



City of Victorville

General Plan 2030

Development Department
Planning Division

City of Victorville General Plan 2030

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Introduction



INTRODUCTION

ABOUT THE CITY OF VICTORVILLE



The City of Victorville is at an exciting crossroads. During the forty years that it has been a City, Victorville has grown from a community of 8,110 residents and an area of 9.7 square miles to a community of 107,221 residents and an area of 74.16 square miles. It has become the major business and commercial center for the Victor Valley. Yet it is still a young city, with tremendous opportunities for continued growth and prosperity ahead.

Incorporated as a general law city in September 21, 1962, Victorville began its transition to a modern day community in about 1885, known then as the “Town of Victor” after Jacob Nash Victor, a construction superintendent for the California Southern Railroad (Santa Fe Railroad). Victor established the town around the original railroad station, which was built approximately one mile northwest of the narrows of the Mojave River. With its abundance of potable water and rich bottom lands, new town residents established farms and agricultural production prospered. By 1901, the town was renamed “Victorville”, and large deposits of limestone and granite brought cement manufacturing to surrounding areas. During World War II, Victorville Army Airfield, later renamed George Air Force Base, was constructed. At its peak capacity, the base employed approximately 6,000 civilian and military personnel. The base was deactivated on December 15, 1992; and on July 21, 1993, it was annexed into the City and has since been developed as the Southern California Logistics Airport (SCLA).

City residents recently voted to approve a change from a general law city to a charter city, which became effective July 18, 2008. A charter will give the city leaders more flexibility in running the city, rather than what is required under California Government Code. Some benefits of a charter which led to its proposal include not having to pay prevailing wages and the ability to accept bids by taking other considerations outside of the lowest cost.

REGIONAL LOCATION

The City of Victorville is located in southwestern San Bernardino County, in the geographic sub-region of the southwestern Mojave Desert known as the Victor Valley and commonly referred to as the “High Desert” due to its approximate elevation of 2,900 feet above sea level. The Victor Valley is separated from other urbanized areas in Southern California by the San Bernardino and San Gabriel mountains. The City’s regional location is shown in Figure 1. Although the City is separated from larger urbanized areas of Southern California, it is easily accessible via Interstate 15, U.S. Highway 395, California State Highway 18 and historic Route 66.

ABOUT THE GENERAL PLAN

In California, every city must adopt “a comprehensive, long term general plan” (§65300). The General Plan must cover a local jurisdiction’s entire planning area and address the broad range of issues associated with the city’s development. The General Plan is the city’s constitution or blueprint for its long-range physical development.

Through this General Plan, Victorville looks ahead to its next twenty years. It defines a path that recognizes the City’s many as-



Figure 1
City of Victorville Vicinity Map

sets, including its established presence as the commercial hub of the High Desert, the SCLA and logistics industry, and its abundant supply of affordable land. The General Plan addresses the critical issues that will shape Victorville's future, specifically:

- The optimum type and mix of land uses that will both secure its economic solvency and maintain a high quality of life.
 - Transportation systems needed to accommodate planned growth.
 - Infrastructure systems need to accommodate planned growth.
 - Important natural resources to be protected and integrated with planned growth.
- The community facilities needed to accommodate planned growth.
 - The community amenities needed to provide a balanced and pleasing place to live, work, shop, play and learn.

ORGANIZATION OF THE PLAN

This General Plan incorporates the following seven elements mandated by State Government Code (Section 65302):

- Land Use Element
- Circulation Element
- Housing Element
- Noise Element

- Safety Element
- Resource Element (incorporating two of the mandated elements, Open Space and Conservation.

PLAN CONSISTENCY

General Plan consistency is probably the single most important consideration surrounding the General Plan. Without consistency, there is little chance of the Plan working. The consistency requirement has five dimensions:

1. **Equal Status Among Elements:** All elements of the general plan have equal legal status.
2. **Consistency Between Elements:** All elements of a general plan must be consistent with one another.
3. **Consistency Within Elements:** Each element's data, analyses, goals, policies, and implementation programs must be consistent with and complement one another. Established goals, data, and analysis must form the foundation for any ensuing policies.
4. **Area Plan Consistency:** All principles, goals, objectives, policies, and plan proposals set forth in an area or community plan must be consistent with the overall general plan.
5. **Text and Diagram Consistency:** The

general plan's text and its accompanying diagrams are integral parts of the plan. They must be in agreement.

PARTS OF A GENERAL PLAN

Each element of the General Plan begins with a Vision Statement describing the purpose of the element and the future vision it seeks to achieve. Next, a brief summary highlighting the major issues addressed by the element are present.

The body of each element is comprised of text describing goals, objectives, policies and implementation measures, as well as a set of maps and diagrams. These parts, described below, work together to paint a picture of the community's future development.

- **Goal:** A goal is a general direction-setter. It is an ideal future end related to the public health, safety, or general welfare.
- **Objective:** An objective is a specified end, condition, or state that is an intermediate step toward attaining a goal. It should be achievable and, when possible, measurable and time-specific. An objective may pertain to one particular aspect of a goal or it may be one of several successive steps toward goal achievement. Consequently, there may be more than one objective for each goal.
- **Policy:** A policy is a statement that guides decision-making and action. It indicates a commitment of the local legislative body to a particular course of

action. A policy is based on and helps implement a General Plan's objectives.

- **Implementation Measure:** An implementation measure is an action, procedure, program, or technique that carries out General Plan policy. Each policy must have at least one corresponding implementation measure.

AMENDMENT OF THE PLAN

Amending the General Plan requires compliance with certain provisions of the State Government Code. The General Plan must be amended in the same manner as its original adoption: by resolution of the City Council upon recommendation by the Planning Commission.

The City may adopt no more than four amendments per element per year. However, this limitation does not apply under the following conditions, which could be applicable to Victorville:

- Optional elements
- Amendments requested and necessary for affordable housing
- Any amendment necessary to comply with a court decision in a case involving the legal adequacy of the General Plan
- Amendments after January 1, 1984, to bring a General Plan into compliance with an airport land use plan.

In addition, the State of California recognizes the dynamic nature of the General Plan and provides for periodic review of the document to ensure that it is consistent with the conditions, values, expectations and needs of the community. This is necessary because all development proposed within the community must be consistent with the General Plan and that is a key part of the project's analysis. The City annually prepares a General Plan Progress Report detailing the status of the General Plan and progress in its implementation. The annual progress report assists the City in determining the ongoing effectiveness of the General Plan and identifying necessary "course adjustments" to land use and environmental goals, policies and implementation measures. The State requires update of the Housing Element portion of the plan every five years.

Land Use Element



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Land Use Element

PURPOSE OF THIS ELEMENT

The Land Use Element functions as a guide to the ultimate pattern of development for Victorville, both within its incorporated boundaries and sphere of influence.

As required by Section 65302(a) of the state Government Code, this Land Use Element describes the proposed general distribution, location and extent of land uses within the City of Victorville, as well as their relationship to the all elements of the General Plan. Specifically, this Land Use Element addresses the following issues:

1. Distribution of housing, business, and industry
2. Distribution of open space, including agricultural land
3. Distribution of mineral resources and provisions for their continued availability
4. Distribution of recreation facilities and opportunities
5. Location of educational facilities
6. Location of public buildings and grounds
7. Location of future solid and liquid waste facilities
8. Identification of areas subject to flooding
9. Other categories of public and private uses of land

RELATIONSHIP TO OTHER ELEMENTS

The Land Use Element is the driving element in the General Plan, to which all the Elements must relate. Because it establishes the type, intensity and pattern of land uses, it inherently shapes housing, transportation, noise, air quality, infrastructure, public services, natural resources, safety, open space and recreation. For example, the Land Use Element provides for a wide variety of residential dwelling unit densities, allowing for a diversity of housing unit types and sizes that will ultimately be priced to accommodate the needs of all community households. In turn, the Housing Element builds its policies and programs from this land use information.

This land use information also dictates the Circulation Element local transportation network as well as the distribution of public utilities such as water, electricity, natural gas, sewer, and telephone and cable lines. Flood plain areas identified in the Resource Element are designated as Open Space in the Land Use Element.

Although the Land Use Element seeks to separate hazards and noise emitting uses from sensitive uses, such as residential and schools, this does not always occur. Therefore, noise impacts as addressed in the Noise Element, are considered when individual projects consistent with the Land Use Element are reviewed to ensure negative impacts do not occur. For example, if noise impacts from an existing source would create a negative impact on a proposed residential development, the residential development must incorporate noise reducing mitigation measures prior to its approval and development. Similarly, the Safety Element contains policies to ensure that existing and potential hazards are considered in future land use decision-making processes. Because of this close inter-relationship of General Plan Elements, each of the Ele-

ments have equal legal status under State law.

OTHER LAND USE REGULATORY DOCUMENTS

The General Plan establishes the long-range direction, or blueprint, for the City. Several regulatory mechanisms are used to implement the General Plan on a day-to-day basis:

Zoning Code

The Land Use Element establishes the primary basis for the City's Zoning Code. As required by Government Code Section 65860, zoning must be consistent with the General Plan. An action, program, or project is consistent with the General Plan if, considering all its aspects, it will further the objectives and policies of the General Plan and not obstruct their attainment.

The Zoning Code translates the land use designations provided in the Land Use Element into detailed descriptions of permitted uses, development standards and other regulations intended to implement the General Plan.

Specific Plans

Specific plans also are required to conform to the General Plan. Specific Plans typically serve as both General Plan and zoning document for a particular area, providing more focused guidance and regulation. They generally include a land use plan, circulation plan, infrastructure plan, development standards, design guidelines, phasing plan, financing plan, and implementation plan.

Subdivision Ordinance

The Victorville Subdivision Ordinance ensures that all subdivisions within the City

are designed with the infrastructure necessary to support the proposed development, including road access, drainage, parks, school sites, utilities and related easements, and lot size and configuration.

Redevelopment Plans

Redevelopment Plans are tools for implementing the provisions of the General Plan. Through redevelopment, cities are empowered to participate in various programs and activities aimed at turning blighted, deteriorating areas into revitalized, productive community assets. Pursuant to State of California Community Redevelopment Law, Redevelopment Plans also are required to be consistent with General Plan land use policies.

Victorville currently manages 3 Redevelopment Plans. These include the following:

- Bear Valley Road Redevelopment Project Area
- Old Town/Midtown Redevelopment Project Area
- Victor Valley Redevelopment Project Area

VISION – LAND USE

Good land use planning balances the community's vision with its physical attributes and constraints. This Land Use Element considers both Victorville's physical attributes and constraints as it lays the foundation for the City's future. Through its goals, objectives, policies and implementation measures, this element envisions a Victorville that has each of the following characteristics:

1. A balance of jobs and housing
2. High quality development
3. A balanced distribution of public and private land uses
4. Smooth transition between land use intensities
5. Separation of incompatible uses and integration of complementary ones
6. Attractive, secure neighborhoods
7. A mix of residential neighborhoods in terms of housing type and densities
8. Attractive amenities, such as parks, schools, community centers and open space
9. Large and medium-sized retail development concentrated along major arterial intersections
10. Mixed use development that locates multifamily housing adjacent to retail development
11. Lifestyle center development that combines retail with office, cultural, entertainment and residential uses
12. Industrial development near free-way and rail access
13. Annexation of areas presently within the City sphere of influence and expanding the sphere northward
14. Locations for commercial uses with strong vehicular and pedestrian access
15. Locations for institutional uses with strong vehicular and multimodal access

LAND USE PLAN

The Land Use Plan describes graphically the proposed, location of these land use designations. (Reference Figure LU-1, *General Plan Land Use Map*.) The Land Use Plan is supported by Table LU-1, *General Plan 2030 Land Uses by Acres*; and Table LU-2, *General Plan 2030 Land Use Designation Descriptions*.

Table LU-1

**GENERAL PLAN 2030 LAND USES BY AMOUNT OF ACREAGE
AND PERCENT OF ACREAGE**

Land Use Category	General Plan 2030 Acres
Very Low Density	8,097
Low Density	26,968
Medium Density	510
High Density	2,255
Mixed Density	78
Subtotal Residential	37,908
Office Professional	393
Commercial	6,685
Subtotal Commercial	7,078
Light Industrial	5,220
Heavy Industrial	1,501
Subtotal Industrial	6,721
Mixed Use-High Density	609
Public/Institutional	1,200
Open Space	22,348
Subtotal Public Institutional & Open Space	24,157
Specific Plan	23,042
TOTAL ACREAGES	98,906
Percent of Residential to Total Acres	38%
Percent of Commercial to Total Acres	7%
Percent of Industrial to Total Acres	7%
Percent of Public Institutional & Open Space to Total Acres	25%
Percent of Specific Plan to Total Acres	23%

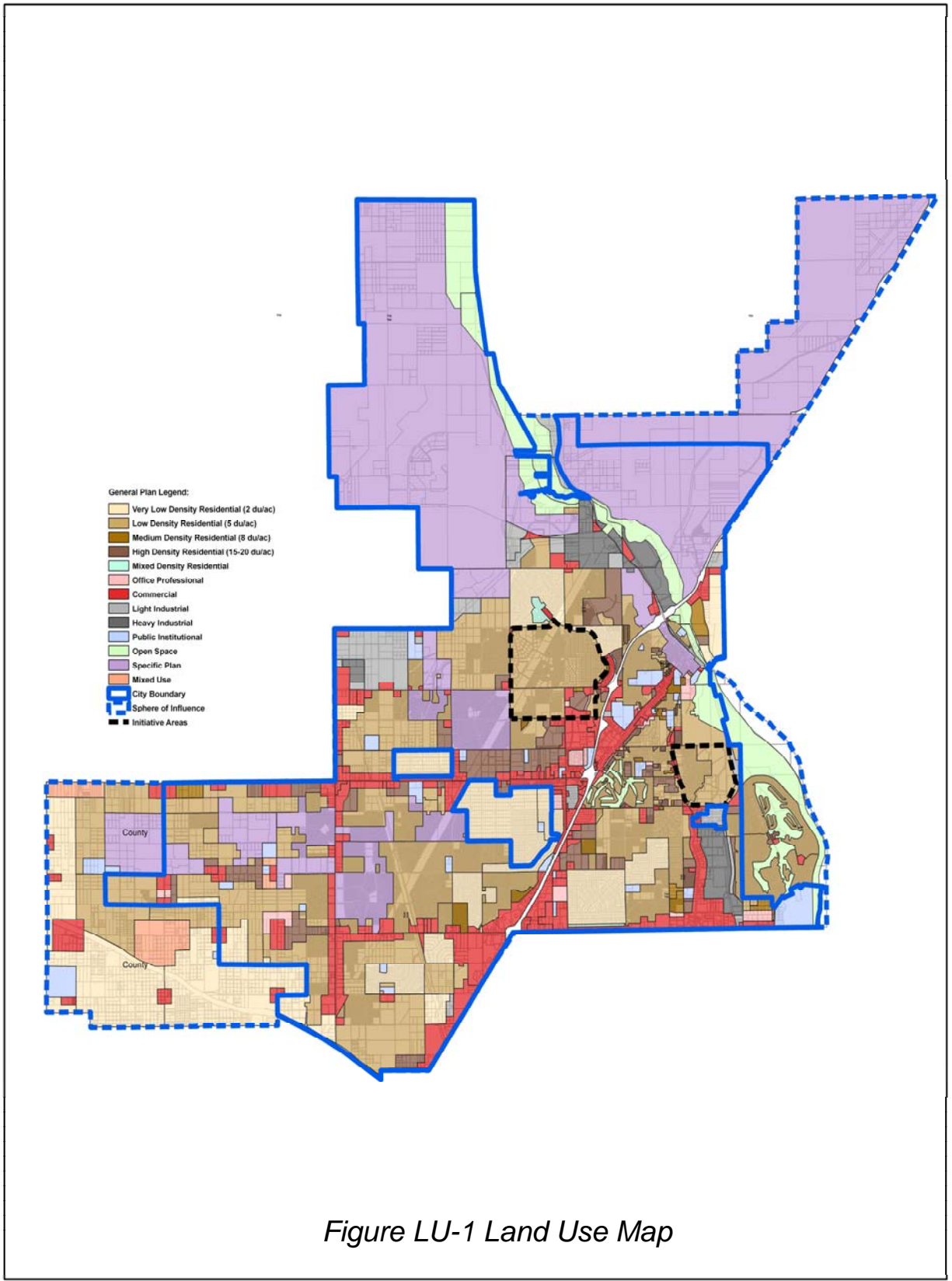


Figure LU-1 Land Use Map

LAND USE DESIGNATIONS

Physical development in the City of Victorville is classified according to land use type such as residential, mixed use, commercial, or industrial. Each land use classification, or designation, is defined in Table LU-2 in terms of permissible uses and intensity of physical development.

Table LU-2 GENERAL PLAN 2030 LAND USE DESIGNATION DESCRIPTIONS		
Designation	Definition	Development Standards
RESIDENTIAL [1]		
Very Low Residential (VLR)	This category of residential land use is characterized by single-family detached homes located on lots with a minimum area of one half acre which allows for a maximum density of two dwelling units per acre.	2 du/ac*; maximum height of a principal building is 30 feet and 25 feet for an accessory; maximum lot coverage is 40%
Low Density Residential (LDR)	This residential land use category is characterized by single-family detached residential development.	5 du/ac; maximum height of a principal building is 30 feet and 20 feet for an accessory; maximum lot coverage is 40%
Medium Density Residential (MEDR)	Residential development in this category is typified by attached townhome units or garden type multifamily development.	8-12 du/ac; maximum height of a principal building is 30 feet and 20 feet for an accessory; maximum lot coverage is 40%
High Density Residential (HDR)	Residential development in the High Density Residential land use category corresponds to multiple family development characterized by apartments and condominiums.	12-20 du/ac; maximum height of principal building is 35 feet and 25 feet for an accessory; maximum lot coverage is 40%
Mixed Density (MDR)	This Mixed Density Residential land use category is intended to facilitate single-family infill development in the event that extraordinary developmental constraints, such as a lack of required sewer infrastructure, make the continued development of the permitted high-density uses impractical or infeasible. Residential development in the Mixed Density Residential land use category ranges from single-family detached units to multi-family attached units, such as apartments. The MDR (Mixed Density Residential) zone district corresponds to this General Plan land use designation.	1-15 du/ac for infill; maximum height is 35 feet; maximum lot coverage is 40%

¹Residential is permitted in certain areas when the underlying zone district is AE, Exclusive Agriculture.

