH/PD-FD	Change in land use from max 104 du (1du/2.5 ac) to retail/service/industrial or regional commercial
6	260 acres RL	260 acres OH/RS-10M	Change in density of residential use from (1du/2.5 ac (up to 104 du) to 4du/ac (up to 1,040 du)
Total	1,575 acres		

*Represents gross acres.

Area 1

Area 1 is a triangular shaped area in the northernmost portion of the Community Plan area. As shown in Figure 2-5, Area 1 is located north of Phelan Road/Main Street, east of the LADWP power line easement, south of the California Aqueduct and west of Highway 395. The area is 385 acres of largely undeveloped land currently designated RL by the County. Along Highway 395, the County has designated the frontage parcels as CD (neighborhood commercial). Adjacent to Area 1 the east side of Highway 395 the County designation is PD (planned development). South of Main Street in the City of Hesperia, the area is designated as Industrial. South of Main Street in the County, the designation is RL. The Community Plan designation for Area 1 is OH/CS (Service Commercial).

Area 2

Area 2 is a 290-acre triangle bounded by Verbena Road on the west, the SP railroad corridor on the north/northeast, and the Oro Grande Wash on the east. The area is generally located between Cedar Street and Rancho Road.

Area 2 is buffered from Area 3 by the Oro Grande Wash, a natural feature approximately 1,000 feet wide. Area 2 is proposed to be designated as OH/RS-10M (Residential, Medium-Low up to 4.0 du/ac). The acreage would allow up to 1,160 dwelling units, however due to the

configuration of the area, the number of dwelling units would likely be less. The area west of Area 2 will remain unchanged with minimum 2½ acre lots. Therefore, the transition from a more intense residential use, down to OH/RL (Rural Living) will have to occur within the planning area.

Area 3

Area 3 is a 350-acre irregularly-shaped area bounded by Caliente Road and the I-15 freeway to the east, and the Oro Grande Wash to the west. On the north, the area stretches to Mesquite Street at the northeast point and Cedar Street at the northernmost point. The area is abutted to the north by an existing industrially-designated area in the City of Hesperia. Area 3 is also traversed (below grade) by the Southern Pacific railroad corridor.

The proposed designation for Area 3 is OH/PD-PMU (Planned Mixed Use) to take advantage of approximately 1 ½ miles of frontage along the I-15 freeway. The area could be developed with a mix of uses including light industrial, commercial, office and residential (medium-up to 6 du/ac). The OH/PD-PMU with this type of land use mix represents a transition from the City's Industrial use on the north and the County's Commercial use on the south near Oak Hills Road. Higher density residential uses would allow a transition from OH/CS to OH/RL.

Area 4

Area 4 is a small 30-acre area fronting on the I-15 freeway, between Area 3 and the existing commercially designated area to the south. The County has designated a 220-acre area on either side of the freeway as CG (General Commercial) and approximately 5 acres as CN (neighborhood commercial). Under the proposed project this area will remain commercial as intended by the County and will carry the OH/CG or OH/CN designation. So Area 4 is a transition from Area 3 – OH/PD-PMU to the existing commercial area to the south. The Oro Grande Wash also separates this area from the OH/RL properties to the west.

Area 5

Area 5 is a 260-acre irregularly shaped area designated RL (Rural Living; minimum 2½ acre lots) by the County. Area 5 is on the east side of the freeway and has been in the City's Sphere of Influence since 1988; parcels in Area 5 carry both County and City land use designations. The City has designated 220 acres of the area PMU and 40 acres as RE (Rural Estate 2½ acre lots). Area 5 is directly east of the I-15 freeway along Mariposa Avenue, the frontage road. Area 5 is also bounded on the east by the east fork of the Oro Grande. Area 5 is generally located between Whitehaven Road to the south, El Centro Street to the north and is traversed from east to west by Rancho Road and Farmington Street. Freeway access is from Oak Hills Road to the south. Future plans call for a new freeway access from Rancho Road. The upper most portion of the area is traversed by the SP corridor.

With this type of exposure and access, this 260-acre area will be redesignated from PMU and RE (existing City designations) to OH/PD-FD (Freeway Development) for retail, service, industrial uses, or for regional commercial use. The transition from Area 5 to the OH/RL designated areas

will be the unnamed wash which ranges in width from 500 to 1,000 feet, and a small area of OH/PD-PMU east of Area 5 north of Farmington Street. In addition, Area 6 will also act as a transition zone between Area 5 and Low Density (minimum 2½ acres) residential properties to the east.

Area 6

Area 6 is a 260-acre irregularly shaped area located between Rancho Road and El Centro Street, the wash (west) and Lassen Road (east). The area is currently designated RL by the County and PMU by the City. Under the Medium-Low Density land use plan, Area 6 would be designated OH/RS-10M (Residential, Medium-Low, up to 4 units per acre). Area 6 developed as OH/RS-10M would act as a transition between the freeway and the OH/PD-FD designated Area 5, and the lower density OH/RL. Units could be clustered nearer to Area 5 and then transition to ½-acre lots on the east side of the area before the transition to 2½ acre lots further east.

Proposed land uses in these six planning areas constitute the project. Development of the remaining 16,211 acres in the Community Plan area are evaluated in conjunction with the project in order to characterize the Community Plan area as a whole and consider cumulative effects. The Medium-Low Density land use plan has been selected to be evaluated as the proposed project because it represents the land use plan with the greatest change from existing designations, and is therefore the most likely to have the greatest environmental impacts. The Very-Low Density and Rural Development land use plans are evaluated along with the existing general plans as alternatives. The Program EIR considers the impacts of each of these land use plans and compares them to the existing environment as well as the project – the Medium-Low Density land use plan in Chapter 6.0 (Alternatives).

Table 2-4 shows the ultimate buildout under the proposed Medium-Low Density land use plan. The top portion of the Table shows the project while the lower portion shows growth in the Community Plan area under existing plans. The total represents ultimate buildout of the community. Buildout projections for Oak Hills under the project could result in a maximum number of dwelling units totaling 9,282, with a population of approximately 30,000. Should buildout of the commercial and industrial areas discussed above occur, this would amount in over 26 million square feet of building floor area within the Community Plan area. However, there is a great deal of uncertainty as to when buildout may take place. Using a two percent growth projection, residential construction under the proposed project may not take place until as late as 2081. Commercial and industrial development projections are even more uncertain within this time span, given economic cycles and technological advances which may affect the nature of commerce and industry. As this is a significant time in the future, the Program EIR focuses on development impacts at 2020. This is consistent with requirements for the traffic impact analysis to prove conformance with SCAG's Congestion Management Plan as well as the general plan guidelines that look at a 20-year planning horizon.

Table 2-5 shows projected buildout in 2020 under the Medium-Low Density land use plan.

**Table 2-4
Ultimate Buildout of Oak Hills in Acreage and Related Population, Employment and
Dwelling Units for the Medium-Low Density Land Use Plan**

Area		Acreage ¹		Employment			Dwelling Units/ Population	
		Gross	Net	Commercial	Office	Manu/Ind	DU	Pop
1	OH/CS	385	308			5,544		
2	OH/RS-10M	290	290				1,160	3,677
3a	OH/PD- PMU ²	175	175				700	2,219
3b	OH/PD- PMU ²	175	140	1,540	3,570			
4	OH/CG	30	24	528				
5a	OH/PD-FD ³	220	176	2,706	2,703			
5b	OH/PD-FD	40	32	704				
6	OH/RS-10M	260	260				1,040	3,297
Subtotal		1,575	1,405	5,478	6,273	5,544	2,900	9,193
Community Plan Acreage With No Change in Land Use Designation								
	OH/RL	13,475	13,475				5,390	17,086
	OH/RS-10M ⁴	70	70				231	732
	OH/(4M)RM ₅	60	60				258	818
	OH/CG	293	234	3,608	3,570			
	OH/PD-PCD	40	32	352	816			
	OH/IC	40	32			576		
	OH/CS	210	168			3,024		
	OH/RS-1	495	495				495	1,569
	OH/IN	635	635					
	OH/FW-RC ⁶	893	893				8	25
Subtotal		16,211	16,094	3,960	4,386	3,600	6,382	20,230
TOTAL		17,786	17,499c	9,438	10,659	9,144	9,282	29,423

1. Gross to net acreage to establish developable area – excludes roads and other public infrastructure easements to develop projects. Does not apply to residential areas.
2. Land Use Review Area 3 is divided here to show Planned Mixed Use (OH/PD-PMU) includes both residential and non-residential uses. For non-residential net acreage is broken down to 70 acres retail and 70 office.
3. OH/PD-FD in Area 5a net acreage is broken down to 123 acres retail and 53 office.
4. Existing residential development.
5. Based on completion of existing mobile home park.
6. Of the 893 acres, 320 acres are designated Resource Conservation allowing 1 du/40 acres; for a total of 8 du.

Community Plan Circulation

Currently, the Community of Oak Hills is served by a few arterial, paved roads (Phelan Road, Mariposa Road, Caliente Road) and by a series of unpaved, intermittent roads. In 1989 the County adopted, by ordinance, the Oak Hills Transportation Facility Plan to provide a mechanism for financing the construction of facilities as the community grows, thus preventing potential failure of the existing road system. A development fee program was implemented that would allow for new development to pay for transportation facilities in proportion to the projected traffic demand attributed to each land use. All fees collected under this program are deposited into an account

**Table 2-5
2020 Medium-Low Density Land Use Plan in Acreage and Related
Population/Employment/Dwellings for the Oak Hills Community Plan¹**

Area		Acreage ²		Employment			Dwelling Units/ Population ³	
		Net	2020 Development	Commercial	Office	Manu/Ind	DU	Pop
1	IND/COM	308	77			1,386		
2	ML	290	218				870	2,758
3a	PMU ⁴	175	131				525	1,664
3b	PMU ⁴	140	35	385	893			
4	COM	24	6	132				
5a	FD ⁴	176	44	682	663			
5b	FD	32	8	176				
6	ML	260	195				780	2,473
Subtotal		1,405	714	1,375⁶	1,556⁶	1,386⁶	2,175⁷	6,895⁷
Acreage With No Change in Land Use Designation (development independent of the Community Plan)								
	RD/OH ⁸	6,530	6,530				2,612	8,280
	ML ⁹	70	70				231	732
	MH ¹⁰	60	60				258	818
	COM	234	59	902	918			
	PCD	32	8	88	204			
	IND	32	8			144		
	IND/COM	168	42			756		
	SD	495	371				371	1,176
	P	635	635					
	OS/RC ¹¹	893	893				8	25
Subtotal		9,149	8,676	990	1,122	900	3,480	11,031
TOTAL		10,554	9,390	2,365	2,678	2,286	5,655	17,926

1. Includes existing industrial, commercial and residential development.
2. See Table S-2 for gross to net acreage to establish developable area. 2020 development represents anticipated 25% buildout of non-residential uses and 75% of residential uses.
3. Population derived from a factor of 3.17 persons per dwelling unit.
4. Land Use Review Area 3 is divided here to show Planned Mixed Use (PMU) includes both residential and non-residential uses. For non residential net acreage is broken down to 70 acres retail and 70 office. In 2020 the split would be 22 acres each.
5. FD in Area 5a net acreage is broken down to 123 acres retail and 53 office representing a 70/30 split. In 2020, the split would be 31 acres of retail and 13 acres of office space.
6. Year 2020 employment assumed from 25% of buildout employment.
7. Year 2020 population figures assumed from 75% of buildout of dwelling units in Land Use Planning Areas 1-6. Maximum buildout is 2,175 du with a population of 6,895 in Land Use Planning Areas 1-6.
8. Development of single family homes on 2½ acre lots will be at a slower rate than predicted for tract homes. A rate of 2% per year through year 2020 has been used for this analysis.
9. Existing residential developments.
10. Based on completion of existing mobile home park.
11. Of the 893 acres, 320 acres are designated Resource Conservation allowing 1 du/40 ac; for a total of 8 du.

specifically for the construction of the Oak Hills Local Area Transportation Facilities Plan. These fees are not used to construct any other road facilities not expressly shown within the boundaries of Zone A or Zone B. Figure 2-8 shows the County Road system.

Currently, planning for the area's circulation needs consists of the City's Circulation Element, the County's Circulation Plan and the County's Oak Hills Local Area Transportation Facilities Fee Plan Zone A and Zone B. The City's plan presently does not extend throughout the planning area, as this was not previously in the City's sphere. The County's plan does cover the whole area as does the transportation plan. Therefore, there are some differences between the City and County plan's. For example, the City's element shows the Rancho Road/I-15 interchange, and the County's does not. The Oak Hills Community Plan and Traffic Impact Analysis will reconcile these differences and produce a road network that serves the future needs for all three land use alternatives.

City and County staff have generated two alternative road network maps. These were reviewed by city and county staff and checked by field review for feasibility of the proposed alignments. They represent a backbone road network necessary to serve the needs of the community under the Medium-Low Density land use plan. Figure 2-9 shows the road network with the Rancho Road interchange and the Joshua Street/Mesquite street connection. These features are currently part of the City's circulation plan. Figure 2-10 shows the road network without these features. This is because the County's circulation plan does not currently include these features. As the interchange represents a significant commitment in future road funding, the traffic analysis will test the necessity of these features to serve the traffic needs of the Oak Hills Community.

Figure 2-8

Figure 2-9

Figure 2-10

3.0 ENVIRONMENTAL SETTING

3.1 REGIONAL SETTING AND PHYSICAL ENVIRONMENT

The community of Oak Hills is approximately 35 miles northeast of San Bernardino and 80 miles northeast of Los Angeles (see Figure 2-1 in Chapter 2.0). The community is bordered by the City of Victorville to the north, the unincorporated area of Summit Valley to the south, the unincorporated community of Phelan to the west, and the City of Hesperia to the east (see Figure 2-2 in Chapter 2.0). It is further delineated by the California Aqueduct to the north, the city limits of Hesperia to the east, the unincorporated community of Summit Valley to the south, and Baldy Mesa Road to the west. The area of the High Desert where Oak Hills is located includes a group of cities and communities known as the Victor Valley. The Victor Valley includes the cities of Adelanto, Hesperia, and Victorville and the unincorporated communities of Oak Hills, Phelan, Summit Valley, Spring Valley Lake, Mountain View Acres and Oro Grande.

The High Desert is an area dominated by mountain ranges and valleys. The San Bernardino Mountains border the region on the south. Cajon Pass represents the boundary between the two mountain ranges. Hot, dry summers and cool winters dominate the region, with some areas experiencing freezing temperatures and snow in the winter. Moderate temperatures prevail in the mountainous areas. Rainfall and humidity is low, with some exceptions in the highest elevations of the mountains. The Mojave River, an ephemeral water course, is another major physical feature of the High Desert (except in years of above average rainfall, this river flows underground). The San Bernardino Mountains are the watershed for the Mojave River, which flows north and east across the desert floor until it ends at Soda Dry Lake. The Mojave River runs through eastern Hesperia east of the Community Plan area. Generally, the area slopes from southwest to northeast, with surface and subsurface water flows trending away from the mountains and foothills. The area is fairly level, with exceptions in the foothills and the washes.

The communities in the Victor Valley have experienced rapid growth in the recent past. One of the biggest draws to the area has been the relatively inexpensive price of homes when compared with those in the Los Angeles basin and the San Bernardino Valley. The location of these communities adjacent to the I-15 freeway has increased their popularity with home buyers who are willing to commute to jobs that are not located in the High Desert region. The low cost of living, natural beauty, and ease of movement in the area have made the Victor Valley communities a more attractive place to live.

3.2 EXISTING ENVIRONMENTAL CONDITIONS BY ISSUE

3.2.1 Land Use and Planning

Oak Hills is an area of approximately 28 square miles (17,786 acres) located within the southwestern portion of the City of Hesperia's Sphere of Influence. Oak Hills is structured around County Service Area 70 (CSA 70), Zone J. CSA 70 was formed in 1972 by the County to provide services such as water, sewer, and road maintenance to the residents of rural, unincorporated communities such as Oak Hills, Phelan, Pinyon Hills and Wonder Valley. The boundary of Zone J corresponds to the boundary of the Oak Hills Community Plan area. In Oak

Hills, the County has constructed a water system that is primarily designed to serve residential or minimum 2½ acre lots, with some commercial uses located adjacent to the I-15 freeway. To date there are approximately 1,885 active water meters in Zone J. Approximately 42 of these meters actually serve customers in the City of Hesperia and there are an additional 162 inactive meters. So there are roughly 1,843 water customers (residential and commercial) in the Community Plan area, with residential representing the majority of the active meters.

The Community of Oak Hills is located along the Interstate 15 freeway and State Highway 395. Oak Hills has the advantage of being located at the summit of the Cajon Pass, making it the closest of the Victor Valley communities to the more populated cities (and job centers) in San Bernardino, Riverside, Orange, and Los Angeles counties. It also has approximately three miles of freeway frontage along I-15 as well as one mile of frontage along Highway 395. Most of the frontage property is undeveloped and subdivided into large parcels, creating a favorable environment for commercial or light industrial development. Residential development opportunities in the City are varied and range from estate sized lots to equestrian lots to standard single-family lots. In the Oak Hills planning area residential opportunities consist of rural residential lots of 2½ acres, a 231 lot residential subdivision near Escondido Avenue and Cedar Street, and a mobile home park near Main Street and Mesa Linda, in planning area 1. However, under both the existing County and City general plans, a variety of housing stock could be developed ranging from one dwelling unit per 2½ acres to four dwelling units per gross acre. Because of the locational advantages for businesses, developers, and, ultimately home buyers, Oak Hills is considered the Gateway to the High Desert. Many of the area's property owners have expressed interest in furthering development while others have expressed concern that additional future development might adversely affect their rural lifestyle.

Figures 3-1 through 3-8 show photographs of the existing setting in the Oak Hills Community Plan area. Included are examples of existing homes on 2½ acre rural residential lots, railroad tracks and power lines, unpaved roads and native vegetation. The purpose of the photographs in this context is to give the reviewer an opportunity to see the existing environment in conjunction with the type of housing stock that will be typical in most of the Community Plan area.

3.2.2 Transportation/Circulation

Existing Road Network

Regional access to the Community Plan area is provided by the Mojave Freeway (I-15) and Highway 395. The I-15 is the major thoroughfare between Los Angeles and Las Vegas, while Highway 395 is used for regional access in the High Desert. Access to Oak Hills from the I-15 is from Oak Hill Road on the south (just north of the Cajon Summit), the Highway 395 interchange (Joshua Street), in the center and Main Street on the north in the City of Hesperia. Access from the west is from Phelan Road which becomes Main Street within the City of Hesperia. On the east side of the I-15 freeway access to the Community Plan area is from Summit Valley Road from the south, and Main Street and Rancho Road from the east.

Figure 3-1

Figure 3-2

Figure 3-3

Figure 3-4

Figure 3-5

Figure 3-6

Figure 3-7

Figure 3-8

Access between the east and west sides of the Community Plan area are limited to three points, Main Street on the north, Joshua Street at a midway point where Highway 395 meets the I-15, and Oak Hill Road at the south end.

Existing Traffic Conditions

A Traffic Impact Analysis, compliant with the County's Congestion Management Program was prepared for this project and approved by SANBAG on January 16, 2001. The document is incorporated by reference into the EIR and summarized in Section 4.2. The east-west arterials that will be most affected by the proposed project include Bear Valley Road, Main Street, Joshua Street, Mesquite Street, Ranchero Road and Oak Hill Road. North-south arterials expected to provide local access include Baldy Mesa Road, Verbena Road, Highway 395, Caliente Road, Cataba Road, Key Point Street, Amargosa Road, Mariposa Road, Pythagoras Road, Escondido Road, Maple Avenue, Cottonwood Avenue, Balsam Avenue and 7th Avenue.

Existing intersections were evaluated for both the morning and afternoon peak hours and were found to be operating at unacceptable levels of service during both morning and afternoon peak hours at Highway 395 (NS) at Joshua Street (EW), Main Street (EW) and Oak Hill Road (EW); I-15 Freeway northbound ramps (NS) at Main Street (EW), and Balsam Avenue (NS) at Main Street (EW).

In addition, traffic signals appear to currently be warranted at Highway 395 northbound ramps at Joshua Street (EW); I-15 Freeway southbound ramps (NS) at Main Street (EW); I-15 Freeway northbound ramps (NS) at Main Street (EW); and Balsam Avenue (NS) at Main Street (EW)

County of San Bernardino

In 1989 the San Bernardino County Public Works Department (formerly Transportation and Flood Control) adopted Ordinance No. 3356 to enact the Oak Hills Area Transportation Facilities Plan Zone A and Zone B. Zone A encompasses the Oak Hills Community Plan area west of the I-15, while Zone B encompasses the Oak Hills Community Plan area east of the freeway. The plan includes both the identification of transportation related improvements and the financing mechanism necessary to implement the plan. Under this plan, fees are imposed on new commercial and residential development projects, including single family and mobile homes. Fees have been calculated based on vehicular trips generated by land use category, determined by traffic modeling procedures published by the Institute of Transportation Engineers. The estimated total cost of facilities necessary to accommodate growth in Oak Hills was divided by estimated total trips to be generated by anticipated growth under the County's General Plan. This determined the cost per trips generated that was then allocated to each land use category based on road trips generated.

