Phelan/Piñon Hills Community Plan

Final Draft Community Plan
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General Plan
County of San Bernardino

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Phelan/Piñon Hills Community Plan

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1 INTRODUCTION

PH1.1 PURPOSE OF THE COMMUNITY PLAN

The primary purpose of the Phelan/Piñon Hills Community Plan is to guide the future use and development of land within the Phelan/Piñon Hills Community Plan area in a manner that preserves the character and independent identity of the community. By setting goals and policies for the Phelan/Piñon Hills community that are distinct from those applied countywide, the Community Plan outlines how the County of San Bernardino will manage and address growth while retaining the attributes that make Phelan/Piñon Hills unique.

Community plans focus on a particular community within the overall area covered by the General Plan of a jurisdiction. As an integral part of the overall General Plan, a community plan must be consistent with the General Plan. To facilitate consistency, the Phelan/Piñon Hills Community Plan builds upon the goals and policies of each element of the General Plan. However, to avoid repetition, those goals and policies defined within the overall General Plan that adequately address the conditions of the community will not be repeated in this or other community plans. Instead, the policies that are included within the community plan should be regarded as refinements of broader General Plan goals and policies that have been customized to meet the specific needs or unique circumstances within individual communities.

PH1.2 COMMUNITY BACKGROUND

PH1.2.1 LOCATION

The community plan area of Phelan/Piñon Hills includes approximately 134 square miles of unincorporated area located at the transition between the foothills of the San Gabriel Mountains and southwestern portion of the Mojave Desert. The plan area is bordered on the south by the San Bernardino National Forest, Los Angeles County to the west, the Oak Hills Community Plan area and the cities of Adelanto and Victorville to the east, and the unincorporated area of El Mirage to the north. The community plan area includes the communities of Phelan and Piñon Hills (see Figure 1-1, Vicinity/Regional Context).

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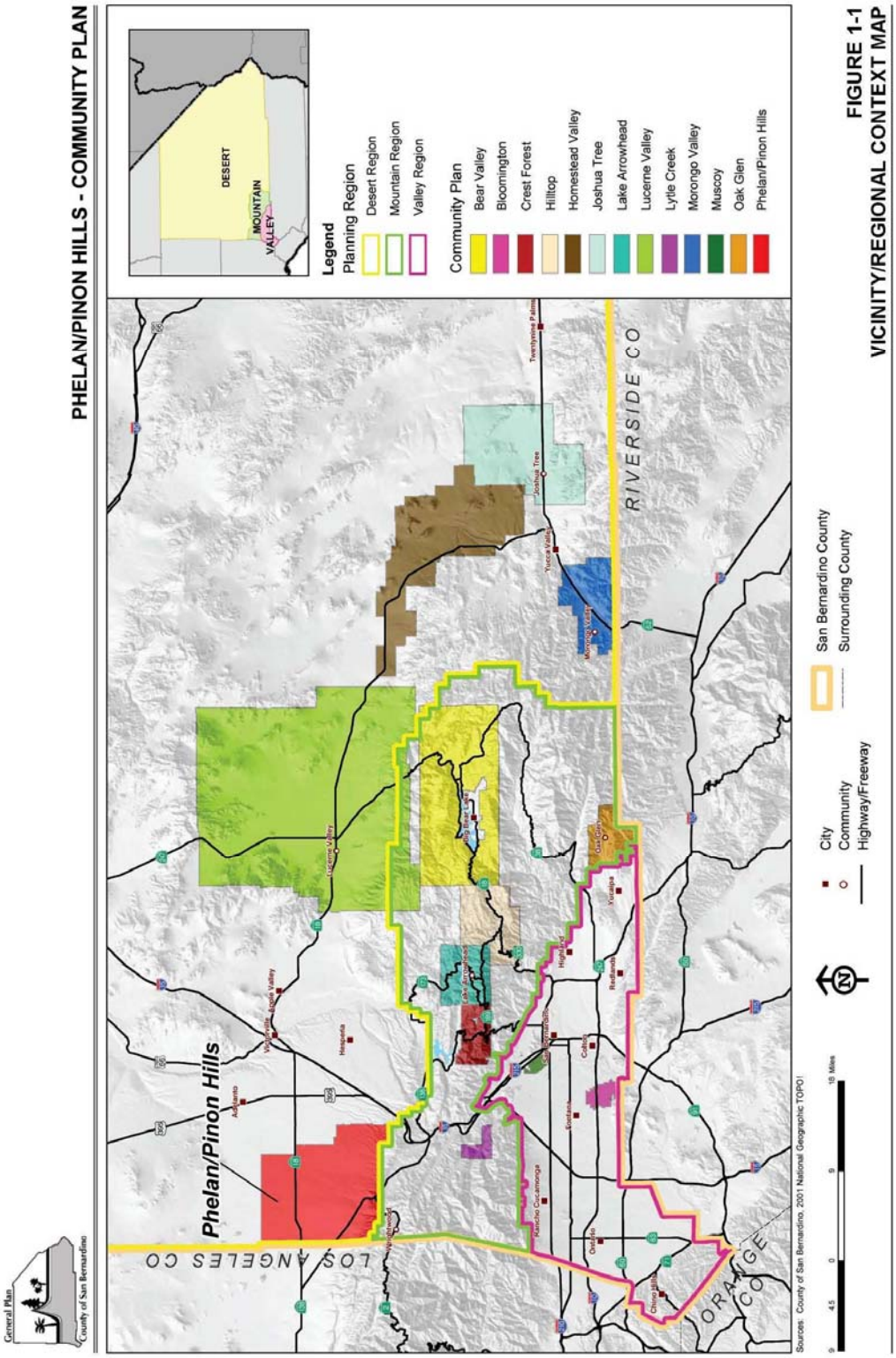
PHELAN/PINON HILLS - COMMUNITY PLAN
General Plan
County of San Bernardino
Phelan/Pinon Hills
LOS ANGELES CO
RIVERSIDE CO
ORANGE CO
DESERT
MOUNTAIN
VALLEY
Legend
Planning Region
Desert Region
Mountain Region
Valley Region
Community Plan
Bear Valley
Bloomington
Crest Forest
Hilltop
Homestead Valley
Joshua Tree
Lake Arrowhead
Lucerne Valley
Lytle Creek
Morongo Valley
Muscoy
Oak Glen
Phelan/Pinon Hills
San Bernardino County
Surrounding County
City
Community
Highway/Freeway
Sources: County of San Bernardino, 2001 National Geographic TOPO!
FIGURE 1-1
VICINITY/REGIONAL CONTEXT MAP

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PH1.2.2 HISTORY

The plan area began developing between 1886 and 1926 as homesteaders moved into the area and mining and lumbering became common practice. More recently, the higher elevated areas in the vicinity of the plan area have gained a reputation as a recreational playground. Mountain High Ski Resort and trails for hiking and rock climbing in the higher elevation areas offer recreation alternatives for visitors. Phelan/Piñon Hills is also rural, offering the opportunity for certain rural-recreation activities. However, development within the plan area has been spurred less by tourism than as a result of the proximity of the plan area to urbanizing areas of the County, such as the cities of Adelanto and Victorville, and the appeal of high-desert living. The plan area has grown from a population of 11,817 in 1990, to a population of 16,324 in 2000.

The original Phelan Community Plan was adopted in November 1990, effective in December 1990. The plan was intended as a short range plan to implement those portions of the General Plan that directly affected the community of Phelan/Piñon Hills. The 1989 General Plan update proposed that comprehensive community plans be incorporated into the General Plan and Development Code, however, full incorporation was not completed due to budget and staff constraints. The Phase I Scoping of the 2006 General Plan update recommended that the Community Plan program be reinstated to help fulfill the need for development guidance within certain unique communities within the County. The Phelan/Piñon Hills community was selected as one of 13 areas that would have a community plan prepared in conjunction with Phase II of the San Bernardino County General Plan update.

PH1.2.3 DESCRIPTION OF THE PLAN AREA

Located along the desert foothills of the eastern San Gabriel Mountains, the Phelan/Piñon Hills Plan area is located approximately 75 miles northeast of Los Angeles and 31 miles northwest of San Bernardino. The climate of the community plan area consists of warm summers with daytime high temperatures exceeding 90 degrees Fahrenheit and cold winters with low temperatures below 20 degrees Fahrenheit some months of the year. Because the community plan area is located in the rain shadow area of the San Gabriel Mountains, annual precipitation varies widely over short distances, from 15 inches at the south boundary of the plan area to 8 inches at the north boundary. The elevation ranges between over 5,000 feet above sea level in the south to approximately 3,000 feet above sea level in the north.

Elements of three biotic communities can be found in the Phelan/Piñon Hills plan area. The Creosote Bush Scrub community occurs on well-drained soils of slopes, fans and valleys below 3,000 to 4000 feet. The creosote bush is the dominant plant species and common animal species include rattlesnakes, horned lizards, eagles and red-tailed hawks. The Joshua Tree Woodland habitat is found at elevations between 4,000 to 6,000 feet. Plant species within this community are drought-deciduous and succulent, dominated by the characteristic Joshua Trees. Other common plant species include mormon tea, bladder sage, Mojave and banana yuccas, scrub oak and antelope brush. Typical animals include antelope ground squirrels, pack rats, Merriam's kangaroo rats, canyon mice, deer mice, desert night lizards, ladder-back woodpeckers, and orioles. The Piñon-Juniper Woodland habitats occur at elevations above the Joshua Tree Woodlands. The dominant plant species are pinyon pines and Utah junipers. Pines are found in places where they can catch moisture, such as knolls and peaks, while junipers are found in drier areas. Animal species that find refuge in Piñon-Juniper Woodlands include mule deer, white-tailed deer, the desert cottontail and a variety of bird species (for a detailed list of the sensitive species associated with the various habitats within the plan area see the Conservation Background Report of the General Plan).

In addition to the above listed animal species, the planning committee added the following animals to the list of species that exist in the Phelan/Piñon Hills plan area: coyote, black tailed jackrabbit, spadefoot toad, ravens, quail, desert toad, roadrunner and desert tortoise.

PH1.3 COMMUNITY CHARACTER

PH1.3.1 UNIQUE CHARACTERISTICS

Phelan/Piñon Hills offers a rural lifestyle, characterized by the predominance of large lots, the prevalence of animal raising uses in the area, and the natural desert environment. The proximity of the plan area to job centers in high desert cities, as well as accessibility to the regional freeway system, makes Phelan/Piñon Hills attractive to commuters who desire to live in a more rural environment.

PH1.3.2 ISSUES AND CONCERNS

Several issues set Phelan/Piñon Hills apart from other desert communities, suggesting that different strategies for future growth may be appropriate. Among these are: quality of life and preservation of community character, and infrastructure.

A. QUALITY OF LIFE AND PRESERVATION OF COMMUNITY CHARACTER

There is tremendous pressure toward urbanization in the plan area due to the proximity to more built-up, incorporated cities and the overall growth pressures facing the Victor Valley region. Consistently strong single-family residential development reflects the growth pressures that the community of Phelan/Piñon Hills is currently facing. Residents of Phelan/Piñon Hills have expressed a concern that continued development will adversely affect their rural lifestyle. Residents are adamant about the ability to maintain animal raising and equestrian opportunities within the residential areas of the community. In addition, residents have expressed an equally strong desire to maintain the community's character through the enforcement of minimum lot sizes that are conducive to rural-living.

B. INFRASTRUCTURE

The Phelan/Piñon Hills plan area is faced with the potential for significant growth. Residents are concerned with the impacts that future growth and development will have on an infrastructure system they sense is already strained. Differences of opinion were expressed with regard to the level of improvements that should be implemented within their community, however, residents seemed to agree that all improvements should be carefully managed to ensure compatibility with the rural character of the community.