**Table LU-2
GENERAL PLAN 2030 LAND USE DESIGNATION DESCRIPTIONS**

Designation	Definition	Development Standards
MIXED USE [2]		
Mixed-Use (MU)	This Mixed-Use High Density Residential land use category is intended to facilitate well integrated multi-family and commercial developments, located adjacent to retail development. Permitted mix of uses multi-family residential up to a density of 60 du/ac; retail, office, civic, open space and other similar uses as defined through the PUD process.	Maximum density 60du/ac; maximum lot coverage is 50%; maximum building height is 150 feet; residential may occupy 50% of the site area; requires PUD with open space elements and pedestrian linkages.
COMMERCIAL		
Commercial (COM)	This Commercial district corresponds to a wide range of retail commercial, service commercial, and office commercial activities.	Maximum height 120 feet. Maximum lot coverage is 40% - 60%.
Office Professional (OP)	The Office Professional district is established to provide for the location of offices for professional services and for business activities which involve a relatively low volume of direct consumer contact and to regulate such development. Limited retail and assembly that supports office/professional uses is permitted	Maximum site coverage is 50% of the area of the property. Maximum building height is 150 feet.
INDUSTRIAL		
Light Industrial (LI)	This category of land use is characterized by industrial development either located in industrial and/or business parks or in mixed-use areas. The main feature of industrial activities in this category is that they do not require any significant site or structure requirements that are so specialized that would limit future use of the structures and/or site by another industrial activity. There are two zone districts that implement the Light Industrial land use designation including the I.P.D. zone (Industrial Park District), and M-1 zone (Light Industrial).	The maximum development density for the IPD zone is governed by lot coverage requirements which permit structures to cover up to 60% of the total site area. The M-1 Zone District does not have a maximum lot coverage. The maximum building height within this land use district is 50 feet.

Table LU-2

GENERAL PLAN 2030 LAND USE DESIGNATION DESCRIPTIONS

Designation	Definition	Development Standards
Heavy Industrial (HI)	The Heavy Industrial land use category refers to industrial and manufacturing uses that are more specialized in nature and require special consideration in terms of use of the property as well as impacts on adjacent properties.	The maximum building height within this land use district is 50 feet. There is no maximum lot coverage.
PUBLIC, INSTITUTIONAL AND OPEN SPACE		
Public/Institutional (P-I)	This General Plan land use designation refers to those land uses and activities that are predominately used for public purposes or owned or operated by a public entity. Activities within this category include city and county buildings, public and private schools, colleges, and public utilities and city yards.	The maximum lot coverage for development in this category is 40%. The maximum building height within this land use district is 50 feet.
Open Space (OS)	The Open Space land use designation refers to: land that is to remain undeveloped due to severe development constraints, lake or river bodies and floodplains; and reserved public open space in parks and golf courses. The purpose of this district is to provide for the protection of the public health, safety and general welfare in those areas of the city which, under present conditions, are subject to periodic flooding and accompanying hazards and to conserve natural resources of benefit to the general public interest.	In the Open Space district, areas outside the flood plain are permitted one single family dwelling is allowed on a five acre minimum lot and agricultural uses.
SPECIFIC PLAN		
Specific Plan	The land use policy provides for a number of specific plans within the city. The specific plans identify the location, extent, and density of new development and also indicate specific development standards that are applicable.	All land use regulations and development standards shall be those as set forth in the adopted specific plan.
<p><u>Notes:</u></p> <p>[1] No institutional or commercial uses permitted in any residentially designated districts, including VLR, LDR, MEDR, HDR, MDR.</p> <p>[2] No institutional uses permitted in the MU district.</p> <p><u>Abbreviations:</u></p> <p>* du/ac = dwelling unit per acre</p>		

LAND USE DEVELOPMENT INTENSITY

The type and amount of physical development that could occur in the City is governed by the *General Plan Land Use Map* and the densities promulgated in Table LU-2, *General Plan Land Use Designations*. Table LU-3

Land Use Acreage Designations by Acreage and Development Intensity – City Boundaries, projects the development intensity, including the maximum amount of dwelling units and employment square footage, that could occur in the City’s currently incorporated boundaries. Table LU-4, *Land Use Acreage Designations by Acreage and Development Intensity – Existing Sphere*, projects the development intensity, including the maximum amount of dwelling units and employment square footage, that could occur in the City existing sphere of influence. Table LU-5, *Land Use Acreage Designations by Acreage and Development Intensity – Proposed Sphere (Northern Expansion Area)*, projects the development intensity of the Land Use Plan, including the maximum amount of dwelling units and employment square footage, that could occur in the proposed Northern Expansion Area. Table LU-6, *Land Use Acreage Designations by Acreage and Development Intensity – City Boundaries + Existing Sphere + Proposed Sphere (Northern Expansion Area)*, projects the development intensity of the Land Use Plan, including the maximum amount of dwelling units and employment square footage, that could occur in the City, inclusive of both the City’s currently incorporated boundaries, the existing SOI and the proposed SOI.

Table LU- 3
Land Use Acreage Designations by Acreage and Development Intensity
CITY BOUNDARIES

	Acres	Square Feet	Total Dwelling Units	Single Family Units	Multi-family Units
Very Low Density Residential	3,280		3,071	3,071	
Low Density Residential	13,967		26,151	26,151	
Medium Density Residential	525		2,212		2,212
High Density Residential	2,242		15,742		15,742
Mixed Density Residential	78		183	183	
Mixed Use	47	32,927	715		715
Commercial	5,108	7,164,574			
Office Professional	352	470,541			
Light Industrial	1,235	2,078,061			
Heavy Industrial	1,228	2,067,592			
Open Space	2,211		243		
Public Institutional	964	1,081,239			
Specific Plan	15,556	4,835,282	36,674	19,509	17,165
TOTALS	46,791	17,730,215	84,746	48,913	35,833

Table LU-4
Land Use Acreage Designations by Acreage and Development Intensity
EXISTING CITY SPHERE OF INFLUENCE

	Acres	Square Feet	Total Dwelling Units	Single Family Units	Multi-family Units
Very Low Density Residential	4,786		4,624	4,624	
Low Density Residential	2,384		4,497	4,497	
Medium Density Residential	0				
High Density Residential	14		98		98
Mixed Density Residential	0				
Mixed Use	562	1,407,692	8,549		8,549
Commercial	400	1,999,853			
Office Professional	0	-			
Light Industrial	198	1,216,503			
Heavy Industrial	5	-			
Open Space	1,202				
Public Institutional	267	1,068,766			
Specific Plan	5,423	5,976,041	12,692	6,752	5,940
TOTALS	15,241	11,668,853	30,461	15,873	14,588

Table LU-5

**Land Use Acreage Designations by Acreage and Development Intensity
PROPOSED SPHERE OF INFLUENCE – NORTHERN EXPANSION AREA**

	Acres	Square Feet	Total Dwelling Units	Single Family Units	Multi-family Units
Very Low Density Residential					
Low Density Residential	10,604		20,884	20,884	
Medium Density Residential					
High Density Residential					
Mixed Density Residential					
Mixed Use					
Commercial	1,115	7,547,663			
Office Professional					
Light Industrial	3,800	22,827,655			
Heavy Industrial	343	2,062,951			
Open Space	18,934				
Public Institutional					
Specific Plan	2,049		1,345	1,345	
TOTALS	36,845	33,628,525	23,411	22,228	

Table LU-6					
Land Use Acreage Designations by Acreage and Development Intensity					
GENERAL PLAN 2030					
CITY BOUNDARIES + EXISTING SPHERE OF INFLUENCE + PROPOSED SPHERE OF INFLUENCE (NORTHERN EXPANSION AREA)					
	Acres	Square Feet	Total Dwelling Units	Single Family Units	Multi-family Units
Very Low Density Residential	8,097		7,695	7,695	
Low Density Residential	26,968		51,532	51,532	
Medium Density Residential	510		2,212		2,212
High Density Residential	2,255		15,840		15,840
Mixed Density Residential	78		183	183	
Mixed Use	609		9,264		9,264
Commercial	6,685	1,525,287			
Office Professional	393	35,135,280			
Light Industrial	5,220	1,680,504			
Heavy Industrial	1,501	31,465,805			
Open Space	22,348	-			
Public Institutional	1,200	4,930,332			
Specific Plan	23,042	24,435,162	51,891	27,604	24,287
TOTALS	98,906	99,172,369	138,617	87,014	51,603

LAND USE CATEGORIES

The primary categories of land uses permitted by the Land Use Plan consist of Housing, Business, Public Facilities and Institutional, Open Space and Specific Plan.

Housing

The Land Use Element provides for a wide variety of residential land use designations which provides a broad range of dwelling unit densities and allows for a diversity of housing unit types. Residential designations include: Very Low Residential, Low Density Residential, Medium Density Residential, High Density Residential, Mixed Density, and Mixed-Use Density. Within these designations, residential housing types vary from single family estate at a maximum density of 2 dwelling units per acre, to high-rise multifamily mixed-use development at a maximum density of 60 dwelling units per acre.

The majority of the Specific Plans in the City are primarily residential. Most of the Specific Plan dwelling units are single family detached. However, the number of dwelling units per acre varies considerably in the Specific Plans.

The development intensities presented in Tables LU-3 through LU-6 are intended as reasonable estimates of future development. Actual development densities may vary based particular design and zoning requirements, such as setbacks, landscape, and right of way. The potential development capacity of the Victorville community may be better estimated by determining its effective development capacity which assumes that a community will be developed to about fifty percent (50%) of its potential density. Therefore, if the effective development capacity is achieved, it is estimated that there

will be 138,617 dwelling units and, assuming an average household size of 2.94 persons per unit, 407,534 persons within Victorville by year 2030.

Business

The City of Victorville has historically been and continues to be the primary commerce center of the Victor Valley. The Land Use Element provides for a wide variety of businesses to locate or expand in the City. Designated business categories include both commercial and industrial, and consist of the following: Commercial, Office Professional, Light Industrial and Heavy Industrial. The Mixed-Use High Density designation allows for business components, including retail, office and civic.

Public/Institution uses are businesses, creating a variety of types of jobs, including those related to education, civic, and cultural operations. Open Space uses also may be business related, generating jobs operating golf courses or maintaining parks.

The Southern California Logistic Airport Specific Plan focuses on business related activities. It provides for airport and industrial land uses.

As depicted in Table LU-5, approximately 13,785 acres of land in Victorville is designated for directly business related development, including commercial, office and industrial development. Development of these business related land uses would generate approximately 118,794 jobs.

With 138,617 dwelling units projected by 2030, Victorville's expected 118,794 jobs to housing ratio balance of 0.86 to 1.0. Jobs/housing balance is based on the premise that commuting, the overall number of vehicle trips, and the resultant vehicle miles traveled can be reduced when sufficient jobs are available locally to balance the employment demands of the community and

when commercial services are convenient to residential areas. A jobs/housing balance of 0.86 to 1.0 means that there is less than one job in the City for every Victorville dwelling unit. While it is not likely that most employees of a local business will also live in the community, the fact that there are options for most Victorville workers to live in the City is an important component of the Victorville Land Use Plan.

Commercial

Approximately 6,623 acres of land area in the Planning Area allows for the development of Commercial land uses, including retail, office and professional and personal service. Additional commercial acreage is planned in the Mixed-Use and Specific Plans areas.

During the past decade, Victorville has been the dominant retail center for the Victor Valley. The City's taxable sales have been almost four times greater than that of its neighboring cities, and more than 50 % greater than San Bernardino County as a whole. This dominance is attributable to the City's strategic location along Interstate 15 and major arterials, and its large residential and employment population. To maintain this dominance in the future, commercial development should be concentrated at key nodes along major arterial roadways, particularly at arterial intersections and near freeway interchanges.

Industry

Approximately 6,810 acres in the Victorville Planning Area is designated with an industrial land use. Additional industrial acreage is planned in the Southern California Logistic Airport Specific Plan and the North Mojave Specific Plan area. Some of the significant industrial land uses occurring within the city include the Southern California Logistic Airport, which is creating a niche in the aircraft painting and maintenance sec-

tor, and distribution with the construction of a multi-modal rail facility. The City also provides space for the cement industry, glass manufacturing, paint manufacturing, and waste recycling.

Public Facilities / Institutional

The Land Use Element provides for 1,230 acres of public facilities and institutional uses. These uses provide important educational, civic and infrastructure services within the community.

Education Facilities

As the local population continues to grow, new schools will be necessary to accommodate additional students. Therefore, parochial, private, public or charter schools which satisfy the requirements of the compulsory education laws of the State can be allowed in areas designated as Very Low Density Residential, Low Density Residential, Medium Density Residential, High Density Residential or Public/Institutional. Prior to the development of a new school in the City, approval of a conditional use permit by the Planning Commission is required. As separate agencies with governing boards, each school district is responsible for determining the location and timing for construction of new schools. However, before a school district acquires property for its potential use as a school site the district must notify the City in writing pursuant to Public Resource Code Section 21151.2. The City will investigate the potential school site and report all findings and recommendations to the school district.

Numerous education facilities exist in the Victorville Planning Area which offer elementary through post-baccalaureate course work. Currently, there are 17 public elementary schools, 5 public junior high schools, 2 public high schools, a community college, and a university (extension) in the Planning Area.

Public Buildings and Grounds

Several public buildings and grounds exist in the Victorville Planning Area. The Civic Center designated land use area serves as the governmental core for the City of Victorville. This area contains local, county, state and federal government offices, as well as the courthouse. Other facilities such as the library, community centers, and parks are located throughout Victorville. Park facilities and their development are discussed in the Parks and Recreation Element.

Infrastructure

Infrastructure includes roadways, public utilities, water, and sewer and is generally installed as a function of development as it serves the development or is reasonably related to serving the development. Infrastructure facilities are discussed in the Circulation Element.

Solid and Liquid Waste Disposal Facilities

Non-hazardous solid waste generated in the Planning Area is currently deposited in the Victorville Landfill, which is operated by the County of San Bernardino. This landfill is located at 17080 Stoddard Wells Road in the northeastern quadrant of the City, and designated in the Land Use Plan as 'Specific Plan'. This designation ensures that any development in the northeast quadrant will be planned in consideration of surrounding properties, and that required infrastructure will be master planned with adjoining areas.

The Victorville Landfill property area is approximately 491 acres in total, with an approximately 80-acre parcel currently in use for landfill operations. The 80-acre parcel includes 67 acres that are in active use for land filling, a 7-acre expansion area that was formerly used as septic ponds, and 6 acres of former "borrow pit" (excavation

area) which had been used to generate daily cover for refuse. Due to future development plans in the North Mojave specific plan area, the City is working towards an alternative location for the County landfill.

Liquid waste disposal in the Planning Area is primarily handled by the Victor Valley Water Reclamation Plant (VWVRA). The VWVRA is the primary liquid waste disposal facility serving the Planning Area. The reclamation plant is located at 20111 Shay Road on an approximately 300 acre site, and designated in the Land Use Plan as 'Open Space'.

The VWVRA was originally formed by the Mojave Water Agency to help meet the requirements of the federal Clean Water Act and provide wastewater treatment for the growing area. The VWVRA is now a joint powers authority and public agency of the state of California. The regional treatment plant is currently capable of treating a portion of the flow to a tertiary level and the remaining flow to a secondary level for percolation. A majority of the highly treated wastewater is discharged into the Mojave River Basin and a smaller amount is currently used to irrigate landscaping at the treatment plant and the nearby Westwinds Golf Course.

The Resource Element provides further information on waste disposal options/facilities.

Open Space

Section 65560 of the Government Code states: "Open space land is any parcel or area of land or water which is essentially unimproved and devoted to an open-space use..." Open space is used for the preservation of natural resources, managed production of resources, outdoor recreation, and public health and safety. Approximately 22,348 acres of the Planning Area has been designated as Open Space or equiva-

lent, which includes land used for golf courses, lakes, flood plains, and parks. The Resource Element provides a discussion of Victorville's open space resources.

Flooding

The Victorville Planning Area is located on top of a gently sloping alluvial fan situated to the northeast of the San Bernardino Mountains. Local hydrology is dominated by the Mojave River which drains the mountainous areas located to the south. Several smaller intermittent streams located within the Planning Area drain into the Mojave River. The Federal Emergency Management Agency through the National Flood Insurance Program has identified and mapped those areas of Victorville that are at risk due to periodic flooding. The resulting Flood Insurance Rating Map (FIRM) is designed for flood insurance and flood plain management applications. The "FIRM" map includes flood zone designations which refer to specific areas which may be subject to flooding based on engineering and hydrologic studies. The map identifies 100-year and 500-year flood plains, floodways, location of selected cross-sections used in the hydrologic studies, and the anticipated floodwater depths. Portions of the Planning Area which are located in flood plains have been designated as Open Space. The Safety Element provides further information on flooding.

Specific Plans

The Land Use Element provides for Specific Plans, which allow for a wide variety of residential and business uses to locate or expand in the City. A Specific Plan identifies the location, extent, and density of new development and also indicates specific development standards that are applicable. In the event that a Specific Plan is proposed for an area which exceeds existing residential densities or introduces changes in land use designations not provided for on

the Land Use Policy Map, a General Plan amendment will be required to designate the area as 'Specific Plan' and to establish the development limits for the Specific Plan.

Victorville currently has 14 Specific Plans, governing land use development in designated areas throughout the City. However, the Midtown and Southdown Industrial specific plans are proposed for deletion and therefore are not shown.