City of Hesperia

The City of Hesperia's Circulation Element includes the area east of the I-15 Freeway. The City currently collects a development impact fee for residential and commercial construction within the City limits. The portion of the fee applied to arterial roads is \$590 per dwelling unit. The City does not currently have a Transportation Facilities Plan for the Oak Hills Community Plan area. This will be developed after adoption of the Community Plan in cooperation with the County.

Roads identified on the Circulation Plan include Rancho Road, Summit Valley Road, Cedar Street, Outpost Road, Whitehaven Road, Escondido Avenue and Fuente Avenue. On the west side of the freeway roads were limited to the area around I-15 and Highway 395. These include Smoketree Road, Phelan Road, Joshua Street and three freeway interchanges, Rancho Road, Oak Hills Road and Highway 395.

California Department of Transportation

Caltrans, the City of Hesperia and the County of San Bernardino recently completed improvements to Highway 395 and Main Street, by realigning Main Street between Mesa Linda and Highway 395 and placing a traffic signal at that intersection. Caltrans also plans to construct High Occupancy Vehicle (HOV) lanes northbound and southbound from south of SR-138 (south of the Cajon Summit) to north of Bear Valley Road in the City of Hesperia.

3.2.3 Utility Systems

Utility systems consist of water and sewer service, wastewater treatment, solid waste disposal and electric and natural gas.

The Oak Hills Community Plan area is a 28-square mile area structured around County Service Area 70 (CSA 70), Zone J. The CSA 70 is a special district formed by the County of San Bernardino in 1972 to provide water, sewer, and road maintenance services. The County constructed a water system designed to serve single-family residences on parcels of 2½ acres and the commercial establishments along the freeway and the freeway frontage roads. CSA 70 currently has 2,202 water service connections in the Zone J Oak Hills community; approximately 60 percent of these water meters have been installed since 1988. Approximately 42 of these meters are within the City of Hesperia. Most of the meter services in the Community Plan area are residential meters.

Water Service

The existing State Department of Health Services authorized maximum number of service connections in Zone J is 2,473. Therefore 416 271 new connections can be added. This service capability is based on the CSA 70 Zone J current system capacity of 3,030 gpm. The existing reservoir storage capacity is 2.27 MGD and the current demand of services in Zone J is 2,013 gpm. Additional demand has been made up through the emergency intertie with the City of Hesperia.

The County Special District currently collects \$6,125.81 per connection in Zone J that is used for the planning, design and construction of water facilities to serve future growth. The total connection fees to be collected from the 416 271 new services (approximately \$1.66 million) would be used to construct new storage reservoirs, water supply wells, and distribution pipelines. These new facilities would then allow Zone J to serve additional customers beyond the current approved limit of 416 271 additional services. The collection of connection fees enables a public water agency to construct new supply, storage and distribution facilities to serve future customers.

The Hesperia Water District (HWD) provides water and sewer service to the incorporated area adjacent to Zone J. Because HWD and City boundaries are not contiguous along the adjacent area of Zone J, certain areas of the City are served by Zone J. The two water systems are connected by one intertie, which serves as an emergency supply of water. Both the County and the City have evaluated means of separating the two systems; it is feasible and this may occur following adoption of the Oak Hills Community Plan. The City has allocated \$1.5 million in the current budget for this task.

The City's major water supply is groundwater from the Alto Subarea of the Mojave Basin. In 1998, groundwater was the sole source of supply used by the HWD; available surface and imported water supplies were not used. The average water demand in 1998 was 10.5 MGD or 7,277 gpm with a peak of 21 to 22 MGD during summer months.

Continuous and high growth rates in the Mojave River Basin during the 1950's and 1960's, and again in the 1980's caused water demands to exceed local water supplies. The resulting imbalance in supply and demand led to an overdraft of the groundwater basin. The lowering of the groundwater table led to an adjudication process. The purpose of the resulting stipulated judgment is to: 1) create incentives to conserve local water, 2) guarantee that downstream producers will not be adversely affected by upstream producers, and 3) assess producers to obtain funding for the purchase of imported water.

With the adjudication of the basin, the use of groundwater supplies will continue. The HWD (and all other parties) were issued a "Free Production Allowance" as a part of the judgment. This FPA is the amount of water that may be produced from a subarea of the basin without obligation to pay the costs of replacement water. Replacement water is provided either by intra-basin transfers of water rights, administered by the Mojave Water Agency (The Watermaster), or additional water may be purchased by the Agency with funds provided by producers exceeding their FPA. Therefore, the HWD has additional imported water supply available through the Mojave Water Agency as replacement water. Other means of increasing the long-term supply to meet demands are evaluated in the Urban Water Management Plan.

The HWD is currently in the process of updating its Master Plan. A component of the plan will be an analysis of its plan to provide service within its Sphere of Influence. It is anticipated that the plan will be complete in the spring of 2001. Revenue sources based on rates, fees, and other changes will be identified and implemented in anticipation of the demand for services.

Wastewater Treatment

The Community of Oak Hills is primarily served by septic systems for wastewater treatment and disposal. The Lahonton Regional Water Quality Control Board (RWQCB) has jurisdiction for the permitting of sewer and wastewater treatment systems. Septic systems may be permitted for any development generating less than 500 gallons per day per acre, or 250 gallons per day per half acre. Sewer or a secondary treatment facility must serve any development generating more than 500 gallons per day per acre, or of a density of greater than two dwelling units per acre. The average day wastewater generation per equivalent dwelling unit in the Victor Valley is currently estimated at 250 gallons. The existing land use designations for the majority of Oak Hills Rural Living (RL) therefore allow for the use of septic systems (minimum 2½ acre lots).

Certain commercial and residential developments, located along Amargosa Road near the I-15/395 intersection, are sewered with service provided by the City of Hesperia. The wastewater collected from this area of Oak Hills is treated at the regional facilities owned and operated by the Victor Valley Wastewater Reclamation Authority (VWVRA). The HWD sewer system is connected to the regional plant via a 12-inch trunk sewer. This line is currently operating at approximately 80 percent capacity (telephone conversation with Steven Steele, May 30, 2000).

In the area of Oak Hills known as “High Country”, sewer service is provided by CSA 70 Zone J to the 231-lot subdivision near Cedar and Escondido. The sewer collected from this area by the County feeds into the City’s system and is then treated at the VWVRA facility.

Secondary wastewater treatment is provided at the regional facility operated by VWVRA, a ~~five~~ **four**-member Joint Powers Authority (JPA) that includes ~~the Hesperia Water District~~, the cities of ~~Apple Valley~~, **Hesperia and** Victorville, **the Town of Apple Valley and Adelanto**, and the County of San Bernardino. The regional facility’s current design capacity is 9.5 MGD; construction of an additional 1.5 MGD is underway. Current flows from Hesperia’s sewer system are approximately ~~4.2~~ **1.06-1.10** MGD, or approximately ~~45~~ **13** percent of the total flows treated at the regional plant (~~flows in May 2000 averaged 8.2 MGD~~). Plant expansions are designed and constructed to meet the demands of the members of the JPA. ~~Members of the JPA can “buy-in” by equivalent dwelling unit demand of 250 gpd to increase their available treatment capacity. As new connections to the system are completed and flows treated at the plant, the member agency is billed for the additional facility use.~~ **Additional treatment capacity is paid for by property owners who pay a fee to the member agency for new connections to the plant; the fee is forwarded to the VWVRA. Member agencies calculate the connection fee based on the type of discharge (e.g. residential, commercial, or industrial). The VWVRA then plans for, designs, and constructs additional capacity to meet the flows of all member agencies’ connections.**

The Community Plan area lacks a community-wide storm drain system to convey surface water, sheet flow, and storm waters through the area and avoid flood damage to structures. For certain residential developments individual building pads can be graded to allow stormwater to flow away from structures into existing adjacent gullies. A storm drain system has not been constructed because most of the roads in Oak Hills are unpaved and the street system cannot be used to convey stormwater runoff. During periods of heavy rain, shallow flooding occurs. The City of Hesperia does not have a City-wide master drainage system. The City has adopted policies requiring retention of additional runoff generated by new development; drainage impacts are addressed on a project by project basis. For larger projects, localized drainage studies must be prepared to protect new development and downstream properties from stormwater flows associated with new development.

The San Bernardino County Flood Control District contracted with Williamson & Schmid to develop two drainage studies known as the Victorville Master Plan of Drainage (March 1992) and the Hesperia Master Plan of Drainage (May 1996). Together, these studies identify significant drainage courses, proposed regional and secondary facilities, and potential detention basin sites. The studies also show the potential 100-year flow of the major drainage courses within the watersheds. These watersheds combined cover most of the Oak Hills Community Plan area. Although these studies have not been formally adopted by the City or County, they serve as valuable resources to determine potential flood hazards, and enable the City and County to set out drainage requirements for new development on a project-by-project basis.

Solid Waste

The majority of waste generated by the community is Municipal Solid Waste (MSW). MSW is defined as residential garbage, rubbish, yard wastes or other materials that are collected and transported by municipal or private haulers to conventional public or private sanitary landfills.

Advance Disposal Company in Hesperia is the waste hauler for the residents of Oak Hills located on the east side of Interstate 15. Advance Disposal collects and disposes of residential waste at a current cost of \$10.00 per month per residence. Commercial customers (with dumpsters) pay a current rate of approximately \$80.00 per month. After waste is collected, it is delivered to the Materials Recovery Facility (MRF) in Hesperia, owned and operated by Advance Disposal. The facility is equipped with conveyer belts and sorting tables. Laborers are positioned on either side of the table and recyclables are recovered from the waste. Recyclables are stored in bins and either picked up or delivered to a recycling facility where they are processed and sold on the market.

Residual waste that has been sorted is placed in transfer trucks and disposed of at the Victorville Sanitary Landfill, owned and operated by the County of San Bernardino, and located approximately 16 miles north of Oak Hills.

CR&R located in Pinon Hills, is the waste hauler for residents west of the Interstate 15 freeway. CR&R collects and disposes of residential waste at a cost of \$46.77 per three-month period. Up to three cans can be requested per resident and waste is collected once a week. Dumpsters may also be requested at an additional cost. Once waste is collected it is delivered to the Sheep Creek Transfer Station in Phelan. Waste is unloaded onto the transfer station floor and compacted and loaded into transfer trucks that deliver the waste to the Victorville Sanitary Landfill. Waste sorting activities are not performed at the Sheep Creek Transfer Station.

Electrical Service

Southern California Edison Company provides electrical power service for the Oak Hills Community Plan area. The power is generated by a variety of facilities and fed into a shared power grid system, for on demand distribution.

The company maintains the Lugo substation located in Oak Hills on Escondido Road. This substation serves predominantly the City of Hesperia along with other communities. The system currently transmits at 60 kHz. Within the area and surrounding communities, most of the lines are above ground. There are additional substations located in Victorville and Apple Valley. Electric demand for the High Desert Region is expected to grow at a rate of 2,500 meters per year. Southern California Edison maintains a district office in the City of Victorville located on Hesperia Road near Bear Valley Road.

Gas Service

Southwest Gas Corporation serves portions of the east side of the Oak Hills Community Plan area and recently began serving the Oak Hills area west of the I-15 in April 1999. Southwest Gas

purchases all its natural gas from Pacific Gas and Electric (PG&E) in Barstow. Residential and commercial customers in areas where natural gas service is not available, contract for propane delivery with Proflame in Phelan, Amerigas in Bloomington, or Flowgas in Apple Valley.

3.2.4 Public Services

Fire Protection

The County of San Bernardino Fire Department provides fire protection for the Oak Hills Community Plan area. Fire protection assistance is also provided by the California Department of Forestry (CDF), Bureau of Land Management (BLM), the San Bernardino County Fire Warden District, the U.S. Forest Service (USFS) and other statewide fire districts through mutual aid agreements.

The Department currently has one paid-call station in Oak Hills. Paid-call stations are manned by “on-call” firefighters who only receive payment for active duty. Response to Oak Hills is also provided by the Baldy Mesa, Phelan and Summit Valley County fire stations.

If properties in Oak Hills are annexed to the City, the City of Hesperia Fire Protection District will become responsible for providing fire protection services. Since fire protection for the City of Hesperia is provided by the City, the District assumes all fire protection responsibilities including wildland fires. Properties in Oak Hills that rely on County or State services are considered a State Response Area (SRA) and the California Department of Forestry (CDF) is responsible for providing wildland fire protection.

Fire and rescue mutual aid agreements exist between the County and CDF and the Hesperia Fire Protection District (HFPD). CDF operates one full-time station in the City of Hesperia. The station is equipped with two Type 3 Brush engines and has six full-time firefighters. HFPD currently has three full-time stations and one paid-call station and is equipped with five engines. The HFPD also operates two paramedic units and one rescue tender. HFPD currently employs 45 full-time and 25 part-time/paid-call firefighters.

The HFPD and American Medical Response (AMR) a private ambulance service provide ambulance transportation for residents in the Oak Hills Community Plan area. AMR, located in Victorville, services the communities of Oak Hills, Adelanto, Mountain View Acres, Apple Valley, Spring Valley Lake, El Mirage, and Baldy Mesa. Additionally, AMR provides services through mutual aid for the communities of Phelan, Wrightwood, Pinon Hills and Lucerne Valley. Currently, AMR is equipped with nine units and 100 full-time employees.

Police Protection

The County of San Bernardino Sheriff’s Department currently provides law enforcement services for the Oak Hills Community Plan area through the Victor Valley Station located at 14455 Civic Drive in Victorville. County Sheriff stations are located in Victorville, Lucerne Valley and Phelan are within a 10-mile radius of the City of Hesperia. The Victor Valley Station is the parent station of the Desert Dispatch Center, a Type-1 booking facility and the primary

9-1-1 Center for the High Desert area. Subsidiaries of the station include the Phelan and Lucerne sheriff stations located at 32700 State Route 247, Suite A in Lucerne Valley and 4050 Phelan Road in Phelan, respectively. There are currently 100 sworn peace officers employed within the Victor Valley, Lucerne and Phelan stations. The stations are responsible for providing law enforcement services to the unincorporated areas of the Victor Valley that are not serviced by the cities of Adelanto, Hesperia, Victorville and Apple Valley.

Due to the large area that the Sheriff's Department patrols, response times for non-emergency calls can take up to 40 minutes. Currently there is one deputy on patrol in Oak Hills. In the event of a site-specific emergency or demand for backup, the Sheriff's Department may call on the California Highway Patrol (CHP) for assistance. The CHP provides public safety and law enforcement services on federal and state highways within the area. The CHP currently maintains a facility in the City of Victorville. In addition to the Highway Patrol, the Sheriff's Department can also call upon officers from the Apple Valley, Lucerne Valley, Phelan and Hesperia sheriff stations for a site specific emergency or demand for mutual aid assistance.

Schools

Public education for the Oak Hills Community plan west of the I-15 freeway is provided by the Snowline Joint Unified School District (Snowline JUSD). The Snowline JUSD provides educational services for students in kindergarten through senior high. The Snowline JUSD maintains and operates ten schools within the district including five elementary schools, two middle schools, one comprehensive high school, and three alternative high schools. Currently, the Snowline JUSD provides services for approximately 6,500 students. The District employs a certificated staff of 340 and classified staff of 387.

The most current projections estimate that the Snowline JUSD is growing at a rate of one percent per year. The Snowline JUSD has adopted a carrying capacity standard of 30 students per classroom and recommends student teacher ratios for elementary and middle/high schools of 28:1 and 29:1, respectively.

The Hesperia Unified School District (HUSD) provides educational facilities for the Community of Oak Hills east of the I-15 freeway. The HUSD provides educational services for the Oak Hills Community Plan area east of the I-15 freeway and Highway 395. The HUSD maintains and operates eighteen schools, including: twelve elementary schools, two middle schools, two high schools, one continuation high school, and one specialty study school. These schools serve Hesperia's estimated 14,574 students. The District employs certificated staff of approximately 700 members and a classified staff of 600.

~~Recent projection estimates by the HUSD is that enrollment is decreasing at a rate of three to four percent per year (Ruth Terkeurst, HUSD, June 1999).~~ The HUSD has been a growing district, with enrollment increasing at a rate of 6.69 percent, when averaged over a seventeen-year period (School Facilities Report, Hesperia Unified School District, 2000). Historically, the HUSD was operating above maximum enrollment capacity. This situation necessitated adoption of a district-wide year-round school schedule. To meet the burgeoning demand for additional classroom space related to growth rates in the early 1980's, the HUSD was required to utilize portable classrooms and went to a year-round schedule. The HUSD went back to a traditional

school schedule for secondary schools for the 1999/2000 school year. The HUSD is scheduled to implement a modified traditional school schedule in August 2000 for the other grades.

Libraries

The County of San Bernardino Library System provides library service for Oak Hills residents. There are several libraries located within the Victor Valley area. Branches in the region include Victorville, Apple Valley, Hesperia, Adelanto, and Wrightwood. Residents within the Victor Valley, including the Oak Hills area, may also utilize the Victor Valley Community College Library located in Victorville off of Bear Valley Road. This facility is approximately 30,000 square feet in size and houses 50,000 books. The facility is currently staffed with three full-time librarians, three part-time librarians, six library assistants and two instructional media employees. Residents of the Victor Valley area that are not students may utilize the facility and check out books with a purchased library card at a cost of twelve dollars per year.

The closest library to the Oak Hills Community Plan area is the County of San Bernardino Hesperia Branch Library. This facility is located on the corner of 7th Avenue and Main Street at 9565 7th Avenue, and occupies approximately 4,820 square feet with a bookstock of approximately 40,000. Currently, four full-time and seven part-time employees staff the Hesperia Branch. The Victorville Branch, located at 15011 Circle Drive in Victorville, is also close to the Oak Hills area and currently occupies 7,500 square feet with a bookstock of 60,000, and has four full-time, and six part-time employees. All of the facilities, except the Victor Valley Community College, are accessible through a regional inter-library loan program.

Medical Facilities

The High Desert is served by a number of medical facilities including Victor Valley Community Hospital a 115-bed facility; St. Mary Regional Medical Center, a 186-bed facility; and Desert Valley Hospital, an 83-bed facility. The amount of medical facilities necessary for a given population is determined by the conditions of the market and not by adopted standards.

The County of San Bernardino Fire Department provides ambulance transportation for residents within the City limits. American Medical Response (AMR) in Victorville, provides ambulance transportation for residents within Oak Hills, Adelanto, Mountain View Acres, Victorville, Apple Valley, Spring Valley Lake, El Mirage, and Baldy Mesa. Currently, AMR has nine ambulance units and 100 employees.

Public Works

The County of San Bernardino Public Works Department provides road maintenance for the Oak Hills community. The West Desert Region, District 11 provides maintenance for Oak Hills. In November 1989, San Bernardino County voters approved a ½ percent general sales tax to be used for improvement of transportation facilities. Part of these funds come to the County to be used in the geographic area in which they were generated. No property taxes or other general funds are used for maintenance or improvement of roads in the area. The Oak Hills Area Transportation Facilities Plan Zone A and Zone B was set up to provide road maintenance,

including grading and paving in the Community Plan area (see Transportation/Circulation above).

Parks and Recreation

The Hesperia Recreation and Park District was established in 1957 and provides park and recreational services for the residents of the City of Hesperia. There are approximately 173 acres of parkland within the Park District boundaries. About 28 acres are within the Park District's five neighborhood parks and the remaining 145 acres make up four Community Parks. Existing developed parks include the Hesperia Lake Community Park, Lime Street Community Park, Palm Street Park, Hesperia Community Park, Live Oaks Park, Timberlane Park, Novack Community Park, Percy Bakker Community Center (Senior Center), and Hercules Teen Center.

The Oak Hills planning area is partially within the Sphere of Influence of the Park District. To date, the Park District has annexed a portion of the planning area west of the I-15 freeway. The area is situated between Main Street and Mesquite Street, east of Highway 395 to within ½ mile of Baldy Mesa Road. There are currently no community parks in the Oak Hills Community Plan area.

3.2.5 Noise

There are a number of noise generators in the Community Plan area, and all are transportation related. Traffic along the I-15 freeway and Highway 395 can be a significant source of noise, especially when the alignments are at or near grade with adjacent land uses, and no natural (changes in grade) or manmade noise attenuation (sound walls, earthen berms, insulated buildings) occurs. Traffic noise from surface streets is not significant within the Community Plan area along existing major and minor arterials since the population is sparse and through roads are limited to Phelan Road/Main Street, Highway 395 and the freeway frontage roads. These roads carry through traffic while other roads generally carry only local residents.

In addition to the freeway/highway and local road system, there are two major railroad lines through Oak Hills, the Southern Pacific Transportation Company (SP) line and the Burlington Northern Santa Fe (BNSF) line. Both lines run through sparsely populated residential areas. So the number of sensitive receptors is low.

Other noise generating uses that may affect the ambient noise environment in Oak Hills are the Hesperia Airport, a general aviation airport, and the Southern California Logistics Airport (former George Air Force Base). However, because the Community Plan area is sparsely populated, there are currently few sensitive receptors. Also, because the Hesperia airport is small and limited to general aviation, noise is not significant. Likewise, there are few, if any flights from the SCLA since it has been slow to develop.