PH1.3.3 COMMUNITY PRIORITIES

The community's common priority that has influenced the goals and policies included within this community plan is community character.

COMMUNITY CHARACTER

The Phelan/Piñon Hills Community Plan area will continue to experience growth as adjacent cities and the region continue to develop. The rural nature and availability of vacant land will continue to attract

development to the plan area. As the plan area develops it will be important to ensure that rural features of the area are preserved and that adequate services and infrastructure are provided in order to maintain the desired character of the community. Relating to community character, the public has identified the following priorities to be reflected and addressed in the community plan:

A. Protect and preserve the rural character of the community by maintaining primarily low-density residential development and commercial development that serves the needs of local residents.
B. Key features of the rural lifestyle that should be maintained are spaciousness, the natural desert environment, large lots, an equestrian-friendly environment and animal raising opportunities.
C. Maintain the character of the community through a network of public and private open space, trail corridors and facilities for active and passive recreation.
D. Provide adequate infrastructure commensurate with meeting community needs.
E. Protect mountain and valley views, and dark skies.
F. Maintain adequate emergency response and law enforcement to ensure that community safety and low crime rates continue.
G. Ensure that the rate of development and population growth aligns with the ability of Snowline Joint Unifed School District's ability to provide excellent educational opportunities for all students.

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2 LAND USE

PH2.1 INTRODUCTION

The purpose of the land use element is to address those goals and policies that address the unique land use issues of the community plan area that are not included in the Countywide General Plan. Land use policies contribute fundamentally to the character and form of a community. With the continuing growth in many of the County's rural areas, the importance of protecting natural resources and preserving open space has become increasingly important to community residents.

The purpose of the Land Use Policy Map is to provide a guide for orderly growth that will preserve the small town desert character of the community and protect the plan area's natural resources. The Phelan/Piñon Hills Land Use Policy Map is provided in Figure 2-1.

As shown in Table 1, the most prominent land use designation within the plan area is Rural Living (RL), which makes up approximately 92 percent, or 73,517 acres, of the total land area that is under the County's jurisdiction. The second most prominent land use designation within the plan area is Single Residential (RS), which makes up approximately 4 percent, or 3,521 acres, of the total land area under County jurisdiction. The Phelan/Piñon Hills plan area also contains Multiple Residential, Special Development, Office Commercial, Service Commercial, General Commercial, Community Industrial, and Institutional land use districts; however, these land use districts only make up a small percentage of the total plan area. The majority of the commercial land use districts are concentrated in two nodes within the plan area, one in the Piñon Hills area along Highway 138, near the western boundary of the plan area, and the other in the Phelan area along Phelan Road. There are a few commercial land use districts located in the northern half of the community plan area along Highway 18. The Community Industrial land use districts are located in two areas, one on the south side of Highway 18 at the western edge of the plan area and at Phelan Road and Buckwheat Road. Table 1 provides the General Plan land use district distribution for the Phelan/Piñon Hills Plan area.[KL1]

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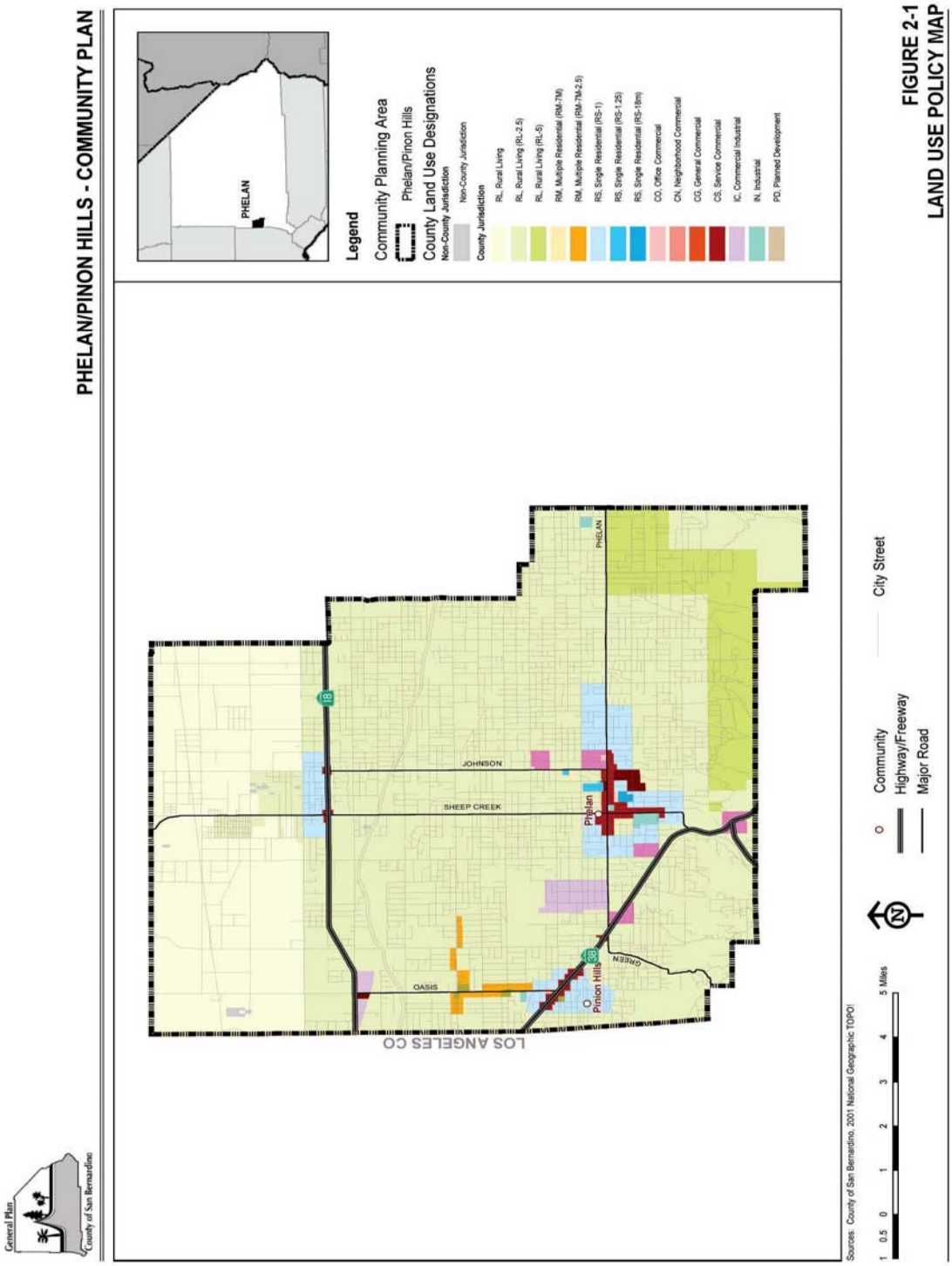

FIGURE 2-1
LAND USE POLICY MAP

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Table 1: Distribution of General Plan Land Use Districts

Land Use	Area (Acres) [1]	(%) Of Total Land Area
RL-5	22,045	28
RL	51,472	64
RS-1	3,478	4
RS-14M	43	<1
RM	426	1
SD-RES	603	1
Office Commercial (CO)	26	<1
Neighborhood Commercial (CN)	88	<1
General Commercial (CG)	651	1
Service Commercial (CS)	167	<1
Community Industrial (IC)	782	1
Institutional	162	<1
Total Land Area Within Community Plan Boundary	79,944	100%
Source: URS Corporation		

[KL2]

A. <u>Community Character (Land Use Issues/Concerns)</u>

During public meetings held by the County, many of the County's rural communities expressed mounting concern regarding growth and the impacts of that growth on the character of their communities. The desert character of the Phelan/Piñon Hills community is defined in part by geographic location, desert environment and very low-density development. Residential land use predominates with single-family residences on 2½ to 5 acre parcels. These large parcels preserve much of the desert landscape and provide for privacy and a range of lifestyle choices. Animal raising and equestrian uses are important elements of the rural desert lifestyle. Residential development within the plan area is characterized by large lots and open spaces around the homes. The community character is further defined by the unique commercial and industrial uses that compliment community needs.

Input gathered from residents of the Phelan/Piñon Hills Community Plan area suggests that the primary land use concern in the Phelan/Piñon Hills community is that the existing desert character of the area is preserved. Many residents would like to preserve the predominance of residential land uses on 2½ acre lots and the ability to accommodate large animals and equestrian uses on their properties. However, some residents also expressed a need for residential single-family lots smaller than 2½ acres and multi-family uses near core commercial areas. Some residents also indicated support for light industrial uses and other commercial uses, compatible with the character of the community, for the purpose of serving and employing local residents. The plan area faces significant growth pressures and considerable demands on infrastructure, particularly water, wastewater and roads. This is a critical issue for residents within the plan area due to the perception that there is already a lack of adequate infrastructure and services to support the current population.

[1] Non-jurisdictional lands within the Phelan/Piñon Hills Community Plan area were extracted from the areas included within the table.

Table 2 provides the Land Use Policy Map Maximum Potential Build-out for the Phelan/Piñon Hills Community Plan area. This build-out scenario provides the maximum build-out potential of the Community Plan area based on the Land Use Policy Map. Table 2 does not account for constraints to the maximum build-out potential such as water supply and on-site septic disposal.

Table 2: Land Use Policy Map Maximum Potential Build-Out

	Land Use Policy Map Maximum Potential Build-Out		
Land Use Designation	**Area (Acres)**	**Density (D.U. Per Acre)**	**Maximum Policy Map Build-Out (D.U.'s)**
Rural Living (RL)	51,472	0.4	20,589
Rural Living-5 (RL-5)	22,045	0.2	4,407
Single Residential-1 (RS-1)	3,478	1.0	3,478
Single Residential-14,000 (RS-14M)	43	2.42	129
Multiple Residential-7,000-2.5 (RM-7m-2.5)	426	15.56	6,812
Special development (SD-RES)	603	2.0	1,205
TOTAL RESIDENTIAL	**78,057**		**39,064**
		FAR[1]	**SQUARE FEET[2]**
Office Commercial (CO)	26	.50:1	570,026
Neighborhood Commercial (CN)	88	.25:1	956,403
General Commercial (CG)	651	.50:1	14,186,555
Service Commercial (CS)	167	.40:1	2,180,827
Community Industrial (IC)	782	.40:1	13,624,993
Institutional (IN)	162	N/A	N/A
TOTAL NON-RESIDENTIAL	**1,877**	**-**	**31,518,804**

Source: Stanley R. Hoffman Associates, Inc. and URS Corp.

Notes:

(1) Floor Area Ratio (FAR) is a measure of development intensity. FAR is defined as the gross floor area of a building permitted on a site divided by the total area of the lot. For instance, a one-story building that covers an entire lot has an FAR of 1. Similarly, a one-story building that covers 1/2 of a lot has an FAR of 0.5.

(2) The total square feet for the non-residential land use designations was calculated by multiplying the area (acres) by the FAR and then converting the total acres to square feet. 43,560 square feet = 1 acre

Table 3 outlines the projected growth in the Phelan/Piñon Hills Community Plan area over the period 2000 to 2030, and compares that growth to the maximum potential build-out shown in Table 2. Table 3 includes population, households and employment projections based on the Land Use Policy Map Maximum Potential Build-out and a General Plan projection. The Land Use Policy Map Maximum Potential Build-out is a capacity analysis (with no specific build-out time frame) based on the County's Land Use Policy Map and density policies. The General Plan projection provides current estimates of population, households and employment from 2000 to 2030 based on an analysis of historic and expected growth trends.

The comparison of the 2000 to 2030 projections to the maximum potential build-out provides a method for testing the projected growth against ultimate build-out. The projection and maximum potential build-out can be used to assess land use policies, existing infrastructure capacity and the need for additional infrastructure, particularly for roads, water and sewer facilities.