Industrial facility at Southern California Logistics Airport

Table LU-7
SPECIFIC PLAN AREAS

	<i>Land Use</i>	<i>Acres</i>
VISTA VERDE		
	<i>Residential</i>	
	Very Low Density	68
	Low Density	118
	Medium Density	275
	Total Residential	461
	<i>Non-Residential</i>	
	Commercial	36
	Park / School	23
	Total Nonresidential	59
	TOTAL	520
BRENTWOOD		
	<i>Residential</i>	
	Low Density	99
	Medium Density	232
	High Density	140
	Total Residential	471
	<i>Nonresidential</i>	
	Commercial	23
	School	7
	Open Space	90
	Roads	52
	Total Nonresidential	172
	TOTAL	643
MESA VERDE		
	<i>Residential</i>	
	Low Density	213
	Medium Density	275
	High Density	16
	Total Residential	504
	<i>Non Residential</i>	
	Commercial	48
	Industrial	21
	School	8
	Open Space	24
	Roads	47
	Total Nonresidential	148
	TOTAL	652

**Table LU-7
SPECIFIC PLAN AREAS**

FOXFIRE RANCH		
	<i>Residential</i>	
	Very Low Density	8
	Low Density	34
	Medium Density	152
	Total Residential	194
	<i>Non Residential</i>	
	Commercial	6
	School	10
	Open Space/Roads	18
	Total Nonresidential	34
	TOTAL	228
RANCHO TIERRA		
	<i>Residential</i>	
	Very Low Density	78
	Low Density	88
	Medium Density	77
	Total Residential	238
	<i>Non Residential</i>	
	Commercial	12
	Light Industrial	3
	Park	6
	Roads	21
	Total Nonresidential	42
	TOTAL	308
TALON RANCH		
	<i>Residential</i>	
	Low Density	52
	Medium Density	8
	Total Residential	238
	<i>Non Residential</i>	
	Commercial	19
	Open Space/Roads	38
	Total Nonresidential	42
	TOTAL	280

Table LU-7		
SPECIFIC PLAN AREAS		
THE CROSSINGS		
	<i>Residential</i>	
	Low Density	127
	Medium Density	209
	High Density	22
	Total Residential	358
	<i>Non Residential</i>	
	School/Park	12
	Open Space/Roads	74
	Total Nonresidential	86
	TOTAL	444
MOJAVE VISTAS		
	<i>Residential</i>	
	Low Density	100
	High Density	52
	Total Residential	158
	<i>Non Residential</i>	
	School/Park	18
	Open Space	39
	Total Nonresidential	65
	TOTAL	223
WEST CREEK		
	<i>Residential</i>	
	Low Density	198
	Medium Density	115
	Total Residential	313
	<i>Non Residential</i>	
	School	12
	Open Space/Roads	81
	Total Nonresidential	93
	TOTAL	406

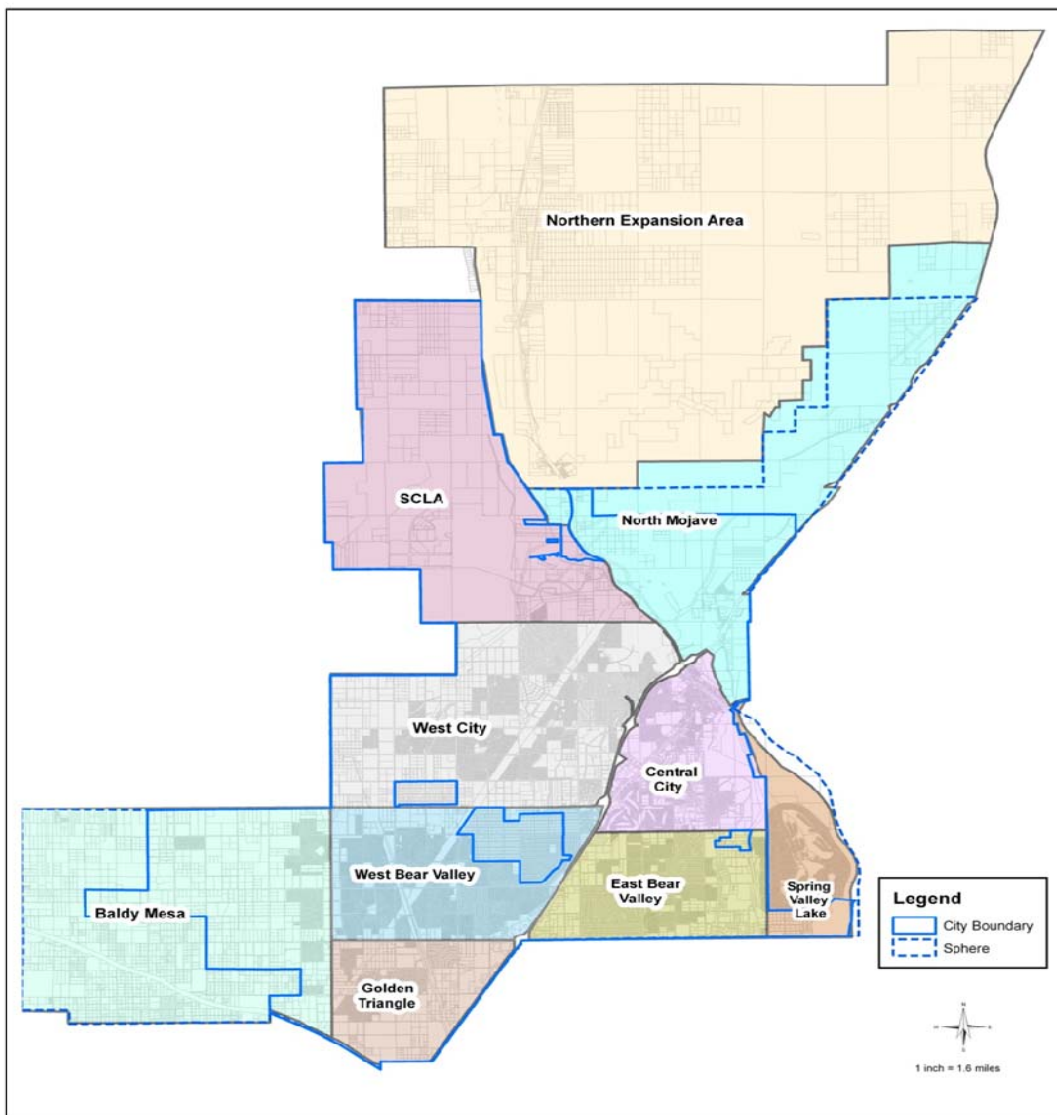
**Table LU-7
SPECIFIC PLAN AREAS**

OLD TOWN		
	<i>Residential</i>	
	Low Density	52
	High Density	20
	Total Residential	72
	<i>Non Residential</i>	
	Commercial	138
	Total Nonresidential	138
	TOTAL	210
SOUTHERN CALIFORNIA LOGISTICS AIRPORT (SCLA)		
	Open Space	350
	Business Park	1,160
	Industrial	4,773
	Airport & support facilities	2,120
	Runway protection zone	300
	Total Nonresidential	333
	TOTAL	9,036
DESERT GATEWAY (Draft estimates)		
	<i>Residential</i>	
	Very Low Density	1,042
	Low Density	1,575
	Medium Density	789
	High Density	333
	Mixed-Use	500
	Total Residential	4,239
	<i>Non Residential</i>	
	Commercial	438
	Light Industrial	965
	Public / Institutional	640
	Open Space	3,850
	Total Nonresidential	5,893
	TOTAL	10,132
Notes:		
1) Acreages are approximate		
2) Dwelling units are maximum		
3) Commercial includes retail and office.		

PLANNING AREAS

Land Use by Density and Square Footage

Given the wide range of development which presently exists and what is anticipated, the diversity of the natural environment within the Victorville Planning Area, and the large area governed by the General Plan, the City and sphere of influence areas are divided into ten Planning Areas. The boundaries of the ten Planning Areas were delineated using topographic features, man-made features, and land use characteristics. The Planning Areas are indicated in Figure LU-2 and in the individual Planning Area land use maps as identified in Figures LU-3 through LU-12.



City of Victorville - Development Department - 11/25/08 BD

Figure LU-2 Planning Area Map

The Planning Areas are as follows:

Baldy Mesa Planning Area: Includes incorporated and unincorporated sphere of influence land west of U.S. Highway 395 and south of Palmdale Road. Boundaries and acreages by land use are depicted in Figure LU-3.

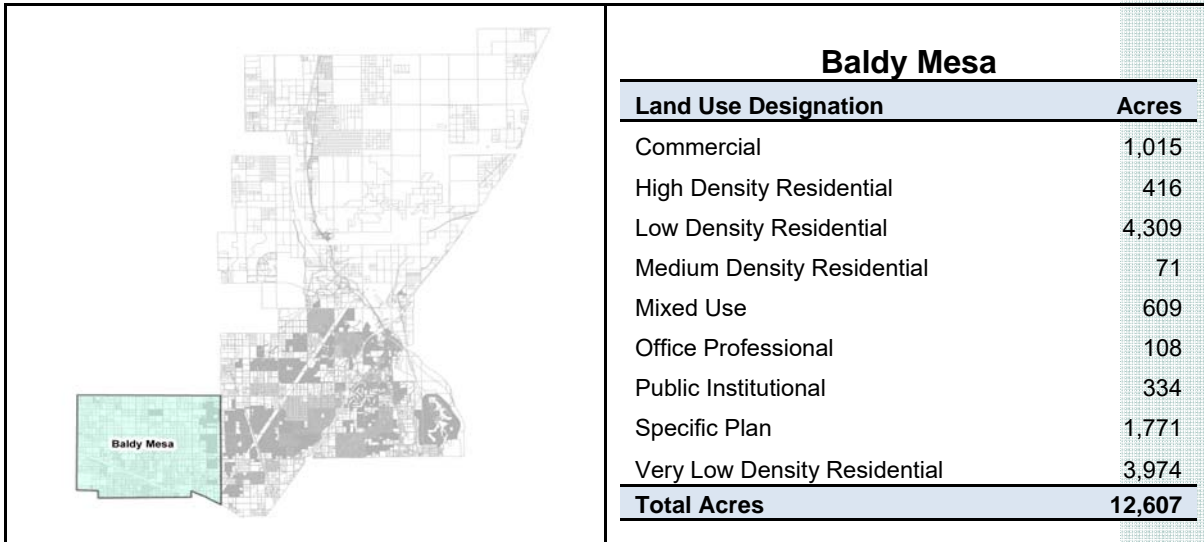


Figure LU-3. Baldy Mesa Planning Area

Central City Planning Area: Includes land east of Interstate 15, north of Yates Road/Green Tree Boulevard, west of the Burlington, Northern and Santa Fe railroad line, and south of the Mojave River. Boundaries and acreages by land use are depicted in Figure LU-4.

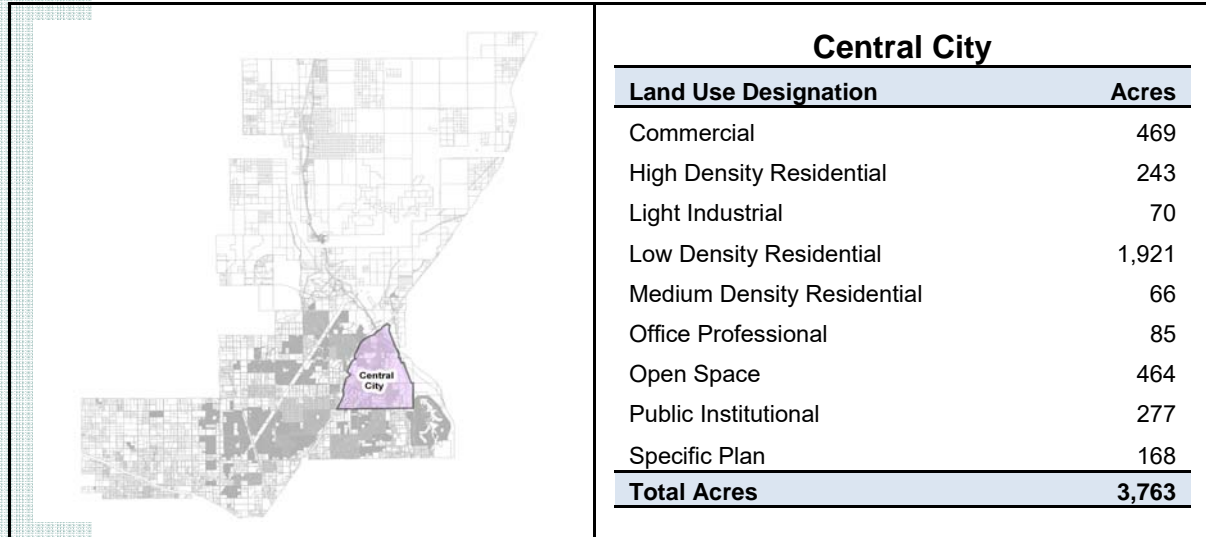


Figure LU-4. Central City Planning Area

East Bear Valley Planning Area: Includes land east of Interstate 15, north of Bear Valley Road, west of the Ridgecrest Road, and south of Yates Road/Green Tree Boulevard. Boundaries and acreages by land use are depicted in Figure LU-5.

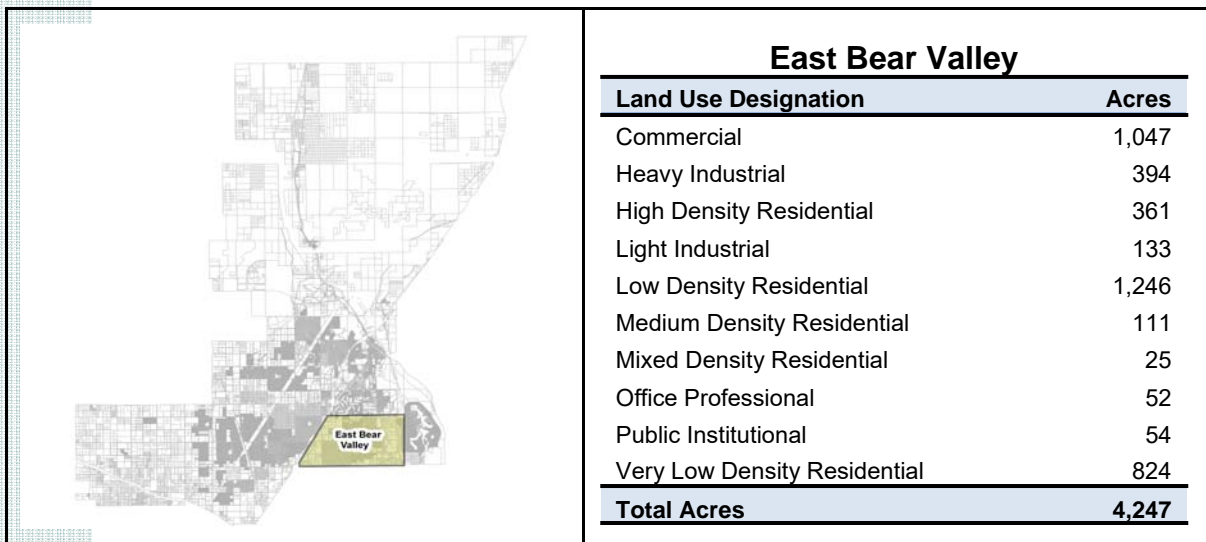


Figure LU-5. East Bear Valley Planning Area

Golden Triangle Planning Area: Includes land north of the California Aqueduct, south of Bear Valley Road, east of U.S. Highway 395, and west of Interstate 15. Boundaries and acreages by land use are depicted in Figure LU-6.

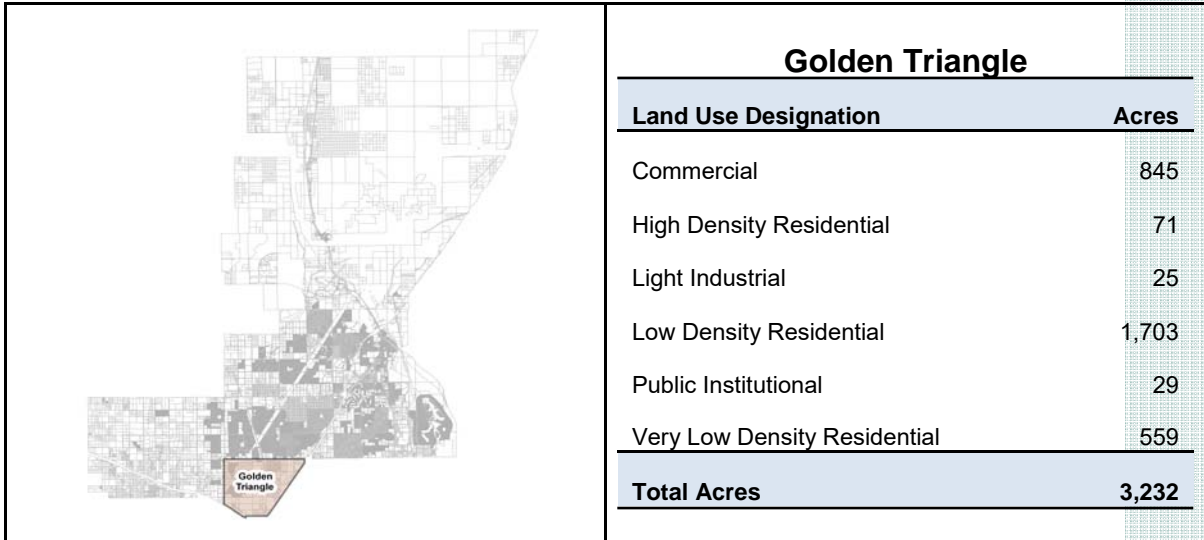


Figure LU-6. Golden Triangle Planning Area

North Mojave Planning Area: Includes incorporated and unincorporated land generally northeast of National Trails Highway and northwest of Interstate 15. A portion of this planning area extends southeast of Interstate 15 and northeast of the Mojave River. Boundaries and acreages by land use are depicted in Figure LU-7.

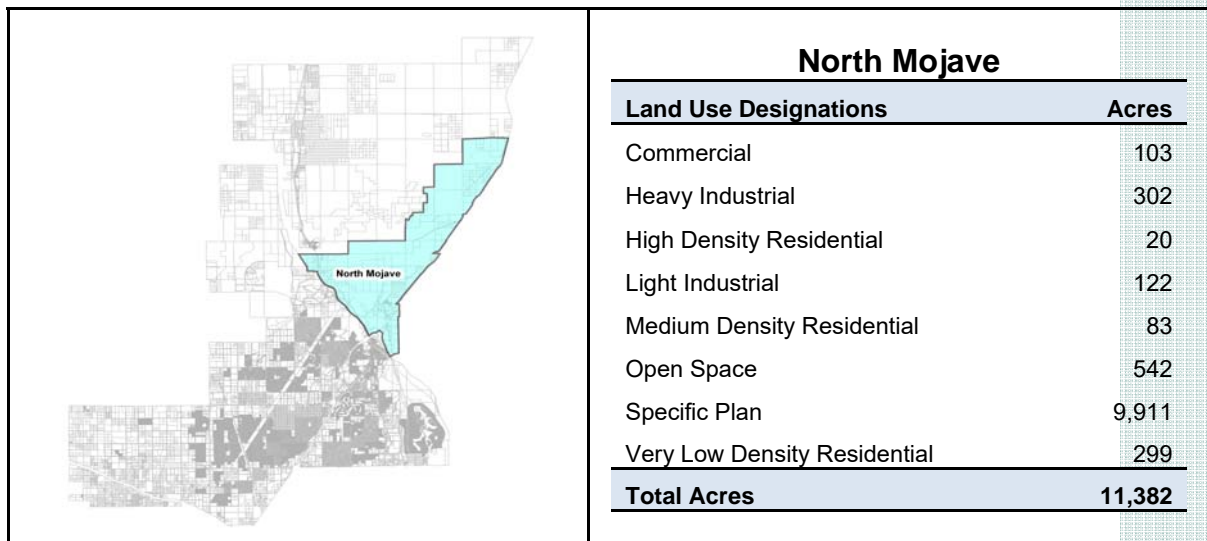


Figure LU-7. North Mojave Planning Area

Southern California Logistics Airport Planning Area (SCLA): Includes all the land within the former George Air Force Base and an area north to the existing City boundary, and east towards the Mojave River and along the north side of Air Expressway of the former base. Boundaries and acreages by land use are depicted in Figure LU-8.