3.2.6 Air Quality

Air emissions from residential and non-residential developments are subject to federal, state, and local rules and regulations implemented through provisions of the federal Clean Air Act,

California Clean Air Act, and the rules and regulations of the Mojave Desert Air Quality Management District (MDAQMD). Under the provisions of the federal and California Clean Air Acts, air quality management districts with air basins not in attainment of the air quality standards are required to prepare an Air Quality Management Plan (AQMP). An AQMP establishes an area-specific program to control existing and proposed sources of air emissions so that the air quality standards may be attained by an applicable target date.

Ambient air quality (ozone and PM₁₀) is recorded by the MDAQMD at its Hesperia-Olive Street station and is representative of the air quality within the Oak Hills Community Plan area. State ozone standards are exceeded 15 percent of days annually but the slightly higher federal standard is only exceeded two percent of days annually. No first stage smog alerts were recorded. The Federal PM₁₀ standard has not been exceeded in the past five years and the State standard has been exceeded infrequently.

In 1994, the EPA designated most of the Mojave Desert as being in moderate nonattainment with respect to federal standards for PM₁₀ based on violations of standards between 1989 and 1991. The MDAQMD prepared the Mojave Desert Planning Area (MDPA) Federal PM₁₀ Attainment Plan in 1995 to provide dust control programs to meet federal PM₁₀ standards by the year 2000. The MDPA covers only the southwestern portions of the Mojave Desert (including Oak Hills) because most of the controllable sources and receptors of PM₁₀ and recording instrumentation are located there. The plan outlines a program for implementation and enforcement of dust control measures. These measures are generally reflected through MDAQMD Rules 401 - Visible Emissions, 402 - Nuisance, and 403 - Fugitive Dust Control. The federal standard for PM₁₀ has been met within the area for the past eight years and a change of status to attainment is currently being evaluated.

3.2.7 Geology

The Community of Oak Hills is in the western part of the Mojave Geological Province of California. The San Andreas Fault Zone forms the southeastern boundary of the province to the San Bernardino Mountains. From Cajon Pass to the Morongo Valley, the southern boundary follows the North Frontal Thrust Fault along the northern edge of the San Bernardino Mountains, then follows the northern edge of the Little San Bernardino Mountains east of Morongo Valley.

Oak Hills is at the southern edge of this region, located on the Quaternary age Cajon Fan, also known as the Victorville Fan. In this area, the fan has been displaced by tectonic activity along the San Andreas Fault Zone. The combination of fault displacement with headward erosion of Cajon Creek, has cut the fan off from the San Gabriel Mountains, the source of its sediments.

The vast majority of drainage in Oak Hills is from south-southwest to north-northeast, from the crest of the fan to the Mojave River. The main drainage channel is the Oro Grande Wash, which roughly bisects the community as it parallels I-15 from Cajon Summit to the Hesperia city limits. Now dry except during heavy rains, it is a remnant flow channel from the Pleistocene, before the fan was cut off from the San Gabriel Mountains. Two smaller, unnamed washes drain the northern slopes of Baldy Mesa, then unite as they cut across the northwestern corner of the

community. The extreme southeastern corner of the zone is in Antelope Valley and drains eastward in the West Fork of the Mojave River.

No known faults underlie the Oak Hills Community Plan area, nor does the community lie within an Earthquake Zone. However, the San Andreas Fault has a sector informally known as the great bend, and Oak Hills is located just north of the center of this sector. This portion of the San Andreas system is considered overdue for a major rupture. The community is close to several other faults most notably the Cleghorn Fault southeast of the Community Plan area.

Paleontologic resources of the Oak Hills Community Plan area are limited because most of the Community Plan area is on alluvial fan material that is not conducive to preservation of fossils. Some root casts and minor vertebrate fossils have been found. However, outside the Community Plan area in other parts of the Hesperia Sphere of Influence there are documented fossil sites in the Shoemaker Gravels and Noble's old alluvium which lie under the soils of the area. There is potential for similar fossil rich areas being discovered during excavations in Oak Hills.

3.2.8 Biology

The Oak Hills Community Plan area is located on an arid alluvial fan in the Mojave Desert of California. This is a very specific environment with plant and animal communities adapted to the varying amounts of precipitation caused by the 1,000-foot elevation change from south to north through Oak Hills. From south to north, with decreasing elevation, the main zones are Chamise Chaparral, Juniper Woodland, and Joshua Tree Woodland. These habitats merge into each other but each is dominant in distinct areas. The animal life is less zoned, but does include species that prefer the higher elevation chaparral or the lower elevation Joshua tree woodland.

Dominant vegetation communities are: 1) Chamise Chaparral with associated species, notably manzanita; 2) Mojavean Juniper Woodland without the normal mixture of Piñon pines, but with a diverse understory of Mojave mixed scrub; and 3) Joshua Tree Woodland, with associated plants more adapted to the desert such as creosote bush, Rabbitbrush, and flat-topped buckwheat. In the extreme north of the Community Plan area, creosote bush does appear, but is not widespread enough for identification as a separate Creosote Bush Scrub habitat.

Wildlife found in the community is typical desert fauna common to the Mojave Desert and includes coyote, red-tailed hawks, and great horned owls. Smaller raptors include the American kestrel, Cooper's hawk, the long-eared owl and the burrowing owl, all four of which nest as well as hunt in the woodlands and chaparral. The remaining large, wide-ranging carnivores are the turkey vulture, raven, and the roadrunner cuckoo. Smaller mammals include jack rabbits, desert cottontails, ground squirrels, wood rats, and various smaller mice and kangaroo rats. The kit fox may also be present.

Common reptiles include side-splotted lizards, desert iguanas, leopard lizards, and western whiptails, and western fence lizards. Snakes, while far less common than lizards, are also present. Species include gopher snake, kingsnake, glossy snake, and western patchnose snake are among non-venomous varieties. Poisonous snakes are represented by the western rattlesnake and the Mojave green rattlesnake.

Sensitive Species

Sensitive plant species include short joint beavertail cactus, smoketree, all species of the family Agavaceae (century plants, nolinias, yuccas), all species of the genus Prosopis (mesquites), creosote rings, ten feet or greater in diameter, all Joshua trees (mature and immature), and all plants protected or regulated by the State Desert Native Plants Act. Sensitive animals that may have habitat in the Community Plan area include the desert tortoise and Mohave ground squirrel.

3.2.9 Cultural Resources

A total of fifty-six archaeological sites (16 prehistoric, 40 historic) have been recorded within the Oak Hills Community Plan area. Prehistoric sites are made up of lithic scatters (2) and lithic reduction areas (10) (sites associated with tool making), and food processing sites (4). There are forty historic resources largely consisting of dirt roads (18) and refuse disposal sites (10). Other resources categories include power transmission lines, a ranch, structural sites, water storage site, campsite, railroad, and a residential site. The most dominant features on the landscape are roads, railroad tracks and power lines. These include the Old Spanish Trail and Mormon Trail, Route 66 and Highway 395. Power lines include the Los Angeles Department of Water and Power transmission line that runs from Boulder Dam to Los Angeles, and the southern Sierra Power Line (removed and replaced by the Mira Loma I power transmission line in 1960). Both prehistoric and historic sites generally appear to be related to transit/travel or conveyance rather than settlement. There are a handful of historic structure sites and refuse disposal sites indicating a sparsely populated area.

In addition to the aforementioned recorded sites, nineteen other locations contained approximately 30 isolated finds. An isolate consists of less than three artifacts in association. The vast majority of isolates are prehistoric in nature and comprise waste flakes and groundstone items (manos, metates). Historic material included a variety of cans and glass fragments.

National Register of Historic Places (NRHP)

Three historic resources have been determined to be eligible for listing including the National Old Trails/Route 66, the Southern Sierras Power right-of-way, and the Los Angeles Department of Water and Power (LADWP), Boulder Transmission Lines 1, 2, and 3. Portions of each of these resources transect the Community Plan area.

California Historical Landmarks (CHL)

Portions of two California Historical Landmarks (CHL) are known within the Community Plan area. They include the Old Spanish Trail/Salt Lake-Santa Fe Trail and the Mormon Trail. The Mormon Trail was laid out by William Sanford in 1850 and extended from Cajon Pass to the California-Nevada border through San Bernardino County. An official monument marking the route lies south of the Community Plan area adjacent to Highway 138, approximately four miles from the Palmdale Freeway off-ramp in Cajon Pass.

California Points of Historical Interest (CPHI)

One California Points of Historical Interest is located in the planning area. It comprises a portion of Coxe Road. This road was built in 1861 by blacksmith Jed Van Duzen for miners in Holcomb Valley. Sometimes called the Van Duzen Road, it followed Holcomb Creek and Arrastre Canyon to the foot of the mountains and then westward to connect with the John Brown Toll Road through Cajon Pass. The road was used for hauling ore and supplies to miners as well as driving cattle to and from summer pastures in the mountains.

Historic Property Directory (Office of Historic Preservation)

The only resource listed in the Historic Property Directory for the planning area is Highway 395 constructed in 1933. No other resources within the Community Plan area have been evaluated for historical significance.

3.2.10 Aesthetics

The Community of Oak Hills is located at the summit of the Cajon Pass which forms the boundary between the San Bernardino and San Gabriel mountains. Its location as the gateway to the High Desert provides a unique transition between the mountains and the desert. Panoramic views of the mountains to the south, the Mojave River to the east, and the surrounding Victor Valley, in conjunction with a number of large natural drainage courses and washes, provides opportunities for preserving natural scenic open space areas in the Community Plan area.

Oak Hills is described in the City of Hesperia General Plan Program EIR as a unique visual resource having more vegetation and color variation than can be found in the more urban areas of the City. The Community Plan area contains juniper and Joshua tree woodlands and associated habitat. The spatial position of this area coupled with the backdrop of the San Gabriel mountains enhances the panoramic view of the area looking south from the City.

The Community Plan area is characterized by large open tracts of undeveloped land interspersed with single family homes. Along the I-15 freeway there are a few commercial uses. Closer to the City of Hesperia, residential uses are more common, particularly on the east side of the I-15 freeway. Photographs in this Chapter were taken from various locations around the Community Plan area. They show an area with a diverse topography of rolling hills, washes and flats with the San Bernardino and San Gabriel mountains in the background.

The Natural Resources Chapter of the Community Plan describes the rural nature of the area, characterized by native vegetation including Joshua tree and juniper woodlands. The character of Oak Hills is established by the rural residential portion of the community made up of single family homes on large lots scattered throughout the area. The topography of the Community Plan area makes development of residential property on lots smaller than 2½ acres difficult. In land use planning areas 1 through 6, topography is flatter, lending itself to more intense urban uses. However, these same urban uses could obstruct existing views of the area and change the rural character of the Community Plan area.

The County has designated portions of the I-15 freeway - from the City of Fontana to the Nevada border - as a scenic highway because of its unobstructed views of the mountain and desert scenery. The I-15 freeway through Oak Hills qualifies as having scenic value because it provides unobstructed views of the San Bernardino and San Gabriel mountains and the High Desert, as well as local Joshua and juniper woodlands.

3.2.11 Population/Employment/Housing

The community of Oak Hills and the larger Victor Valley are directly impacted by the economic conditions in the Southern California Associated Government (SCAG region (southern counties except San Diego) region. The region as defined by SCAG includes all of Los Angeles, Ventura, San Bernardino, Riverside, and Imperial counties. More than six percent of the nation's population resides in the region. If the region were a state, it would rank second only to New York in personal income.

Although the economy is improving, there are many more workers in Hesperia than there are jobs; as a result, almost half of Hesperia's work force commutes to other communities. Furthermore, there aren't enough higher wage jobs in the current employment mix and projected numbers of higher wage jobs are insufficient to meet the needs of Hesperia's changing population. This lack of higher paid technical and professional work leads to commuting to other job centers and depresses earning possibilities for non-commuting Hesperians. The City has established an Economic Development Department, which seeks to attract employers and retail businesses to the City. This department also administers the City's housing programs.

The number of workers in Hesperia exceeds the number of jobs available in the City and surrounding area. Almost half of the City's workers commute to other areas in the county, and to Los Angeles, Orange, and Riverside counties. Commuting will continue to be necessary for Hesperia's workers, even if the proportion of jobs to workers improves, as retail development within the City provides a numerically significant amount of jobs in the low-wage commercial sector compared to the more highly paid industrial and office employment. The City has taken steps to provide for the city's economic development. The Economic Development Department has offered incentives to businesses that create jobs within the City. In addition, there is a program to encourage realtors to lease tenant spaces in vacant buildings. The City publishes a list of available sites suitable for commercial and industrial developments. The City has entered into owner participation agreements to mandate that job-producing businesses remain within the city for a minimum of seven years.

4.0 ENVIRONMENTAL IMPACT EVALUATION

This Chapter contains an evaluation of environmental impacts that could occur with the implementation of the Oak Hills Community Plan, Medium-Low Density land use plan. Environmental impacts are evaluated for the following issue areas:

- Land Use and Planning – land use issues related to the development of 1,575 acres with a mix of land uses
- Transportation/Circulation – traffic circulation patterns will change with the proposed changes in land use designations as well as ambient growth in the region.
- Air Quality – development under the Medium-Low Density land use plan will increase emissions of criteria pollutants during grading/construction as well as part of the on-going operation of future land uses in the six planning areas. Proposed land uses will increase traffic in the area beyond current planning which will result in increased local mobile emissions.
- Noise – bringing urban land uses into a rural residential area will result in increases in ambient noise from both new future uses and increases in traffic.
- Biological Resources – The northwest portion of the Community Plan area is within the historic range of the desert tortoise. Joshua Tree woodlands and Juniper woodlands are prevalent throughout the western portion of the Community Plan area.
- Cultural Resources – Existing information shows that Oak Hills was an area where people traveled through on their way to somewhere else. Known cultural resources stem from transit of people and goods, as well as conveyance of electricity from the Colorado River to Los Angeles. Grading and excavation for development projects may expose cultural resources other than the known artifacts related to transit.
- Geology/Soils/Mineral Resources – Development in the Oak Hills Community Plan area would be subject to seismic activity on a number of faults in the area.
- Utilities/Service Systems – Both the City and County have planned infrastructure and public service, based on a largely rural residential community. Development of the future urban projects will require additional public infrastructure and services.
- Population/Housing – Development in Oak Hills will create employment opportunities and provide additional housing for future residents.
- Aesthetics – Development of urban land uses in Oak Hills will change the look and feel of the community along the freeway corridor. New land uses will also result in increased artificial light adding incrementally to the suburban nature of the area.

Format of Issue Sections

Each issue identified above is addressed in a section of this chapter. Sections are outlined following the same format as follows:

- 1) introductory paragraph describing the focus of the analysis;
- 2) description of the environmental setting as it relates to the specific issue (summarized from Chapter 3.0);
- 3) identification of the thresholds of significance;
- 4) evaluation of project-specific impacts and a determination of significance based on documented threshold levels;
- 5) identification of mitigation measures; and
- 6) a determination of the level of significance after mitigation measures are implemented.

The **Introduction** describes the purpose of the section, and summarizes the main focus of the analysis.

The **Environmental Setting** describes existing conditions at the local and regional levels as well as the regulatory environment where applicable plans, policies, and regulations apply to the proposed project. As set forth in CEQA Guidelines Section 15125 (a)(d)(e), the EIR includes a description of the physical environmental conditions in the vicinity of the project as they exist at the time the Notice of Preparation (NOP) is published from both a local and regional perspective. The EIR discusses any inconsistencies between the proposed project and applicable local and regional plans, and examines the existing physical conditions as well as potential future conditions discussed in these plans.

Thresholds of Significance used to determine the level of significance of impacts by issue area are identified as required by CEQA Guidelines Section 15126.2(a).

The **Impact Analysis** focuses on changes in the existing physical environment and identifies direct and indirect significant effects of the Medium-Low Density land use plan both short-term and long-term. The analysis also considers any significant environmental effects the project may cause by attracting development and people into an area that may be affected by physical hazards.

The **Mitigation Measures** to reduce the level of impact are identified. Since the proposed project is the adoption of a Community Plan by the City and County, existing General Plan policies or Development Code performance standards that would mitigate potentially significant impacts can be identified.

Finally, a determination of the **Level of Significance** following implementation of the recommended mitigation measures is provided.

The existing General Plan and Development Code for both the City and County are considered in determining the level of significance of an impact and specific General Plan policies and performance standards are recommended for adoption as mitigation measures for implementation of the Medium-Low Density land use plan as the Oak Hills Community Plan.

Reports, planning documents and data used in preparation of this environmental analysis are incorporated by reference. Copies of these documents are available for review at the City of Hesperia City Hall and County of San Bernardino Government Center (see Chapter 1.0 for addresses and contact persons).

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4.1 LAND USE

4.1.1 INTRODUCTION

This section of the Program EIR provides a description of current land use designations and existing land uses in Oak Hills and evaluates potential adverse impacts associated with the implementation of the Medium-Low Density land use plan as the Oak Hills Community Plan. The land use plan would change the designation of land uses on 1,575 acres of the 17,786-acre area of Oak Hills from a County designation Rural Living (minimum 2½ acre lots) to higher density residential, commercial, industrial or mixed use. The analysis was conducted comparing proposed land use changes to the County General Plan because it represents a worse case scenario over City's General Plan. The type and intensity of land uses allowed on the remaining 16,211 acres will not change from that which is existing under the County of San Bernardino General Plan or City of Hesperia General Plan. With adoption of the Community Plan, land use designations would reflect the Oak Hills Community Plan designations. Both the County and City could adopt the Community Plan.

In the 1970s and 1980s, growth in the City of Hesperia was fueled by the relatively inexpensive land prices and housing available compared to homes located in the urban areas of San Bernardino, Riverside, Orange and Los Angeles counties. Between 1980 and 1990, the City of Hesperia was the tenth fastest growing community in the state with a population increase of 272 percent. The population grew from 13,540 to 50,418 in that decade. Likewise, the number of dwelling units in the City increased from 5,690 to 17,563 during that same period. The majority of these new residents commute "down the hill" because fewer jobs than housing were created during this growth spurt. The housing boom created a bedroom community.

The recession of the early 1990s gave the City of Hesperia some breathing room as housing starts slowed to a trickle. The Oak Hills Advisory Committee was formed to prepare a plan for the Oak Hills community within the City's Sphere of Influence in order to guide growth in the community. The Community Plan, through the Medium-Low Density land use plan, provides for a balanced mix of uses including residential, commercial, industrial, open space and public space. The City is planning for a mix of uses in order to balance growth in the Community. The year 2020 was used as the study year for buildout in the near future because regional planning agencies have adopted that year for planning purposes.

The County of San Bernardino previously identified the I-15/395 corridor within the City of Hesperia's Sphere of Influence as having unique characteristics in terms of location and accessibility that make it suitable for high intensity quality development. The area is expected to be planned and developed as the gateway to the High Desert. The County has designated the unincorporated areas within Hesperia's Sphere of Influence as a planning area with the prefix HP. However, to date, the County has not prepared a Community Plan. The Oak Hills Community Plan is a joint effort between the County of San Bernardino and the City of Hesperia to plan for future growth in Oak Hills and have identified CSA 70, Zone J as a unique planning area.

The City has already rezoned the 8,956 acres in the Community Plan area that were in the City's Sphere of Influence when the General Plan was adopted in 1991. The east side of the Community Plan area, east of I-15 and Highway 395, was planned by the City of Hesperia in its 1991 General Plan because it was designated by LAFCO as being within the City's Sphere of Influence in 1988. The exception to this is Land Use Planning Area 5 and Area 6 of the proposed project. Although these areas are already designated Planned Mixed Use (PMU) on the City's General Plan was the intent that land uses be limited to residential at up to four dwelling units to the acre. The Advisory Committee subsequently identified a mix of land use types in the Community Plan. The environmental evaluation of Land Use issues utilizes the County General Plan as the baseline for environmental conditions since it represents a less intense use of the land than proposed under the Medium-Low Density land use plan. Once the Community Plan is adopted by the City and County, the proposed land use designations under the Medium-Low Density land use plan will be applicable to any proposal whether annexation is requested or not. Should the County chose not to adopt the Community Plan, proposed development in land use planning areas 1 through 6 would require annexation to the City of Hesperia for any proposed use other than RL (minimum 2½-acre residential lots).

4.1.2 ENVIRONMENTAL SETTING

Oak Hills is an area of approximately 28 square miles (17,786 acres) located within the southwestern portion of the City of Hesperia's Sphere of Influence. Oak Hills is structured around County Service Area 70 (CSA 70), Zone J. CSA 70 was formed in 1972 by the County to provide services such as water, sewer, and road maintenance to the residents of rural, unincorporated communities such as Oak Hills, Phelan, Pinyon Hills and Wonder Valley. The boundary of Zone J corresponds to the boundary of the Oak Hills Community Plan area. In Oak Hills, the County has constructed a water system that is primarily designed to serve residential or minimum 2½ acre lots, with some commercial uses located adjacent to the I-15 freeway. Figure 2-3 in Chapter 2.0 shows existing land use designations in Oak Hills.