The General Plan projection is based on the assumption that the Phelan/Piñon Hills plan area will continue to grow. This would provide a population of 30,434 people by the year 2030. The Maximum Land Use Policy Map Build-out assumes a maximum population of 110,959 based on the Land Use Policy Map. The number of households is projected to reach 10,202 by the year 2030. The Maximum Land Use Policy Map Build-Out assumes a maximum of 36,620 households based on the Land Use Policy Map. These numbers imply that the plan area will reach between 27 to 28 percent of its potential household and population capacity by the year 2030.[KL3]

Table 3: Population, Households and Employment Projection 2000-2030

	1990	2000	Projection 2030	Average Annual Growth Rate: 1990-2000	Average Annual Growth Rate: 2000-2030	Maximum Policy Map Build-Out	Ratio of 2030 Projection to Land Use Policy Map Build-out
Population	11,586	16,298	**30,434**	3.5%	2.1%	110,959	0.27
Households	3,866	5,450	**10,202**	3.5%	2.1%	36,620	0.28
	1991	**2002**		**1991-2002**	**2002-2030**		
Employment	1,515	1,939	**3,372**	2.3%	2.0%	43,740	0.08

Source: Stanley R. Hoffman Associates, Inc.
Note: The population estimates for 1990 and 2000 were based on the U.S. Census. The employment estimates for 1991 and 2002 were based on data from the EDD (Employment Development Department).

PH2.2 GOALS AND POLICIES

Goal PH/LU 1. Retain the existing rural desert character of the community.

Policies

PH/LU 1.1 Require strict adherence to the land use policy map unless proposed changes are clearly demonstrated to be consistent with the community character.

PH/LU 1.2 In recognition of the community's desire to preserve the rural character and protect the area's natural resources, projects that propose to increase the density of residential land uses or provide additional commercial land use districts or zones within the plan area should only be considered if the following findings can be made:

A. That the change will be consistent with the community character. In determining consistency the entire General Plan and all elements of the community plan shall be reviewed.
B. That the change is compatible with surrounding uses, and will provide for a logical transition in the plan area's development. One way to accomplish this is to incorporate planned development concepts in the design of projects proposed in the area.
C. That the change shall not degrade the level of services provided in the area, and that there is adequate infrastructure to serve the additional development that could occur as a result of the change. Densities should not be increased unless there are existing or assured services and infrastructure, including but not limited to water, wastewater, circulation, police, and fire, to accommodate the increased densities.

PH/LU 1.3 Limit future developments, including residential single-family, multi-family, mobilehome, recreational vehicle parks, senior housing and commercial lodgings with a maximum density of 6 dwelling units per acre (du/ac) to an area of approximately 1 square mile with the following geographic boundaries:

A. Northern boundary – Yucca Terrace
B. Eastern boundary – Valle Vista
C. Western boundary – Lebec
D. Southern boundary - Nielson

PH/LU 1.4 Restrict the minimum residential lot size to 1 acre in the Single Residential (RS) land use districts, except in the RS-18M district, which was established prior to October 1, 1990.

PH/LU1.5 Increase the minimum lot dimensions in the Single Residential (RS) and Multiple Residential (RM) land use districts to 120 feet by 120 feet per side to facilitate a more uniform lot pattern when parcels are subdivided to the 1 acre minimum.

PH/LU1.6 Require the front and side street setbacks to be a minimum 25 feet for all development within residential land use districts to preserve a more rural atmosphere. However, a 10 foot side yard setback in the Single Residential (RS) land use district shall be allowed due to the 1 acre minimum parcel size.

PH/LU 1.7 Planned Developments which utilize the density transfer provision will have a minimum parcel size no smaller than one half the Land Use District minimum.

Goal PH/LU 2	**Ensure that commercial and industrial development within the plan area is compatible with the rural desert character and meets the needs of local residents.**

Policies

PH/LU 2.1 Encourage the development or expansion of commercial uses that are compatible with adjacent land uses and respect the existing positive characteristics of the community and its natural environment.

PH/LU 2.2 Limit future industrial development to those uses which are compatible with the Community Industrial District, are necessary to meet the service, employment and support needs of the Phelan/Piñon Hills community, and do not require excessive water usage, nor adversely impact the desert environment.

PH/LU 2.3 The core commercial areas located in the Phelan and Piñon Hills areas should be enhanced to promote more local job opportunities.

PH/LU 2.4 Require desert-type vegetative landscaping that conserves water and is suitable for the local climatic conditions for commercial and industrial uses through the application of the desert rural development standards.

PH/LU 2.5 Do not permit Wholesale/Warehouse Services, with the exception of mini-storage subject to design criteria, Contract/Construction Services, Agricultural Support Services and Primary Signs in the General Commercial (CG) land use district to preserve an aesthetically pleasing business atmosphere within the core commercial areas.

PH/LU 2.6 Avoid big box commercial developments that are out of character with the rural desert community and establish development standards which restrict the size of commercial retail buildings to 40,000 square feet per building.

PH/LU 2.7 Allow for outdoor storage for retail uses within the commercial land use district with a conditional use permit.

PH/LU 2.8 Allow kennels and catteries on 1 acre parcels in the Community Industrial (IC) land use district to allow for this activity on reduced parcel sizes in nonresidential areas.

PH/LU 2.9 Require minimum lot dimensions of 120 feet by 120 feet when parcels are subdivided to the 1 acre minimum in the Service Commercial (CS) and the Community Industrial (IC) land use districts to maintain uniformity with other commercial districts.

PH/LU 2.10 Require a minimum front and side street setback of 25 feet for all commercial and industrial land use districts within the plan area to preserve a more rural atmosphere.

PH/LU 2.11 Restrict the maximum structure height allowed in the Office Commercial (CO), General Commercial (CG), Service Commercial (CS) and Community Industrial (IC) land use districts to 35 feet.

Goal PH/LU 3.	**Establish locational criteria for future development within the plan area to ensure compatibility between uses.**

Policies

PH/LU 3.1 Provide transitional uses and buffer incompatible uses, such as the interface between residential and commercial uses.

PH/LU 3.2 Limit high-density residential development to areas surrounding core commercial areas within the plan area, where it is compatible with adjacent land uses and located where adequate, convenient commercial and public services exist. Do not allow the extension of high-density residential uses into areas where services and facilities are not readily available.

PH/LU 3.3 Industrial land uses shall be located in areas where industrial uses will best serve the needs of the community and will have a minimum adverse effect upon surrounding property with minimal disturbance to the natural environment and the total community.

3 CIRCULATION AND INFRASTRUCTURE

PH3.1 INTRODUCTION

The quality of life and the rural desert character of the community are dependent on the services that are provided. Residents in Phelan/Piñon Hills expect that services such as water, roads, fire and police protection, and park and recreation facilities are provided at levels that meet their needs. At the same time, it is understood that acceptable levels of service should be provided in accordance with the rural character that is desired. Provisions of services in Phelan/Piñon Hills should be commensurate with the rural lifestyles and low-density development. The impact of land development on services must be managed to ensure a balance between providing for population growth and preserving the rural character of the community.

PH3.2 CIRCULATION – INTRODUCTION

One of the overriding goals expressed by residents of Phelan/Piñon Hills is to maintain the existing character of the community. The character of the community can be significantly impacted by roads and the traffic generated from the region and the community.

The Phelan/Piñon Hills Community Plan area is located in the Victor Valley, north of the San Gabriel Mountains between the Los Angeles County Line to the west, and the cities of Victorville and Hesperia to the east. Several major transportation facilities either pass through, or are in close proximity to, the community plan area, which provide residents with access to many destinations that surround the plan area. The vast majority of travel trips in the plan area are made by automobile, using the existing network of State Highways and major County roads.

A. <u>Roadway System</u>

The existing roadway system in Phelan/Piñon Hills is characterized by a combination of highways and major County roads (see Figure 3-1, Circulation).

Angeles Crest Highway (SR-2) is a two-lane major highway that originates as an interchange with the Foothill Freeway (I-210) in the City of La Canada/Flintridge. It extends north and east through the Angeles National Forest and San Gabriel Wilderness area to its termination as an interchange with SR-138 in the Victor Valley. The segment of SR-2 located in San Bernardino County extends from Lone Pine Canyon Road to SR-138. This route provides access from the plan area to the nearby mountain community of Wrightwood.

Palmdale Road (SR-18) is a two-lane major arterial highway that begins as an interchange with SR-138 just west of the Los Angeles County line and extends eastward to the Mojave Freeway (I-15) in the City of Victorville.

Pearblossom Highway (SR-138) is a two lane major arterial that begins as an interchange with the Antelope Valley Freeway (SR-14) in the City of Palmdale and extends eastward along the northern edge of the Angeles and San Bernardino National Forests to an interchange with the Mojave Freeway (I-15), in the middle of the Cajon Pass.

Baldy Mesa Road is a two-lane facility that currently extends from Palmdale Road (SR-18) to Joshua Street, south of Phelan Road. Between Palmdale Road and Duncan Road and from Phelan Road to

Joshua Street, it is unpaved. From Nyack Road to Phelan Road, it is classified as a major arterial highway.

Caughlin Road is an unpaved two-lane roadway that extends south from Rancho Road to Tumbleweed Road. It is classified as a major highway from Palmdale Road (SR-18) to Phelan Road.

Dos Palmas Road[2] is an unpaved two-lane non-continuous facility that travels from Palmdale Road (SR-18) to US-395. It is classified as a secondary highway along the section between Silver Rock Road and Blanco Road.

Duncan Road/Bear Valley Road is a two-lane roadway that extends from the Los Angeles County line to the City of Victorville, where it becomes Bear Valley Road exclusively. This roadway is paved along the section between Buckwheat Road and Johnson Road and to the east from Baldy Mesa Road. It is classified as a major arterial highway along the sections from Los Angeles County line to Buckwheat Road, from Sheep Creek Road to Eaby Road, and from Buttemere Road east into the City of Victorville.

Goss Road is an unpaved two-lane non-continuous roadway that extends eastward from the Los Angeles County line to the City of Victorville. It is classified as a secondary highway along the sections from the Los Angeles County line to Wintergreen Road; Buckwheat Road to Eaby Road; and from Caughlin Road to US-395.

La Mesa Road[3] is an unpaved two-lane non-continuous roadway that extends from the Los Angeles County line to the City of Victorville. It is classified as a secondary highway from the Los Angeles County line to Oasis Road and from Wintergreen Road to Beekley Road.

Oasis Road is a two-lane facility that begins at Rancho Road and continues south to Sunnyslope Road. It is classified as a secondary highway from South Street to Palmdale Road (SR-18), Duncan Road to Goss Road and Piñon Road to Tamarack Road. From Palmdale Road to Duncan Road and from Goss Road to Piñon Road to Tamarack Road it is classified as a major highway.

Phelan Road is a two-lane major arterial highway that extends from the Pearblossom Highway (SR-138) to US 395.

Rancho Road is an unpaved two-lane major highway that extends from the Los Angeles County line to the City of Adelanto.

Sheep Creek Road is a two-lane major highway that travels southward from Rancho Road to the Pearblossom Highway (SR-138).

Smoke Tree Road is an unpaved two-lane non-continuous facility that extends east from the Los Angeles County Line to US-395. The section between Sheep Creek Road and Johnson Road is currently paved. It is classified as a secondary highway between the Pearblossom Highway (SR-138) and Buttemere Road.

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[2] This facility did not have any traffic county information available and therefore is not included in Table 4

[3] ibid.