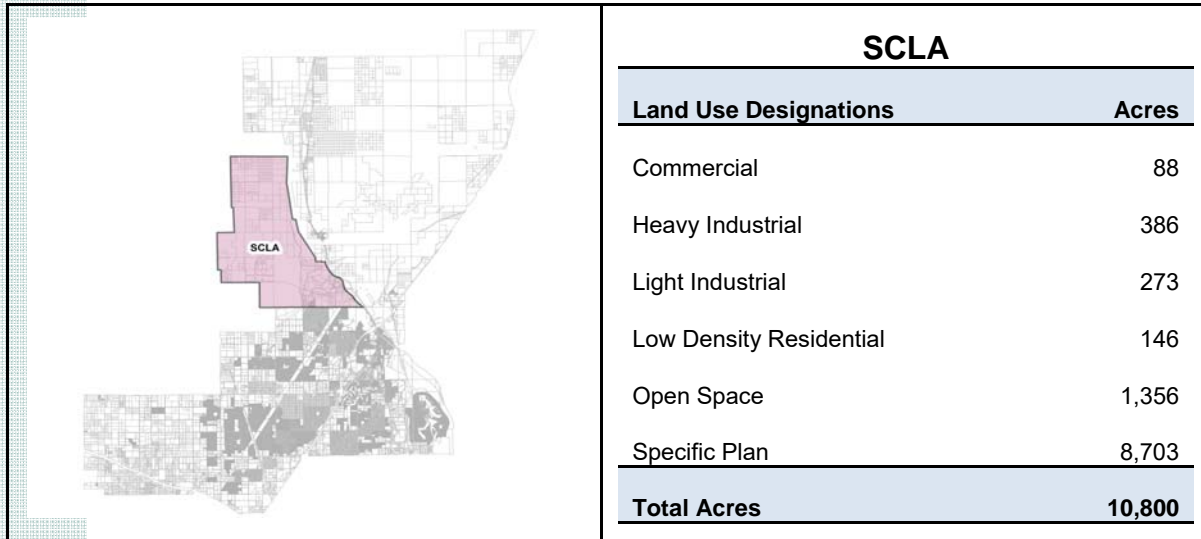


Figure LU-8. SCLA Planning Area

Spring Valley Lake Planning Area: Includes incorporated and unincorporated land north of Bear Valley Road, south of and west of the Mojave River and east of Ridgecrest Road and the Atchison, Topeka, and Santa Fe Railroad line. Boundaries and acreages by land use are depicted in Figure LU-9.

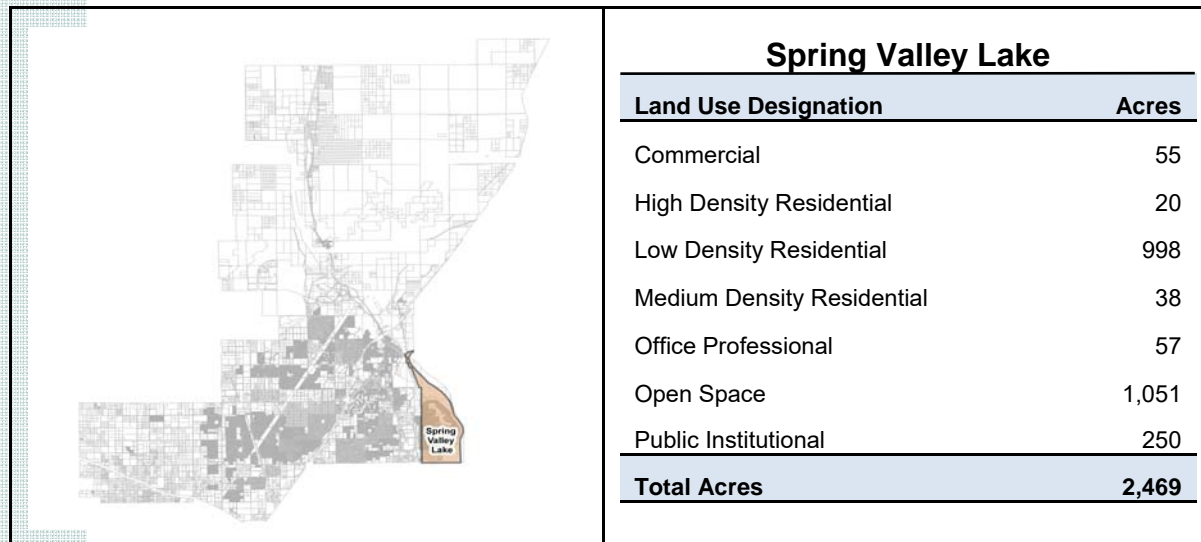


Figure LU-9. Spring Valley Planning Area

West City Planning Area: Includes land generally north of Palmdale Road, south of Rancho Road, east of U.S. Highway 395, and west of El Evado Road. A small portion of this planning area is located at the southwest corner of Palmdale Road and El Evado Road. Boundaries and acreages by land use are depicted in Figure LU-10.

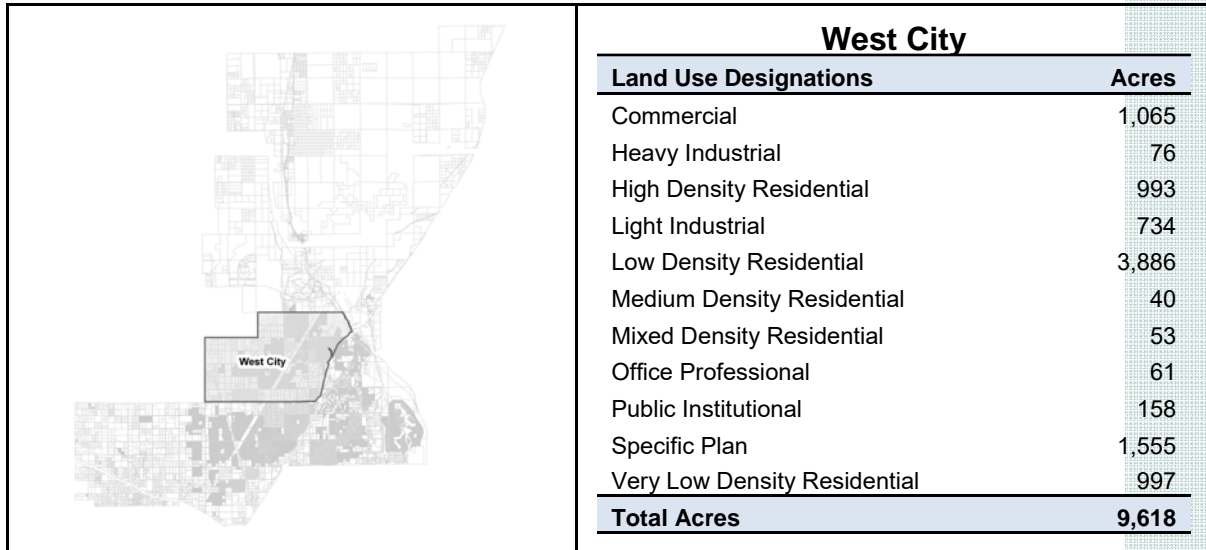


Figure LU-10. West City Planning Area

West Bear Valley Planning Area: Includes land north of Bear Valley Road, south of Palmdale Road, east of U.S. Highway 395, and west of Interstate 15 and Amargosa Road. Boundaries and acreages by land use are depicted in Figure LU-11.

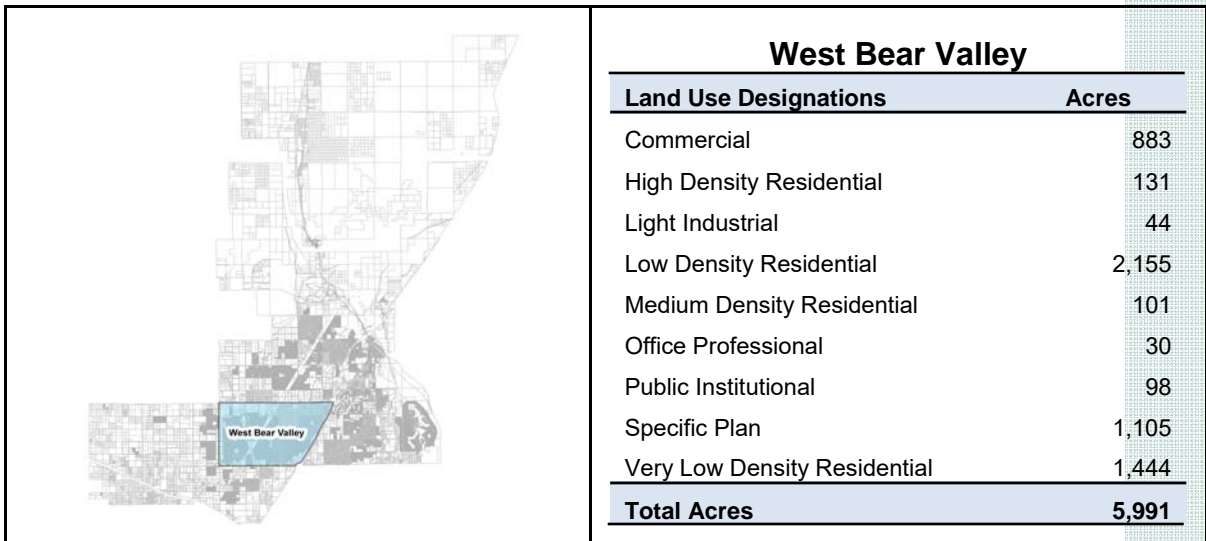


Figure LU-11. West Bear Valley Planning Area

Northern Expansion: Includes unincorporated land north of the North Mojave Planning Area, east of the Mojave River and west of Interstate 15. Boundaries and acreages by land use are depicted in Figure LU-12.

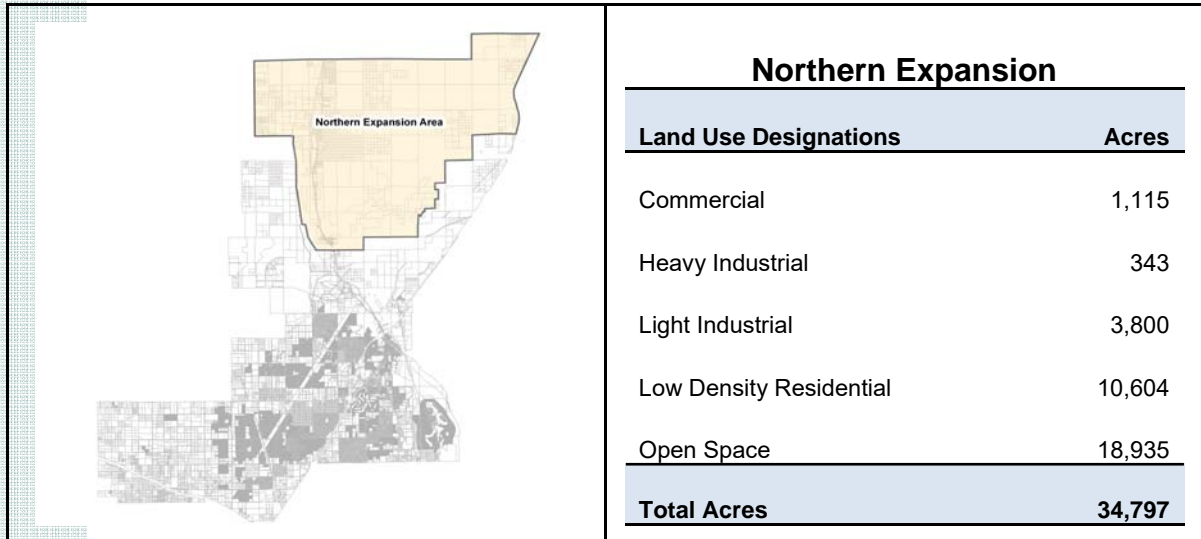


Figure LU-12. Northern Expansion Planning Area

GOALS, OBJECTIVES, POLICIES & IMPLEMENTATION

GOAL#1: BALANCED LAND USES
 PROVIDE FOR A BALANCED COMMUNITY WITH RESIDENTIAL, COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Objective 1.1: Plan new development that complements surrounding land uses and minimizes environmental impacts.

Policy 1.1.1: Encourage development that does not conflict with or adversely affect other existing or potential developments.

Implementation Measure 1.1.1.1: Continue to require the review of new industrial development by the zoning administrator and/or the Planning Commission and when necessary, apply appropriate conditions to the project so that it does not adversely affect other existing or potential developments.

Implementation Measure 1.1.1.2: Continue to review, and amend as necessary, the zoning ordinance to ensure that a wide-range of industrial uses is available.

Implementation Measure 1.1.1.3: Offer incentives through the City Redevelopment Agency to developers to develop in the Redevelopment Project Area.

Implementation Measure 1.1.1.4: Continue to develop design guidelines for all categories of development to ensure compatibility and quality projects within the city.

Policy 1.1.2: *Maintain Victorville as the commercial center for the Victor Valley.*

Implementation Measure 1.1.2.1: Ensure that sufficient commercial lands are available by monitoring local and regional needs.

Implementation Measure 1.1.2.2 Encourage the development of major commercial centers along arterial roadways, major arterial intersections and in the vicinity of freeway interchanges by providing appropriate zoning.

Implementation Measure 1.1.2.4: Periodically review and update the zoning ordinance to ensure it allows a wide array of commercial uses.

Implementation Measure 1.1.2.5: Work with land owners and developers to maximize the development of the northeast quadrant, including development of commercial and mixed uses.

Implementation Measure 1.1.2.6 : Work with local merchants and business groups to retain and expand retail uses that provide desired community services and products.

Policy 1.1.3: *Encourage continued development of tourist related activities.*

Implementation Measure 1,1.3.1: Encourage and allow, in appropriate locations through the zoning ordinance, uses such as museums and regional recreational activities that make Victorville a destination.

Implementation Measure 1,1.3.2: Develop zoning policies that direct hotel type uses to the North Mojave Planning Area and Civic Center Commercial districts, or other areas suitably planned through a Specific Plan.

Implementation Measure 1,1.3.3: Seek

development of a hotel node in the Victorville area, particularly in connection with a rail connection to and from Las Vegas.

Policy 1.1.4: *Encourage continued development of a variety of residential uses and residential densities meeting the needs of those desiring to live in Victorville.*

Implementation Measure 1,1.4.1: Assist in the development or rehabilitation of low and very low income housing by using redevelopment agency set-aside monies as required by State law.

Implementation Measure 1,1.4.2: Actively participate in discussions with the San Bernardino County Housing Authority to determine the best methods for providing housing for all segments of the City's population. (Reference Housing Element)

Implementation Measure 1,1.4.3: Continue to maintain minimum densities in some residential areas to ensure development of multiple-family residential units. (Reference Housing Element)

Implementation Measure 1,1.4.4: Continue to provide for a wide range of residential densities through zoning which allows flexibility in meeting the housing needs of all economic segments of the population.

Objective 1.2: Protect existing development from intrusion by new incompatible land uses.

Policy 1.2.1: *Manage development in a manner that does not conflict with the operations of Southern California Logistics Airport (SCLA).*

Implementation Measure 1.2.1.1: Reserve the space around SCLA for airport compatible uses and specifically bar residential development within the flight pattern and noise cones of the airport.

Implementation Measure 1.2.1.2: Coordinate with the County of San Bernardino and the City of Adelanto to ensure land uses surrounding Southern California Logistics Airport are compatible.

Implementation Measure 1.2.1.3: Continue to implement the Southern California Logistics Airport Specific Plan.

Implementation Measure 1.2.1.4: Require avigation easements from all new residential development to ensure over flights do not become a development hindrance to SCLA.

Policy 1.2.2: *Ensure that the integrity of each land use district is maintained.*

Implementation Measure 1.2.2.1: Carefully consider requests for amendments to the General Plan Land Use Map so that they do not vary from the intent of the goal for balanced and well integrated land uses.

Implementation Measure 1.2.2.2: Carefully consider requests for determination so that they do not vary from the intent of zone districts.

Implementation Measure 1.2.2.3: Evaluate the feasibility and potential benefits to the community of relocating the Victorville landfill.

Implementation Measure 1.2.2.4: Evaluate the feasibility and potential benefits to the community of relocating the County Fairgrounds.

Implementation Measure 1.2.2.5: Augment Code Enforcement Department ef-

forts by monitoring code compliance of rental properties, including the identification of single family homes converting to rentals through a subscription with Data-Quick Information Services and reporting of code compliance violations to the local Department of Housing & Urban Development (HUD) office responsible for Section 8 housing.

Implementation Measure 1.2.2.6: Install a landlord paid annual rental inspection program for all rented dwellings in the city, including single family detached rentals.

Policy 1.2.3: *Ensure that new development is compatible with existing developments and public infrastructure.*

Implementation Measure 1.2.3.1: Continue to require the use of walls and other buffers to ensure compatibility of new developments with existing developments. The buffers shall be installed by the new development.

Implementation Measure 1.2.3.2: For new residential developments, provide adequate buffers between residential uses and traffic intensive commercial, industrial and institutional uses. Buffers shall be achieved through a combination of setbacks, fence/walls and landscaping.

Implementation Measure 1.2.3.3: Require new residential development to mitigate traffic noise by the use of space, walls and berms as buffers when necessary.

Implementation Measure 1.2.3.4: Establish policies to promote drought resistant landscaping and water conservation irrigation systems to help preserve water supplies.

GOAL #2: ECONOMIC DEVELOPMENT – ENCOURAGE A DIVERSIFIED ECONOMIC BASE

Objective 2.1: Support Victorville as a major regional center for business and commerce.

***Policy 2.1.1:** Encourage development of land uses and infrastructure to support growth of businesses and commerce.*

Implementation Measure 2.1.1.1: Ensure adequate zoning for retail, office and industrial uses by periodically reviewing land uses.

Implementation Measure 2.1.1.2: Work with the Southern California Air Quality Management District to obtain their support on BNSF's third rail through Cajon Pass since it will be beneficial to lowering the level of congestion and vehicle pollution on the I-15 freeway through the pass.

Implementation Measure 2.1.1.3: Continue to offer incentives through the Redevelopment Agency to attract employers to develop within the Redevelopment Project Area.

Implementation Measure 2.1.1.4: Work with local and regional organizations to undertake a long term public relations campaign to attract businesses to Victorville.

***Policy 2.1.2:** Promote development and expansion of logistic operations at SCLA*

Implementation Measure 2.1.2.1: Coordinate with the Victor Valley Community College to facilitate and expand their use of the SCLA as an aircraft service industry training facility in order to increase the

community's supply of a trained workforce.

Implementation Measure 2.1.2.2: Work towards the completion of the rail spur to SCLA.

Implementation Measure 2.1.2.3: Work with Burlington Northern Santa Fe (BNSF) to finalize an agreement for building an intermodal rail yard next to SCLA.

Implementation Measure 2.1.2.4: Offer technical assistance to SCLA to promote a reputation for quality and to create a series of performance measures to ensure that quality service occurs.

Implementation Measure 2.1.2.5: Work with southern California port cities to explore opportunities to cooperate on the goods movement issue.

Implementation Measure 2.1.2.6: Work with U.S. Armed Services logistics commands toward becoming the agile port center for the West Coast.

Implementation Measure 2.1.2.7: Work with San Bernardino County's Asian trade missions to engage Chinese air cargo carriers in discussions about creating a hub at SCLA.

***Policy 2.1.3:** Encourage the revitalization of existing commercial areas.*

Implementation Measure 2.1.3.1: Involve the community through formation of citizen and business advisory groups in select target areas to provide an impetus for revitalization.

Implementation Measure 2.1.3.2: Pursue grant monies as well as other funding sources for road and public infrastructure improvements to revitalize areas in need.