The City of Hesperia and the community of Oak Hills are located along the Interstate 15 freeway and Highway 395. Oak Hills has the advantage of being located at the summit of the Cajon Pass, making it the closest of the Victor Valley communities to the more populated cities (and job centers) in San Bernardino, Riverside, Orange, and Los Angeles counties. It has approximately three miles of freeway frontage along I-15 as well as one mile of frontage along Highway 395. Most of the frontage property is undeveloped and subdivided into large parcels, creating a favorable environment for commercial or light industrial development. Housing development opportunities in the City of Hesperia are varied and range from estate sized lots to equestrian lots to standard single-family lots. Oak Hills residential land uses designations presently allow for estate sized lots of 2½ acres, a 320-acre area designated Resource Conservation at 1 dwelling unit/40 acres, one residential neighborhood with a density of 7,500 square foot lots, and a mobile home park. Because of the locational advantages for businesses, developers, and, ultimately, home buyers, Oak Hills is considered the Gateway to the High Desert.

The City of Hesperia was incorporated in July 1988. In September of that year, the County of San Bernardino Local Agency Formation Commission (LAFCO) approved the extension of the City's Sphere of Influence over approximately 14 square miles of the Oak Hills area, generally

east of the Interstate-15 (I-15) freeway and Highway 395. The east side of I-15 within Oak Hills was planned by the City of Hesperia in the 1991 General Plan. Land use designations are shown in Figure 2-4. Land use type and density were previously evaluated in the City of Hesperia's General Plan EIR (1991). The exception to this is Land Use Area 5 and Area 6 of the proposed project. Although portions of these areas are already designated Planned Mixed Use (PMU) on the City's General Plan, the Advisory Committee identified specific land use types in the Community Plan which are more intense than that considered in the General Plan. These are Freeway Development (OH/PD-FD) in Area 5 and Medium-Low Density residential (OH/RS-10M) in Area 6.

Subsequently, in 1994 LAFCO approved the extension of the City's sphere to encompass the remaining approximately 14 square miles of the Oak Hills Community Plan area generally bounded by the Cajon Pass to the south, Baldy Mesa Road to the west, the California Aqueduct to the north, and I-15 and Highway 395 to the east. The City has not previously planned for this area so properties are currently County designations only.

In previous years, the City completed seven annexations and has planned for portions of Oak Hills by providing land use designations within the 14 square miles generally east of I-15, south and west of the City boundary. The City has since agreed with LAFCO not to consider additional annexations in Oak Hills until the Community Plan is completed. The Community Plan is being prepared as a joint effort between the City and the County to plan future growth in the community. The Community Plan will provide comprehensive, long-range policies and guidelines for future development. The Community Plan is intended to augment the policies found in each general plan to more specifically meet the needs of residents and property owners of the Oak Hills community.

Oak Hills will have a pivotal role in the future growth of the Victor Valley because development of the I-15 freeway corridor is critical to both the City of Hesperia and the County of San Bernardino as a source of tax revenue to pay for needed services.

4.1.3 APPLICABLE POLICIES, PLANS AND REGULATIONS

In addition to the County and City general plans the Southern California Association of Governments (SCAG) adopted a Regional Comprehensive Plan and Guide (RCPG) in 1996. SCAG is designated by the federal government as the region's metropolitan planning organization and is mandated to maintain a continuous, comprehensive planning effort. The SCAG region includes all southern Californian counties except San Diego. Within the region are subregions which focus on special interests at a more local level. The High Desert is located within the SCAG region and is governed by the San Bernardino Associated Governments (SANBAG) whose geographic boundary encompasses the County of San Bernardino.

The SCAG RCPG is a comprehensive guide for local governments to use in addressing regional issues; fulfilling local goals and objectives and satisfying state and federal mandates for regional planning issues. These include such issues as transportation, air quality, water supply and wastewater treatment, regional housing needs, and hazardous waste management. The RCPG contains a broad set of goals for the southern California region, including the Victor Valley,

through 2015, and identifies strategies for agencies at all levels to use in guiding their decision-making toward implementation of development proposals. It proposes a strategy for local governments to use, voluntarily, which will assist them in meeting the challenges of growth.

Land Use Planning

The purpose of the RCPG is to create a framework for regional and local decisionmaking that will ensure such decisionmaking is consistent and supportive of regional as well as local goals and that local decisions are in compliance with state and federal mandates. The goals of the RCPG for the region are summarized here:

- **Standard of Living**
 - Increase real per capita income for all residents;
 - Increase the region's share of employment in sectors expected to grow rapidly over the next two decades; and
 - Attain sustained economic growth to maintain an average unemployment rate below the national average.

- **Quality of Life**
 - To provide adequate and affordable housing equitably;
 - Enhance and maintain air, land, open space and water quality in the region;
 - Define a process to safely and efficiently handle hazardous waste;
 - Provide adequate transportation for all residents while meeting clean air goals;
 - Invest in the human capital of the region particularly in health, education, job training, recreational and cultural activities;
 - Enhance personal safety and security throughout the region; and
 - Maintain a sense of community and recognize the value of neighborhoods and distinct localities in the region.

- **Equity**
 - To provide fair and equitable access to employment and the multitude of resources in the region;
 - Provide fair and equitable access to regional governance; and
 - Recognize, encourage and support ethnic, racial, and cultural diversity.

To meet these goals the RCPG includes a number of policies that can be implemented at the local level as community plans or development proposals are being considered. In response to the Notice of Preparation (NOP) for the Oak Hills Community Plan, SCAG staff identified the policies they believe should be considered. These policies are related to the Growth Management Chapter, the Regional Transportation Plan, Air Quality Chapter, and the Water Quality Chapter of the RCPG. In addition, SCAG staff identified ancillary goals from the Open Space Chapter. A discussion of these policies as they relate to the goals of SCAGs Regional Comprehensive Plan and Guide and the implementation of the Oak Hills Community Plan is included in the appropriate sections of Chapter 4.0 of this Program EIR.

Congestion Management Plan

SANBAG, as a subregional body, is responsible for implementing programs at the subregional level. The main program implemented by SANBAG is the Congestion Management Program (CMP) which addresses traffic congestion problems in a coordinated manner to be consistent with SCAGs Regional Transportation Implementation Program (RTIP). The relationship between the CMP and RTIP is discussed in Section 4.2 (Transportation/Circulation) of the Program EIR. The other programs implemented by SANBAG is the Growth Management Plan where subregional population, employment and housing goals are monitored (see Section 4.11).

4.1.4 IMPACTS AND MITIGATION MEASURES

Standards of Significance

Implementation of the Oak Hills Community Plan would have a significant effect on land use if it would:

- Be incompatible with existing land uses in the vicinity;
- Disrupt or divide the physical arrangement of an established community; or
- Conflict with applicable environmental plans or policies adopted by agencies with jurisdiction over the project.

Adoption of the Community Plan would not result in the disruption or division of the physical arrangement of the community. Adoption of the Oak Hills Community Plan would continue the trend of single-family homes on 2½ acre lots. The Plan also calls for the development of commercial and light industrial uses along the I-15 freeway corridor and Highway 395 to provide goods and services for the local community and regionally. Local employment opportunities would also be created. This is consistent with regional plans.

Community Plan Objectives

The proposed project is the adoption of the Oak Hills Community Plan as a statement of policy for the Community. The project includes amendments to the Land Use and Circulation elements of the County of San Bernardino and City of Hesperia general plans. The Draft Community Plan is presented in its entirety in Appendix B of this Program EIR.

Community Plan Objectives are:

- 1. To provide for orderly growth for the entire Oak Hills Community.** Land use will be planned based on a realistic growth rate for the area. Land use designations have been defined for the entire Community Plan Area as shown herein. Criteria have been identified in Community Plan policies for land use and growth management to allow for commercial, industrial, and higher density residential development.

2. **To preserve the Community identity.** Characteristics that make Oak Hills unique have been established by the rural residential portion of the Community. Development standards will incorporate means to identify the Community in both public and private improvements.
3. **To retain the unique character of Oak Hills as a residential community.** The residential characteristic of the Community will be maintained through development standards including large residential lots, animal keeping and density transfers and grading criteria particularly in areas where topography is a limiting factor. Various means to provide buffering will be required between different land uses.
4. **To provide and enhance community services and facilities.** Future development within the planning area will require coordination of land use planning with provision for roads, sewage, water distribution and storage, drainage facilities, law enforcement, fire protection and community facilities.
5. **To provide for the expansion of the local business community.** Development of a community must include provision of goods and services so residents do not have to travel far. Establish geographic boundaries to confine future development of commercial or industrial uses to designated areas to minimize conflicts with the rural residential lifestyle in Oak Hills.

Amendments to the Land Use Element of the City and County general plans involve 1,575 acres of the 17,786 acre Community Plan area; approximately 11 percent of the total area. The remaining 16,211 acres would develop under existing land use designations identified on the existing City or County General Plan Land Use maps. Without the Community Plan development under the County's General Plan could continue to occur in the Community Plan area. In areas where the City has already rezoned properties, these land use designations would apply if a request for annexation into the City were a part of the development proposal.

Amendments to the Circulation Element of the general plans involve the identification of the key circulation infrastructure to support development in the Community Plan area. Currently, the Community roadway system is largely made up of unpaved roads or roads that appear on the Circulation Map but have not been developed yet. The County of San Bernardino based its 1989 Oak Hills Transportation Facilities Plan (TFP) on the buildout of a rural community with minimum 2½ acre lots, some neighborhood commercial development and some industrial and planned development. Developing land use planning areas 1 through 6 with a mix of retail, office, manufacturing and medium-low residential would not be consistent with the County's TFP. The City has planned for the east side of the Community Plan area however, areas 1 through 4 have not been previously designated by the City. This issue is discussed in detail in Section 4.2 – Transportation/Circulation.

A program to address Community Plan objectives is outlined in the Community Plan and summarized in appropriate sections of this Chapter. As the Community evolves and the Plan is implemented over time, adjustments and amendments may be needed to ensure that the Community Plan reflects changing Community values. It is the lead agencies intent to provide a

framework for land use decisions and policies which will serve the Community of Oak Hills through the year 2020.

The housing trend in Oak Hills has been toward the provision of housing for move-up buyers. This trend is expected to continue in areas that will remain designated Rural Living (OH/RL) under the Community Plan. The development of the freeway corridor is critical to both the City of Hesperia and the County as a source of tax revenue to continue to provide services to the area. Development in the freeway corridor area will also provide a variety of housing stock for new residents including medium-low density and low density residential units ranging from apartments to single family homes in residential tracts at 4 to 6 du/ac. Provision of a variety of housing stock will ensure that future employees in Oak Hills will also be able to find housing within a reasonable price range to be able to live close to work. This will create a situation where local residents will no longer have to commute out of the area.

The 1,575 acres to be redesignated are located along the frontage of the I-15 freeway, adjacent to the City of Hesperia corporate boundary or along Highway 395 between the northerly City limit and the California Aqueduct. Redesignated areas are identified as land use planning areas 1 through 6 and are shown on Figure 2-4 in Chapter 2.0. Areas 1 through 6 are anticipated to undergo some development within the next 20 years – the planning horizon used by SANBAG to project growth in the region, and the projected life of the Community Plan.

Community Plan Land Use Designations

Land use designations were proposed during development of the Oak Hills Community Plan to provide guidelines for the growth of the community. Types of uses identified incorporate the desires of the residents to preserve their lifestyle with the opportunities for economic growth in the area. The Community Plan designations are based on the City of Hesperia's General Plan Land Use Element and are correlated to the County's land use designations. Tables 4.1-1 through 4.1-4 show comparisons between the City and County designations for residential, commercial, industrial, public use and open space land uses. Density and intensity of these uses are dictated by both the County and City Development Codes and based on physical constraints of the area (e.g., proximity to washes, railroad tracks, power line easements, etc.). No changes to these documents are proposed by the Community Plan.

The intent of the Community Plan is to create a reasonable mix of land uses, provide a variety of housing stock, create an employment base for an existing population, and establish a tax base to support the infrastructure necessary to successfully sustain the community.

Residential Designations

Residential land use designations are intended to provide opportunities for a variety of residential densities to accommodate suburban and rural lifestyles that would be consistent with the intent of both the City and County general plans and with the policies of the Community Plan. Residential land use designations specify a range of permitted densities within each category and are not to be interpreted as a guarantee of permitted density. Actual densities will vary with each site based on the site's capacity to accommodate the natural terrain as well as all required roads, easements,

drainage facilities, and setback and open space requirements. Also provision for adequate infrastructure to serve the proposed density, provision for any seismic, noise, drainage, or other hazard and other development requirements identified in the review of site specific plans must be considered for each subsequent development proposal.

Table 4.1-1 shows a comparison between the County and Community Plan land use designations. Residential designations in Oak Hills are designed to allow for equestrian use and keeping of other large animals where zoning allows. Within areas containing significant environmental or topographic constraints (see Section 4.7) clustering of residential uses in a planned development may be encouraged to preserve natural resources and minimize environmental impacts. Clustering may also be encouraged in these areas to minimize the length or size of infrastructure and utilities required to serve a development as well. Where there is no corresponding County designation to a Community Plan designation, the County designation of OH/PD - (planned development) with a suffix is used.

Commercial Designations

Table 4.1-2 shows a comparison between the County and Community Plan land use designations for Commercial land uses. The designations are intended to provide for the establishment of commercial uses to meet local shopping needs of residents in Oak Hills as well as to take advantage of the I-15 freeway corridor for regional commercial opportunities. Locational criteria and development standards are included in each designation. The change between the County General Plan and Community Plan is the addition of a regional commercial component within this land use designation.

Industrial Designations

Table 4.1-3 shows a comparison between the County and Community Plan land use designations for Industrial land uses. The designations are intended to provide for various manufacturing uses and land uses that would support manufacturing such as equipment and materials vendors. Under the Oak Hills Community Plan, the County's designation of Community Industrial (IC) on a 40-acre area in the extreme southeastern portion of the planning area in Section 12 will remain the same and will be designated OH/IC. A designation of OH/CS (Service Commercial) will be used in Land Use Planning Area 1 changing the County's land use designation of RL on 385 acres to allow a mix of light industrial and support commercial uses.

Public, Open Space and Resource Conservation Designations

Table 4.1-4 shows a comparison between the County and Community Plan land use designations for Public (Institutional) and Open Space land uses. The designations are intended to provide for public uses such as schools, parks, public utilities (including railroads) and infrastructure in OH/IN. Open space areas are those areas that will remain undeveloped such as washes. The County has designated these areas as Floodway (OH/FW) The Resource Conservation (OH/RC) designation has been added to the Community Plan which is similar in definition to Open Space but allows residential uses at 1 du/40 ac.

**Table 4.1-1
Comparison of the County, City and Community Plan
Land Use Designations for Residential Development**

County	City	Community Plan¹	Definition
RL (Rural Living)	RE (Rural Estate)	OH/RL	0.4 dwellings per acre (1 du/2½ ac) Intended to preserve areas for rural residential uses, and for large animals (i.e., horses)
RS-1 (Single Residential)	VL (Very Low)	OH/RS-1	Up to 1 du/ac, planned for 1-2 acre parcels. Could be equestrian and animal use if zoned such. Maximum permitted density determined through development review process.
RS-18,000	L (Low Residential)	OH-RS-20M	Designated for 1- 2 du/ac where adequate infrastructure can be provided. May allow equestrian and animal use if zoned such. Maximum permitted density determined through development review process.
RS 7,200	ML (Medium-Low Res)	OH/RS-10M	Maximum lot sizes of 7,200 square feet or 2-4 du/ac. May allow equestrian and animal use if zoned such. Maximum permitted density determined through development review process.
PD (Planned Development)	M (Medium Residential)	OH/RS-7,200	Maximum gross densities of 4-6 du/ac. May be attached or detached units and include apartments, condominiums, or manufactured homes, depending on underlying zoning. Min. lot size for SFR would be 7,200 sq. ft. unless a specific plan is prepared. Equestrian and large animals are not intended in this district.
PD (Planned Development)	MH (Medium High Residential)	OH/(4M)RM	Maximum gross densities of 6-10 du/ac. May be attached or detached units and include apartments, condominiums, or manufactured homes, depending on underlying zoning. Min. lot size for SFR would be 7,200 sq. ft. unless a specific plan or planned development is prepared. Equestrian and large animals are not intended in this district.
PD (Planned Development)	PMU (Planned Mixed Use)	OH/PD-PMU	Special planning attention and approaches where there is pressure for intensification of use such as along the I-15 corridor. Intended to facilitate planning of residential communities which include other uses (commercial, office, light industrial). Implementation through a specific plan or planned development application. Up to 4 dwellings per acre but clustering is allowed.
RS-1	SD (Special Development)	OH/RS-1	Special planning attention and approaches where there is a lack of infrastructure and public services, or other physical development constraints. Implementation through a specific plan or planned development application. Gross density may not exceed 1 du/ac.

¹The Medium density residential designations is not currently proposed in the Community Plan. However, under OH/PD-PMU these densities could occur in planned developments.

Table 4.1-2

**Comparison of the County, City and Community Plan
Land Use Designations for Commercial Development**

County	City	Community Plan	Definition
GC or CN (General or Neighborhood Commercial)	COM (Commercial)	OH/CG or OH/CN	Commercial designations permit a wide variety of neighborhood, general, office and retail uses depending on the underlying zoning. Range is: Neighborhood – 2½ acres or less adjacent to residential uses; General – minimum of 5 acres located with access to arterial roads, addressing short- and long-term needs of the Community; Regional – minimum 10-acre site with access from arterials and major highways to attract consumers from the region.
PD (Planned Development)	PCD (Planned Commerce Development)	OH/PD-PCD	Designation is intended for large tracts of land that can support a regional employment base with the development of business park sites. Uses include regional office headquarters, convention center, large-scale office buildings and support functions. No County specified designation corresponding to PCD.
PD (Planned Development)	C/SD (Special Development)	OH/PD-SD	Designation would accommodate regional retail, service and industrial uses supporting the region within a 10 to 15-mile radius that are accessible from state, interstate and arterial routes. The intent is to provide for comprehensive planning, including infrastructure and financing mechanisms.
PD (Planned Development)	No Designation	OH/FD (Freeway Development)	Designation would accommodate retail, service and industrial uses supporting the region within a 10 to 15-mile radius that are accessible from arterial streets or freeways. Uses include regional shopping mall, auto dealers, hotel/motel, large retail outlets. Industrial uses include business park, light manufacturing, corporate offices, regionally-based facilities.

**Table 4.1-3
Comparison of the County, City and Community Plan
Land Use Designations for Industrial Development**

County		Community Plan	Definition
CS (Service Commercial)	IND/COM (Industrial/Commer cial)	OH/CS	Intended to include lighter manufacturing and industrial uses along with support commercial that are incidental to industrial uses. Sales of industrial supplies, transportation and building equipment and materials may be permitted along with manufacturing uses.
I	IND	OH/IC	

**Table 4.1-4
Comparison of the County, City and Community Plan Land Use
Designations for Public Use, Open Space and Resource Conservation**

County	City	Community Plan	Definition
IN (Institutional)	P (Public)	OH/IN	Designation is intended for community facilities, schools, parks, utility easements and facilities, hospitals, municipal buildings, etc. Appropriate for land held by a public agency or utility company. Use is governed by the zone district or public agency controlling the land.
FW (Floodway)	OS (Open Space)	OH/FW	Designation is intended to protect and maintain areas in an undeveloped state for resource preservation, recreation, protection of sensitive environments, protection from natural hazard areas or public uses. Typical open space includes natural drainage areas, recreational trails, areas subject to seismic hazard, soil instability or flooding and special preserve areas.
RC (Resource Construction)	No Designation	OH/RC	1 dwelling per 40 acres (1 du/40 ac). Intended to preserve open space, watershed, wildlife habitat. Residences are incidental to agriculture or related uses.

Public uses also include the powerline easement running through the west side of the Community Plan area, the railroad tracks in the southern and western portions of the Community Plan area, and the electrical substation located in the southeastern portion of the Community Plan area in Section 11 T3N, R5W.

Project Impacts

Impact LU-1

Adoption of the Oak Hills Community Plan Medium-Low Density land use plan would result in a change in land use designation on 1,575 acres currently designated Rural Living (RL) on the County's General Plan. Development under new designations may cause land use conflicts between new land uses and adjacent land still designated as RL or under the Community Plan, RD/OH. This is a potentially significant impact.

The Oak Hills Community Plan area consists of 17,786 acres or approximately 28 square miles. Of the 17,786 acres 1,575 acres (11 percent) are proposed for redesignation for higher density residential uses or retail, office or manufacturing land uses. The remaining 16,211 acres, or 89 percent of the area will continue to be designated as on the County or City General Plan land use map. Table 4.1-5 shows the six land use planning areas (1,575 acres) that will change under the Community Plan. Figure 2-3 in Chapter 2.0 shows existing land use designations in the Oak Hills Community Plan area under the County and City General Plan, Land Use Maps.