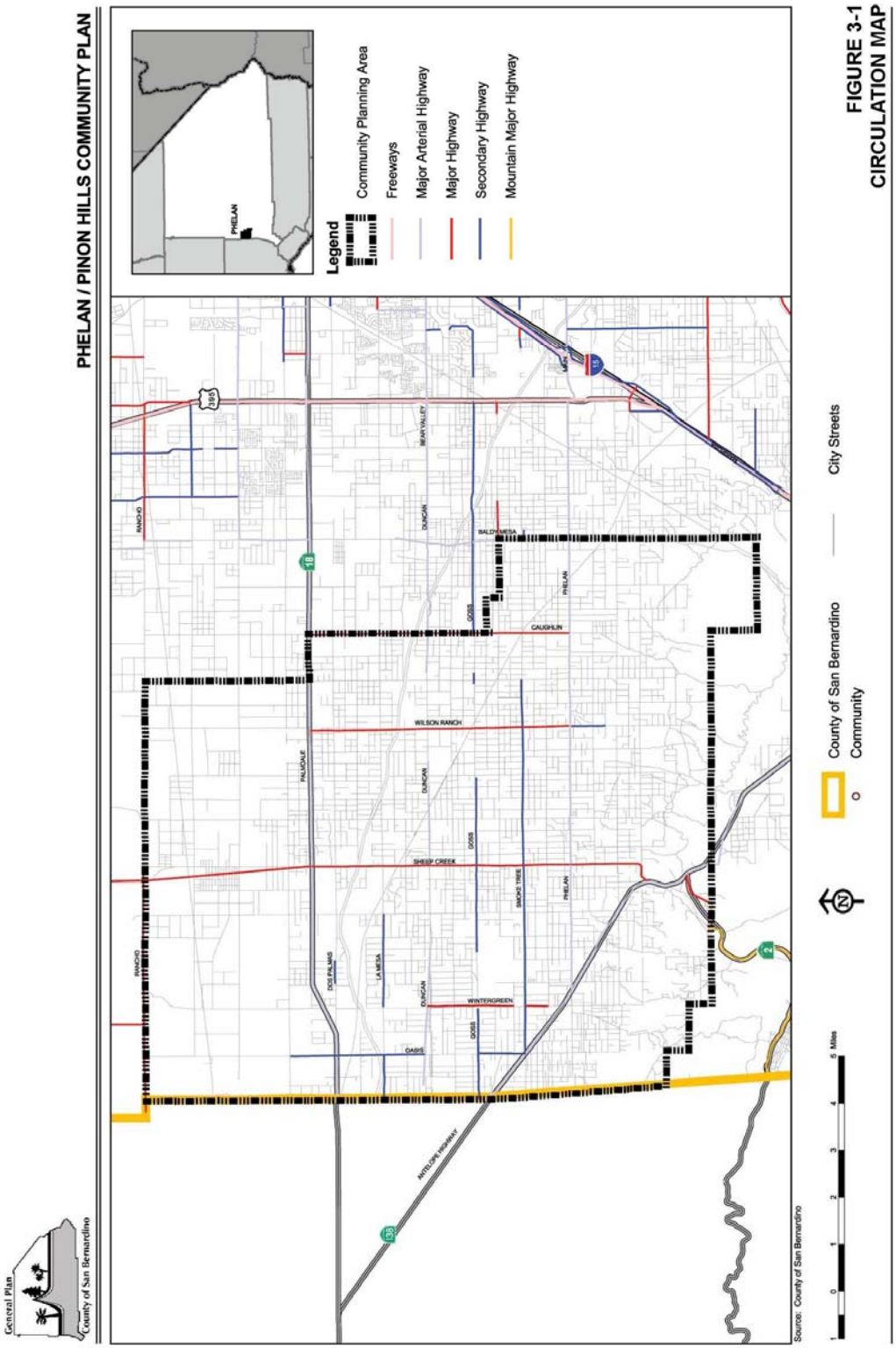

FIGURE 3-1
CIRCULATION MAP

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Wilson Ranch Road is a two-lane facility that begins at Rancho Road and continues south to just north of the San Bernardino National Forest boundary. The section between Goss Road and Brawley Road is currently paved. It is classified as a major highway from Palmdale Road (SR-18) to Hollister Road.

Wintergreen Road[4] is an unpaved two-lane roadway that extends southward from Rancho Road to Snow Line Drive. It is classified as a major highway from Duncan Road to Mono Road and from Smoke Tree Road to Cholla Road. It is classified as a secondary highway from the Pearblossom Highway (SR-138) to Sunnyslope Road.

During the preparation of the community plan, residents expressed concerns regarding current and future traffic congestion, particularly traffic conditions on Phelan Road and SR-138. Identifying and implementing future improvements will be a challenge that will have to address: a) a lack of local control over State Highway improvements, and b) improvements that may be in conflict with the community's desire to maintain the area's scenic and natural resources and rural desert character.

In addition, residents articulated the need for maintenance and improvements to the existing roadway system, particularly a need for dirt road maintenance and for improvements such as paving and widening. Improvements to the circulation system within the community will need to be compatible with the community's goal of maintaining the area's rural character and scenic and natural resources.

The operating condition of the roadway system within the plan area was examined in terms of congestion and delay. Table 4 provides the existing and Future 2030 roadway operating conditions for major County roads and highways within the Phelan/Piñon Hills Community Plan area. The operating conditions include: Average Daily Trips (ADT) data, Volume to Capacity (V/C) ratios and Level of Service (LOS) data. The Average Daily Trips (ADT) data was provided by the County Public Works Department. Most of the trips data was collected within the past one to two years. The Volume to Capacity (V/C) ratio was calculated using the traffic counts (or ADT) and is a standard tool for describing the typical operating conditions of a roadway. The Level of Service data is based on the V/C ratio and helps to categorize and describe the degree of congestion on the roadways.

[4] ibid.

Table 4: Existing and Future Roadway Operating Conditions

		Existing 2004 Operating Conditions			Future 2030 Operating Conditions		
Facility	**Begin-End**	**ADT**	**V/C**	**LOS**	**ADT**	**V/C**	**LOS**
Baldy Mesa Rd	Duncan Rd – Phelan Rd	6,550	0.609	C	14,050	1.307	F
Caughlin Rd	SR-18 – Duncan Rd	200	0.014	A	1,246	0.087	A
	Duncan Rd – Phelan Rd	700	0.049	A	700	0.049	A
Duncan Rd/Bear Valley Rd	Sheep Creek Rd – Caughlin Rd	600	0.052	A	9,355	0.407	B
Goss Rd	Buckwheat Rd – Johnson Rd	450	0.016	A	3,550	0.125	A
Oasis Rd	SR-18- Bear Valley Rd	500	0.042	A	700	0.070	A
	Bear Valley Rd – Goss Rd	1,150	0.096	A	1,350	0.135	A
	Goss Rd – SR-138	1,800	0.150	A	2,000	0.200	A
Phelan Rd	SR-138 – Sheep Creek Rd	12,200	1.135	F	14,800	1.377	F
	Sheep Creek Rd – Baldy Mesa Rd	13,250	1.152	F	17,120	1.712	F
Rancho Rd	Sheep Creek Rd – Johnson Rd	100	0.003	A	100	0.004	A
Sheep Creek Rd	SR-18- Duncan Rd	2,500	0.233	A	4,480	0.417	B
	Duncan Rd – Phelan Rd	6,500	0.650	C	7,670	0.767	D
	Phelan Rd – Snow Line Dr	10,950	0.952	E	10,650	0.926	E
	Snow Line Dr – SR-138	4,000	0.348	A	4,360	0.379	B
Smoke Tree Rd	Wintergreen Rd – Johnson Rd	700	0.061	A	1,950	0.170	A
Wilson Rand Rd	California Aq – Goss Rd	1,550	0.135	A	100	0.009	A
	Goss Rd – Phelan Rd	1,350	0.117	A	300	0.026	A
State Highway							
Angeles Crest Highway (SR-2)	LA County line – SR-138	4,700	0.437	B	7,700	0.670	C
Palmdale Rd (SR-18)	LA County line – Sheep Creek Rd	7,300	0.679	C	17,800	0.828	D
	Sheep Creek Rd – US-395	8,800	0.819	E	22,100	1.028	F
Pearblossom Highway (SR-138)	LA County line – SR-2	16,000	1.391	F	29,050	1.010	F
Source: Myer, Mohaddes Associates							

According to Table 4, most roadways within the plan area operated at acceptable Levels of Service (LOS) in 2004. Most facilities operated at a Level of Service "A," which is described as a free-flow low volume traffic condition with little or no delays. A few roadways operated at LOS "B" and "C," which are described as reasonably free-flow traffic conditions with reduced driver maneuverability and freedom to choose speeds. Phelan Road, SR-138 and individual segments of Sheep Creek Road and SR-18 did not operate at acceptable Levels of Service. The segment of Sheep Creek Road between Phelan Road and Snow Line Drive operated at a LOS "E," which is described as congested and possible unstable traffic conditions with driver maneuverability severely restricted and travel speeds that are low and uniform. The segment of SR-18 between Sheep Creek Road and US-395 also operated at a LOS "E,". Phelan Road and SR-138 operated at LOS "F," which is described as stop-

and-go traffic conditions where drivers experience periods where speeds can drop to zero and maneuverability is nearly impossible without creating further delays.

Future 2030 conditions for the Phelan/Piñon Hills Community Plan area indicate that most major County roads will continue to operate at acceptable levels of service. Operating conditions are projected to worsen to unacceptable levels of service on Baldy Mesa Road and on a segment of Sheep Creek Road between Duncan Road and Phelan Road. Operating conditions on segments of SR-18 are also projected to worsen to unacceptable levels of service.

Since the LOS scores provided in this analysis were based on ADT volumes, they represent the "average" LOS at which the facility generally operates throughout the day. When peak-hour volumes are utilized, these scores are expected to worsen, as demonstrated under the Congestion Management Program methodology shown in the following section.

B. Congestion Management Program Facilities

Within San Bernardino County, the San Bernardino Associated Governments (SANBAG) is designated as the Congestion Management Agency (CMA). SANBAG monitors regional transportation facilities and catalogs their daily operating Levels of Service in an effort to identify existing travel patterns and better plan for future transportation improvements in response to shifting travel patterns. There are four roadways designated as CMP facilities within the plan area: Angeles Crest Highway (SR-2), Palmdale Rd (SR-18), Pearblossom Highway (SR-138) and US-395. As determined in the 2001 update, the operation Levels of Services for these facilities are shown in Table 5. The Levels of Service (LOS) for the CMP facilities reflect a peak period measurement.

Table 5: CMP Facility Levels of Service

Facility	No. of Lanes	Peak Hour Volume	Level of Service (LOS)
SR-2			
Los Angeles County line – Lone Pine Canyon Rd	2	610	E
Lone Pine Canyon Rd – Jct. Rte 138	2	560	E
SR-18			
Los Angeles County line – Jct. Rte 395	2	570	D
SR-138			
Los Angeles County line – Jct. Rte 15	2	1,240	E
US - 395			
Jct. Rte 15-Jct. Rte. 18	2	1,200	E
Jct. Rte 18 – El Mirage Rd	2	1,170	E

C. Pedestrian, Bicycle, Equestrian Improvements

The plan area lacks pedestrian, bicycle and equestrian improvements. Residents expressed a strong desire for a multi-use trail system to accommodate pedestrians, bicycles, and equestrians within their community. Residents would like to see a trail system linking parks and recreation areas, schools, and activity centers.