Implementation Measure 2.1.3.4: Consider conversion of existing underperforming commercial properties to mixed-use projects that include multifamily housing components.

Policy 2.1.4: *Consider annexations which will improve the City's economic base and contribute to quality development.*

Implementation Measure 2.1.4.1: Evaluate all prospective annexations to determine the level of urban services necessary and whether or not the revenues from the annexation area will pay for those services.

Implementation Measure 2.1.4.2: Evaluate existing infrastructure in prospective annexation areas to determine the costs necessary to bring such infrastructure up to City standards.

Objective 2.2: Seek a balance of jobs to housing.

Policy 2.2.1: *Encourage development of land uses which provide jobs for those who choose to both live and work within the Planning Area.*

Implementation Measure 2.2.2.1: Work with Victor Valley College, local regional occupational programs, local adult schools, and the California Employment Development Department to establish systems that will increase the flow of information on job needs from employers to the agencies that can help fill them, as well as accelerate the pace at which public or private schools and institutions can respond to training needs.

Implementation Measure 2.2.2.2: Encourage Victor Valley College to adopt an On-Line College program.

Implementation Measure 2.2.2.3: Through the City Economic Development Department, join and participate in CORENET, the national organization in which networking takes place between location executives and consultants.

Implementation Measure 2.2.2.4: Through the City Economic Development Department, work with other economic development agencies (EDA) plus San Bernardino County's WIB, representatives of Victor Valley College, local ROPs and adult schools, San Bernardino County's TAD, and the CA Employment Development Department on a long term effort to establish a Labor Force Coordination Council of mid-level staff to facilitate the monthly flow of job information and training between them.

GOAL #3: AMPLE CITY SERVICES – ENSURE PROVISION OF ADEQUATE CITY SERVICES AND INFRASTRUCTURE

Objective 3.1: Permit development in areas where such uses are appropriate and provide for adequate roadways, infrastructure, and public services.

Policy 3.1.1: *Provide mechanisms through which development can pay the cost of its infrastructure and services needs.*

Implementation Measure 3.1.1.1: Collect and apply development impact fees to pay for infrastructure improvements as identified in the capital improvement plan.

Implementation Measure 3.1.1.2: Continue to review and add projects to the capital improvement plan as deemed necessary to ensure the orderly growth of the City.

Implementation Measure 3.1.1.4: Continue to require new development to pay the capital costs of public facilities and services needed to serve those developments.

Implementation Measure 3.1.1.5: Continue to contact utility companies, school districts, and special districts as necessary when new projects are submitted to ensure their capability to serve the new projects.

Policy 3.1.2: Discourage speculation in the undeveloped portions of the City.

Implementation Measure 3.1.2.1: Constantly monitor the potential for land speculation and react with specific zoning proposals to help ensure that it is minimized.

**GOAL #4: BEAUTIFY VICTORVILLE
– PROVIDE FOR AN AESTHETICALLY PLEASING COMMUNITY**

Objective 4.1: Enhance the appearance of the Victorville community to increase its desirability as an attractive place to live, work and play.

Policy 4.1.1: Promote high quality development.

Implementation Measure 4.1.1.1: Utilize Specific Plans and/or redevelopment project areas in areas deemed appropriate for design themes.

Implementation Measure 4.1.1.2: Continually monitor and upgrade the design guidelines for all types of development.

Implementation Measure 4.1.1.3: Consider a policy to promote or require public art in major developments.

Policy 4.1.2: Promote high quality public spaces.

Implementation Measure 4.1.2.1: Develop and install streetscape design themes for major corridors into and through key City commercial districts.

Implementation Measure 4.1.2.1: Enhance entries to the City with integrated signage and design.

Circulation Element

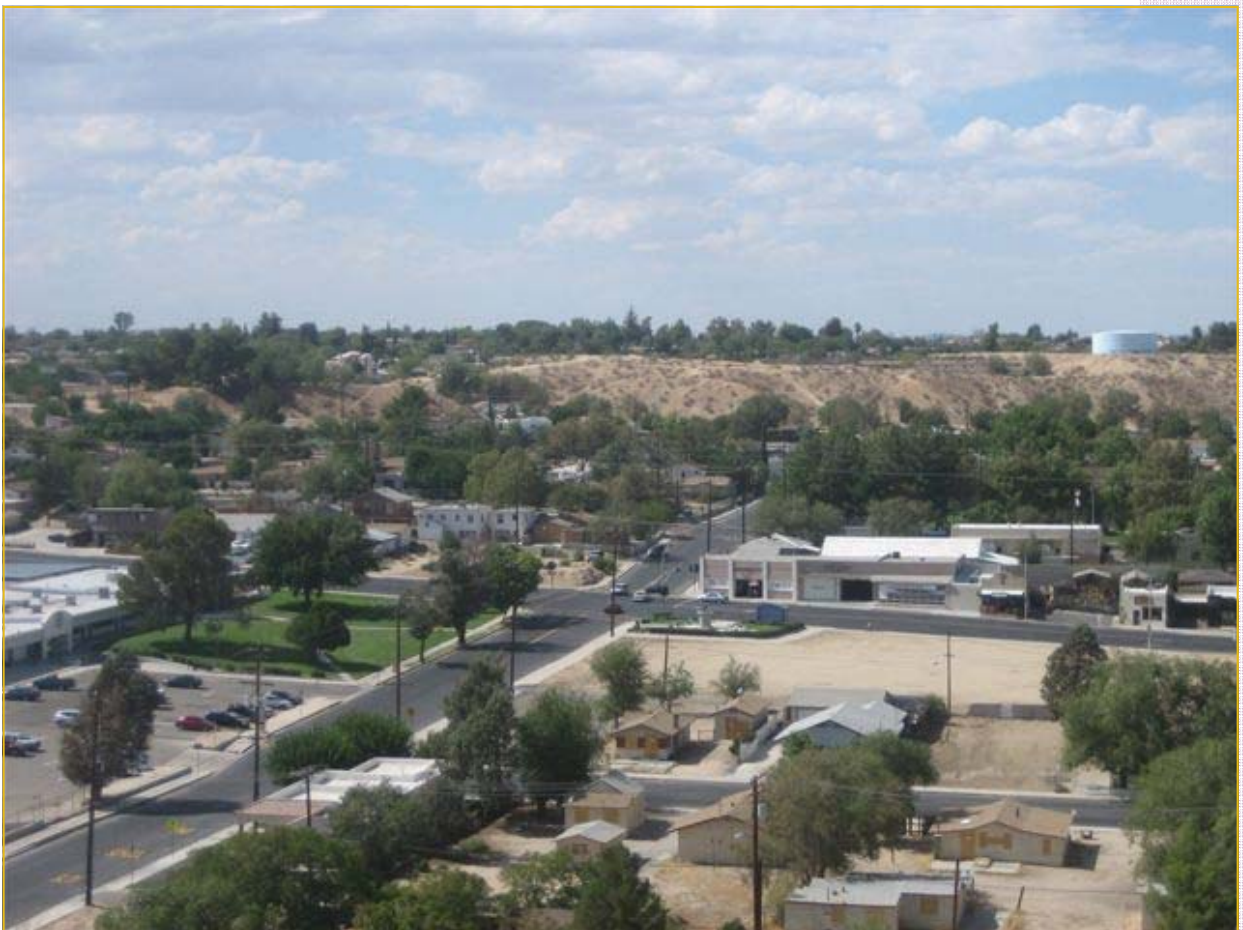


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Circulation Element

PURPOSE OF THIS ELEMENT

The Circulation Element is one of the required General Plan elements identified in State Planning and Zoning Law. As specified in California Government Code (Section 65302(b)), a Circulation Element is required to identify the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, airports and other local public utilities and facilities in the City's Planning Area. This Element is intended to provide guidance to decisions that expand and improve the transportation system for local and regional trips, and to accommodate the diverse transportation needs of the residents of the Planning Area. Furthermore, this Element is intended to specify the City's policies for coordination of transportation infrastructure planning with planning of public utilities and facilities, where joint benefits can be achieved.

A well-planned circulation system is an essential component of the community infrastructure that supports and can determine the general pattern of settlement. Conversely, the location, type and intensity of development determine, to a major extent, the physical parameters of the transportation system, especially the local roadway network. Failure to achieve an efficient roadway network could have negative economic consequences that could adversely affect the quality of life for local residents and businesses. The design, location and constituent modes of travel can have significant effects on air quality, plant and animal habitat, environmental noise, energy use, and community appearance. Both economic and environmental considerations have been incorporated into the development of this Circulation Element.

RELATIONSHIP TO OTHER ELEMENTS

Land use policy depends upon and assumes there is an integrated circulation system to effectively move people and goods in and through the Planning Area. A primary purpose of this element is to correlate the transportation network with the land use plan, so that movement of people and goods is maintained in an efficient manner, with a minimum of congestion. This correlation is achieved, in part, through a projection of roadway system capacity requirements associated with the mixture, location and intensity of land uses envisioned in the land use element. Those projections have been translated into roadway design standards and the distribution of roadway classifications and transportation infrastructure throughout the planned circulation network. Please refer to the Circulation Plan described later in this Element.

To the extent that the Circulation Plan ("Plan") is successfully implemented, traffic will move efficiently through the Planning Area, with minimal congestion. Minimizing congestion will yield air quality benefits, because automobiles and trucks that flow smoothly along roadways, as opposed to slow/stop/start conditions, operate more efficiently and generate lower volumes of air pollutants through their exhaust systems. The Plan is also designed to foster development of mixed uses, compact development patterns, transit-oriented development, and to facilitate use of alternative modes of travel that reduce total trips by single-passenger automobiles. The combination of these land use strategies, together with a circulation network that will support those strategies, will help reduce total vehicle miles traveled, thereby reducing total vehicular exhaust emissions. These air quality benefits are directly correlated with goals, policies and objectives relating to air quality in the Resources Element.

Traffic modeling developed in support of this updated Circulation Element was applied to the assessment of noise impacts associated with implementation of the proposed Circulation Plan. This effort has supported development of the Noise Element policy framework to protect existing and future residents and other noise-sensitive land uses from the adverse effects of exposure to excessive traffic noise. Results of traffic forecast modeling were also considered in the development of air quality management strategies, in the Resources Element.

VISION – CIRCULATION

A long-term, sustainable transportation system serving the Victorville Planning Area is envisioned as one that:

- Provides safe and efficient travel modes and facilities that enhance access for residential and business communities, including those with special needs;
- Satisfies the transportation infrastructure needs of existing and future travel demands and the movement of economic goods, with convenient, multi-modal alternatives;
- Achieves a high level of mobility for the movement of goods and people, in a cost-effective manner, without serious consequences to the environment;
- Is coordinated with and effectively integrated into regional transportation systems;
- Develops infrastructure systems that are coordinated with transportation networks and support Victorville's residential and business communities.

ANALYSIS OF BASELINE CONDITIONS

Existing Transportation System

Regional Setting

Located in the heart of San Bernardino County, the Planning Area for the City of Victorville includes its sphere of influence as illustrated in **Figure Circ-1**. It is located approximately 35 miles northeast of the City of San Bernardino and about 97 miles northeast of the City of Los Angeles. Nestled just north of the San Bernardino Mountains and at the edge of the Mojave Desert, the City is in an area known as Victor Valley and commonly referred to as the "High Desert". The City shares boundaries with the City of Adelanto to the northwest, the Town of Apple Valley to the east, the City of Hesperia to the south and unincorporated San Bernardino County to the southwest and to the north. There are also portions of unincorporated San Bernardino County nested within the City of Victorville. The Mojave Freeway (Interstate 15 or I-15) and United States Federal Highway 395 (US-395) serve as the primary regional connections to other San Bernardino County cities, while State Route 18 (SR-18) provides connection to San Bernardino County communities east and west of the City. In addition, major rail routes pass through the City and Southern California Logistics Airport (SCLA) is a commercial airport in place of the decommissioned George Air Force Base.

Figure 1.1: Analysis Area

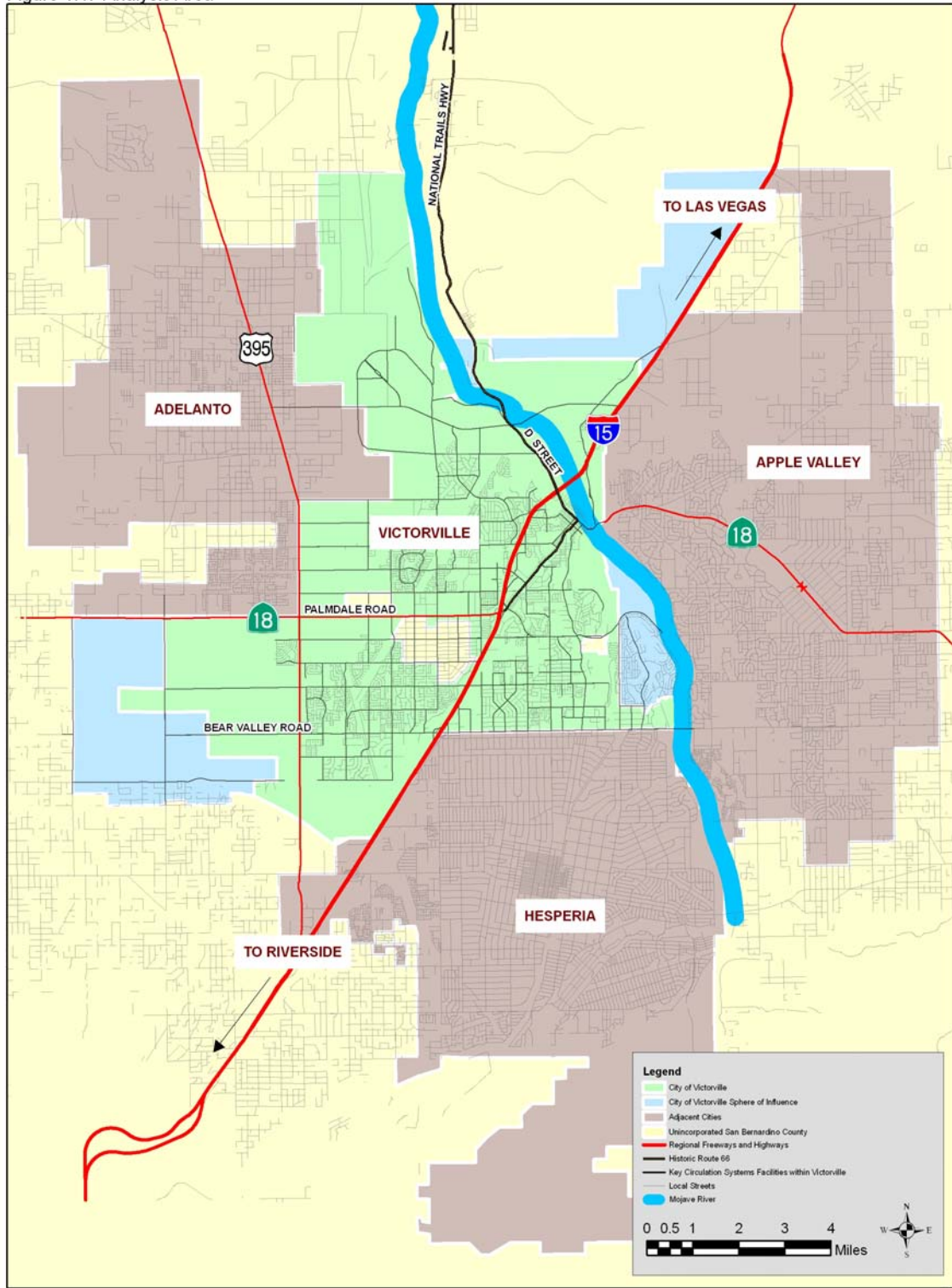


FIGURE CIRC-1: Circulation Planning Area

With a residential population approaching 105,000 and growing rapidly, the City of Victorville also serves the employment and retail needs of the more than 300,000 people who call the Victor Valley area their home. Victorville is home to the largest enclosed regional shopping center between San Bernardino and Las Vegas, located along the I-15 corridor. It is an emerging commercial hub that benefits from its business-friendly environment and central location.

Southern California Logistics Airport

“The SCLA Specific Plan is designed to accommodate airport and aviation as well as industrial and commercial land uses”

Victorville is strategically situated along the “e-Corridor” (a portion of the I-15 between Ontario and Barstow), with global access provided by the all-cargo Southern California Logistics Airport (SCLA). SCLA is located in the northwest corner of the City of Victorville and is within 30-40 minutes of driving from the Ontario International Airport. It is planned to be a domestic and international air cargo facility, with a 4,740-acre business complex integrating manufacturing, industrial multimodal and office facilities. The SCLA Specific Plan was adopted by the City to provide a planning tool for implementing the reuse plan established by the Victor Valley Economic Development Authority (VVEDA) pursuant to the Base Closure Realignment Act (BCRA), and to implement related policies of the General Plan Land Use, Noise and Safety Elements. The SCLA Specific Plan is designed to accommodate airport and aviation uses as well as industrial and commercial land uses. Its circulation plan includes establishing a mass transit system to serve the site; designating Phantom Road as a minimum six-lane Super Arterial to connect to Air Expressway; introducing a

new north/south road, ‘Perimeter Road’ which will connect future Colusa Road from the north to Phantom East Street to the South; and upgrading several roads to arterials, which will eventually connect Phantom East and West Street to the rest of the site.

Existing Roadway Network

The City’s circulation system is comprised of freeways and their interchanges, arterial, collector and local streets, public transportation and non-motorized transportation. In addition to these facilities and services, the implementation and management of the circulation system includes parking policies and goods and freight movement.

Figure Circ-2 illustrates the existing circulation network, including the City’s local thoroughfares and limited access freeways. Regional access to the City of Victorville is provided primarily by the I-15 freeway and several other highways.