**Table 4.1-5
Comparison Between Existing County Land Use Designations and
Proposed Oak Hills Community Plan Medium-Low Density Land Use Plan**

Area	County	Oak Hills	Net Change
1	385 acres RL	385 acres OH/CS	385 acres from RL (maximum 152 du at 1du/2.5 ac) to IND/COM
2	290 acres RL	290 acres OH/RS-10M	Change in density of residential use from 1du/2.5 ac (up to 116 du) to 4 du/ac (up to 1,160 du)
3	350 acres RL	350 acres OH/PD-PMU	Change in land use from max 140 du (1du/2.5ac) to specific plan – mixed use including residential (up to 490 du) with support commercial/office/light industrial
4	30 acres RL	30 acres OH/CG	Change in land use on 30 acres from RL (maximum 12 du/at 1du/2.5 ac) to neighborhood or general commercial
5	260 acres RL	260 acres OH/PD-FD	Change in land use from max 104 du (1du/2.5 ac) to retail/service/industrial or regional commercial
6	260 acres RL	260 acres OH/RS-10M	Change in density of residential use from (1du/2.5 ac (up to 104 du) to 4du/ac (up to 1,040 du)
Total	1,575 acres	1,575 acres	

Note: Areas are gross acres.

Areas where changes in land use designations are proposed are also identified on Figure 2-5 (in Chapter 2.0) as areas 1 through 6. These areas add up to 1,575 acres primarily along the I-15 freeway and Highway 395 corridors. The remaining 16,211 acres will remain designated for residential development on minimum 2½ acre lots, open space, public uses, industrial uses, or for commercial use previously designated on the County General Plan Land Use map. (Note: The change in land use designation between the County and Community Plan was used for analysis of impacts because it represents a more intense change in land use than under the City's designations). Table 4.1-5 shows the change in land use designation by planning area.

The residential land use designations in the Community Plan provide for a variety of densities (based on topography, proximity to existing rail corridors, adjacent land uses etc.) to accommodate both rural and suburban lifestyles. Permitted densities in each category are intended to be a guideline to development, not a guarantee of allowance for the density. The land use designations for the Community Plan correlate to designations of the County. In some instances there is not a direct correlation between the Community Plan and the County, and in such cases, the County designation of Planned Development is applied. The Planned Development designation allows for individual review of developments, within the parameters of the Community Plan designation. The Community Plan residential designation that falls under the County's Planned Development designation is OH/PD-PMU.

In developing the Community Plan and the three alternative land use plan scenarios, the year 2020 was identified as the horizon year. This focuses the analysis on impacts associated with

implementation of the Community Plan over the next 20 years. Beyond this would be to speculative. Table 4.1-6 shows ultimate buildout of the Community Plan, estimated to occur somewhere around 2081 based on current rates/types of development in the Victor Valley and City of Hesperia. The change from gross to net acreage allows for infrastructure. Net acreage is the amount of area that could ultimately be developed. Table 4.1-7 shows what Oak Hills will look like in 2020. The top portion represents development of the six land use planning areas. The bottom portion shows how the community would develop in the remaining 16,211 acres within the Community Plan area. These are combined to show the whole picture of Oak Hills in 2020, represented by the total at the bottom of the table.

Commercial Land Uses

Commercial land use designations have been established to meet the needs of the residents of Oak Hills and to take advantage of the setting for regional opportunities along the freeway corridor. As with the residential designations, many of the City's commercial designations do not have corresponding County designations. For the purposes of the Community Plan the County's Planned Development designation can be applied to the City's various commercial designations in the same manner in which it applies to residential designations.

Industrial Land Uses

Industrial land use designations allow for various manufacturing and warehousing uses in the area. These designations provide for the development of local and regional manufacturing and warehousing and their necessary support services. The City and the County have compatible designations for industrial land uses.

Public Land and Open Space/Resource Conservation

Public and Open Space land use designations are provided for the health and well being of the community and the environment. The public designation includes, but is not limited to, the designation of land for parks, schools, hospitals, utility easements, and emergency service. The open space designation allows for the maintenance of undeveloped areas for resource conservation, recreation, and environment protection. The City and the County have compatible designations for public land and open space.

Area 1

Area 1 is a triangular shaped area in the northernmost portion of the Community Plan area. As shown in Figure 2-5, Area 1 is located north of Main Street, east of the power line easement, south of the California Aqueduct and west of Highway 395. The area is 385 acres of largely undeveloped land currently designated by the County as RL. Along Highway 395, the County has designated the frontage parcels as CN (neighborhood commercial). On the east side of Highway 395 the designation is PD (planned development). South of Main Street in the City of Hesperia, the area is designated as Industrial. South of Main Street in the County, the designation is RL. All surrounding properties will continue to maintain existing land use designations.

**Table 4.1-6
Ultimate Buildout of Oak Hills in Acreage and Related Population, Employment and
Dwelling Units for the Medium-Low Density Land Use Plan**

Area		Acreage ¹		Employment			Dwelling Units/ Population	
		Gross	Net	Commercial	Office	Manu/Ind	DU	Pop
1	OH/CS	385	308			5,544		
2	OH/RS-10M	290	290				1,160	3,677
3a	OH/PD-PMU ²	175	175				700	2,219
3b	OH/PD-PMU ²	175	140	1,540	3,570			
4	OH/CG	30	24	528				
5a	OH/PD-FD ³	220	176	2,706	2,703			
5b	OH/PD-FD	40	32	704				
6	OH/RS-10M	260	260				1,040	3,297
Subtotal		1,575	1,405	5,478	6,273	5,544	2,900	9,193
Acreage With No Change in Land Use Designation								
	OH/RL	13,475	13,475				5,390	17,086
	OH/RS-10M ⁴	70	70				231	732
	OH/(4M)RM ⁵	60	60				258	818
	OH/CG	293	234	3,608	3,570			
	OH/PD-PCD	40	32	352	816			
	OH/IC	40	32			576		
	OH/CS	210	168			3,024		
	OH/RS-1	495	495				495	1,569
	OH/IN	635	635					
	OS/FW-RC ⁶	893	893				8	25
Subtotal		16,211	16,094	3,960	4,386	3,600	6,382	20,230
TOTAL		17,786	17,499c	9,438	10,659	9,144	9,282	29,423

1. Gross to net acreage to establish developable area – excludes roads and other public infrastructure easements to develop projects. Does not apply to residential areas.
2. Land Use Review Area 3 is divided here to show Planned Mixed Use (OH/PD-PMU) includes both residential and non-residential uses. For non-residential net acreage is broken down to 70 acres retail and 70 office.
3. OH/FD in Area 5a net acreage is broken down to 123 acres retail and 53 office.
4. Existing residential development.
5. Based on completion of existing mobile home park.
6. Of the 893 acres, 320 acres are designated Resource Conservation allowing 1 du/40 acres; for a total of 8 du.

In identifying Industrial/Commercial (OH/CS) land uses in Area 1, the City considered the surrounding land uses before determining that OH/CS uses would be appropriate in the area. First, the area is bounded on the west and north by public utility corridor and open space uses namely the California Aqueduct on the north and the LADWP power line easement to the west. Both the power line easement and the aqueduct are approximately 500 feet in width and will act as a buffer between OH/CS uses and Rural Living(OH/RL) west and southwest.

**Table 4.1-7
2020 Medium-Low Density Land Use Plan in Acreage and Related
Population/Employment/Dwellings for the Oak Hills Community Plan¹**

Area		Acreage ²		Employment			Dwelling Units/ Population ³	
		Net	Year 2020	Commercial	Office	Manu/Ind	DU	Pop
1	OH/CS	308	77			1,386		
2	OH/RS-10M	290	218				870	2,758
3a	OH/PD-PMU ⁴	175	131				525	1,664
3b	OH/PD-PMU ⁴	140	35	385	893			
4	OH/CG	24	6	132				
5a	OH/PD-FD ⁴	176	44	682	663			
5b	OH/PD-FD	32	8	176				
6	OH/RS-10M	260	195				780	2,473
Subtotal		1,405	714	1,375⁶	1,556⁶	1,386⁶	2,175⁷	6,895⁷
Acreage With No Change in Land Use Designation (development independent of the Community Plan)								
	OH/RL ⁸	6,530	6,530				2,612	8,280
	OH/RS-10M ⁹	70	70				231	732
	OH/(4M)RM ¹⁰	60	60				258	818
	OH/CG	234	59	902	918			
	OH/PD-PCD	32	8	88	204			
	OH/IC	32	8			144		
	OH/CS	168	42			756		
	OH/RS-1	495	371				371	1,176
	OH/IN	635	635					
	OH/FW-RC ¹¹	893	893				8	25
Subtotal		9,149	8,676	990	1,122	900	3,480	11,031
TOTAL		10,554	9,390	2,365	2,678	2,286	5,655	17,926

1. Includes existing industrial, commercial and residential development.
2. See Table 4.1-6 for gross to net acreage to establish developable area. 2020 development represents anticipated 25% buildout of non-residential uses and 75% of residential uses.
3. Population derived from a factor of 3.17 persons per dwelling unit.
4. Land Use Review Area 3 is divided here to show Planned Mixed Use (OH/PD-PMU) includes both residential and non-residential uses. For non residential net acreage is broken down to 70 acres retail and 70 office. In 2020 the split would be 22 acres each.
5. OH/FD in Area 5a net acreage is broken down to 123 acres retail and 53 office representing a 70/30 split. In 2020, the split would be 31 acres of retail and 13 acres of office space.
6. Year 2020 employment assumed from 25% of buildout employment.
7. Year 2020 population figures assumed from 75% of buildout of dwelling units in Land Use Planning Areas 1-6. Maximum buildout is 2,175 du with a population of 6,895 in Land Use Planning Areas 1-6.
8. Development of single family homes on 2½ acre lots will be at a slower rate than predicted for tract homes. A rate of 2% per year through year 2020 has been used for this analysis.
9. Existing residential developments.
10. Based on completion of existing mobile home park.
11. Of the 893 acres, 320 acres are designated Resource Conservation allowing 1 du/40 ac; for a total of 8 du.

The commercial strip along the west side of Highway 395 between Main Street and Area 1 will remain as designated. The area west of Highway 395, is currently designated by the County as PD. With commercial and industrial uses designated on the east and south of Area 1 within the City of Hesperia, and 500 foot buffer areas on the west and north, IND/COM uses identified in Area 1 are appropriate.

Under the Medium-Low Density land use plan, 385 gross acres of RL would be replaced with OH/CS development; representing a loss of up to 154 dwelling units on minimum 2½ acre lots. The total amount of Industrial Commercial development likely to occur over the next 20 years is 77 acres (see Table 4.1-7). This estimate is based on using a factor of 25 percent of net acreage. Using a factor of 35 percent of lot size, approximately 1,150,000 square feet of manufacturing/industrial and related uses could be developed over the next 20 years. By 2020, Area 1 could support 1,386 manufacturing/industrial and related jobs.

Area 2

Area 2 is an irregularly shaped area located west of the I-15 freeway, south of Cedar Street. The area is a 290-acre triangle bounded by Verbena Road to the west, the SP railroad corridor on the north/northeast, and the Oro Grande wash on the east. The area is generally located between Cedar Street and Rancho Road. Parcels within this area are currently designated RL by the County. The City of Hesperia has not previously planned for the Oak Hills Community west of I-15 so there are no City land use designations.

The increase in density of residential units from the 116 single family homes on minimum 2½ acre lots to 2 to 4 single family homes per acre could result in a maximum of 870 new single family homes by 2020. Assigning an OH/RS-10M designation to Area 2 represents a transition from the mixed uses allowed under the PMU designation in Area 3 and the OH/RL designation to the west. The likely scenario for development in Area 2 is through the planned development or specific plan process and the approval of tract maps. This will allow residential developments to facilitate a transition from higher density residential and commercial development in Area 3, adjacent to the freeway, and the low density 2½ acre residential lots west of Verbena Road. Development in Area 3 will include a mix of land uses including residential, commercial and office uses. The intent is to transition uses from commercial and office closest to the freeway, to increasingly lower density residential development. The area west of Area 2 will remain unchanged with minimum 2½ acre lots. The transition from a more intense residential use in Areas 2 down to OH/RL on the west will have to occur within the planning area. This has been identified in the Oak Hills Community Plan policies included herein.

Area 3

Area 3 is a 350-acre irregularly-shaped area bounded by the I-15 freeway to the east, and the Oro Grande wash to the west. On the north, the area stretches to Mesquite Street at the northeast point and Cedar Street at the northernmost point. The area is abutted to the north by an existing industrially designated area in the City of Hesperia. Area 3 is also traversed by the SP railroad corridor.

The Community Plan designation for Area 3 is OH/PD-PMU-Planned Mixed Use, to take advantage of approximately 1½ miles of frontage along the I-15 freeway. The area could be developed with a mix of uses including light industrial (likely manufacturing/warehousing, commercial, office and residential (medium-low up to 4 du/ac). AN OH/PD-PMU development with this type of land use mix represents a transition from the City's Industrial use on the north and the County's Commercial use on the south near Oak Hills Road. The OH/PD-PMU designation is intended to facilitate master planning of residential communities which contain supportive commercial, office or light industrial uses in order to provide employment and shopping opportunities for local residents.

Gross densities for residential units would not exceed 4du/ac, however, the intent is to cluster the units through density transfers in order to permit innovative site planning techniques to account for the physical constraints to development identified above. Especially in Area 3 which contains some severe development constraints. The site is a long strip of land between the freeway and the Oro Grande Wash that gets progressively narrower at the southern end (being less than 1,000 feet at its boundary with Area 4). It is also traversed by the Southern Pacific Railroad corridor. Such development constraints would require clustering and would likely produce apartments, duplexes, condominiums or other type of clustered housing. Clustered housing represents an appropriate transition between the commercial, office and light industrial envisioned for Area 3 and the OH/RS-10M designation proposed for Area 2. In addition, the Oro Grande Wash is approximately 1,000 feet wide at this location.

It is estimated that up to 525 residential units could be developed by 2020, depending on the economy and the demand for this type of housing. In addition, development in Area 3 is estimated to generate 385 retail jobs and 893 office jobs by 2020.

Area 4

Area 4 is a small 30-acre area fronting on the I-15 freeway, between Area 3 and the existing commercially designated area to the south. The County has designated a 220 acre area on either side of the freeway as CG (General Commercial) and approximately five acres as CN (neighborhood commercial). Under the Oak Hills Community Plan this area will remain commercial as intended by the County and will carry the OH/CG designation. So Area 4 redesignated as OH/CG under the Community Plan is a segue from Area 3 – OH/PD-PMU to the existing commercial area to the south. By 2020 approximately six acres of commercial development would occur in this area, generating 132 retail jobs.

Area 5

Area 5 is located on the east side of the I-15 freeway where parcels carry both County and City designations. Area 5 is a 260-acre irregularly shaped area designated RL by the County and PMU (220 acres) and RE (40 acres) by the City. Area 5 is directly east of the I-15 freeway along Mariposa Avenue, the frontage road. Area 5 is also bounded on the east by the east fork of the Oro Grande wash and is generally located between Whitehaven Road to the south, El Centro Street to the north and is traversed from east to west by Rancho Road and Farmington Street. Freeway access is from Oak Hill Road to the south. Future City plans call for a new freeway

access from Ranchero Road. With this type of exposure and access, the Community Plan has designated this 260-acre area OH/PD-FD (Freeway Development) for retail, service, and industrial uses or for regional commercial use. The transition from Area 5 to the OH/RL designated areas TO THE EAST will be the wash which is between 500 to 1,000 feet in width, and a small area of OH/PD-PMU east of Area 5 north of Farmington Street. In addition, Area 6 (proposed designation of OH/RS-10M) will also act as a transition zone to OH/RL.

Development in Area 5 will be split between retail (70 percent) and office (30 percent) uses. In 2020 the split would be 31 acres of retail and 13 acre of office uses. The FD designation would accommodate retail, service and industrial uses supporting the region within a 10 to 15-mile radius that are accessible from arterial streets or freeways. Uses could include a regional shopping mall, an auto mall, hotel/motel, or other large retail outlets. Office uses would be contained in business parks and include corporate offices. In 2020 Area 5 would generate 663 office jobs and 858 retail jobs.

Area 6

Area 6 is also located on the east side of the I-15 freeway immediately northeast of Area 5. The two areas are separated by the wash designated as Floodway (OH/FW) in the Community Plan. Area 6 is a 260-acre irregularly shaped area located between Ranchero Road and El Centro the wash (west) and Lassen Road (east). The area is traversed by the SP corridor. The area is currently designated RL by the County and PMU by the City. Under the Oak Hills Community Plan, Area 6 would be designated OH/RS-10M (up to 4 units per acre). Area 6, developed as OH/RS-10M would act as a transition between the freeway and the OH/PD-FD designated Area 5 and the lower density OH/RL to the east. Constraints on development in Area 6 include the SP corridor through the southwest portion of the site and the irregular shape of the area, especially the north portion that is the shape of a triangle. Developable area there would be limited. Units could be clustered nearer to Area 5 and then transition to ½ acre lots on the east side of the area. A total of 780 homes could be developed by 2020 in Area 6.

Mitigation Measures

County of San Bernardino

The County General Plan and Development Code include policies and development standards that provide for orderly growth and reduce the potential for siting of incompatible land uses. Policy numbers are in parentheses where the policy refers to adoption of new regulations, revisions to Development Code or Ordinance, or establishment of Special Zones, it is assumed that these actions are within the Community Plan rather than the larger countywide General Plan.

Mitigation Measure LU-1 (LU-2)

Because the County wants to promote and provide safe, attractive, varied residential areas convenient to public facilities, employment and shopping centers, the following policies/actions shall be implemented:

- a. *Require that the design and siting of new residential development meet locational and development standards that ensure compatibility with adjacent land uses and community character.*
- b. *Allow varied approaches to residential development in order to foster a variety of housing types and densities and more efficient use of the land.*
- c. *Adopt regulations encouraging innovative residential development; revise the Planned Development Ordinance and continue its use to permit flexible design and siting standards such as setbacks, yards, building relationships, and promote clustering as a means of achieving more efficient housing construction and providing larger areas of usable common open space; and, establish a system to award density bonuses in return for special design, infrastructure improvements, extra amenities, usable open space, or other developer efforts.*

Mitigation Measure LU-2 (LU-3)

Because the County wants to promote balanced, efficient commercial developments that are functional, safe, attractive and convenient to shoppers, and are capable of strengthening the local economy and enhancing the quality of life of County residents, the following policies/actions shall be implemented:

- a. *Promote commercial development that enhances the County's economic base and provides jobs for its residents.*
- b. *Cluster commercial development and support the development of specialty clusters of related and mutually supportive commercial activities in appropriate locations by means of specific plans, mixed use developments and planned developments.*
- c. *Discourage linear commercial development of shallow depth along streets or highways when it can be shown that it impairs traffic flow or detracts from the aesthetic enjoyment of the surroundings, or if it can be demonstrated that equally effective services can be provided in an alternative configuration.*
- d. *Develop demand estimates for commercial land relative to population patterns.*
- e. *Establish procedures for site plan review to ensure that commercial developments meet locational and development standards that ensure compatibility with adjacent land uses and community character.*

Mitigation Measure LU-3 (LU-4)

Because the County wants to promote industrial development in order to expand its employment and tax bases, the following policies/actions shall be implemented:

- a. *Protect land areas best suited for industrial activity by virtue of their location and other criteria from residential and other incompatible uses.*
- b. *Develop information and data base on industrial land uses, trends, employment and production. Monitor changes in location of industrial lands and demand for such lands, and identify opportunities and constraints for new industrial development.*
- c. *Develop demand estimates for industrial land based on analysis of trends of industrial land absorption and development.*
- d. *Identify and recommend for adoption an incentive program to encourage industrial/commercial development which would produce jobs and reduce the need for certain types of infrastructure or services.*
- e. *Ensure that industrial development meets locational and development standards that ensure their compatibility with adjacent uses and community character.*
- f. *Establish special performance standards for industrial uses to control industrial odors, air pollution, noise pollution, vibrations, dust, hours of operation, exterior storage and other nuisances.*

Mitigation Measure LU-4 (LU-5)

Because San Bernardino County has been identified as having a negative jobs/housing balance (meaning a greater level of housing opportunities than employment opportunities), the County will develop a priority application process for commercial and industrial development that would improve the County's jobs/housing balance.

Mitigation Measure LU-5 (LU-6)

The County has developed Land Use Design Procedures that must be considered when developing a planned development within the Community Plan area. These are as follows:

83.030220

- a. *The proposed development is consistent with the County General Plan and any applicable plan.*
- b. *The physical characteristics of the site have been adequately assessed and that the site for the proposed development is adequate in size and shape to accommodate said use and all yards, open spaces, setbacks, walls and fences, parking areas, loading areas, landscaping and other features required.*
- c. *The site for the proposed development has adequate access, meaning that the site design and development plan conditions consider the limitations of existing streets*

- and highways and provides improvements to accommodate the anticipated requirements of the proposed development.*
- d. Adequate public services and facilities exist, or will be provided in accordance with the conditions of development plan approval, to serve the proposed development and that the approval of the proposed development will not result in a reduction of such public services to properties in the vicinity to be a detriment to public health, safety and welfare.*
 - e. The proposed development, as conditioned, will not have a substantial adverse effect on surrounding property or the permitted use thereof, and will be compatible with the existing and planned land use character of the surrounding area.*
 - f. The improvements required per the conditions of development plan approval, and the manner of development adequately address all natural and manmade hazards associated with the proposed development and the project site including, but not limited to, flood, seismic, fire and slope hazards.*
 - g. The proposed development carries out the intent of the planned development provisions by providing a more efficient use of the land and an excellence of design greater than that which would be achieved through the application of conventional development standards.*
 - h. If the development proposes to intermix residential and commercial uses whether done in a vertical or horizontal manner, the residential use is designed in such a manner that it is buffered from the commercial use and is provided sufficient amenities to create a comfortable and healthy residential environment and to provide a positive quality of life for the residents. Such amenities may include, but are not limited to, private open space, private or separated entrances, landscaping, etc.*

City of Hesperia

The Community Plan Policies have been developed to meet the goals of the residents and property owners in Oak Hills. The policies provide for the orderly growth of commercial, manufacturing/industrial and residential areas within the Community Plan area. These policies are consistent with the general plans of both the City of Hesperia and the County of San Bernardino and will ensure orderly, functional land use patterns that minimize impacts to the environment (including compatibility between land uses).