D. Scenic Routes

Phelan/Piñon Hills has some outstanding desert scenery. Rock formations and the desert landscape are just two examples that characterize scenic resources within the plan area. Scenic highways play an important role in the preservation and protection of environmental assets. County Scenic Route designation recognizes the value of protecting scenic resources for future generations and places restrictions on adjacent development including specific sign standards regarding sign placement and dimensions, utility placement, architectural design, grading, landscaping characteristics and vegetation removal. SR-2, SR-18 and SR -138 are all designated as County Scenic Routes and are subject to the provisions of the Scenic Resources Overlay District. These highways are also all eligible for designation as scenic routes by the State, but have not been officially designated. That portion of SR-2 that is located within Los Angeles County has been designated as a scenic route by the State. The advantages of official designation are a positive image for the communities involved, preservation and protection of environmental assets and potential increase in tourism.

PH3.3 CIRCULATION – GOALS AND POLICIES

CIRCULATION

Goal PH/CI 1.	**Ensure a safe and effective transportation system that provides adequate traffic movement while preserving the desert landscape and rural character of the community.**

Policies

PH/CI 1.1 The County shall ensure that all new development proposals do not degrade Levels of Service (LOS) on Interstate Freeways, State Routes and Major Arterials below LOS "C" during non-peak hours or below LOS "E" during peak-hours.

PH/CI 1.2 Design roads to follow natural contours, avoid grid pattern streets, minimize cuts and fills and disturbance of natural resources wherever possible.

PH/CI 1.3 Work with local and State agencies to ensure that transportation system improvements are made to Phelan Rd, SR-138 and segments of Sheep Creek Rd and SR-18 where transportation facilities are operating at or near full capacity.

PH/CI 1.4 Ensure that new developments are coordinated with the construction of appropriate streets and highways by encouraging development in the vicinity of existing road systems, to minimize the creation of additional roads or the need to pave roads until such time that it becomes necessary.

PH/CI 1.5 Preserve the status of SR-2, SR-18 and SR-138 as County Scenic Routes and ensure protection of their scenic values through the following methods:

A. Require compliance with the provisions of the Scenic Resources Overlay District.
B. Support hillside preservation regulations that will include standards for hillside development to regulate densities, address allowable cut and fill heights, soil and slope

stability, grading and blending of contours, structural relationships, building foundations, and the like.

PH/CI 1.6 Seek State support and assistance for the designation of State Highways 2, 18 and 138 as official State Scenic Highways.

PH/CI 1.7 Encourage coordination between the County and the local community to identify priorities and establish a schedule to pave roads and provide improved maintenance of dirt roads within the plan area. The following specific roads were identified by residents as needing maintenance or improvements:

A. Duncan Road/Bear Valley Road needs to be paved.

PH/CI 1.8 All residential tracts of more than 5 lots will provide paved access within the project.

Goal PH/CI 2. Ensure safe and efficient non-motorized traffic circulation within the community.

Policies

PH/CI 2.1 Use right-of-way not needed for road construction for bicycle, pedestrian and equestrian paths and require trails concurrent with road widening and improvement.

PH/CI 2.2 Require a minimum width of eight to twelve feet for all trails (except for natural trails) and trail easements to ensure that pedestrians, bicyclists and equestrians can be safely accommodated.

Goal PH/CI 3. Promote alternative modes of transportation.

Policies

PH/CI 3.1 Define the existing and future transportation needs as they may relate to transit for local residents, particularly seniors. When transportation needs are defined, conduct a feasibility study to determine the feasibility and cost-effectiveness of instituting alternative transportation recommendations.

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PH3.4 INFRASTRUCTURE - INTRODUCTION

The provision of adequate infrastructure services is essential for maintaining the health and quality of life of a community. Availability of adequate water supplies and wastewater disposal are crucial components of supporting population growth. Protection and preservation of water resources is of crucial importance not only for the purpose of serving existing and future development, but also for protecting the area's natural resources. At meetings held by the County of San Bernardino, residents in Phelan/Piñon Hills expressed concerns regarding a lack of adequate water system infrastructure and that water conservation methods should be enacted.

A. Local Water Service

There are two primary local water suppliers for the Phelan/Piñon Hills plan area (see Figure 3-2, Water Districts): the Sheep Creek Water Company and Community Service Area 70 L. Both water purveyors use local water sources (surface and/or groundwater) as their only water source.

The Sheep Creek Water Company serves approximately nine square miles within the center of the Phelan/Piñon Hills plan area. The Sheep Creek Water Company system includes six water tanks with a total storage capacity of 3.1 million gallons (MG) and four wells. The Water Company is privately owned and provides 1,270 connections. In August 2004, the shareholders were notified that there would be a moratorium on all building permits and their annual draw would also be reduced from 4,000 cubic feet per share to 1,000 cubic feet per share. The Water Company is located outside of the Mojave Water Agency adjudicated service area, which means they are not able to receive water allocations from Mojave Water agency. In November 2004, the Water Company shareholders and Board Members approved the first phase of a three-part project. The first phase includes a new well to be developed within San Bernardino County limits. The second and third phases of the total project include a second new well, located in Los Angeles County and a 9½ mile pipeline. These improvements are proposed to better serve existing shareholders. Detailed information regarding future demand and the long-term availability of water was not available for the Sheep Creek Water District.

CSA 70L is a County-owned system, which primarily serves Phelan, Piñon Hills and Oak Springs. CSA 70L provides 5,516 water connections within its distribution system. The CSA system consists of 13 wells and 34 reservoirs with a combined capacity of 1.16 MG. CSA 70L has experienced an annual average increase of 2 percent per year for new connections. According to the CSA 70L 2000 Urban Water Management Plan, the CSA water supply was estimated to be at 90 percent of total capacity, reaching full capacity by the year 2015. The 2000 Urban Water Management Plan estimated that at build-out of the Land Use Policy Map, water supply demand will require an estimated 7,300 acre-feet per year. According to the 2000 Plan, CSA 70L would not be able to meet the projected demand for its approximately 527 current inactive connections.[5]

CSA 70L has been in the process of various system upgrades including new piping and storage capabilities. No new wells were listed as potential future upgrades. Future projects for CSA 70L are expected to include a water filtration facility in order to treat water imported from the State Water Project, which is projected to be needed after the year 2020. Related infrastructure would also have to be built for this project. The additional water supply imported from the State Water Project would provide for build-out conditions. In the meantime, infrastructure improvements and water supply

[5] County of San Bernardino, County Service Area 70, Improvement Zone L, 2000 Urban Water Management Plan, (12/2001 Final)

development processes are being expanded commensurate with population growth. General supply and policy information for Sheep Creek Water Company and CSA 70L is presented in Table 6.

Table 6: Supply and Policy Information of Service Providers

SERVICE PROVIDER	# of Water Connections	Estimated Population Served	Estimated Annual Water Production	Policies Allow Service outside of boundaries	Imported Water Source	Annual Imported water allotment	Imported Water Source amount*
Sheep Creek Water	1,270	3,173	1,000 A.F.	Yes	CSA 70 L	6.5 A.F.	6.5 A.F.
CSA 70 L	5,516	18,203	3,363 A.F.	NA	NA	NA	NA
* annual estimate							

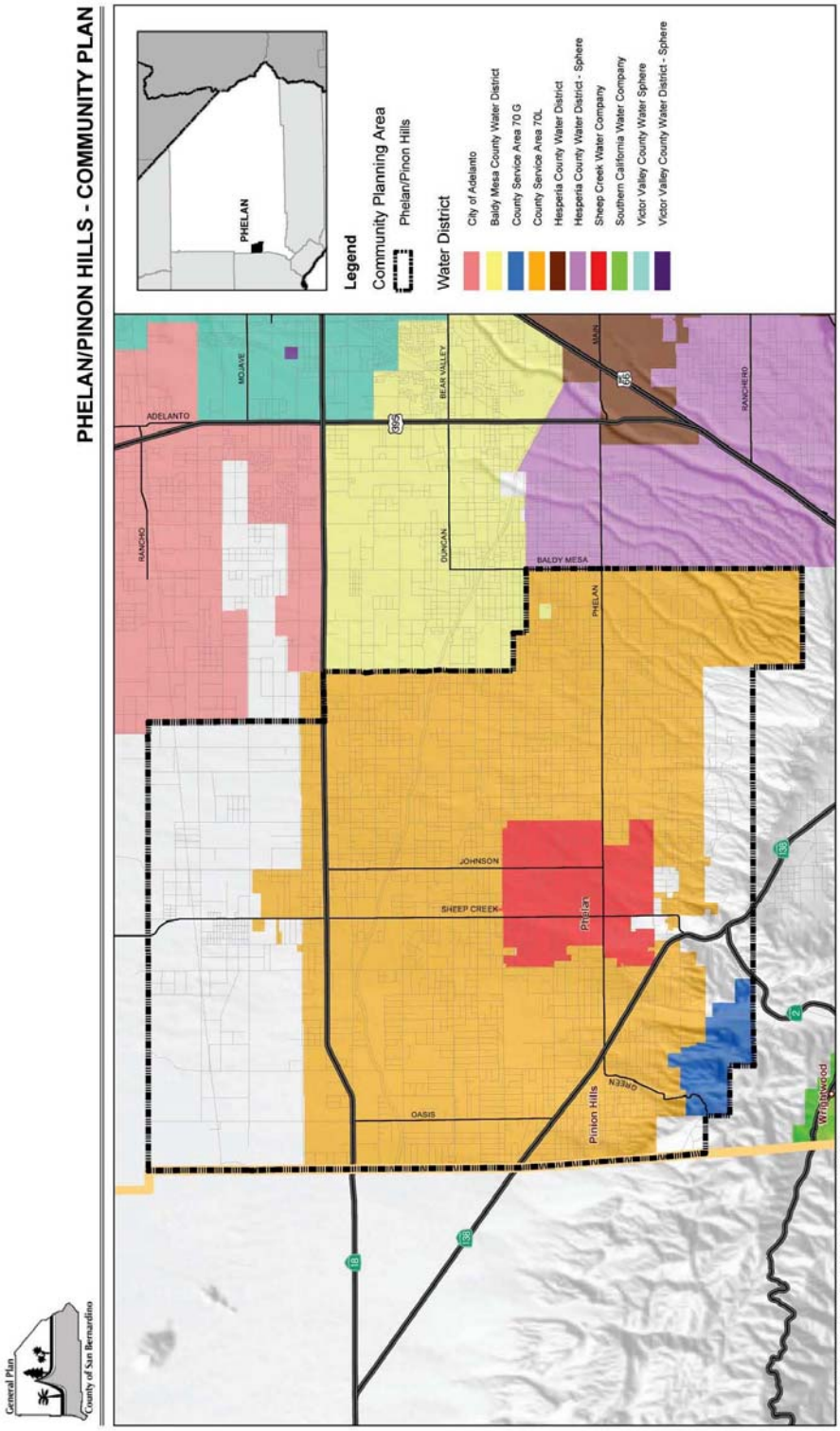

FIGURE 3-2
WATER DISTRICTS MAP

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There were no other listed water supply sources within the plan area. Those private residents who have their own on-site methods such as wells or springs are very dependent on the amount of snowmelt and rainfall as their sources are recharged annually by winter snows and rains. The yield from these sources will vary dependent on drought and/or wet year conditions.

B. Wastewater

The entire Phelan/Piñon Hills community has been developed with a septic tanks and leachfield systems. There are an unknown number of private systems as some properties have multiple systems.

The Phelan/Piñon Hills community completely discharges into one watershed that is managed by the Lahontan Regional Water Quality Control Board. The regulating document for this region is the Water Quality Control Plan that was adopted by the Board in 1993 and last amended in November 2002. The Phelan/Piñon Hills community is located in the Mojave Basin Watershed Planning Area and water supplies are drawn from the Alto and Oeste portions of the groundwater basin. This Water Board is currently in the process of developing various regulatory requirements concerning urban runoff, septic systems, groundwater and surface waters in their jurisdiction. The Mojave Water Agency has already developed, and is in the process of implementing, regional watershed management documents that will be key to the development of the plan area.