Large distribution facility at Southern California Logistics Airport

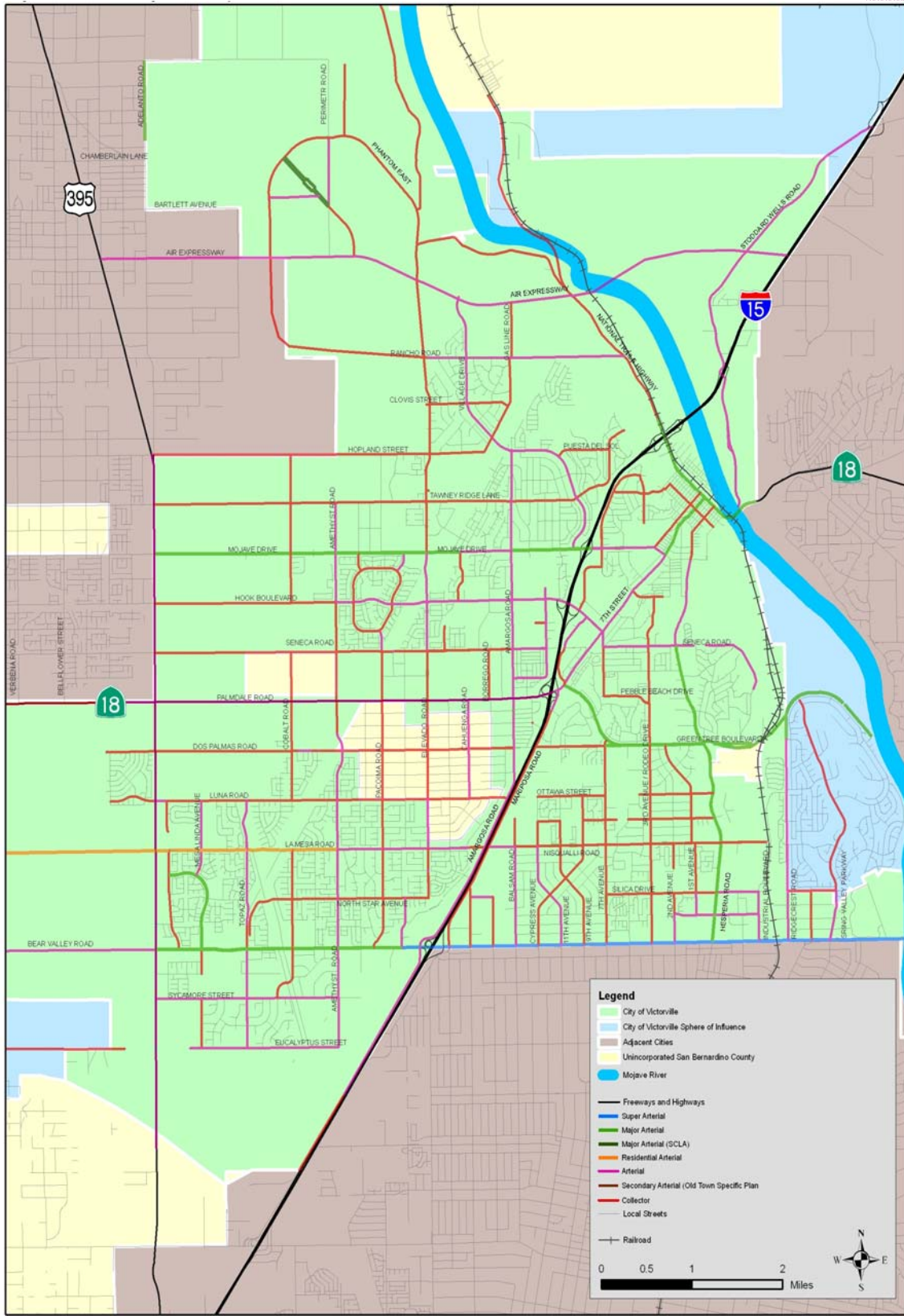


FIGURE Circ-2: EXISTING ROADWAY NETWORK

MAJOR CIRCULATION COMPONENTS

Freeways



Interstate 15

Over the years, the I-15 has emerged as a multi-faceted corridor, serving commuters in the cities of the Victor Valley. For the City, it provides access to and from Riverside County to the south and Barstow, continuing to Nevada, to the north. Also called the Mojave Freeway, this is a major north-south corridor, with three lanes through Victorville in each direction. According to the California Department of Transportation (Caltrans), the section of the I-15 within Victorville carried an annual average daily traffic (AADT) of 60,000 to 104,000 vehicles in 2006, of which approximately 17% to 24% was comprised of truck traffic. In Victorville, seven full-service interchanges with the I-15 are currently provided at the following streets:

- Bear Valley Road
- Palmdale Road (SR-18) / 7th Street
- Roy Rogers Drive / La Paz Drive
- Mojave Drive
- National Trails Highway / D Street
- E Street
- Stoddard Wells Road
- Stoddard Wells Road North (Sphere of Influence)
- Dale Evans Parkway (Sphere of Influence proposed)

I-15 Comprehensive Corridor Study

A Major Investment Study (MIS) examined potential improvements on I-15 between the State Route 60 (SR-60) interchange in Mira Loma (Riverside County) and the Mo-

jave River crossing in Victorville. This effort evaluated possible solutions to problems of higher than average truck volumes (10 to 15% of total traffic), steep grades approaching 6% through the Cajon Pass, roadway design limitations particularly at the I-15/I-215 interchange, heavy traffic demand on both weekdays and weekends, and limited alternative travel options. Five alternatives were selected for detailed evaluation, from an initial set of nine alternatives, including:

- No-Build;
- Transportation Demand Management/Transportation System Management (TDM/TSM);
- High Occupancy Vehicle (HOV) Lanes;
- Full Corridor Dedicated Truck Lanes; and
- Reversible Managed Lanes.

The Southern California Association of Governments (SCAG), San Bernardino Associated Governments (SANBAG), and the California Department of Transportation (Caltrans) jointly sponsored this study. The Final Report was completed December 20, 2005. Based on the report findings, two alternatives will be carried forward for further corridor development efforts: Alternative D and Alternative C/E hybrid.

New Interchanges

A new interchange at La Mesa/Nisqualli Road is being planned, approximately 1.2 miles north of the I-15/ Bear Valley Road interchange and about 1.7 miles south of the I-15/Palmdale Road/SR 18 interchange. This project also includes realignment of two frontage roads adjacent to I-15: Amargosa Road and Mariposa Road. The objectives of the project are to provide vehicular access to existing nearby residential, commercial, and industrial areas within the City of Victorville; relieve traffic congestion

and reduce traffic delays during peak hours at adjacent interchanges and on adjacent arterial and collector roads; and improve mainline operations by relieving back-ups on the existing Bear Valley Road off-ramp. The City of Victorville is the lead agency and project proponent, and is working in partnership with Caltrans and the Federal Highway Administration (FHWA). A preliminary design and environmental assessment was approved by FHWA in August 2006.

Another new interchange is being planned at Eucalyptus Street, approximately 1.2 miles south of I-15/Bear Valley Road Interchange and about 2.3 mi north of the I-15/Main Street Interchange. This is a joint project between the City of Victorville and the City of Hesperia. This project is intended to reduce congestion at the Bear Valley Road interchange and Main Street interchange, and is expected to reduce operational conflicts, accidents and provide levels of service that are consistent with the goals of the local components of the countywide Congestion Management Plan. A Project Study Report/Project Development Support (PSR/PDS) for this new interchange was approved by Caltrans on May 18, 2005. There has been no further activity on the project since approval of the PSR/PDS.

U. S. Highway 395 – Existing Alignment



U.S. Highway 395 is a second north-south highway that passes through the western part of the City. Predominantly a two-lane highway, this facility has a stretch of four lanes just south and north of its intersection with Palmdale Road. In the City of Victorville, it currently has eight at-grade intersections with the following arterials:

- Eucalyptus Street
- Sycamore Street

- Bear Valley Road / Duncan Road
- Dos Palmas Road
- Luna Road
- Palmdale Road (SR-18)
- Mojave Drive
- Cactus Road

Caltrans traffic data shows that for Victorville in 2006, this facility carried an AADT of approximately between 16,000 and 25,000 vehicles, of which about 13% to 18% was truck traffic. With the southern terminus of this facility at its junction with I-15 in the City of Hesperia, this facility connects the City of Victorville to the City of Adelanto and unincorporated northwestern San Bernardino County, before continuing on to adjacent Kern County.

This alignment within the City of Victorville, from the aqueduct to Adelanto / Hopland Road (about 6.9 miles in length) is two-lane with existing 4-lane segments as follows:

- 1.3 miles, south of Eucalyptus Street to Bear Valley Road (1.4 miles long)
- Luna Road to 0.3 miles north of Palmdale Road (1.3 miles long).

A memorandum of understanding (MOU) regarding the existing US-395 among Victorville, Caltrans, SANBAG, San Bernardino County, Hesperia and Adelanto became effective on October 18, 2002. The MOU established US-395 in the local agency general plans as a 6-lane conventional highway with the minimum right of way width of 130 feet. Typical cross sections for segments and signalized intersections are included in the MOU. Development projects adjacent to or with significant impacts to US-395 are required to submit a traffic report to the Caltrans District 8 Intergovernmental Review California Environmental Quality Act (IGR/

CEQA review process and required to reasonably mitigate impacts.

Caltrans is the lead agency and is proceeding with the Project Approval / Environmental document to widen the existing US-395 from two to four lanes from I-15 to SR-58.

U. S. Highway 395 – Realignment

In October 2006, the SANBAG Board approved the contract for the preparation of a program level Environmental Impact Report (EIR) for the realignment of US-395 from I-15 in Hesperia to current US-395 in the northern parts of the City of Adelanto. Concurrent with the EIR, the United States Environmental Protection Agency (EPA) has issued a notice of its intent to prepare an Environmental Impact Statement (EIS) for this project. The facility is proposed to be a six-lane freeway from I-15 to Palmdale Road (SR-18); a four-lane freeway from Palmdale Road to Desert Flower Road; and a four-lane expressway from Desert Flower Road north to SR-58 at Kramer Junction.

The SANBAG program level EIR has been suspended. Caltrans is the lead agency and is proceeding with an environmental document for the US-395 realignment from I-15 to SR-18. The southern portion of the alignment from I-15 to the north side of Adelanto will most likely be a program level EIR sufficient for incorporating a preferred alignment into local agency General Plans. If the entire local agency General Plan updates included the same preferred alignment, there would be sufficient legal means for preserving right of way for the alignment.

State Route 18

The existing SR-18 is a four-lane divided highway with turn lanes in the Town of Apple Valley, where it is also called Happy

Trails Highway, and a four-lane divided road with a continuous left turn lane through most of the City of Victorville (D Street). When SR-18 joins I-15, travelers must follow I-15 south to Palmdale road, where SR-18 proceeds west and is called Palmdale Road. A designated truck route within the City of Victorville, this facility carried an AADT of 19,000 to 48,000 vehicles in 2006, of which approximately 7% to 9% was truck traffic. SR 18 provides access to and from Antelope Valley to the west and the Town of Apple Valley, continuing further eastward to Lucerne Valley.

High Desert Corridor

This proposed project will realign SR-18 to a new alignment from about one mile south of Yucca Loma Road in the Town of Apple Valley, through the City of Victorville, to US-395 in the City of Adelanto. It would be the first phase of the 21-mile long High Desert Corridor linking the Victor Valley to SR-14 in the Antelope Valley. The proposed alignment proceeds northwest until it nears the Apple Valley Airport, where it turns west. The alignment continues west near SCLA in the City of Victorville and proceeds on to US-395. The new facility will be a four-lane expressway between the connection to existing SR-18 and I-15 with at-grade intersections and an interchange at I-15. From I-15 to US-395, the facility will be a six-lane freeway with grade separated interchanges at Phantom East, Phantom West and either Adelanto Road and existing US-395.

The project is jointly funded by the City of Victorville and Town of Apple Valley, using Federal Demonstration and Measure 1 funds. The City of Victorville is the lead agency. Preparation of the Project Approval and Environmental Document (PA/ED) began in 2003.

Historic Route 66

One of the original federal routes, Route 66 or Will Rogers Highway was established in 1926. Its original length of approximately 2,500 miles connected the cities of Chicago, Illinois and Los Angeles, California, traversing through the states of Missouri, Kansas, Oklahoma, Texas, New Mexico and Arizona. As a major migratory path west, especially during the Dust Bowl of the 1930s, it supported the economies of the communities through which it passed. These communities later fought to keep it alive when the new interstate freeway system began dominating the country's transportation network. This route was officially decommissioned after the interstate freeways began to define this country's surface transportation and segments of this route that were not replaced by interstate freeway alignments were designated as national scenic byways and renamed 'Historic Route 66' (Hist-66).

Today, from the southern limit of the City of Victorville, Hist-66 follows the current alignment of I-15 to the freeway's interchange with Palmdale Road (SR-18) / 7th Street. North of this interchange, Hist-66 follows the alignment of 7th Street to D Street. Continuing northeast on D Street it follows the National Trails Highway alignment into the community of Oro Grande on the northwestern edge of the City.

Roadway Classifications

There are several different types of roadway classifications maintained by the City of Victorville that range from two lane, undivided collectors to super arterials with six lanes and a positive separation (raised median). The City has developed design standards and specifications for fourteen different street classifications, which are illustrated by their standard cross-sections shown in **Figure Circ-3**, and described below.

The roadways are designated by their primary function and level of mobility. The typical roadway cross-sections illustrated in **Figure Circ-3** are general standards and in certain cases, where implementation of the standard street width may not be possible due to various constraints, such as right of way, existing development, etc., these may be modified. Median, shoulder, lane widths and other features may be modified to the non-desired widths but still provide the functionality and safety designated in standard roadways. The function of the street will still remain the same to serve the City's traffic demand.

Super Arterials

Super Arterials transport large volumes of intercity, intra-city, and regional traffic at higher speeds with limited access control points. Super arterials generally connect to freeways to distribute traffic to other facilities such as major and secondary arterials, and collector facilities serving the City and other regional networks. At a minimum, super arterials have a 124-foot wide right of way consisting of six travel lanes, two parking lanes, and may have a raised median up to twelve-feet wide. On-street parking, if permitted, is restricted to distances 300 feet or greater from the signalized intersections. This classification is modified in the SCLA Specific Plan area.

Super arterials can also have the lane configuration of six travel lanes; a center left turn lane and additional No. 4 lanes to accommodate right turn lanes at intersections and for right in / right out, merge in / merge out movement for commercial driveway access. This lane configuration requires a curb to curb 116 foot width and 136 foot wide right of way. At intersections, the super arterial can have a double left, three through lanes and a right turn lane. The lane configuration requires a centerline to curb of 64 width and centerline to right of way of 74 foot width.