Mitigation Measure LU-6 (OH/LU 2)

Limit the future expansion of higher density residential and commercial or industrial land uses by establishing geographic boundaries (see Figure 2-5) as follows:

- a. West side: The Oro Grande Wash to Verbena Road up to the railroad tracks (west boundary), southeast along the railroad back to the Oro Grande Wash (north*

- boundary), northeast along the Oro Grande Wash to the existing City limits (remainder of west boundary), the freeway (east boundary). In addition, the area north of Main Street/Phelan Road, and east of the LADWP powerline easement, as well as the intersection of Phelan Road and Baldy Mesa Road.*
- b. East side: Rancho Road (south boundary), north along Lassen Road to El Centro Road, west along El Centro Road to Outpose Road, north to the Oro Grande Wash (east boundary). Existing City limits (north and east boundary), and the freeway (west boundary). In addition, the intersection of Rancho Road and Escondido Avenue.*
- c. Summit Valley: Santa Fe Railroad (north and west boundary), existing limits of CSA 70 J (east and south boundary). Note: This area is located on the east side of Oak Hills but has access only from Hesperia via Summit Valley Road.*

Mitigation Measure LU-7 (OH/LU 3)

Restrict the minimum residential lot size to two and one-half acres, except for areas within the boundaries specified in OH/LU 2.

Mitigation Measure LU-8 (OH/LU 4)

Preserve scenic vistas where natural slope exceeds fifteen (15) percent by requiring building foundations for residential structures to conform to the natural slope to ensure that rooflines do not eliminate or dominate the ridge lines.

Mitigation Measure LU-9 (OH/LU 5)

The maximum number of parcels which may be created through the land division process shall be consistent with the Community Plan designation maximum density. In areas where topography exceeds 15 percent slope, additional criteria apply.

- a. To grade a level building pad, each new parcel must have a buildable site of at least 7,000 square feet; with a level pad area no smaller than 60 feet by 80 feet. The building envelope will not exceed a 20 percent slope.*
- b. In cases when the building envelope exceeds 20 percent slope, stepped house footings shall be employed to meet the contour of the existing terrain. Building grading will not be allowed except for the driveway and turnaround areas for vehicles. The building envelope will not exceed a 40 percent slope.*
- c. To minimize hillside cuts and to preserve natural terrain, where slopes exceed 20 percent parcels may be created with density transfers through the Modified Subdivision or Planned Development process. Parcels thus created shall be no smaller than 70 percent of the Land Use Designation minimum. The building envelope must be at least 6,000 square feet, with a minimum width of 60 feet.*

- d. *In cases of density transfer, all parcels created which are larger than the Land Use Designation minimum or those created to preserve open space shall have deed restrictions placed upon them to preclude further subdivision.*

Mitigation Measure LU-10 (OH/LU 6)

Within the residential areas, preserve entitlements for recreational equestrian and animal uses.

Policy OH/LU-7 addresses transitional zones as follows:

Mitigation Measure LU-11 (OH/LU 7)

Transitional buffers between different land uses or development projects may consist of, but shall not be limited to the following:

- a. *Transitional density buffers consisting of larger lot sizes shall be provided at the periphery of new residential subdivisions to create a density transition between the new subdivision and adjacent residential land uses or lesser density.*

The additional lot area required to create the buffer at the periphery of the new subdivision shall be based upon the planned density of the abutting land, or, in the case where subdivisions exist adjacent to the proposal, the density of the existing subdivision. The transition buffer must equal 0.5 times the lot size of the lower density lot. (2½ ac. to 1 ac. = transition lots of 1.25 ac.)

- b. *Where the proposed uses include commercial or industrial facilities, transitional buffers may also include:*

Increased building setbacks incorporating earthen berms and appropriate landscaping.

Streets separating the different land uses, where appropriate.

Solid barrier hardscape treatments such as decorative walls.

Trails and pedestrian circulation areas.

Mitigation Measure LU-12 (OH/LU 8)

Density bonuses shall be as provided in Government Code Section 65915, or as subsequently amended by the State.

Mitigation Measure LU-13 (OH/LU 9)

Discourage linear development of commercial development of shallow depth along streets when it can be shown that it impairs traffic flow or detracts from the aesthetic enjoyment of the surroundings, or it can be demonstrated the equally effective services can be provided in an alternate configuration. Such development should be encouraged at intersections of arterial or secondary streets.

Level of Significance After Mitigation

Implementation of Community Plan policies including the adoption of development standards will ensure that land use compatibility issues remain less than significant.

Impact LU-2

The State has advised local governments to collaborate with regional planning agencies in the preparation and implementation of land use plans in order to adequately address regional planning issues, particularly growth management. The Oaks Hills Community Plan includes a mix of land uses to provide a variety of housing stock, employment opportunities and local and regional shopping opportunities. This is consistent with regional planning efforts.

The Oak Hills Community Plan is consistent with SCAG's RCPG goals for growth management by providing comprehensive, long range policies and guidelines for future development of the Oak Hills Community. Oak Hills will have a pivotal role in the future growth of the Victor Valley because it is the gateway to the High Desert. Development of the I-15 corridor is critical to both the City of Hesperia and County of San Bernardino as a source of tax revenue to pay for needed services.

The communities in the Victor Valley have experienced rapid growth in the recent past. One of the biggest draws to the area has been the relatively inexpensive price of homes when compared with those in the Los Angeles basin and the San Bernardino Valley. The location of these communities adjacent to the I-15 freeway has increased their popularity with home buyers who are willing to commute to jobs that are not located in the High Desert region. The low cost of living, natural beauty, and ease of movement in the area have made the Victor Valley communities a more attractive place to live.

The City of Hesperia and the community of Oak Hills are located along the Interstate 15 freeway and State Highway 395. Oak Hills has the advantage of being located at the summit of the Cajon Pass, making it the closest of the Victor Valley communities to the more populated cities (and job centers) in San Bernardino, Riverside, Orange, and Los Angeles counties. It also has approximately three miles of freeway frontage along I-15 as well as one mile of frontage along Highway 395. Most of the frontage property is undeveloped and subdivided into large parcels, creating a favorable environment for commercial or light industrial development. Housing development opportunities in the City are varied and range from estate-sized lots to equestrian

lots to standard single-family lots. Oak Hills presently consists of estate-sized lots of 2½ acres, one residential neighborhood with a density of 7,500 square foot lots and a mobile home park.

SCAG's RCPG, described on page 4.1-3 in this section, creates a framework for regional and local decisionmaking to ensure that local planning efforts such as the Oak Hills Community Plan are consistent and supportive of regional and local goals for growth management and in compliance with state and federal mandates. RCPG goals for the region include attaining sustained economic growth; maintaining a sense of community – recognizing the value of distinct localities in the region; and providing fair and equitable access to employment and the multitude of resources in the region.

SCAG's Growth Management goals include developing urban forms that enable individuals to spend less income on housing cost, and minimizing public and private development costs. This enables firms to be more competitive, strengthening the regional strategic goal to stimulate the regional economy. The RCPG policies that apply to land use and planning include the following:

- 3.04 Encourage local jurisdictions' efforts to achieve a balance between the types of jobs they seek to attract and housing prices.
- 3.05 Encourage patterns of urban development and land use which reduce costs on infrastructure construction and make better use of existing facilities.
- 3.09 Support local jurisdictions' efforts to minimize the cost of infrastructure and public service delivery, and efforts to seek new sources of funding for development and the provision of services.
- 3.10 Support local jurisdictions' actions to minimize red tape and expedite the permitting process to maintain economic vitality and competitiveness.

Land use designations for the Community of Oak Hills are proposed to provide guidelines for the growth of the community by incorporating the desires of the residents to preserve their lifestyle with the opportunities for economic growth in the area. The intent of the Community Plan is to create a reasonable mix of land uses to provide a variety of housing stock; create an employment base for an existing population – largely made up of commuters; and create a tax base to support the infrastructure necessary to successfully sustain the community.

Mitigation Measures

County of San Bernardino

See LU-1 through LU-5 above.

City of Hesperia

The Community Plan is consistent with regional planning and meets the goals of the residents of Oak Hills. The policies provide for the orderly growth of commercial, industrial and residential

areas within the community which are consistent with the general plans the City of Hesperia and the County of San Bernardino. These policies will ensure orderly, functional land use patterns that minimize impacts to the environment (including compatibility between land uses).

Mitigation Measure LU-14 (OH/LU 1)

Provide opportunities for a variety of residential densities to accommodate rural and suburban lifestyles, as well as commercial and industrial uses, by establishing Land Use Designations that are consistent with the City's and County's General Plans and with the policies of the Community Plan.

Mitigation Measure LU-15 (OH/CC 1)

Where new developments are approved within the Community, encourage the use of the Oak Hills Community theme when establishing names and constructing signage and entry monuments for commercial or residential tract developments.

Mitigation Measure LU-16 (OH/CC 2)

Require the use of the customized street signs that feature the Oak Hills logo, within new residential subdivisions, or in conjunction with new commercial or industrial developments.

Mitigation Measure LU-17 (OH/CC 3)

The City and County shall sponsor the use of Community entry signs along major roadways into Oak Hills.

Mitigation Measure LU-18 (OH/CC 4)

When population levels warrant, the City and County shall support the establishment of a Post Office and Zip Code to provide postal identification to the residents and businesses of Oak Hills.

Level of Significance After Mitigation

Implementation of Community Plan policies including the adoption of development standards will ensure that land use compatibility issues remain less than significant.

4.2 TRANSPORTATION/CIRCULATION

4.2.1 INTRODUCTION

This section summarizes the traffic impact analysis (TIA) prepared for the Oak Hills Community Plan Medium Density land use plan by RKJK & Associates, September 2000. The list of roadways and intersections evaluated in the TIA, methodology used to prepare the TIA as well as other assumptions about growth in the Community Plan Area were determined by consensus. A series of meetings were held between staff of the City of Hesperia, County of San Bernardino and San Bernardino Associated Governments (SANBAG), and subsequently with Southern California Associated Governments (SCAG) staff to define the study area and identify intersections to be evaluated. The TIA is included in the Program EIR in Appendix C.

4.2.2 ENVIRONMENTAL SETTING

Description of the Regional Road Network

Figure 4.2-1 shows the location of the Community Planning area. The shaded polygons represent the land use planning areas that are evaluated in this Program EIR. Regional access to the Community Plan area is provided by the Mojave Freeway (I-15) and Highway 395. The I-15 is the major thoroughfare between Los Angeles and Las Vegas, while Highway 395 is the old highway that connected these two cities in the past. Highway 395 is still used for regional access in the High Desert. Access to Oak Hills from the I-15 is from Oak Hills Road on the south (just north of the Cajon Summit) and Main Street on the north in the City of Hesperia. Access from the west is from Phelan Road which becomes Main Street within the City of Hesperia. On the east side of the I-15 freeway access to the Community Plan area is from Summit Valley Road from the south, and Main Street and Rancho Road from the east.

Description of the Local Road Network

Local access around Oak Hills is limited by the I-15 freeway but is as follows:

West Side of I-15

The west side of the Community Plan area, west of the I-15 freeway is bounded by Baldy Mesa Road on the west, Phelan Road/Main Street on the north, Caliente Road on the east (west side frontage road of I-15), and Oak Hill Road on the south. North-south roads include Highway 395, Verbena Street and Bellflower Street. East and west the roads include Smoketree, Yucca Terrace, Joshua Street, Poplar Street, and Rancho Road. Highway 395, Phelan Road/Main Street, Caliente Road and the north portion of Baldy Mesa Road are paved. The remaining roads are unpaved roads that exist intermittently through the Community Plan area, being restricted by the railroad corridor, the Oro Grande Wash, and several smaller unnamed washes.

Figure 4.2-1 Existing Analysis Locations

East Side of I-15

The east side of the Community Plan area, east of the I-15 freeway is bounded by Mariposa Road on the west (east side frontage road of I-15), Main Street on the north, Maple Street on the east (outside the Community Plan boundary), and Summit Valley Road on the south. North-south roads include Topaz Avenue, Outpost Road, and Escondido Avenue. East-west roads include Rancho Road which runs through the central portion of the east side of the Community Plan area, Farmington Street, El Centro Street, Mesquite Street and Cedar Street. With the exception of Main Street, Maple Street, and Mariposa Road, none of the roads on the east side of the Community Plan area are paved.

Access between the east and west sides of the Community Plan area are limited to three points, Main Street on the north, Joshua Street at a point where Highway 395 meets the I-15 in the middle, and Oak Hill Road at the south end. Summit Truck Trail, not shown on the figures, is an unimproved, non-dedicated road used for access between Summit Valley (south of Oak Hills) and Rancho Road. It is primarily used for access to Oak Hills by residents east of I-15 and for emergency purposes. The existence of this road and its crossing of the BNSF railroad has been documented back to 1940 (see Walker, Chard, L; Chard Walker's Cajon, Rail Passage to the Pacific, 1985).

Performance Criteria for Intersection Levels of Service

In order to identify impacts to the roadway network, criteria have been established that serve as thresholds to compare a project's traffic contribution to study area intersections to existing and future traffic conditions. The significance criteria used is presented in Table 4.2-1 below and is based on Level of Service (LOS), a qualitative measure that describes operational conditions within a traffic stream, generally in terms of vehicle speed and travel time, freedom to maneuver, traffic interruption, convenience and safety.

Both the County of San Bernardino and the City of Hesperia have identified when an intersection is deficient. In both cases peak hour intersection operations of LOS C or better are generally acceptable. Therefore, any intersection operating at LOS D or below is considered to be deficient. The City of Victorville allows a peak hour intersection operation of LOS E or better so that an intersection is not considered deficient unless it is operating at LOS F.

For freeway facilities, SANBAGs Congestion Management Plan (CMP) defines deficiency as any freeway segment that operates or is projected to operate at LOS F unless the segment is identified explicitly in the CMP document.

The identification of a CMP deficiency requires further analysis in satisfaction of CMP requirements, including:

- Evaluation of the mitigation measures required to restore traffic operations to an acceptable level with respect to CMP LOS standards.
- Calculation of the project share of new traffic on the impacted CMP facility during peak hours of traffic.
- Estimation of the cost required to implement the improvements required to restore traffic operations to an acceptable level of service as described above.

**Table 4.2-1
Criteria for Determining Level of Service**

LOS	Description	Average Total Delay Per Vehicle (in seconds)	
		Signalized Intersection	Unsignalized Intersection
A	LOS "A" represents free flow. Individual users are virtually unaffected by the presence of others in the traffic stream.	0 to 10.00	0 to 10.00
B	LOS "B" is in the range of stable flow, but the presence of other users in the traffic stream begins to be noticeable. Freedom to select desired speeds is relatively unaffected, but there is a slight decline in the freedom to maneuver.	10.01 to 20.00	10.01 to 15.00
C	LOS "C" is in the range of stable flow, but marks the beginning of the range of flow in which the operation of individual users becomes significantly affected by interactions with others in the traffic stream.	20.01 to 35.00	15.01 to 25.00
D	LOS "D" represents high-density but stable flow. Speed and freedom to maneuver are severely restricted, and the driver experiences a generally poor level of comfort and convenience.	35.01 to 55.00	25.01 to 35.00
E	LOS "E" represents operating conditions at or near the capacity level. All speeds are reduced to a low, but relatively uniform value. Small increases in flow will cause breakdowns in traffic movement.	55.01 to 80.00	35.01 to 50.00
F	LOS "F" is used to define forced or breakdown flow. This condition exists wherever the amount of traffic approaching a point exceeds the amount which can traverse the point. Queues form behind such locations.	80.01 and up	50.01 and up

Existing Traffic Conditions

Existing conditions were quantified using actual traffic count data obtained from a variety of sources including traffic count data collected specifically for this study. Traffic data was supplemented by information obtained from the City of Hesperia, City of Victorville, County of San Bernardino and Caltrans. Intersections that would likely be impacted in the future were identified and include intersections in the cities of Hesperia and Victorville as well as intersections in the Community Plan Area. Therefore, the Study Area identified for the Traffic Impact Analysis encompasses a larger area than just the Community Plan area. Intersections analyzed are listed below and shown in Figure 4.2-1. All locations analyzed in 2020 for Congestion Management Plan (CMP) compliance which exist today, were analyzed.

Baldy Mesa Road (NS) at:

- Phelan Road (EW)

Caliente Road (NS) at:

- Joshua Street (EW)

SR-395 Highway (NS) at:

- Palmdale Road-SR 18 (EW)
- Bear Valley Road (EW)
- Main Street (EW)
- Joshua Street (EW)

Cataba Road (NS) at:

- Main Street (EW)

Key Point Street (NS) at:

- Main Street (EW)

Amargosa Road (NS) at:

- Bear Valley Road (EW)

1-15 Freeway NB Ramps (NS) at:

- Bear Valley Road (EW)
- Main Street (EW)
- Joshua Street (EW)

Mariposa Road (NS) at:

- Bear Valley Road (EW)
- Main Street (EW)
- Joshua Street (EW)

- Rancho Street (EW)

- Oak Hill Road (EW)

- I-15 Freeway NB Ramps (EW)

Escondido Avenue (NS) at:

- Main Street (EW)

Maple Avenue (NS) at:

- Main Street (EW)

- Rancho Street (EW)

Cottonwood Avenue (NS) at:

- Bear Valley Road (EW)

- Main Street (EW)

- Rancho Street (EW)

Balsam Avenue (NS) at:

- Main Street (EW)

7th Avenue (NS) at:

- Main Street (EW)

- Rancho Street (EW)

Existing Roadway System and Daily Traffic Volumes

The number of through travel lanes for existing roadways and intersection controls are presented, along with existing traffic count data collected for the TIA. This data was used to analyze existing traffic operations in the Study Area. Existing plans for roadway improvements are also identified.

Figure 4.2-2 shows the current average daily traffic (ADT) volumes in the Study Area. Existing ADT volumes are based upon the latest traffic data collected from the City of Hesperia, City of Victorville, County of San Bernardino and the 1998 Traffic Volumes on California State Highways by Caltrans. The remaining ADT volumes were estimated using acceptable methodology.

The east-west arterials in the Study Area that will be most affected by the proposed project include Bear Valley Road, Main Street, Joshua Street, Mesquite Street, Rancho Road and Oak Hill Road. North-south arterials expected to provide local access include Baldy Mesa Road, Verbena Road, SR-395 Highway, Caliente Road, Cataba Road, Key Point Street, Amargosa Road, Mariposa Road, Pythagoras Road, Escondido Road, Maple Avenue, Cottonwood Avenue, Balsam Avenue and 7th Avenue.

Existing Peak Hour Traffic Volumes and Operations

Existing intersection level of service calculations are based upon manual AM and PM peak hour turning movement counts conducted specifically for the Community Plan as shown on Figures 4.2-3 and 4.2-4. Morning peak hour traffic volumes were determined by counting the

Figure 4.2-2 Existing Average Daily Traffic

Figure 4.2-3a Existing AM Peak Hour Intersection Volumes (Part 1)

Figure 4.2-3b Existing AM Peak Hour Intersection Volumes (Part 2)

Figure 4.2-4a Existing PM Peak Hour Intersection Volumes (Part 1)

Figure 4.2-4b Existing PM Peak Hour Intersection Volumes (Part 2)

two hour period between 7 am and 9 am. Similarly, the afternoon peak hour traffic volumes were identified by counting the two hour period from 4 pm and 6 pm.