PH3.5 INFRASTRUCTURE – GOALS AND POLICIES

Goal PH/CI 4.	**Ensure adequate water sources and associated infrastructure to serve the needs of existing and future water users in the Phelan/Piñon Hills Community Plan area.**

Policies

PH/CI 4.1 Through the development review process, permit new development only when adequate water supply exists or can be assured.

PH/CI 4.2 Support efforts to continue to improve cooperation and communication among water providers and the County in addressing water related issues.

PH/CI 4.3 Establish the minimum parcel size at 5 acres in areas not served by a licensed water purveyor until such time as these lands are brought within the service boundaries of a licensed purveyor.

PH/CI 4.4 Support water system charges (standby, availability or connection charges) that are sufficient to provide water system infrastructure to meet the population growth forecasted. Should growth actually exceed estimates, the County shall inform the public water supply agencies within the plan area and recommend modification of fees to ensure that infrastructure facilities keep pace with growth-related water demand.

PH/CI 4.5 Encourage the construction of a water treatment plant within the project area and sharing of State Project Water.

Goal PH/CI 5. Encourage and promote water conservation.

Policies

PH/CI 5.1 Encourage the adoption and implementation of a water conservation ordinance by each water service agency within the plan area to minimize water use and extend the date at which utilization of State Project Water is required.

PH/CI 5.2 Require the use of native low water use vegetation, especially drought tolerant plants in landscaping and discourage inappropriate use of vegetation unsuited to the desert climate in new subdivision projects during review of landscape plans.

PH/CI 5.3 The County shall require use of water efficient irrigation practices such as drip irrigation systems for all landscaped areas in commercial and industrial developments and in all common areas in residential developments. The County shall encourage the use of similar systems, including the installation of gray water systems on individual residential lots.

PH/CI 5.4 The County shall encourage the use of pervious paving materials on all commercial, industrial and institutional parking areas, where feasible. Large parking areas should consider using landscape as depressions to receive and percolate runoff as an alternative.

PH/CI 5.5 Where Commercial, Industrial and Multiple Family Residential uses are required through the Conditional Use Permit process to have landscaped areas, a maximum of 10 percent of the project parcel shall be landscaped. The remaining areas shall be left as undeveloped and undisturbed open space areas that have sufficient native or compatible vegetation to promote a desert character and water conservation. All required vegetation shall be continuously maintained in good condition. A landscape and irrigation plan shall be submitted and reviewed with any discretionary review request that proposes to install landscaping. Landscaped areas shall be designed in compliance with the following standards:

A. Landscaping will consist of native or drought tolerant plants capable of surviving the desert environment and climate with a minimum of maintenance and supplemental watering. A list of plants determined capable of meeting this criteria is available from the Mojave Desert Resource Conservation District and the Mojave Water Agency. Other plants may be considered on their merits in meeting this criterion. Determination of plant species suitability will be made upon submission of project plans.
B. Landscaping materials may also consist of wood timbers, decorative rock/boulders, sand, bark gravel, or a combination thereof; provided, however, that the majority of landscape materials shall consist of plants as set forth above.
C. Irrigation of required landscaped areas should be by drip irrigation and matched precipitation rate, low-gallonage sprinkler heads, bubblers and timing devices. Timing devices should include soil moisture sensors.
D. No more than 10 percent of landscaped areas for multiple residential, commercial or industrial developments shall be landscaped with lawn, turf or similar materials.
E. Any lawn or turf should be of low water use types such as Tall Fescues, Hybrid Bermundas, Saint Augustine, Zoysia or any similar plants which are low water use types.

PH/CI 5.6 Encourage the use of ultra-low-flush (ULF) toilets. Their use at locations where septic tanks are acceptable can actually enhance septic tank operational efficiency.

Goal PH/CI 6.	**Provide for a cost effective and efficient wastewater disposal system within the plan area.**

Policies

PH/CI 6.1 Encourage the formation of a sewering entity where commercial and industrial activity can support the cost of providing this capability.

PH/CI 6.2 Require that water monitoring in wells beneath and downstream of the Phelan core area include periodic monitoring for pollutants released by subsurface water systems. This monitoring should be in addition to the Annual Water Quality Report.

PH/CI 6.3 Encourage the Regional Water Quality Control Board to conduct an investigation of the need and feasibility of installing a wastewater treatment plant and collection system in the Phelan core area.

PH/CI 6.4 If a wastewater treatment system is developed for the project area, the County shall support a system which will reclaim the treated effluent and make it available for public or private landscape purposes.

PH/CI 6.5 Require proposed commercial or industrial operations with discharges other than standard domestic waste to submit a report for County and Regional Board review during the development review process. This report shall identify non-domestic or industrial wastes contained in wastewater and shall quantitatively evaluate the potential for water quality impacts from the discharge.

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4 HOUSING

[See the Housing Element of the General Plan]

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5 CONSERVATION

PH5.1 INTRODUCTION

Preservation and protection of the community plan area's natural resources is extremely important to the residents of Phelan/Piñon Hills. These resources contribute to the character and quality of life within the plan area and surrounding region. If the plan area's sensitive resources are not effectively protected and managed, they will be permanently lost.

A. Natural Resources

The natural vegetation and wildlife in the plan area contributes to the beauty and character of the area. During meetings held with the community, residents articulated the need to protect these natural resources as a main concern.

The plan area is covered with a diverse biotic community of trees, vegetation and wildlife. The plan area includes the following general habitat types and respective sensitive species associated with these habitats (For a detailed list of the sensitive species associated with the various habitats see the Conservation Background Report of the General Plan):

A. White Fir Woodland
B. Pinyon/Juniper Woodland
C. Sage Scrub
D. Joshua Tree Woodland
E. Mojave Desert Scrub
F. Saltbrush Scrub
G. Conifer Forests
H. Alkali Sinks
I. Sand Dunes

PH5.2 GOALS AND POLICIES

It is important to note that some of the key issues and concerns identified under Section 7.1 are also addressed in other elements of the community plan.

Goal PH/CO 1.	**Preserve the unique environmental features of Phelan/Piñon Hills, including native wildlife, vegetation and scenic vistas.**

Policies

PH/CO 1.1 Support the purchase of privately owned land and the acquisition of conservation easements by conservancy organizations, in agreement with land owners, for the purpose of preserving unique habitats containing diverse and threatened species, to protect wildlife movement corridors, scenic vistas and recreational areas.

PH/CO 1.2 Require future land development practices to be compatible with the existing topography, vegetation and scenic vistas.

PH/CO 1.3 Support hillside preservation regulations that will include standards for hillside development to control densities, allowable cut and fill heights, soil and slope stability, grading and blending of contours, structural relationships, building foundations, and the like.

PH/CO 1.4 Ensure compliance with the San Bernardino County Native Plant Ordinance.

PH/CO 1.5 Support and encourage the County to develop a countywide Multiple Species Habitat Conservation Plan.

PH/CO 1.6 Encourage the retention of natural drainage areas unless such area cannot carry flood flows without damage to structures or other facilities.

PH/CO 1.7 When specific stormwater drainage facilities are required in the future, facilities shall be designed and constructed to retain the natural channel bottom. This protects wildlife corridors and prevents loss of critical habitat in the region.

PH/CO 1.8 Lighting shall be provided in accordance with the Night Sky Protection Ordinance.

6 OPEN SPACE

PH6.1 INTRODUCTION

The character of the plan area is defined in part by its wide open spaces and natural features including vegetation, wildlife, and topography. Preservation of the area's open space and enhancement of the recreational resources are important issues articulated by residents of the Phelan/Piñon Hills community and will be increasingly important as population growth increases the amount of development and recreational demands in the area.

A. Recreation and Parks

The Phelan/Piñon Hills Community Plan area contains approximately 113 acres of Bureau of Land Management lands (see Figure 6-1, Jurisdictional Control). The southern boundary of the plan area abuts the San Bernardino National Forest. The San Bernardino National Forest provides opportunities for hiking, biking, camping and skiing.

B. Trails

The Phelan/Piñon Hills Community Plan area contains several official trails that are utilized as recreational facilities. The San Bernardino County Department of Regional Parks is responsible for maintaining the trails that are located along the southern edge of the plan area, near the Angeles Crest Highway (SR-2) interchange with Pearblossom Highway (SR-138). The United States Forest Service (USFS) is responsible for maintaining several motorized and non-motorized facilities located just outside the southern border of the plan area.

There are no formal trails recognized by the County within the Phelan/Piñon Hills Community Plan area. However, the community has indicated a strong desire to increase recreation opportunities through the additional of hiking, biking and equestrian trails. During public meetings held by the County, residents expressed a desire to continue working closely with the San Bernardino County Trails and Greenways Committee in their trail development effort.

The San Bernardino County Trails and Greenways Committee is a public committee appointed by the County Board of Supervisors that is currently working with the Regional Parks Advisory Commission and Regional Parks Division in an effort to develop and maintain a system of public trails for hiking, bicycling and horseback riding and other public greenways throughout the entire County. More specifically, the committee was charged with advising the Regional Parks Advisory Commission and Regional Parks Division on all matters relating to the location, development, maintenance and promotion of trails and greenways, recommending a system of mitigating measures to ensure that the location of trails will be compatible with, and sensitive to, other authorized land uses, such as wildlife corridors, wetlands and points of historical significance, and making recommendations regarding acquisitions, easements and leases for trail rights of way and greenway purchases.

C. Off-Highway-Vehicle (OHV) Use

Residents within the plan area expressed concerns with the use of Off-Highway-Vehicles within the plan area. They articulated a need for better enforcement to ensure appropriate use of off-highway-vehicles within designated areas.

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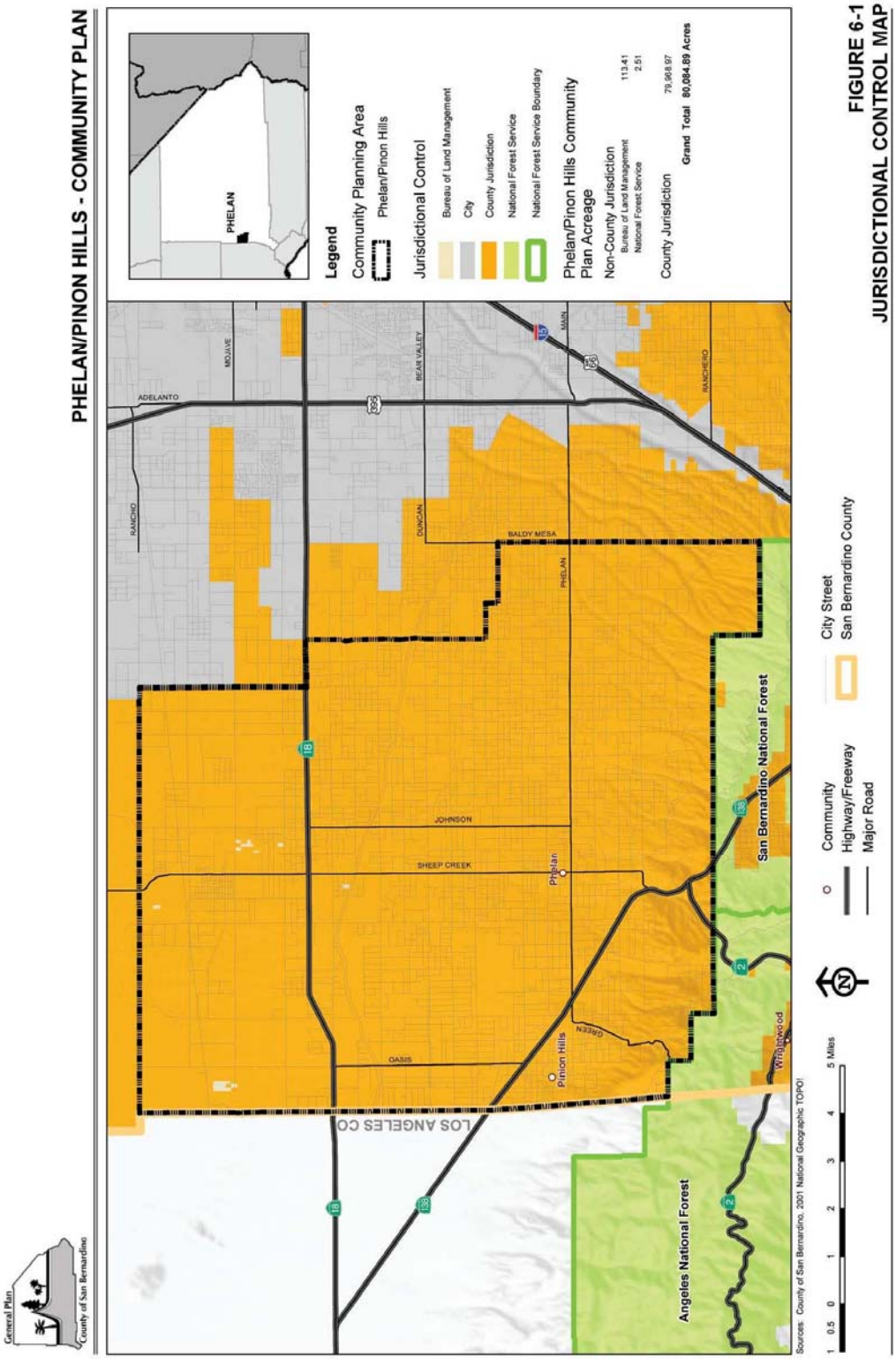