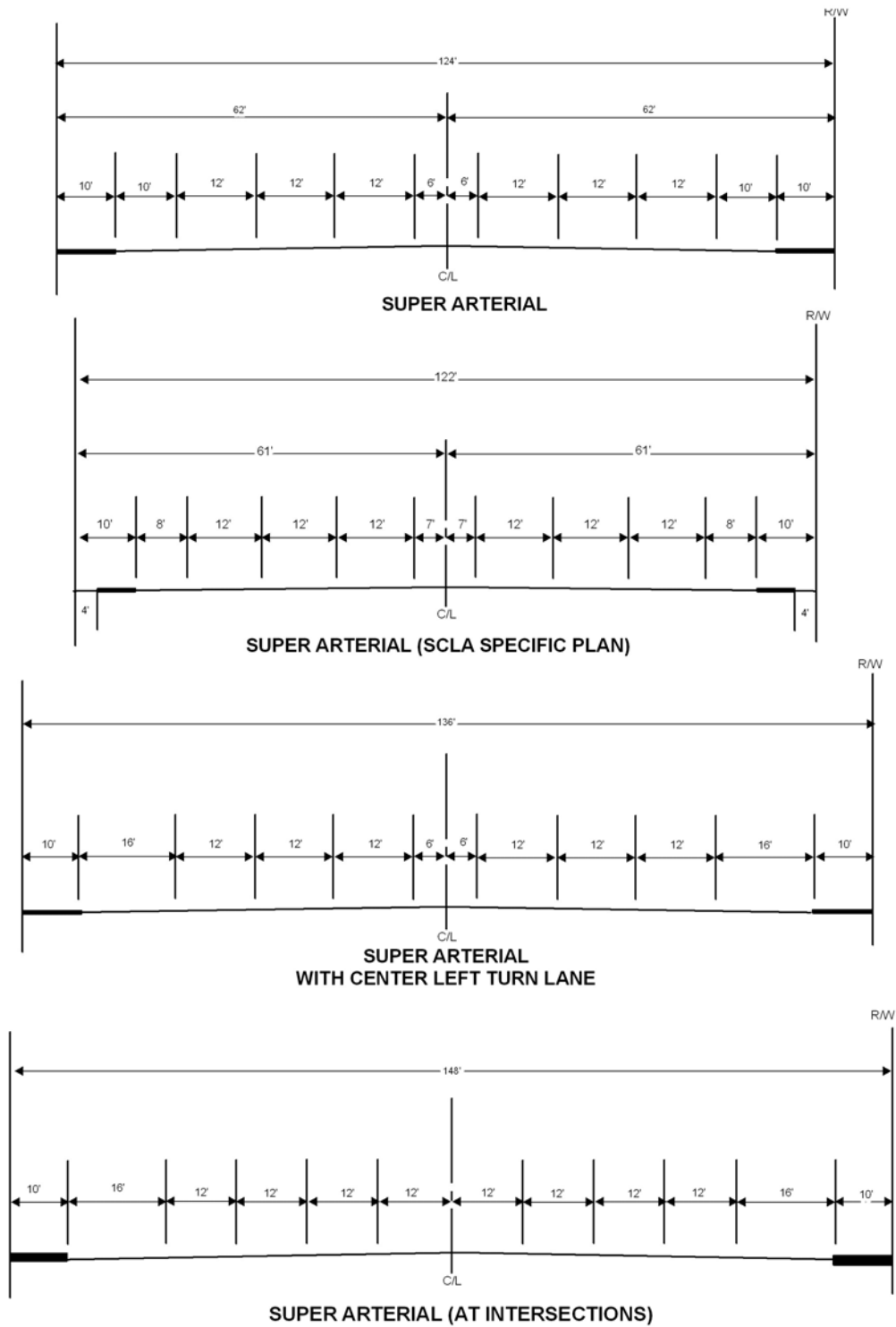


FIGURE Circ-3a: Roadway Classification Standards

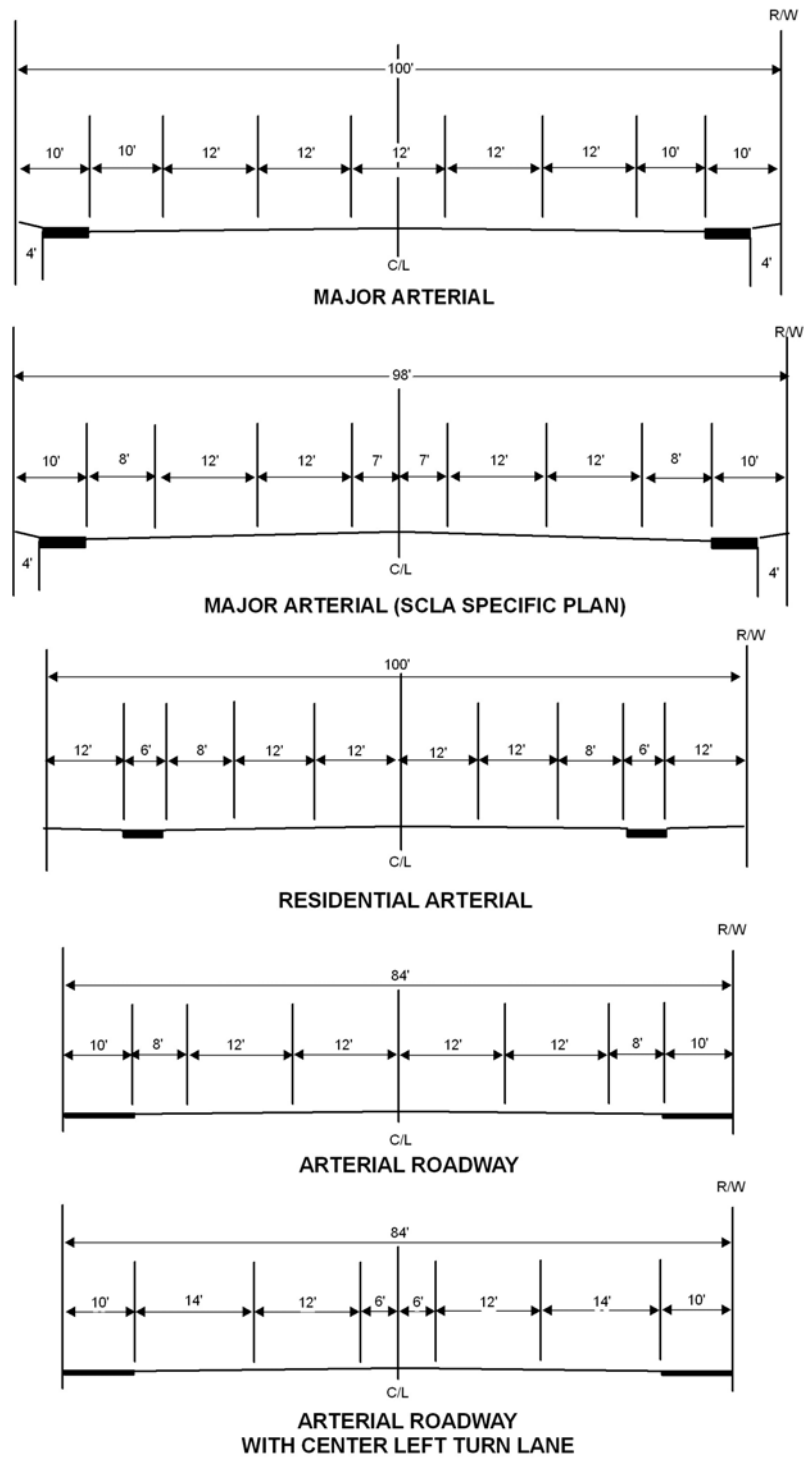


FIGURE Circ-3b: Roadway Classification Standards

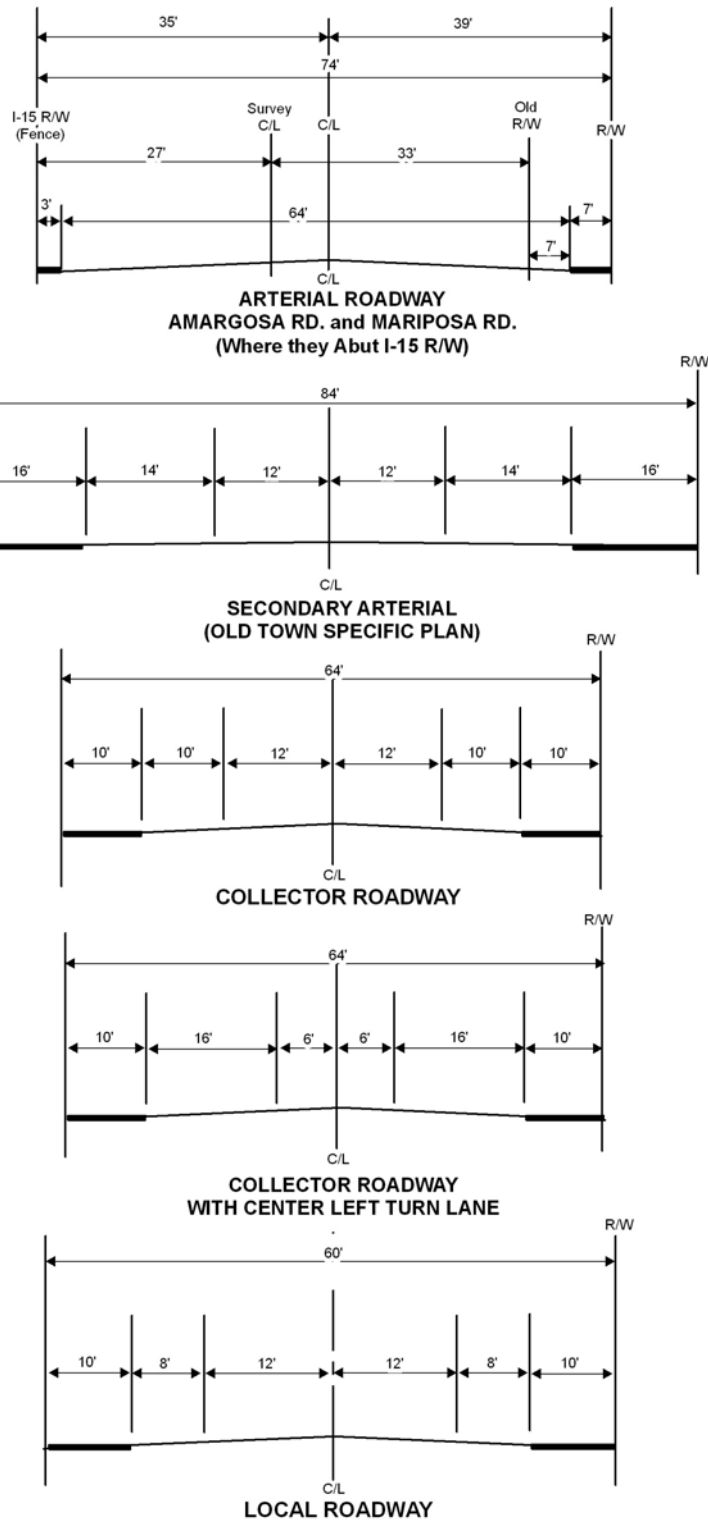


FIGURE Circ-3c: Roadway Classification Standards

Currently, this category includes Bear Valley Road east of Petaluma Road. The City's recently updated Circulation Map at build-out indicates that the full extent of Bear Valley Road, Palmdale Road, Mojave Drive, and US-395 are designated as Super Arterials.

Major Arterials

Major Arterials facilitate mobility of large volumes of intra-city traffic. These streets access freeways or super arterials and distribute traffic to secondary arterials or collector streets. Major Arterials have a 100-foot minimum right of way consisting of a minimum of four travel lanes, two parking lanes and a 12-foot wide, two-way left-turn median lane. Traffic signals are located at major intersections. Parking may be prohibited near intersections or in segments. Similar to the Super Arterials, this roadway is modified in the SCLA Specific Plan area. Existing major arterials in the Planning Area include: 7th Street, Amethyst Road, El Evado Road, Green Tree Boulevard, Hesperia Road, and La Mesa Road east of Amethyst Road

Residential Arterials

Residential Arterials transport large volumes of intra-city traffic to and from residential areas. These streets connect to major arterials, arterials, and collectors. Residential arterials have a minimum right of way of one hundred feet, four traffic lanes, and two eight-foot parking lanes. Traffic signals are located at major intersections. Parking may be prohibited near intersections or in segments. La Mesa Road west of Amethyst Road is the only designated Residential Arterial.

Arterials

Arterials serve the same function as Major Arterials, although serving relatively lower

traffic demands. The standard 84-foot right of way contains four travel lanes with a center left turn lane with parking prohibited. Alternatively, parking may be allowed without a center turn lane and may be prohibited near intersections or in segments. Left-turn and right-turn lanes are provided, as needed, at intersections. Some of the Arterials in Victorville include Amargosa Road, Eagle Ranch Parkway, Hook Boulevard, Mariposa Road, Mesa Linda Avenue, Topaz Road, Village Drive, and most of El Evado Road.

Secondary Arterials

Secondary Arterials are localized in the Old Town area, situated in the northeastern part of the City, bounded by I-15 in the west, Hesperia Road in the east, Mojave Drive/Verde Road in the south and to the north by E Street. The 84-foot R.O.W facilitates for wider sidewalks and four travel lanes. Exclusive parking and turning lanes (left and right) are not provided. 7th Street between Forrest Avenue and D Street is the only Secondary Arterial.

Collectors

Collectors are street that provide circulation within a defined geographic area and connect this area to intra-city traffic routes. Some motorists may use collectors as through routes, but the primary function of a collector is to connect local traffic to larger streets and to provide access to nearby destinations.

Collectors contain two travel lanes and two parking lanes with a 64-foot right of way. Alternatively, collectors may have two travel lanes and a center left turn lane with parking prohibited near intersections or in segments. Collector streets in the Planning Area include 1st Avenue, 9th Avenue, Cobalt Road, Cypress Avenue, Luna Road,

Pacoima Road, Reno Loop, Sycamore Street, and Tawney Ridge Lane.

Local Streets

Local Streets provide direct access to adjacent properties and transport local traffic from these properties to higher volume, higher speed facilities. In general, local streets are not intended to carry through traffic. The 60-foot right of way contains two traffic lanes and two parking lanes. Sidewalks are generally provided within a ten-foot, right of way. Most streets in residential neighborhoods are designed as Local Streets.

Modification of Design Standards in Specific Plans

The above street classification system may be modified for Specific Plans. For example, the SCLA Specific Plan specifies a slightly altered section for Super Arterials and Major Arterials. The Super Arterials in the airport area have a 122-foot wide right of way, with a continuous 14-foot wide left turn pocket and narrower parking lanes. Similarly, Major Arterials have a 98-foot right of way, continuous 14-foot wide left turn pocket and narrower parking lanes. Despite varying standards, functionality of the right of way does not deviate from the respective classification hierarchy.

Roadway Components

Super Arterial Components

Traffic Signals – Super Arterials

Locations for new traffic signals shall be at a minimum of one-half mile spacing, or at collector street classifications or above. Proposed traffic signal locations shall be justified by a traffic study and are subject to the approval of the City Engineer.

Driveway Access – Super Arterials

Residential driveway access is not allowed to a super arterial. Commercial driveway access, if allowed, should be as far away from a street intersection or other driveways as feasible. Shared driveway access with other parcels or other developments may be required. If a commercial driveway access is allowed, an additional number 4, merge in / merge out, lane is required. New driveway access shall allow right in / right out access only. Left turns in and out shall be prohibited. The design of the access control, whether raised median or other controls, is subject to the approval of the City Engineer.

Street Connections – Super Arterials

New street connections to super arterials, including Bear Valley Road, Mojave Drive, Palmdale Road and US-395 will be restricted. Only streets classified as collector or higher may connect to a super arterial. No new local street connections shall be allowed.

Major Arterial, Arterial and Collector Street Components

Traffic Signals – Major Arterial, Arterial and Collector Street

Proposed traffic signals locations shall be justified by a traffic study and are subject to the approval of the City Engineer.

Driveway Access – Major Arterial, Arterial and Collector Street

Residential driveway access is not allowed to new segments or for new subdivisions fronting on existing segments. For infill single family homes on existing segments, forward egress for residential driveways is required by either a standard circular or hammerhead driveway. Commercial driveway access should be as far away from a street intersection or other driveways as feasible,

or connect to a street of lower classification. Shared driveway access with other parcels or other developments may be required. To accommodate commercial driveway access, an additional merge in / merge out may be required. New driveway access may be restricted to right in / right out access only, or left turns out may be prohibited. The design of the access control, whether raised median or other controls, is subject to the approval of the City Engineer. Full access driveways, if allowed, should line up with driveways on the other side of the street.

Intersections

At intersections, more turn lanes may be required to accommodate acceptable levels of service for future traffic. The City may require augmentation at existing intersections that necessitates requirements including dedication of additional right of way, relocation of existing facilities, road widening, medians, restriping, signage changes and traffic signal modifications. The City may also require augmentation of new intersections that necessitates requirements above the minimum standards including dedication of additional right of way, relocation of existing facilities, road widening, medians, striping, signage changes and traffic signal construction.

The additional turn lanes may be master planned by the City or justified by a traffic study subject to the approval of the City Engineer.

Segments

Standard roadway classification widths and cross sections can be modified as discussed below to accommodate additional merge in / merge out lanes for driveway access. School site or commercial site access may also necessitate additional center turn lanes or parking lanes and thus additional right of way dedication, relocation of exist-

ing facilities, road improvements, medians, striping, signage,

Alignments

The alignment of roads on the Circulation Map is not depicted as precise alignments. Most of the arterial and collector alignments in the City have been laid out along section lines or half section lines. Usually, the centerline of the right of way is located on or between property lines. Usually, arterial and collector roads are straight. However, several constraints can dictate arterial and collector road alignments that may shift the alignments, introduce reversing curves or result in slight skews at intersections. The constraints can include, crossing SCE or LADWP power line easements, meeting clearance requirements for SCE or LADWP transmission towers or transmission lines, crossing or running parallel to major washes, crossing the aqueduct, avoiding the relocation of major utilities or avoiding impacts to existing development.

Public Transportation

Public transportation (bus and train) provides an alternative means of travel to the automobile and offers additional mobility choices, while making more efficient use of available roadway capacity. Transit service in the Victor Valley area has expanded from providing approximately 4,480,200 passenger miles in 1998 to approximately 11,055,700 passenger miles in 2003, with the number of average weekday transit trips rising from about 2,579 daily trips in 1998 to roughly 3,766 average weekday transit trips in 2003. This growth in transit services correlates to associated growth in Victorville and surrounding areas.

Bus Service

Bus service in the City of Victorville is provided by the Victor Valley Transit Authority (VVTA), a joint powers agency serving Vic-

torville and adjacent areas. The VVTA service area is comprised of the cities of Adelanto, Hesperia, and Victorville, the Town of Apple Valley, and San Bernardino County. Within the joint powers area, the VVTA currently operates 13 fixed-routes with various transfer points to adjoining routes, with additional subscriber services for certified riders. There are ten fixed-routes providing service within or through Victorville. Transit service currently is offered from 6:00 AM to 9:00 PM, Monday through Friday, and from 7:00 AM to 8:00 PM on Saturdays, with no service on Sundays and national holidays.

VVTA buses are equipped with bicycle racks that facilitate intermodal bicycle-transit trips. These racks can accommodate two bicycles at a time. For physically challenged patrons, Direct Access Transit is available by reservation only. Direct Access Transit is available the same dates and times as general transit service and observes the same holidays.

Regional commuter bus service from the City of Victorville was initiated in July 2002 but discontinued in July 2005. The commuter service was a three-year demonstration project funded with a Congestion Mitigation Air Quality (CMAQ) grant from the Federal Transit Administration (FTA), which at the end of the three-year period would be funded by the VVTA. The VVTA does not provide commuter service beyond the Victor Valley region; however, Amtrak Motor Coach service provides two daily round trips to Bakersfield.

Passenger Rail

Passenger rail service to the City is provided by Amtrak. **Figure Circ-4** illustrates passenger rail routes serving the City of Victorville. Amtrak's Southwest Chief Liner connecting Chicago, Illinois with Los Angeles, California, via Arizona, New Mexico, Colorado, Kansas and Missouri, offers daily service from the City of Victorville to Los

Angeles. This train offers a morning and an evening commute to and from Los Angeles. Westbound, travelers can connect to the Coast Starlight in Los Angeles and the Pacific Surfliner in Fullerton.

While currently in the environmental review phase, the Desert Xpress passenger train is proposed to the north of Victorville, within the sphere of influence. As proposed, travelers who are headed to Las Vegas can stop, park, and board the train. This train will travel at speeds up to 125 mph and will reach Las Vegas in approximately 90 minutes. The entire area, often referred to as the "Northern Triangle", has been designated as Specific Plan to further plan the appropriate mix of uses which will capitalize on development around the station.

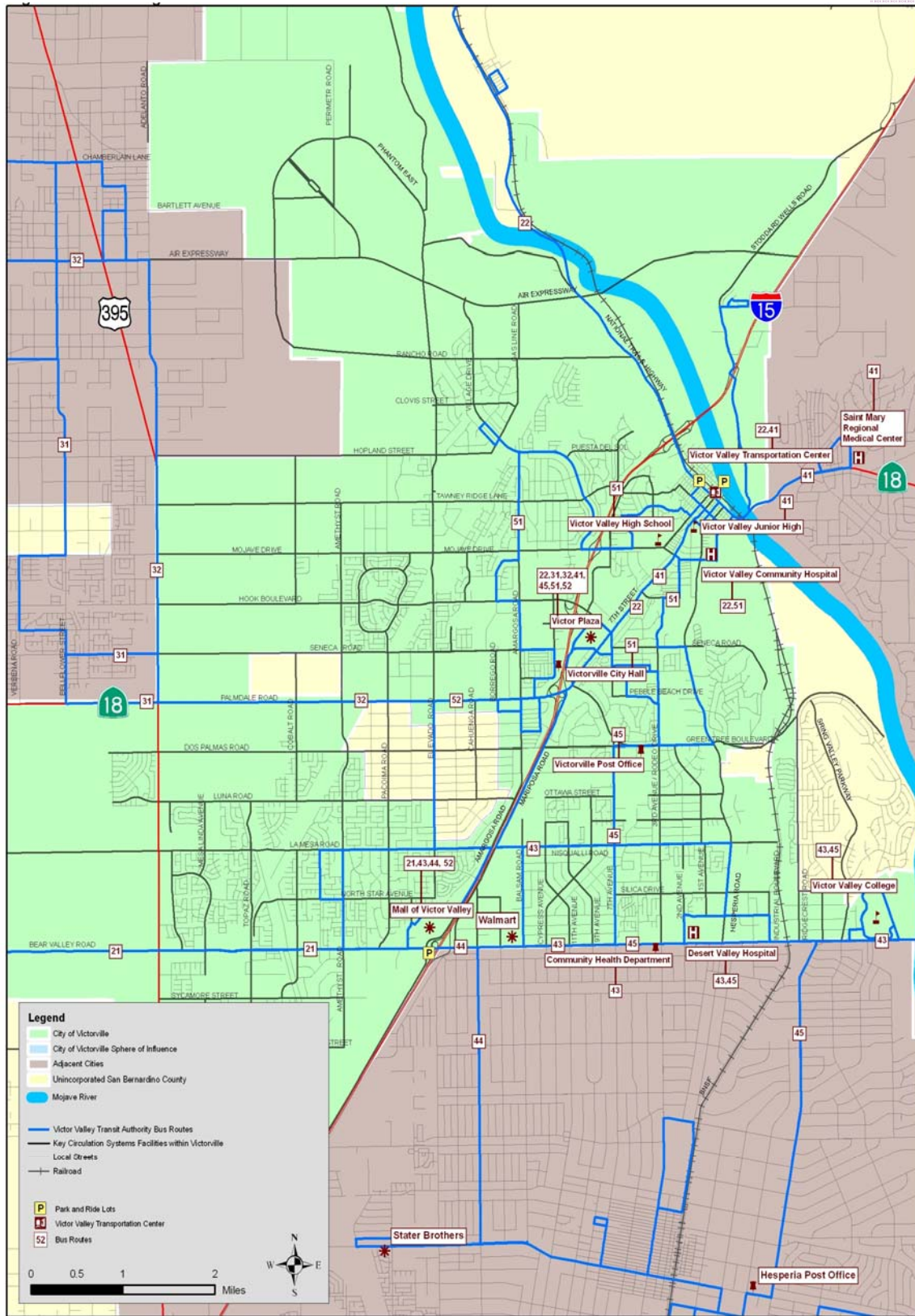


FIGURE Circ-4: Existing Public Transit Facilities

Victor Valley Transportation Center

Located on the north side of D Street, between 2nd Street and 6th Street, in the northeastern section of the City, the Victor Valley Transportation Center offers travelers multi-modal services and facilities. The transportation center is fully accessible to persons using wheelchairs, and is a transfer point for Amtrak national rail service and local bus. It contains 145 automobile parking spaces in a lighted, fenced parking lot and bicycle lockers. Since the station is not staffed by Amtrak, tickets, baggage, or package express shipments are not handled at this location. The nearest stations offering these services are in Los Angeles or Bakersfield.