Existing peak hour traffic operations were evaluated for both the morning and afternoon peak hours throughout the Study Area and were found to be operating at acceptable levels of service except for the following intersections which operate at unacceptable levels of service during both morning and afternoon peak hours:

SR-395 Highway (NS) at:

- Joshua Street (EW)

Amargosa Road (NS) at:

- Bear Valley Road (EW)

I-15 Freeway SB Ramps (NS) at:

- Main Street (EW)
- Oak Hill Road (EW)

I-15 Freeway NB Ramps (NS) at:

- Main Street (EW)

Mariposa Road (NS) at:

- Bear Valley Road (EW)
- I-15 Freeway NB Ramps (EW)

Cottonwood Avenue (NS) at:

- Bear Valley Road (EW)

Balsam Avenue (NS) at:

- Main Street (EW)

In addition, traffic signals appear to currently be warranted at the following Study Area intersections:

SR-395 Highway (NS) at:

- Joshua Street (EW)

I-15 Freeway SB Ramps (NS) at:

- Main Street (EW)

I-15 Freeway NB Ramps (NS) at:

- Main Street (EW)

Balsam Avenue (NS) at:

- Main Street (EW)

Applicable Plans, Policies, Regulations

County of San Bernardino

In 1989 the San Bernardino County Department of Transportation and Flood Control (Trans/Flood) adopted Ordinance No. 3356 to enact the Oak Hills Area Transportation Facilities Plan Zone A and Zone B. The plan includes both the identification of transportation related improvements and the financing mechanism necessary to implement the plan. Under this plan, fees are imposed on new commercial and residential development projects, including single family and mobile homes. Fees have been calculated based on vehicular trips generated by land use category, determined by traffic modeling procedures published by the Institute of Transportation Engineers. The estimated total cost of facilities necessary to accommodate growth in Oak Hills was divided by estimated total trips to be generated by anticipated growth under the County's General Plan. This determined the cost per trips generated which was then allocated to each land use category based on road trips generated.

The Transportation Facilities Plan consists of two zones. Zone A encompasses the Oak Hills Community west of the I-15, while Zone B encompasses the Oak Hills Community east of the freeway. Bridges and Roads identified in the plan are included in Table 4.2-2.

**Table 4.2-2
County of San Bernardino Oak Hills Transportation
Facilities Plan Zone A and Zone B**

	Zone A	Zone B
2 Lane Roads	El Centro Road Braceo St. to Caliente Rd. Smoketree Road Baldy Mesa Rd. to SH 395 Rancho Road Baldy Mesa Rd. to Oak Hill Rd. Oak Hill Road Snowline Dr. to Caliente Rd. Baldy Mesa Road Farmington St. to Snowline Dr. Bellflower Street Snowline Dr. to Phelan Rd.	Joshua Street Mariposa Rd. to Escondido Ave. Farmington Street Mesa Linda St. to Denson St. Whitehaven Street Mariposa Rd. to Pythagoras Rd. Denson St. to Escondido Ave. Desford Road Mariposa Rd. to Pythagoras Rd. Summit Truck Trail Decker Rd. to Whitehaven St. Pythagoras Road (Kourie Road) Desford Rd. to Rancho Rd. Mesa Linda Street Farmington St. to Joshua St. Denson Street (Adkins Street) Whitehaven St. to Farmington St. Mesquite Street Mariposa Rd. to Topaz Ave. Escondido Avenue Stuvelling St. to Joshua St.
4 Lane Roads	Phelan Road Baldy Mesa Rd. to Hwy. 395 Baldy Mesa Road Snowline Dr. to Mesa St. Snowline Drive Baldy Mesa Road to Hwy. 395	Rancho Road Mariposa Rd. to Mesa Linda
Signals	Snowline Drive at Hwy. 395 Phelan Road at Hwy. 395 Smoketree Road at Hwy. 395 Baldy Mesa Road at Smoketree Rd. Baldy Mesa Road at Phelan Rd. Baldy Mesa Road at Snowline Dr.	Rancho Road at Mariposa Rd. Rancho Road at Mesa Linda Rd. Rancho Road at Pythagoras Rd. Rancho Road at Escondido Ave.
Railroad Crossings	Snowline Drive Baldy Mesa Road	Rancho Road
CalTrans Improvements	Contribution to Hwy. 395 Snowline Dr. to SR 18 – 5.5 mile (2-5 lane) Contribution to I-15 Improvements to Rancho Road	

City of Hesperia

The City of Hesperia's Circulation Element includes the area east of the I-15 Freeway. The City does not currently have a TFP for the Oak Hills Community. This will be developed as a result of adoption of the Community Plan in cooperation with the County on coordination with the TFP. Roads identified on the Circulation Plan include Rancho Road, Summit Valley Road, Cedar Street, Outpost Road, Whitehaven Road, Escondido Avenue and Fuente Avenue. On the west side of the freeway roads were limited to the area around I-15 and Highway 395. These include Smoketree Road, Phelan Road, Joshua Street and three freeway interchanges, Rancho Road, Oak Hills Road and Highway 395.

The City conducted a needs assessment of existing circulation conditions within the General Plan planning area for the 1991 General Plan. Due to the slowdown in growth in the 90s some of the street and highway improvements identified in the 1991 assessment have not been implemented but will still be needed in the future. These are as follows:

1. The need for increased freeway access onto Interstate 15, for purposes of conveying regional traffic into and out of the community.

The most immediate need for a freeway link exists in the southern portion of the City, at or near Rancho Road, due to increased residential development in that area. This need for a southern freeway interchange will increase as homes available to commuters are established in Hesperia or as tract developments are established along the freeway or nearby.

Two additional freeway interchanges are anticipated to be required along the balance of the City's freeway frontage- between Main Street and Bear Valley Road. The City's land use plan designates substantial areas adjacent to I-15 and Highway 395 as commercial and industrial, with the City's goals defining the area as a future economic and employment center serving the Victor Valley region. The commercial and industrial land uses depicted on the three land use alternatives are considered an extension of these land uses.

2. The need for additional access over Interstate 15.

In order to facilitate development of the commercial and industrial uses along the freeway as well as link the residential portions of Oak Hills, additional east-west arterial access across the freeway must be provided. The traffic analysis appended to this EIR examines two Circulation Plans, one which includes a freeway interchange and overpass at Rancho Road. This interchange, along with the existing overpasses at Joshua Street and Oak Hill Road should facilitate the community's needs in this regard.

3. The need for additional access for residents over the Santa Fe Railroad via grade separations.

As with freeway access, the most immediate need for a new railroad crossing is along the Verbena Road alignment in the west portion of Oak Hills. This will provide a new north/south access for residents and an alternative access to the higher intensity uses planned

along the freeway corridor. Grade separations are also included under the County Transportation Facilities Plan.

4. The need for increased capacity at key intersections.

Intersections identified were all within the City limits in 1991. However, based upon planned uses and projected growth in the Community Plan area the City must consider increasing intersection capacities at key locations as development occurs. The CMP-TIA prepared for this Community Plan identifies the intersection improvements necessary for an acceptable level of service.

5. The need to protect traffic capacity of arterial streets.

There is a need to protect the capacity of all arterial streets within the City and Community Plan area as development occurs. Traffic flow can be protected by limiting curb cuts; requiring minimum spacing for driveways and intersections; precluding turning movements mid-block through construction of median islands; requiring adequate width and turning radius for commercial and industrial driveways, to decrease traffic slowing at turns; coordination of traffic signals; and provision of acceleration and deceleration lanes and turn lanes.

6. The need to construct or reconstruct roadways to minimum City street standards.

Most of the streets within Hesperia, both paved and unpaved, have not been engineered for purposes of alignment, curve radii, and drainage control. As a result, streets are unsafe at higher speeds, and are deteriorating rapidly.

Minimum street construction standards are necessary in order to provide adequate sight distance, radius and banking for curves, alignment with intersections and driveways, curbs and gutters for conveying surface runoff, adequate compaction and materials to withstand heavy and long use without deterioration, and protection from undercutting by natural drainage courses. Adequate construction standards also protect the City's investment in its infrastructure by ensuring a long and useful life for road facilities, without costly reconstruction and maintenance.

It should be noted that on arterial streets requiring construction of median islands, medians will be provided with crossing areas for emergency vehicles.

7. The need to provide adequate legal and physical access to all parcels in the planning area.

Throughout the desert portions of San Bernardino County, sectional land subdivisions have occurred without the requirement for dedicated legal access to each parcel. In some cases, dedications were offered to the County, but roadways were not accepted into the County maintained system. In other cases, although dedications were taken on a parcel map itself, no provision was made to ensure a continuous dedicated route to a maintained public roadway.

These actions have resulted in the creation of numerous parcels within the City and sphere areas which do not have legal access to a public street. In the future, it will be necessary to ensure that all land subdivisions proposed within the Community Plan area provide adequate access.

8. The need to coordinate circulation planning and road standards with adjacent jurisdictions within the Victor Valley region.

Future planning and construction of streets and highways within Hesperia and Oak Hills should be coordinated with the City of Victorville, the Town of Apple Valley, San Bernardino County, and the City of Adelanto. Because the regional road network serves all Victor Valley communities, cooperation will result in the most economically and physically efficient use of available road funds. Other benefits of cooperation include protection of street capacity of shared arterials and coordination of timing and improvements to accomplish major public works projects.

9. The need to identify funding sources for street improvements.

A final need for planning of streets and highways within the City and Oak Hills is identification and utilization of alternative funding sources available for road construction. These sources include private construction by new development; State Transportation Improvement Program (STIP) funds for State highways; funds generated from Measure I (the half cent sales tax initiative); various grant programs; gasoline tax money; and City general funds. Additional options which may exist for road funding include traffic fees, as adopted by Hesperia, Apple Valley, Victorville and San Bernardino County.

CalTrans

The California Department of Transportation (CalTrans), the City and County jointly completed improvements to Highway 395 and a portion of Main Street between Mesa Linda and Highway 395 as well as placing a traffic signal at Highway 395 and Main Street. CalTrans also plans to construct High Occupancy Vehicle (HOV) lanes northbound and southbound from south of SR-138 (south of the Cajon Summit) to north of Bear Valley Road in the City of Hesperia. The State Transportation Improvement plan currently includes the reconstruction of the Main Street/I-15 interchange as a funded project.

4.2.3 IMPACTS AND MITIGATION MEASURES

Standards of Significance

The assessment of impacts related to the Oak Hills Community Plan Medium-Low Density land use plan are based on 1) Existing Conditions – 2000; 2) Interim Year – 2010; and 3) Horizon Year – 2020. The 2010 scenario assumes no I-15 interchange at Rancho Road while the 2020 scenario assumes the completion of the interchange.

Significant impacts to the local and regional circulation system would result if adoption of the Medium-Low Density land use plan for the Oak Hills Community would:

- Contribute measurably to existing traffic such that it would substantially reduce the level of service at any location projected to experience deficient operations, where feasible improvements consistent with the City of Hesperia and County of San Bernardino general plans cannot be constructed.
- Create traffic hazards to safety from design features or incompatible land uses.
- Conflict with adopted polices supporting alternative transportation.

Impacts

Impact T-1

Implementation of the Community Plan would result in increased traffic in planning areas 1 through 6 and along regional and local roads used for access. Increased traffic would impact roads and intersections reducing the existing level of service. This is a potentially significant impact.

The County of San Bernardino based its 1989 Oak Hills Transportation Facilities Plan on the buildout of a rural community with minimum 2½ acre lots and neighborhood commercial development. Developing land use planning areas 1 through 6 with a mix of retail, office, manufacturing and medium-low residential would not be consistent with the County's General Plan. The City has planned areas 5 and 6 with land uses similar to the Medium-Low Density land use plan, however, areas 1 through 4 have not been previously designated by the City.

The traffic impact analysis focused on the change in proposed land uses in planning areas 1 through 6. Traffic generated by development of land uses on the remaining 16,211 acres is already included in the travel demand model as background traffic. So when evaluating the project background traffic is represented as future conditions without the project.

The project contributes traffic greater than the CMP freeway threshold volume of 100 two-way trips to a State Highway (I-15 Freeway), and the project contribution test has indicated that the project will contribute more than 80 trips (CMP roadway threshold volume) along roadway segments serving CMP intersections within the City of Victorville. This means that the City of Hesperia/County of San Bernardino must notify the Congestion Management Agency (SANBAG), the California Department of Transportation (CalTrans), and the City of Victorville in accordance with CMP requirements. Each of these agencies must also be provided with a copy of the CMP traffic impact analysis, once the document is accepted by the City of Hesperia/County of San Bernardino.

The traffic volumes, with the project included, have been derived from the subregional travel demand model currently being used for long range planning in San Bernardino County. This model is commonly referred to as the Comprehensive Transportation Plan (CTP) traffic model

with Victor Valley included. The CTP traffic model is currently the only approved travel demand forecasting tool within the study area, as none of the locally developed travel demand models in the study area have received the necessary “finding of consistency” (with the CTP traffic model) from SANBAG/SCAG.

Project traffic volumes for all future conditions projections were estimated using the manual approach described in the CMP guidelines. Trip generation has been estimated based on the trip rates contained in the Institute of Transportation Engineers (ITE) *Trip Generation* manual, 6th Edition. The project trip distribution was developed based on a review of existing traffic volumes and projected future traffic patterns as predicted by the CTP traffic model.

Project traffic volumes were then subtracted from the future year background volumes. The result of this traffic forecasting procedure is a series of traffic volumes suitable for traffic operations analysis.

In order to quantify the project land uses, the proposed development has been subdivided into six planning areas but, for the purposes of the traffic study area 5 has been split into two – areas 5a and 5b for a total of 7 traffic zones. The planning areas are proposed to be developed with light industrial, single-family detached residential, office and commercial retail land uses. The year 2010 proposed land uses by planning area have been calculated based upon 40 percent of the year 2020 proposed land uses. The year 2020 proposed land uses are based upon the portions of the ultimate buildout (see Table 4.1-6 in Section 4.1) proposed land uses that are expected to be built within the next 20 years (see Table 4.1-7 in Section 4.1). Table 4.2-3 below shows trip generation rates for the ultimate buildout of the Medium-Low Density land use plan. An interim year is evaluated for traffic in order to plan for future infrastructure and fair share costs.

The traffic related to the project has been calculated in accordance with the following accepted procedural steps:

- Trip Generation
- Trip Distribution
- Traffic Assignment

Table 4.2-3 shows trip generation rates for proposed land uses under future buildout conditions. Tables 4.2-4 and 4.2-5 summarize the projected trip generation by planning area in 2010 (interim year) and 2020 (20 year planned buildout). Proposed development in the interim year 2010 is projected to generate a total of approximately 33,136 trip-ends per day with 1,853 vehicles per hour during the AM peak hour and 3,439 vehicles per hour during the PM peak hour. Proposed development in 2020 is projected to generate a total of approximately 68,274 trip-ends per day with 4,143 vehicles per hour during the AM peak hour and 7,180 vehicles per hour during the PM peak hour.

**Table 4.2-3
Trip Generation Rates¹**

Land Use	Units ²	Peak Hour				Daily
		AM		PM		
		In	Out	In	Out	
Light Industrial ³	TSF	0.81	0.11	0.12	0.86	6.97
Single-Family Detached Residential	DU	0.19	0.56	0.65	0.36	9.57
Office ⁴	TSF					
67.6 TSF		1.78	0.24	0.39	1.90	14.53
93.6 TSF		1.66	0.23	0.33	1.63	13.48
169.0 TSF		1.48	0.20	0.27	1.32	11.75
234.0 TSF		1.38	0.19	0.25	1.21	10.90
689.0 TSF		1.11	0.15	0.21	1.03	8.48
910.0 TSF		1.05	0.14	0.21	1.00	7.95
Commercial Retail ⁵	TSF					
24.0 TSF		1.73	1.11	4.90	5.30	113.46
32.0 TSF		1.54	0.99	4.44	4.81	102.38
60.0 TSF		1.20	0.77	3.59	3.88	81.80
72.0 TSF		1.11	0.71	3.37	3.65	76.65
80.0 TSF		1.07	0.68	3.25	3.52	73.82
124.0 TSF		0.89	0.57	2.80	3.03	63.13
180.0 TSF		0.77	0.49	2.47	2.67	55.26
240.0 TSF		0.68	0.44	2.24	2.42	49.87
310.0 TSF		0.62	0.39	2.05	2.22	45.52
320.0 TSF		0.61	0.39	2.03	2.20	45.00
700.0 TSF		0.44	0.28	1.56	1.68	34.03
1,230.0 TSF		0.35	0.23	1.28	1.39	27.83

¹Source: Institute of Transportation Engineers (ITE), *Trip Generation*, Sixth Edition, 1997, Land Use Categories 110, 210, 710 and 820

²TSF = Thousand Square Feet, DU = Dwelling Units

³Assumes 15,000 square feet of building area per acre of light industrial.

⁴Assumes 13,000 square feet of building area per acre of office.

⁵Assumes 10,000 square feet of building area per acre of commercial retail.

Future Conditions

Year 2010 Analysis Without Project Contribution

Analysis of 2010 traffic operations without the project has been completed for the AM and PM peak hours and is shown in Tables 4.2-6.

Figure 4.2-5a shows 2010 ADTs without the project contribution.

Figures 4.2-5b1 and 4.2-5b2 shows 2010 AM peak hour intersection volumes without the project.

Figure 4.2-5c1 and 4.2-5c2 shows 2010 PM peak hour intersection volumes without the project.

**Table 4.2-4
Year 2010 Project Trip Generation by Planning Area**

Area	Land Use	Quantity	Units ²	Peak Hour				Daily
				AM		PM		
				In	Out	In	Out	
1	Light Industrial	462.0	TSF	374	51	55	397	3,220
2	Single-Family Detached Residential	348	DU	66	195	226	125	3,330
3	Single-Family Detached Residential	210	DU	40	118	137	76	2,010
	Office	93.6	TSF	155	22	31	153	1,262
	Commercial Retail	72.0	TSF	80	51	243	263	5,519
4	Commercial Retail	24.0	TSF	42	27	118	127	2,723
5a	Office	67.6	TSF	120	16	26	128	982
	Commercial Retail	124.0	TSF	110	71	347	376	7,828
5b	Commercial Retail	32.0	TSF	49	32	142	154	3,276
6	Single-Family Detached Residential	312	DU	59	175	203	112	2,986
TOTAL				1,095	758	1,528	1,911	33,136

**Table 4.2-5
Year 2020 Project Trip Generation by Planning Area**

Area	Land Use	Quantity	Units ²	Peak Hour				Daily
				AM		PM		
				In	Out	In	Out	
1	Light Industrial	1150.0	TSF	936	127	139	993	8,050
2	Single-Family Detached Residential	870	DU	165	487	566	313	8,326
3	Single-Family Detached Residential	535	DU	100	294	341	189	5,024
	Office	234.0	TSF	323	44	59	283	2,551
	Commercial Retail	180.0	TSF	139	88	445	481	9,947
4	Commercial Retail	60.0	TSF	72	46	215	233	4,908
5a	Office	169.0	TSF	250	34	46	223	1,986
	Commercial Retail	310.0	TSF	192	121	636	688	14,111
5b	Commercial Retail	80.0	TSF	86	54	260	282	5,906
6	Single-Family Detached Residential	780.0	DU	148	437	507	281	7,465
TOTAL				2,411	1,732	3,214	3,966	68,274

Table 4.2-6

Figure 4.2-5a Interim Year (2010) Without Project Average Daily Traffic (ADT) – Alternative B

Figure 4.2-5b1 Interim Year (2010) Without Project AM Peak Hour Intersection Volumes – Alternative B (Part 1)

Figure 4.2-5b2 Interim Year (2010) Without Project AM Peak Hour Intersection Volumes – Alternative B (Part 2)

Figure 4.2-5c1 Interim Year (2010) Without Project PM Peak Hour Intersection Volumes – Alternative B (Part 1)

Figure 4.2-5c2 Interim Year (2010) Without Project PM Peak Hour Intersection Volumes – Alternative B (Part 2)

Most operational deficiencies will occur with or without the project. Improvements have been identified for all operational deficiencies with the project.

For 2010 without project traffic conditions, the following intersections will operate at unacceptable levels of service during peak hours and are considered deficient per City of Hesperia/County of San Bernardino criteria:

Baldy Mesa Road (NS) at:

- Phelan Road (EW)

Highway 395 (NS) at:

- Palmdale Road – SR-18 (EW)
- Main Street (EW)
- Joshua Street (EW)

Amargosa Road (NS) at:

- Bear Valley Road (EW)

I-15 Freeway SB Ramps (NS) at:

- Main Street (EW)
- Oak Hills Road (EW)

I-15 Freeway NB Ramps (NS) at:

- Bear Valley Road (EW)
- Main Street (EW)

Mariposa Road (NS) at:

- Bear Valley Road
- Rancho Road (EW)
- Oak Hills Road (EW)
- I-15 Freeway NB Ramps (EW)

Maple Avenue (NS) at:

- Rancho Road (EW)

Cottonwood Avenue (NS) at:

- Bear Valley Road (EW)

Balsam Avenue (NS) at:

- Main Street (EW)

7th Avenue (NS) at:

- Rancho Road (EW)

For 2010 without project traffic conditions, traffic signals are projected to be warranted at the following additional intersections:

Caliente Road (NS) at:

- Joshua Street (EW)

Mariposa Road (NS) at:

- Joshua Street (EW)
- Mesquite Street (EW)

Year 2010 Analysis With Project Contribution

Analysis of 2010 traffic operations with the project has been completed for the AM and PM peak hours and is shown in Table 4.2-7.

Figure 4.2-6a shows 2010 ADTs with the project contribution.

Figures 4.2-6b1 and 4.2-6b2 show 2010 AM peak hour intersection volumes with the project.

Figures 4.2-6c1 and 4.2-6c2 show 2010 PM peak hour intersection volumes with the project.

In addition to the deficient intersections listed above, the following intersections will operate at unacceptable levels of service and are deficient under City of Hesperia/County of San Bernardino criteria with the project contribution.