FIGURE 6-1
JURISDICTIONAL CONTROL MAP

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PH6.2 GOALS AND POLICIES

Goal PH/OS 1. Preserve open space lands to ensure that the rural desert character of the community is maintained.

Policies

PH/OS 1.1 Place high priority on preserving the open space character of Sand Canyon. Work with County Regional Parks, Special Districts and non-profit land conservancies to explore ways of acquiring property in Sand Canyon for public open space purposes. As lands are acquired or dedicated for public open space purposes, designate these lands as Open Space under the County General Plan land use system, if such a designation exists.

Goal PH/OS 2. Develop parks and recreation facilities to meet the recreational needs of the community.

Policies

PH/OS 2.1 The County, in coordination with the community, shall establish priorities and identify opportunities for park development and establish a park and recreation plan for the Phelan/Piñon Hills community.

PH/OS 2.2 Encourage the development of recreational facilities within community parks such as, swimming pools, athletic facilities, an equestrian center and community centers.

Goal PH/OS 3. Establish a community-wide trails system.

Policies

PH/OS 3.1 Support continued coordination between the community and the San Bernardino County Trails and Greenways Committee in their effort to develop and maintain a system of public trails for hiking, bicycling and horseback riding. Particular attention shall be given to historic trails such as Route 66 and the Mormon Trails and the preservation of existing trails which connect Phelan and Piñon Hills, local parks, schools and regional trails such as the Pacific Crest Trail.

PH/OS 3.2 Establish a plan for the development of a multi-purpose (pedestrian, bicycle, equestrian, and motorized vehicle) trail system within the plan area. The plan shall incorporate the following recommendations:

A. Where feasible pursue opportunities to separate pedestrian/bicycle/equestrian traffic from motorized vehicle traffic, including Off-Highway-Vehicles, to ensure the safety of its users.
B. Provide trail heads that link regional trails, recreational areas, residential areas, neighborhood trail systems and commercial nodes.

PH/OS 3.3 When an approved trails plan is developed, require dedication of a pedestrian/bicycle/ equestrian trail easement as a condition of approval for all development projects consisting

of 5 or more residential lots. The trail easement shall allow unobstructed trail access and provide connections to off-site trails.

PH/OS 3.4 Future residential developments of 20 or more acres shall contain an internal trail system designed to enhance the pedestrian/bicyclist/equestrian experience.

Goal PH/OS 4. Ensure that Off-Highway Vehicle use within the plan area, and in the surrounding region, is managed to protect residential uses and environmentally sensitive areas.

PH/OS 4.1 Work with USFS, the County and adjacent communities to designate appropriate areas for Off-Highway Vehicle use and establish programs for Off-Highway Vehicle use education. Designated areas shall be provided for in non-populated areas and areas away from equestrians and pedestrians.

7 NOISE

[See the Noise Element of the General Plan]

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8 SAFETY

PH8.1 INTRODUCTION

Fire protection, police protection and emergency services are among the most crucial of community needs. The quality of life is dependent on the adequacy of these services.

A. Fire Services

Fire hazard severity is very high only in limited areas, south of Highway 138. The fire threat throughout most of the community plan area is considered moderate.

Fire protection services within the plan area are mainly provided by County Service Area 56 (Piñon Hills) and County Service Area 38 (San Bernardino County) (see Figure 8-1, Fire Districts). The San Bernardino County Fire Department (SBCFD) provides administration and support for the fire districts and other services such as hazardous materials regulation, dispatch communication and disaster preparedness. In Phelan/Piñon Hills, the San Bernardino County Fire Department (SBCFD) provides services through the South Desert Division of their department. The California Department of Forestry and Fire Protection (CDF) is another agency that provides fire protection services and/or fire related information for the Phelan/Piñon Hills community.

There are three fire stations located within the Phelan/Piñon Hills community, and one station, Baldy Mesa Station 16, located just outside the eastern boundary of the plan area. Table 7 lists the fire stations and details regarding the services that each of the stations provides (see Figure 8-2, Fire Stations).

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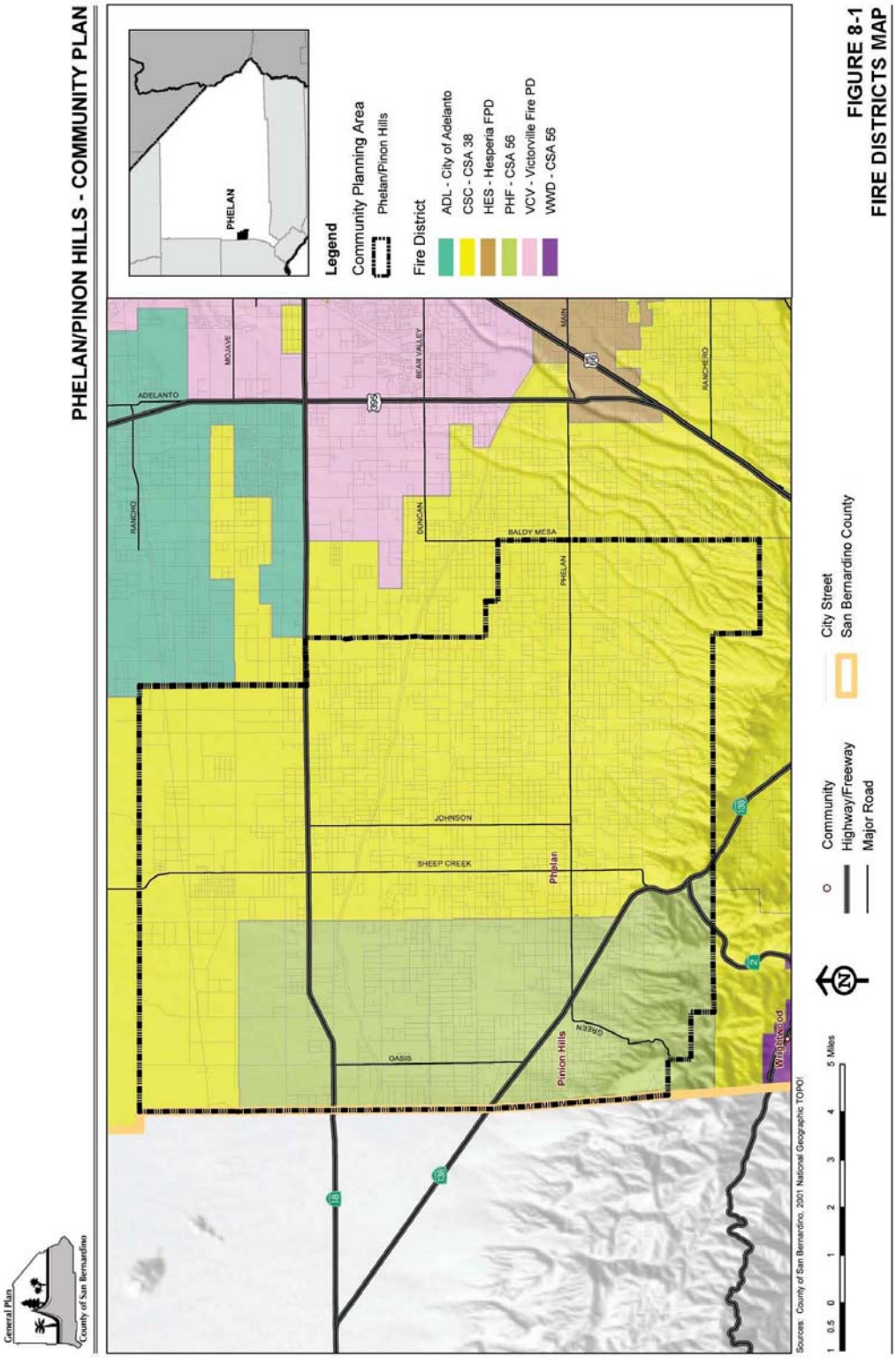

FIGURE 8-1
FIRE DISTRICTS MAP

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Table 7: Fire Stations

Fire Stations	Fire District /Agency	Area Served	Equipment	Personnel (number and title)	EMT Response Capabilities	Availability of ambulance services	Nearest Medical Facilities
Piñon Hills Station 102	CSA 56-F1 (Piñon Hills)	Primarily serves the community of Piñon Hills. Also Assists in Phelan and Wrightwood areas including Highway 138 and Highway 2	Type II Engine 102; Utility 102 carries extraction equipment	Staffed by 2 Paid Call Firefighters (PCF) (hard coverage) 8 hours a day, 5 day a week, supported by three additional Paid Call Firefighters (PCF) who live locally in Piñon Hills. Also staffed with a USFS engine from Angeles National Forest with 5 personnel on a seasonal basis.	All personnel have a minimum experience of EMT/Automatic External Defibrillator (AED)	Medic Ambulance (MA) 103 and Medic Ambulance (MA) 101 provide Advanced Life Support (ALS) service for this area	Desert Valley Hospital in Victorville, St. Mary's Hospital in Apple Valley.
Phelan Station 103	CSA 56-F1 (Piñon Hills)	Station 10 and Station 103 are actually co-located. Station 10/103 primarily covers the Phelan and Piñon Hills area, including Highway 138 to the L.A. County line. They also respond to calls in	Type I Engines, Engine 10 & Engine 10A; Type III Engine Brush Engine (BE) 10; Medic Ambulance (MA) 103 and	Medic Ambulance 103 is stationed here and staffed 24 hours with a Limited Term (L.T.) EMT driver and an L.T. Paramedic. They also house a spare	All personnel assigned to this station have a minimum level of EMT/Automatic External Defibrillator (AED) with many having	Medic Ambulance (MA) 103, Medic Ambulance (MA) 101, and Medic Ambulance (MA) 40 primary	Desert Valley Hospital in Victorville, St. Mary's Hospital in Apple Valley. Trauma Center is

Fire Stations	Fire District /Agency	Area Served	Equipment	Personnel (number and title)	EMT Response Capabilities	Availability of ambulance services	Nearest Medical Facilities
		Wrightwood, El Mirage and Baldy Mesa as needed. This station has an active Fire Explorer program.	Medic Ambulance (MA) 103A. Extraction equipment carried on Engine 10. MCA trailer for major accidents. Thermal Imaging Camera on Engine 10.	ambulance at this location. Engine 10 is a Type 1 structure engine and staffed 24 hours with one full-time Captain and one L.T. Firefighter. Paid-Call Firefighters (PCF) who live in the local area augment staffing on Engine 10 or respond an additional brush/structure engine to other calls in the area.	paramedic status	Advanced Life Support (ALS) service and transport. Medic Ambulance (MA) 301 and Medic Ambulance (MA) 302 from Hesperia provide back-up coverage	Arrowhead Regional or Loma Linda University

Fire Stations	Fire District /Agency	Area Served	Equipment	Personnel (number and title)	EMT Response Capabilities	Availability of ambulance services	Nearest Medical Facilities
Phelan CDF Station	CSA 38 (San Bernardino County)	SRA responsibility in the Phelan, Piñon Hills, Baldy Mesa and West Cajon Valley.	Type III Engine 3580	Seasonal staffing during fire season. One Captain and two firefighters minimum.	All personnel EMT qualified	None	Desert Valley Hospital in Victorville, St. Mary's Hospital in Apple Valley. Trauma Center is Arrowhead Regional or Loma Linda University
Baldy Mesa Station 16		Located just outside the eastern boundary of the plan area		Staffed by Paid Call Firefighters (PCF) employee's on-call. 100% of the Paid Call Firefighters (PCF) live in Baldy Mesa.			

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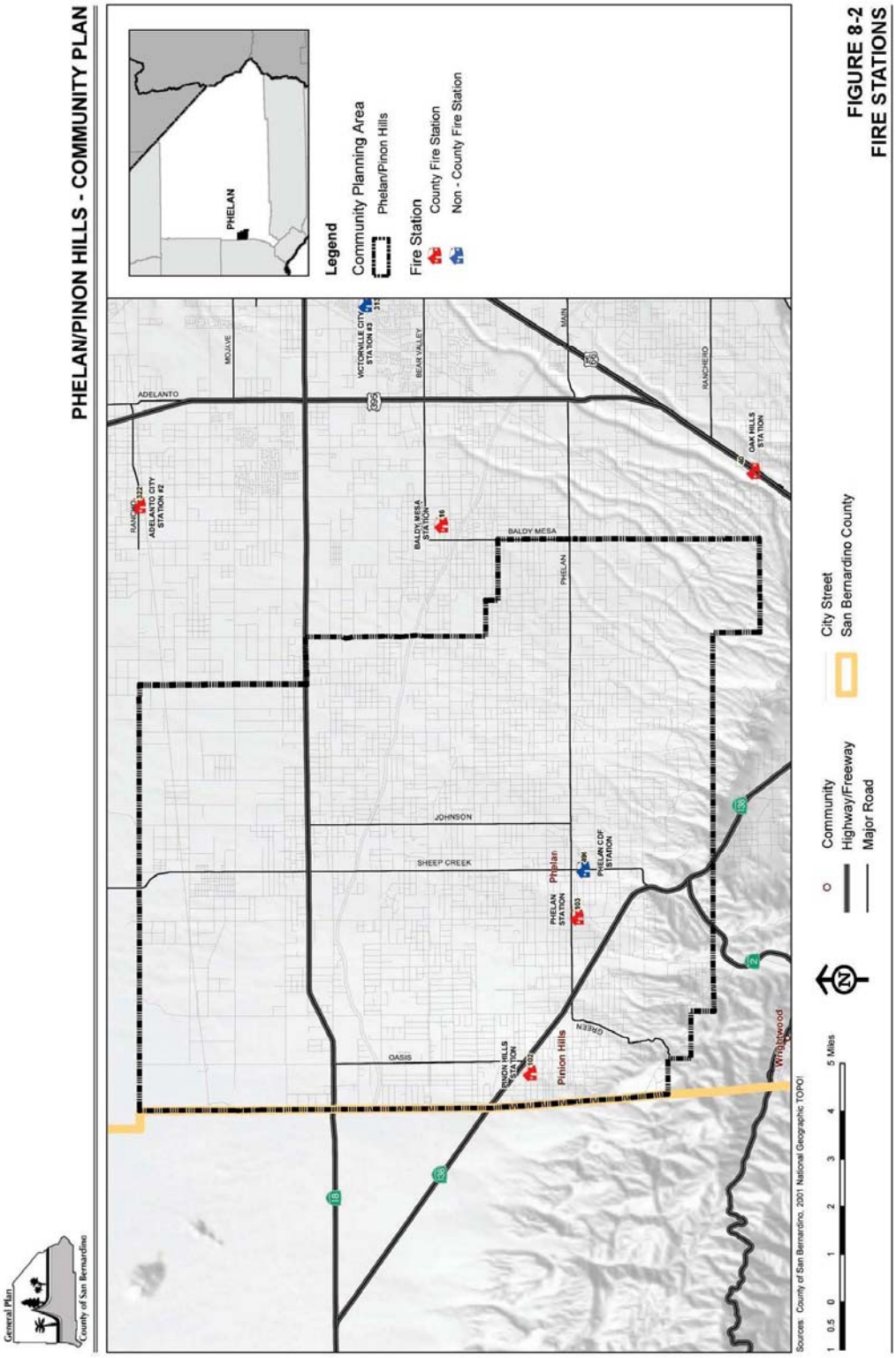

FIGURE 8-2
FIRE STATIONS

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B. Evacuation Routes

SR-2, SR-18 and SR-138 are designated as evacuation routes. Specific evacuation routes will be designated during an emergency in order to respond to the specific needs of the situation and circumstances surrounding the disaster and will be handled in accordance with the evacuation procedures contained within the County Emergency Management Plan.

C. Public Safety

Residents of the Phelan/Piñon Hills area expressed concerns regarding the lack of adequate law and code enforcement within their community. The Phelan Substation is located at 4050 Phelan Rd. To combat their concerns, residents believe that law and code enforcement services within the area should be increased.

PH8.2 GOALS AND POLICIES

Goal PH/S 1.	**Provide adequate fire safety measures to protect residents of the plan area.**

Policies

PH/S 1.1. The County Fire Department shall work with the community and appropriate local Fire Protection agencies to ensure that there is continued evaluation and consideration of the fire protection and fire service needs of the community commensurate with population growth.

Goal PH/S 2.	**Ensure that emergency evacuation routes will adequately evacuate all residents and visitors in the event of a natural disaster.**

Policies

PH/S 2.1 The County Fire Department shall work with the Public Works Department and Caltrans to ensure that an adequate road system and proper access are provided to ensure safe and efficient evacuation for residents and visitors of the desert communities.

Goal PH/S 3.	**Ensure a safe living and working environment for residents of Phelan/Piñon Hills by providing adequate law enforcement and code enforcement services.**

Policies

PH/S 3.1 The County Sheriff's Department shall assess the level of crime, response times, and overall law enforcement services provided to the community, and shall investigate the feasibility of improving the level of law enforcement services to the community.

PH/S 3.2 Improve code enforcement within the plan area, recognizing that enforcement actions are intitiated on a complaint basis.

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9 ECONOMIC DEVELOPMENT

PH9.1 INTRODUCTION

As has been repeated throughout the various elements included within this community plan, one of the most important goals of the Phelan/Piñon Hills community is to protect their rural desert character. It will be important to ensure that future development protects and enhances the natural resources, scenic beauty and character in order to continue to appeal to both residents and visitors.

In input gathered from residents, there was a desire for increased opportunities for home-based businesses within the plan area. Residents feel that home-based businesses are one way to ensure protection of the rural character while also providing needed services. Residents have also recommended an increase in light industry to help promote job growth within the plan area. However, residents want to ensure that future development is unobtrusive and complements the character of the community.

PH9.2 GOALS AND POLICIES

It is important to note that some of the key issues and concerns identified in Section 9.1 are also addressed in other elements of the community plan.

Goal PH/ED 1.	**Promote economic development that is compatible with the rural desert character of the Phelan/Piñon Hills community.**

Policies

PH/ED 1.1 Support commercial and light industrial developments that are of a size and scale that complement the natural setting, are compatible with surrounding development and enhances the rural character.

PH/ED 1.2 Promote the expansion of home-based businesses within the plan area. This may be accomplished by the following:

A. Explore alternative provisions for home-based businesses that are compatible with the rural nature of the plan area. This may allow for relief from certain requirements in the event that the business will provide an overall benefit or needed service to the community and that the use is compatible and/or adequately buffered from adjacent uses.

B. Reevaluate the current permit process, development code standards and permit fees applicable to home-based businesses to ensure that the process is clear, reasonable and is not cost prohibitive.

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10 IMPLEMENTATION

OVERVIEW

The Community Plan, as part of the General Plan, provides goals and policies intended to guide development in a specific area over the next 25 years. To that end, Community Plans translate broad statements from the General Plan into specific actions designed to direct the physical development and public improvements within the given specific geographical area. Because the Community Plan is part of a long-range plan, the expectation is that some policies will be implemented immediately following the adoption of the General Plan while others will be initiated 10 to 15 years later. Therefore, it is important that key implementation priorities are established and subsequently monitored through a regular, but adaptable annual report process.

The overarching goal in the Phelan/Pinon Hills Community Plan is to maintain the character of the community. While the individual community plans have unique features, they also include common policies set forth in the General Plan. The most critical of these policies relate to two issues; (a) maintaining the existing balance of land uses; and (b) ensuring the adequacy of infrastructure and public services to attend to existing and future development. Implementation of policies related to these two issues shall be treated as priorities and shall be monitored by the annual report.

IMPLEMENTATION APPROACH

CAPITAL IMPROVEMENT PROGRAM (CIP)

The County annually prepares a budget for available capital improvement funds, before reviewing all policies important to the development of the various communities. The CIP must then reconcile all competing interests for the budgeted funds. Implementation for many of the policies established in the Community Plan will be contingent upon available County funding. Other policies are considered ongoing and will be incorporated or are already incorporated in everyday activities by various County departments.

NEW POLICIES AND ORDINANCES

Implementation measures include existing ordinances and procedures as well as recommended amendments to these measures. Recommendations for new policies and ordinances can promote the implementation of General Plan measures by further clarifying them in respect to the Community Plan area.

SITE PLAN REVIEW PROCESS

Site Plan Reviews are required for all new developments. Concurrency issues of a development are reviewed with the site plan to ensure that the level of service for all public facilities will be adequate prior to, or concurrent with the new development. A Site Plan is approved only when its components are in compliance with all zoning and land development requirements.

PROGRESS REPORTING

The Community Plan identifies numerous policies that range from area specific to regional and countywide. It is important that implementation of these policies be monitored. In fact, the State requires an annual report on the status of the General Plan and its implementation. The first purpose of the progress report is to inform the County's Board of Supervisors on the status of implementing the County's General Plan, including the Community Plans. Secondly, the progress report also provides a means to review the General Plan and determine if changes need to be made to the Plan or its implementation. Finally, the progress report serves as a method to regularly monitor the effectiveness of the General Plan.

California Government Code Section 56400(b)(1) mandates that all non-charter cities and counties submit an annual report to their legislative bodies discussing the status of the General Plan and progress in its implementation. Copies of this progress report must be sent to the Governor's Office of Planning and Research (OPR) and the Department of Housing and Community Development (HCD). Organization of the report and determination of the relevant issues to include in the County's annual progress report may be modified from year to year and adapted to incorporate new sources of information, changes in funding sources, and available staff resources. Pursuant to Government Code Section 56700, charter cities are exempt from the progress reporting requirements.