Table 4.2-7

Figure 4.2-6a Interim Year (2010) With Project Average Daily Traffic (ADT) – Alternative B

Figure 4.2-6b1 Interim Year (2010) With Project AM Peak Hour Intersection Volumes – Alternatives B (Part 1)

Figure 4.2-6b2 Interim Year (2010) With Project AM Peak Hour Intersection Volumes – Alternatives B (Part 2)

Figure 4.2-6c1 Interim Year (2010) With Project PM Peak Hour Intersection Volumes – Alternatives B (Part 1)

Figure 4.2-6c2 Interim Year (2010) With Project PM Peak Hour Intersection Volumes – Alternatives B (Part 2)

Caliente Road (NS) at:

- Joshua Street (EW)

Mariposa Road (NS) at:

- Bear Valley Road (EW)

Cottonwood Avenue (NS) at:

- Rancho Road (EW)

Year 2020 Without Project Contribution

Analysis of 2020 traffic operations without the project has been completed for the AM and PM peak hours and is shown in Table 4.2-8.

Figures 4.2-7a shows 2020 ADTs without the project contribution. Figures 4.2-7b1 and -7b2 show 2020 AM Peak Hour intersection volumes without the project. Figures 4.2-7c1 and -7c2 show 2020 PM Peak Hour intersection volumes without the project.

As shown in Table 4.2-8 the following intersections are projected to experience unacceptable levels of service during the peak hours without the project and are, therefore, deficient per the City of Hesperia/County of San Bernardino criteria:

Baldy Mesa Road (NS) at:

- Phelan Road (EW)

Calienta Road (NS) at:

- Joshua Street (EW)
- Rancho Road (EW)

Highway 395 (NS) at:

- Palmdale Road – SR-18 (EW)
- Joshua Street (EW)

Key Pointe Street (NS) at:

- Main Street (EW)

Amargosa Road (NS) at:

- Bear Valley Road (EW)

I-15 Freeway SB Ramps (NS) at:

- Main Street (EW)
- Oak Hills Road (EW)

I-15 Freeway NB Ramps (NS) at:

- Bear Valley Road (EW)

- Main Street (EW)

Mariposa Road (NS) at:

- Bear Valley Road (EW)
- Rancho Road (EW)
- Oak Hills Road (EW)
- I-15 Freeway NB Ramps (EW)

Escondido Avenue (NS) at:

- Rancho Road (EW)

Maple Avenue (NS) at:

- Main Street (EW)
- Rancho Road (EW)

Cottonwood Avenue (NS) at:

- Bear Valley Road (EW)
- Rancho Road (EW)

Balsam Avenue (NS) at:

- Main Street (EW)

7th Avenue (NS) at:

- Rancho Road (EW)

Table 4.2-8

Figure 4.2-7a Year 2020 Without Project Average Daily Traffic (ADT) – Alternative A

Figure 4.2-7b1 Year 2020 Without Project AM Peak Hour Intersection Volumes – Alternative A (Part 1)

Figure 4.2-7b2 Year 2020 Without Project AM Peak Hour Intersection Volumes – Alternative A (Part 2)

Figure 4.2-7c1 Year 2020 Without Project PM Peak Hour Intersection Volumes – Alternative A (Part 1)

Figure 4.2-7c2 Year 2020 Without Project PM Peak Hour Intersection Volumes – Alternative A (Part 2)

Year 2020 With Project Contribution

Analysis of 2020 traffic operations with the project including the Rancho Road interchange has been completed for the AM and PM peak hours and is shown in Tables 4.2-9. As shown, in addition to deficient intersections shown in Table 4.2-9 (without the project contribution) the following intersections will operate at unacceptable levels with project contribution:

Highway 395 (NS) at:

- Joshua Street (EW)

I-15 Freeway SB Ramps (NS) at:

- Rancho Road (EW)

Mariposa Road (NS) at:

- Joshua Street (EW)

Pythagoras Road (NS) at:

- Rancho Road (EW)

Figures 4.2-8a shows 2020 ADTs with the project contribution. Figures 4.2-8b1 and -8b2 show 2020 AM Peak Hour intersection volumes with the project. Figure 4.2-8c1 and -8c2 show 2020 PM Peak Hour intersection volumes with the project.

CMP Freeway Evaluation

As required by the CMP, an analysis of Horizon Year (2020) freeway level of service is required for all freeway segments which carry 100 or more project trips in the peak hour. The freeway peak hour volume forecasts have been developed using the peak period CTP traffic model data directly, as discussed with SANBAG. The project contributes traffic greater than the CMP freeway threshold of 100 two-way trips to the I-15 Freeway.

Tables 4.2-10 and 4.2-11 present the analysis for Year 2020 AM and PM peak hour without project respectively. As shown a total of 4 freeway segments will operate at an unacceptable level of service in the AM period and a total of 6 freeway segments will operate at an unacceptable level of service in the PM period. The southbound I-15 Freeway is expected to experience AM peak hour deficiencies, while the northbound I-15 Freeway will experience PM peak hour deficiencies.

The improvements needed to provide LOS "E" or better operations during both peak hours of traffic have been determined. HOV lanes were used, if possible, to provide acceptable levels of service. Otherwise, a general use lane was added. General use lanes have an assumed capacity of 2,200 vehicles per hour, while HOV lanes have an assumed capacity of 1,600 vehicles per hour. The freeway mainline segment volume to capacity ratios have been recalculated, along with the resulting levels of service. Tables 4.2-12 and 4.2-13 summarize the required improvements and the resulting levels of service for the AM and PM peak hours for 2020 with the project.

Table 4.2-9

Figure 4.2-8a Year 2020 With Project Average Daily Traffic (ADT) – Alternative A

Figure 4.2-8b1 Year 2020 With Project AM Peak Hour Intersection Volumes – Alternative A
(Part 1)

Figure 4.2-8b2 Year 2020 With Project AM Peak Hour Intersection Volumes – Alternative A (Part 2)

Figure 4.2-8c1 Year 2020 With Project PM Peak Hour Intersection Volumes – Alternative A (Part 1)

Figure 4.2-8c2 Year 2020 With Project PM Peak Hour Intersection Volumes – Alternative A (Part 2)

Table 4.2-10 CMP Freeway Mainline AM Peak Hour Operations Without the Project

Table 4.2-11 CMP Freeway Mainline PM Peak Hour Operations Without the Project

Table 4.2-12 CMP Freeway Mainline AM Operations Analysis With Improvements (year 2020)

Table 4.2-13 CMP Freeway Mainline PM Operations Analysis With Improvements (year 2020)

Mitigation Measures

Mitigation Measure T-1a

The County of San Bernardino shall set up a program for roadway improvements identified in Program EIR Table 4.2-14 (TIA Table 6-1), based on the fair share cost analysis in the TIA prepared for the Oak Hills Community Plan Medium-Low Density land use plan. The program shall include the identification of a mechanism for collecting fees for improvements from future development projects in planning areas 1 through 6. This program can be incorporated into the County's Transportation Facilities Plan for Zone A and Zone B by updating that plan to include costs described.

Mitigation Measure T-1b

The City of Hesperia shall set up a program for roadway improvements identified in Program EIR Table 4.2-14 (TIA Table 6-1), based on the fair share cost analysis in the TIA prepared for the Oak Hills Community Plan Medium-Low Density land use plan. The program shall include the identification of a mechanism for collecting fees for improvements from future development projects in planning areas 1 through 6. This program shall be incorporated into the City's Circulation Element and implemented as planning areas 1 through 6 are developed through developer fees.

Improvements which will eliminate all anticipated roadway operational deficiencies throughout the study area have been identified for CMP Interim Year (2010) and CMP Horizon Year (2020) traffic conditions. The improvements were determined through the operations analysis discussed above.

Roadway Intersections and Segments

In conformance with CMP requirements, project fair share contributions have been calculated for improvement locations. The project share of costs has been based on the proportion of project peak hour traffic contributed to the improvement location relative to the total new peak hour traffic volume. Tables presented in this section include costs with and without the Rancho Road interchange with the I-15 freeway.

The approximate costs for the CMP Year 2020 improvements have generally been estimated using cost guidelines in the 1997 CMP Handbook. A unit cost of \$120,000 for installation of a traffic signal has been substituted for the somewhat lower value cited in the CMP materials. The needed improvements for intersections and roadway links and resulting costs are summarized in Table 4.2-14.

Table 4-2-14

Table 4.2-15 shows a 2010 intersection analysis with the project and with improvements. This represents future conditions without an I-15 freeway interchange at Ranchero Road. Table 4.2-16 shows a 2020 intersection analysis with the project and with improvements. This represents future conditions with an I-15 freeway interchange at Ranchero Road. For the arterial roadway system, some of the improvements identified are already funded. For instance, if the San Bernardino RTIP indicated that a roadway was to be improved to a six lane divided facility, three through lanes and a single left turn lane were assumed to be constructed as part of the funded improvements. Therefore, no cost is shown in Table 4.2-14 for already funded improvements. The total cost of needed and unfunded arterial roadway improvements is \$20,057,000. The project's fair share contribution to roadway improvements without and with the Ranchero Road interchange is shown in Tables 4.2-17a (without) and 17b (with).

Tables 4.2-18a and -18b summarize total CMP freeway mainline improvements and costs without and with the Ranchero Road interchange for AM Peak Hour traffic. Tables 4.2-19a and -19b summarize total CMP freeway segment needed improvements without and with the Ranchero Road interchange for PM Peak Hour traffic.

Table 4.2-20a shows the project's fair share costs for its contribution to freeway mainline traffic during AM Peak Hour without the Ranchero Road interchange with the I-15 freeway. Table 4.2-20b shows the project's fair share costs for its contribution to freeway mainline traffic during AM Peak Hour with the Ranchero Road interchange completed.

Table 4.2-21a shows the project's fair share costs for its contribution to freeway mainline traffic during PM Peak Hour without the Ranchero Road interchange with the I-15 freeway. Table 4.2-21b shows the project's fair share costs for its contribution to freeway mainline traffic during PM Peak Hour with the Ranchero Road interchange completed.

None of the freeway segment deficiencies occur during both peak hours of traffic. The freeway fair share cost contribution calculation is "conservatively" based on the project contribution peak hour (AM or PM) during which the deficiency occurs.

Figure 4.2-9 shows the proposed road network in Oak Hills in 2020. Additional mitigation measures (existing City and County policies for transportation/circulation) to ensure that roads are improved and maintained in conjunction with growth in the Community Plan area are included below.

Table 4.2-15 2010 with project and improvements, without Rancho Road interchange

Table 4.2-16 2020 with project and improvements and Rancho Road interchange

Table 17a Project fair share intersection traffic contribution without Rancho Road Interchange

Table 17b Project fair share intersection traffic contribution with Rancho Road Interchange

Table 4.2-18a
Summary of CMP Freeway Mainline AM Improvements and Costs
Without the Rancho Road Interchange with the I-15 Freeway

Freeway	Segment Limits	Segment Length (Miles)	Improvement (Lanes Added)			Cost Per Mile	Total Cost
			General	HOV	Auxiliary		
I-15 Fwy. SB	Palmdale Rd to Bear Valley Rd	2.9	0	1	0	\$2,200,000	\$6,380,000
	Bear Valley Rd. to Main St.	3.6	0	1	0	\$2,200,000	\$7,920,000
	Main St. to Joshua St.	1.7	0	1	0	\$2,200,000	\$3,740,000
	Hwy 395 to Oak Hill Rd	3.2	0	0	0	\$0	\$0
	Oak Hill Rd. to SR-138	7.3	0	1	0	\$2,200,000	\$16,060,000
	SR-138 to Cleghorn Rd	1.4	2	1	0	\$7,000,000	\$9,800,000
I-15Fwy. NB	Cleghorn Rd to SR-138	1.4	0	0	0	\$0	\$0
	SR-138 to Oak Hill Rd.	7.3	0	0	0	\$0	\$0
	Oak Hill Rd. to Hwy 395	3.2	0	0	0	\$0	\$0
	Joshua St. to Main St.	1.7	0	0	0	\$0	\$0
	Main St. to Bear Valley Rd.	3.6	0	0	0	\$0	\$0
	Bear Valley Rd to Palmdale Rd.	2.9	0	0	0	\$0	\$0
TOTAL							\$43,900,000

Table 4.2-18b
Summary of CMP Freeway Mainline AM Improvements and Costs
With the Rancho Road Interchange with the I-15 Freeway

Freeway	Segment Limits	Segment Length (Miles)	Improvement (Lanes Added)			Cost Per Mile	Total Cost
			General	HOV	Auxiliary		
I-15 Fwy. SB	Palmdale Rd to Valley Rd	0.6	0	0	0	\$0	\$0
	Bear Valley Rd. to Main St	0.9	0	0	0	\$0	\$0
	Main St. to Joshua St	2.9	0	0	0	\$2,200,000	\$3,740,000
	Joshua St. to Hwy 395	2.9	0	0	0	\$2,200,000	\$1,100,000
	Hwy 395 to Rancho Rd	2.9	0	0	0	\$0	\$0
	Rancho Rd to Oak Hill Rd	2.4	0	0	0	\$2,200,000	\$4,400,000
	Oak Hill Rd. to SR-138	2.4	0	0	0	\$4,600,000	\$33,580,000
	SR-138 to Cleghorn Rd	1.7	0	0	0	\$7,000,000	\$9,800,000
I-15Fwy. NB	Cleghorn Rd to SR-138	1.4	0	0	0	\$0	\$0
	SR-138 to Oak Hill Rd	7.3	0	0	0	\$0	\$0
	Oak Hill Rd to Rancho Rd	2.0	0	0	0	\$0	\$0
	Rancho Rd to Hwy 395	1.2	0	0	0	\$0	\$0
	Hwy 395 to Joshua St	0.5	0	0	0	\$0	\$0
	Joshua St to Main St	1.7	0	0	0	\$0	\$0
	Main St to Bear Valley Rd	3.6	0	0	0	\$0	\$0
	Bear Valley Rd to Palmdale Rd	2.9	0	0	0	\$0	\$0
TOTAL							\$52,620,000

Table 4.2-19a
Summary of CMP Freeway Mainline PM Improvements and Costs
Without the Rancho Road Interchange with the I-15 Freeway

Freeway	Segment Limits	Segment Length (Miles)	Improvement (Lanes Added)			Cost Per Mile	Total Cost
			General	HOV	Auxiliary		
I-15 Fwy. SB	Palmdale Rd to Bear Valley Rd	2.9	0	0	0	\$0	\$0
	Bear Valley Rd to Main St	3.6	0	0	0	\$0	\$0
	Main St to Joshua St	1.7	0	0	0	\$0	\$0
	Hwy 395 to Oak Hill Rd	3.2	0	0	0	\$0	\$0
	Oak Hill Rd to SR-138	7.3	0	0	0	\$0	\$0
	SR-138 to Cleghorn Rd	1.4	0	0	0	\$0	\$0
I-15Fwy. NB	Cleghorn Rd to SR-138	1.4	00	0	0	\$9,400,000	\$13,160,000
	SR-138 to Oak Hill Rd.	7.3	00	0	0	\$4,600,000	\$33,580,000
	Oak Hill Rd. to Hwy 395	3.2	00	0	0	\$2,200,000	\$7,040,000
	Joshua St. to Main St	1.7	00	0	0	\$4,600,000	\$7,820,000
	Main St. to Bear Valley Rd	3.6	0	0	0	\$2,200,000	\$7,920,000
	Bear Valley Rd to Palmdale Rd	2.9	0	0	0	\$2,200,000	\$6,380,000
TOTAL							\$75,900,000

Table 4.2-19b
Summary of CMP Freeway Mainline PM Improvements and Costs
With the Rancho Road Interchange with the I-15 Freeway

Freeway	Segment Limits	Segment Length (Miles)	Improvement (Lanes Added)			Cost Per Mile	Total Cost
			General	HOV	Auxiliary		
I-15 Fwy. SB	Palmdale Rd to Valley Rd	2.9	0	0	0	\$0	\$0
	Bear Valley Rd to Main St	3.6	0	0	0	\$0	\$0
	Main St to Joshua St	1.7	0	0	0	\$0	\$0
	Joshua St. to Hwy 395	0.5	0	0	0	\$0	\$0
	Hwy 395 to Rancho Rd	1.2	0	0	0	\$0	\$0
	Rancho Rd to Oak Hill Rd	2.0	0	0	0	\$0	\$0
	Oak Hill Rd to SR-138	7.3	0	0	0	\$0	\$0
	SR-138 to Cleghorn Rd	1.4	0	0	0	\$0	\$0
I-15Fwy. NB	Cleghorn Rd to SR-138	1.4	3	1	0	\$9,400,000	\$13,160,000
	SR-138 to Oak Hill Rd	7.3	1	1	0	\$4,600,000	\$33,580,000
	Oak Hill Rd to Rancho Rd	2.0	1	1	0	\$4,600,000	\$9,200,000
	Rancho Rd to Hwy 395	1.2	0	1	0	\$2,200,000	\$2,640,000
	Hwy 395 to Joshua St	0.5	0	0	0	\$0	\$0
	Joshua St to Main St	1.7	1	1	0	\$4,600,000	\$7,820,000
	Main St to Bear Valley Rd	3.6	0	1	0	2,200,000	\$7,920,000
	Bear Valley Rd to Palmdale Rd	2.9	0	1	0	\$2,200,000	\$6,380,000
TOTAL							\$80,700,000

Table 4.2-20a and 4.2-20b

Table 4.2-21a and 4.2-21b

Figure 4.2-9

Planning Area 1 through 6 Internal Improvements

Internal improvements in planning areas and improvements adjacent to the planning areas will be required in conjunction with future development to ensure adequate circulation. Both the County of San Bernardino and City of Hesperia have established policies and procedures for development projects as follows:

County of San Bernardino

Mitigation Measure T-1c (TC-3)

Because there must be correlation between land use and the transportation/circulation system pursuant to Government Code Section 65302(b), the County shall:

- a. Consider the ability of existing roads to handle projected traffic increased in the review of new development proposals. If level of service C cannot be maintained, require improvements that will work toward achieving and maintaining that standard.*
- b. Require traffic studies as appropriate for development proposals that will have an impact on traffic circulation.*
- c. Consider the accessibility requirements of each land use activity when determining its best location.*
- d. Provide access and make improvements to the circulation system consistent with needs generated by land uses shown on the land use maps and specified by the Improvement Levels (IL) as shown on the Infrastructure Overlay maps.*
- e. Require all proposed development (including both ministerial and discretionary review applications) to dedicate street rights-of-way and drainage consistent with the General Plan.*

Mitigation Measure T-1d (TC-6)

Because the development approval process is dependent upon a balance between new development, transportation facilities and the timing of needed construction of improvement of transportation facilities, the County shall:

- a. Approve development proposals only when they are consistent with the County's objective of maintaining a level of service C on highways and intersections affected by the development.*
- b. Actively work with local and regional transportation agencies to ensure transportation system improvements in locations where facilities are approaching or have exceeded capacity.*

- c. *Monitor, on a continual basis, and compile annual reports on the capacity and level of service of the County maintained road system.*
- d. *Develop and implement a systematic ongoing Countywide assessment of regional and local transportation facility needs and a traffic analysis system utilizing traffic modeling techniques based on maximum potential build-out, as defined in the General Plan, in conjunction with the County Transportation/Flood Control Department, SANBAG, and the cities within the County.*
- e. *Manage future development so that sufficient levels of service and approved alternative transportation management systems are provided.*
- f. *Coordinate with local and regional transportation agencies and the cities to plan and construct new facilities on the basis of the County's adopted growth forecast.*
- g. *Ensure consistency of transportation facilities with the County's Capital Improvement Program.*

City of Hesperia

Mitigation Measure T-1e (C.P.2)

Ensure that new development provides for adequate road improvements to serve internal circulation needs, as well as to mitigate impacts of increased traffic on the existing road system.

Actions:

- *Require that adequate legal and physical access be provided to all new development.*
- *Assess traffic impacts of proposed development on existing road capacities, and require on and off site improvements as needed to mitigate impacts, including impacts to state and local facilities.*
- *Require sufficient off-street parking for all new development, located in such a way as to minimize congestion on and off site.*
- *Require that new development maintain consistency with the adopted Circulation Plan.*
- *Along Main Street and Bear Valley Road, ensure that any new development, including remodelling or rebuilding to significantly increase the level of use, provides for adequate dedication, ingress, egress, and parking facilities.*
- *Adopt standards for access placement and driveway width on new development which will protect vehicular capacity of adjacent public streets.*

Mitigation Measure T-1f (C.P.6)

To the maximum extent possible, reduce trip generation through development and implementation of Transportation Demand Management programs.

- *Identify modified work schedule options for City employees and contracted activities.*
- *Consider adoption of an ordinance requiring employers with 100 or more employees to develop and to implement trip reduction plans, addressing modified work schedules and flextime options.*
- *Consider adoption of an ordinance requiring employers with 25 or more employees to disseminate commuter trip reduction program information to their employees.*
- *Adopt ordinances as needed to implement the provisions of the Mojave Desert District Air Quality Attainment Plan for the Mojave Desert Air Basin, addressing parking management, merchant incentives and auto use restrictions.*

Level of Significance After Mitigation

After implementation of the above measures, four intersections will still operate at unacceptable levels of service. This impact therefore remains significant.

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