Park-and-Ride Lots

Public transportation within the City of Victorville is supported by the convenience of park-and-ride lots. As shown in **Figure Circ-4**, the City has two existing park-and-ride lots, and one proposed in 2006. The existing lots are located at the following locations:

- Victor Valley Transportation, off D Street – 145 parking spaces
- Southwest corner of Amargosa Road and Bear Valley Road – 70 parking spaces, with space to expand to 203).

A new park-and-ride lot is planned at the northeast corner of Bear Valley Road and Fish Hatchery Road, adjacent to the Victor Valley College with 412 spaces.

Freight and Goods Movement

Freight Train Service

Southern California's major inter-modal cargo loading facilities are located in ports of Long Beach and Los Angeles. In the future, with the expansion of the SCLA, the

City will function as a major hub for inter-modal cargo transfer and distribution. As shown in **Figure Circ-5**, the City is served by a major freight rail corridor. The Burlington Northern Santa Fe Company ("BNSF") operates freight rail services through the City of Victorville, with a double main line and lead tracks for industrial uses. The services offered include transporting containers, trailers, and chemical/oil tankers. Union Pacific Railroad also operates on the double main line and Victorville is within its service area.

Southern California's major inter-modal cargo loading facilities are located in the ports of Long Beach and Los Angeles. In the future, with the expansion of the SCLA, the City will function as a major hub for cargo transfer and distribution. Potentially encompassing 1,600 acres and creating 1,500 permanent jobs, the City has begun construction of the first phase of rail lines leading to a new inter-modal/multi-modal rail yard. This facility will allow transfer of freight from rail-to-truck and rail-to-rail and include storage areas for automobiles and storage containers.

The City's Foxborough Industrial Park currently offers freight rail accessed parcels. Companies such as Goodyear, Mars M&M, Nutro and ConAgra utilize rail spurs in their day-to-day operations. This service will also be offered in the industrial area at the north end of the SCLA.

Truck Routes

Various size trucks and other types of vehicles are the primary mode of transporting goods from storage and distribution centers in and out of the Victor Valley, to their user destinations throughout the Planning Area. In concert with Noise Element policies, truck routes are restricted to arterials that minimize disturbance to noise sensitive land uses, such as residences, hospitals,

churches, schools, etc., with the exception of existing truck routes adjacent to existing developed areas such as along Hesperia Road, Green Tree Boulevard, Amargosa Road and Nisqualli Road. Chapter 12.36 of the Victorville Municipal Code establishes truck route regulations for commercial vehicles exceeding a maximum gross weight limit of 12,000 pounds. With the exception of making pickups or deliveries of goods, wares and merchandise from or to any building or structure located on non-truck routes, or for building construction or repair in these locations, trucks exceeding the specified weight limit are mandated to drive on City arterials that are clearly marked as a 'Truck Traffic Route'. All designated truck routes have access to the regional free-ways within the Victor Valley area.

As **Figure Circ-5** indicates, the following streets are designated as truck routes within the City of Victorville:

- Air Expressway
- National Trails Highway / D Street
- Hesperia Road from Bear Valley Road to D Street
- Green Tree Boulevard from 7th Street to Hesperia Road
- Mariposa Road from Bear Valley Road to Green Tree Boulevard
- Bear Valley Road within the City limits
- Amargosa Road from Bear Valley Road to Dos Palmas Road.
- Nisqualli Road from Hesperia Road to I-15.

Bicycle and Pedestrian Facilities

In 2001, SANBAG updated the *San Bernardino County Non-Motorized Transportation Plan*. It is intended to coordinate and guide San Bernardino County and local jurisdictions in taking measurable steps to promote

and facilitate the use of non-motorized modes for recreational travel and for commuting and other purposes. The Plan includes regional and intra-jurisdictional bicycle connections and pedestrian facilities. To develop a successful and widely used bicycle route network, the *San Bernardino County Non-Motorized Transportation Plan* identifies the following four key issues to be addressed: safety, access, quality of life and effective implementation. A main goal of this Plan is to upgrade existing facilities, implement new facilities and develop a countywide non-motorized network.

A majority of the non-motorized facilities include both shared-use and exclusive bicycle use facilities. Shared-use facilities, include shared paths for pedestrians and bicycles, and shared right of ways with bicycles and automobiles. Non-motorized facilities, specifically bike routes or shared-paths are defined in Section 890.4 of the California Streets and Highway Code. The design standards for such facilities are described in the Caltrans Design Manual and are consistent the criteria documented in the American Association of State Highway and Transportation Officials (AASHTO) Guidelines for the Development of Bicycle Facilities.

The City's bikeway network consists of three types of facilities, as follows:

- Class I bikeways, such as 'bike paths', provide a completely separated right of way designated for exclusive use of bicycles and pedestrians with minimum cross flows by motorists. These are shared use paths that may be used by pedestrians, skaters, wheelchair users, joggers and other non-motorized users.
- Class II bikeways, such as 'bike lanes', provide a restricted right of

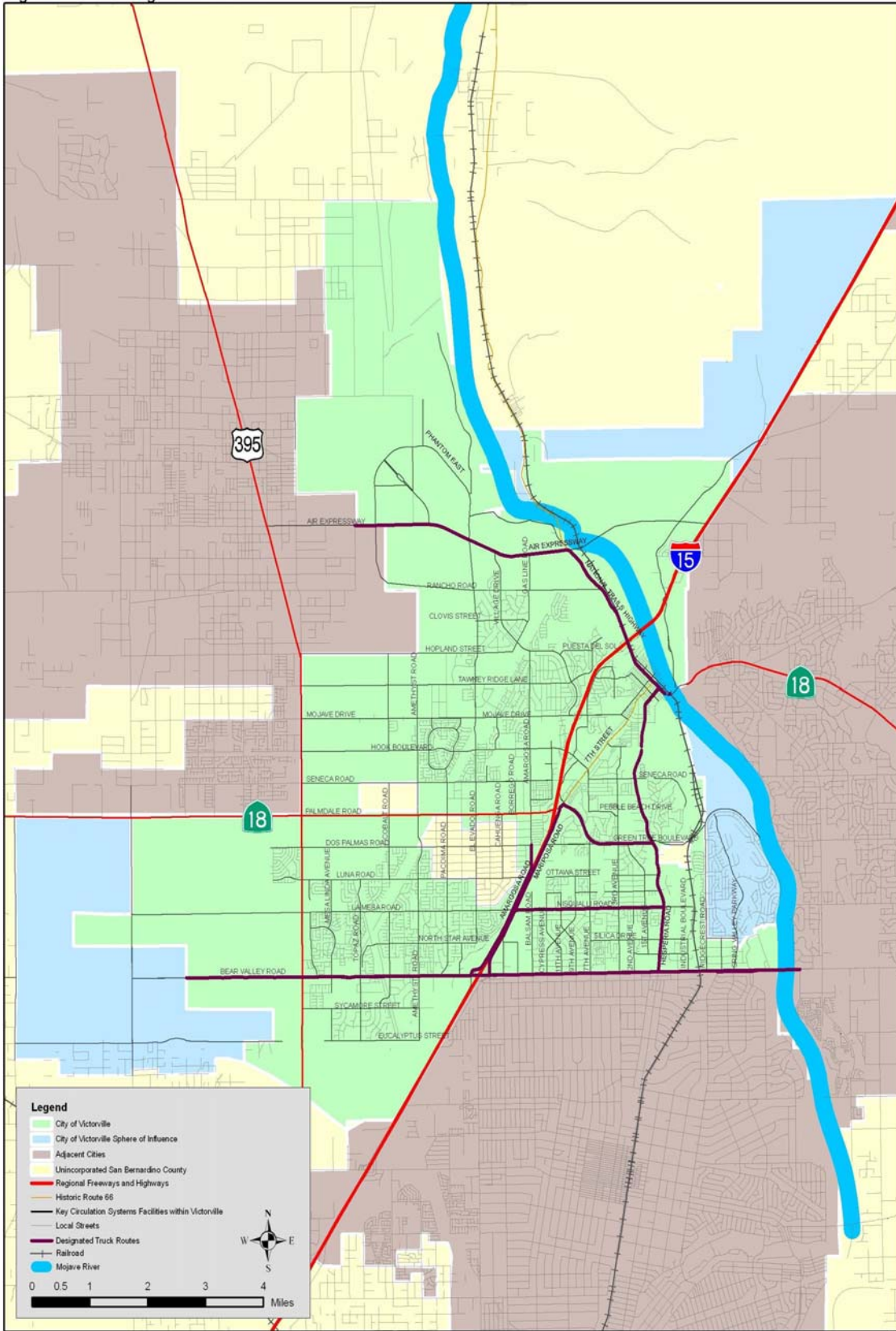


FIGURE Circ-5: Freight Rail and Truck Routes

way designated for the exclusive or semi-exclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited, but with permitted vehicle parking and cross flows by pedestrians and motorists. This is a portion of roadway that has been designated by striping, signing, pavement delineation, and pavement markings for preferential or exclusive use of bicyclists.

- Class III bikeways, such as on-street or off-street 'bike routes,' provide a right of way designated by signs or permanent markings and shared with pedestrians or motorists. Under the Caltrans Design Standards, Class III bikeways are designated by signage as a preferred route for bicycle use and routes.

Congestion Management Program

The need to maintain a comprehensive and functional regional circulation system throughout the Victor Valley and San Bernardino County was one of the main objectives in the creation of the San Bernardino Associated Governments (SANBAG). SANBAG is the council of governments and acts as the transportation planning agency for San Bernardino County. There are currently 25 member jurisdictions that, through appointed representatives, are responsible for the cooperative regional planning of local and regional roadway improvements, train and bus transportation, deployment of intelligent transportation systems and long term planning studies. As designated by statute, SANBAG serves in the capacity of County Transportation Commission, which is responsible for allocating and programming state and federal funds for regional transportation projects throughout the County.

SANBAG also serves as the County Transportation Authority and is responsible for administering Measure I, the half-cent transportation sales tax originally approved by voters in 1989 and extended for an additional 30 years in November 2004. SANBAG also has been designated as the Service Authority for Freeway Emergencies and as the Congestion Management Agency responsible for establishing, maintaining, and enforcing San Bernardino County's Congestion Management Program (CMP). San Bernardino County's CMP was created in June 1990 as a provision of Proposition 111. Under this proposition, urbanized areas with populations of more than 50,000 were required to undertake a congestion management program that was adopted by a designated Congestion Management Agency (CMA). As stated earlier, SANBAG was designated as the CMA by the County Board of Supervisors.

The CMP's level of service (LOS) standard requires all CMP segments to operate at LOS E or better, with the exception of those facilities identified in the list below. The following Victor Valley roadway segments have been designated LOS F in the 2001 CMP, updated in December of 2001:

- Bear Valley Road, between Amargosa Road and Mariposa Road
- Bear Valley Road, between Hesperia Road and Peach Avenue
- SR-18, between I-15 (North) and Stoddard Wells Road

The procedures in the 2000 Highway Capacity Manual (HCM) were adopted as the LOS procedures to be utilized in analyzing CMP facilities. Through the use of traffic impact analysis (TIA) reports and Comprehensive Transportation Plan (CTP) model forecasts, the CMP evaluates proposed land use decisions to ensure adequate transportation network improvements are

developed to accommodate future growth in population. If a CMP facility is found to fall below the level of service standard, either under existing or future conditions, a deficiency plan must be prepared, adopted, and implemented by local jurisdictions that contribute to such situations.

Deficient Intersections

Deficient intersections are those with an Intersection Capacity Utilization (ICU) value greater than 0.95 or Highway Capacity Manual (HCM) delay LOS worse than D (i.e., E or F). Intersections under this category would require mitigations to improve the LOS to satisfactory levels, that is to an ICU less than 0.95 or an HCM delay LOS of D or better. Specific critical movements that are LOS F require mitigation to satisfactory levels. For existing deficiencies, a determination can be made to mitigate for future impacts to avoid degrading the LOS of the intersection.

Near-Deficient Intersections

Near-deficient intersections are those with an ICU value greater than 0.90 but less than 0.95 and HCM delay LOS equal to or better than D. Intersections under this category are technically operating satisfactorily, under the given conditions, but could become deficient if traffic volumes increase slightly or if the growth in traffic volumes or land use projections become higher than those assumed in the model.

Satisfactory Intersections

All intersections that operate at ICU less than 0.90 but less than 0.95 and HCM delay LOS D or better are considered to be operating satisfactorily.

Wet and Dry Utilities

Water, sewer and storm drainage infrastructure (wet utilities) and electricity, natural gas, and telecommunications infrastructure (dry utilities) are also essential components of the circulation system. Such infrastructure is typically installed in conjunction with development to serve that development or be reasonably related to it. Utility systems usually follow the street system and are installed within the public right of way. Planning and maintenance of wet utilities is the City's responsibility. Private and quasi-public entities own and manage the dry utilities systems. An exception is that the City of Victorville Utility Department provides service for dry utilities (exclusive of telephone service) in the SCLA and Foxborough industrial area.

Through its annual Capital Improvement Program (CIP), the City identifies anticipated major infrastructure needs for the next five years, including street improvements, traffic signals, sewer improvements, water system improvements and storm drains. Planning and programming of water system improvements are handled by County Service Area 64. CIP projects include those for which funding is anticipated, from Federal, State and local sources. Since priorities and funding levels are subject to change, the CIP is subject to annual review and revisions. The CIP is designed to:

1. Provide a centralized and comprehensive mechanism for forecasting and defining capital improvement needs;
2. Assign priorities among capital projects;
3. Budget projects in accordance with City priorities;

4. Develop a projected revenue program for financing;
5. Schedule projects on a fixed-time basis and provide for appropriate implementation;
6. Coordinate activities of various City departments and outside entities in meeting schedule objectives
7. Monitor and evaluate the progress of capital improvements; and
8. Inform the public and private developers of projected capital improvements needs and implementation projects

While the CIP can save the City money by facilitating purchase of land and materials in advance of actual need, careful consideration is necessary when programming projects to ensure that physical improvements do not outpace need. The City's policy has and continues to be that infrastructure should be installed only when necessary and only to the extent warranted to avoid excessive maintenance costs.

CIRCULATION PLAN

To support future travel demand and land use growth, the following circulation plan changes are recommended for the 2035 build-out year. The 2035 circulation plan modifications are based on future average daily traffic (ADT) volumes generated by the validated City of Victorville travel demand model. The City of Victorville travel demand model is sub-regional model of the SANBAG regional model that provides more detail and accuracy for the City of Victorville and the adjacent areas of the Victor Valley. The City of Victorville travel demand model takes into account planned land uses changes, roadway and transportation improvements and modifications, infrastructure changes, modal usage, demographic forecasts, and regional growth.

Recommendations, to the 2035 circulation network have been developed based on an evaluation of roadway capacities by facility classifications compared to future ADT volumes forecasted from the model. The recommendations to the circulation network and plan are discussed below.

Changes to the Roadway Network

The following roadway changes, consisting of new extensions and/or realignments, are planned for implementation prior to the 2035 build-out year.

- The extension of Topaz Road from Sycamore Street to Bear Valley Road
- The extension of La Mesa Road west of Cantina Drive
- The extension of Dos Palmas Road from Mesa Linda Avenue to US-395
- The extension of Pacoima Road from Maricopa Road to Seneca Road
- The extension of Seneca Road from Amethyst Road to US-395
- The extension of Hook Boulevard from Diamond Road to US-395
- The extension of Cobalt Road from Mojave Drive to Hopland Street
- The extension/realignment of Tawney Ridge Lane from Ferndale Road to US-395
- The extension of Hopland Street from Cobalt Road to US-395
- The extension of El Evado Road from Haver Hill Street to Air Expressway Boulevard
- The extension of Rancho Road from Amargosa Road to National Trails Highway
- The extension/realignment of Rancho Road from El Evado Road to Air Expressway Boulevard
- The extension of Air Expressway Boulevard from National Trails Highway to the I-15 Freeway

- The extension of Green Tree Boulevard from Hesperia Road to Yates Road
- The extension of Seneca Road east of Hesperia Road
- The extension of Silica Drive from 3rd Avenue to west of Highgate Avenue
- The extension of 3rd Avenue from south of Mayapan Lane to Bear Valley Road
- The realignment of Spring Valley Parkway from Huerta Street to Bear Valley Road
- The extension of Ottawa Street from Arrowhead Drive to Ottawa Plane

Revised Roadway Classifications

The roadway classification standards used for the 2035 circulation system are shown in **TABLE Circ-1** below. This table shows that, in the SCLA Specific Plan area, super arterials and major arterials have a decreased ADT capacity, when compared to other areas of the City. In addition, certain roads, including Amargosa Road, Mariposa Road, and all roads in the Old Town Specific Plan, are limited by their built-out environments and have a set ADT capacity.

TABLE Circ-1: 2035 Roadway Classifications

Facility Type	Number of Lanes	Two-Way Turn Lane	Positive Median (Divided)	Parking	Total Minimum Width (Feet)	ADT Capacity
Super Arterial	6	N	Y	Y/N	124	56,000
Super Arterial (SCLA Specific Plan)	6	N	N	Y/N	122	56,000
Major Arterial	4	Y	Y	Y	100	37,500
Major Arterial (SCLA Specific Plan)	4	N	N	Y	98	37,500
Arterial	4	Y/N	N	Y/N	84	30,000
Amargosa Road & Mariposa Road ¹	4	N	N	N	74	30,000
Secondary Arterial (Old Town Specific Plan)	4	N	N	N	84	26,000
Residential Arterial	4	N	N	Y	100	20,000
Collector	2	Y/N	N	Y/N	64	14,500
Local	2	N	N	Y	60	10,000

¹Certain segments only.

The following roadway classification changes are recommended for the 2035 circulation system.

Super Arterials

- Bear Valley Road from west of the I-15 Freeway to west of US-395
- Amethyst Road from Bear Valley Road to Palmdale Road
- Palmdale Road from the I-15 Freeway to Bellflower Street
- La Mesa Road from El Rio Road to Balsam Road
- El Evado Road from Palmdale Road to Mojave Drive
- Mojave Drive from Village Drive to La Paz Drive
- Roy Rogers Drive from Amargosa Road to Civic Drive
- Green Tree Boulevard from Hesperia Road to Yates Road (planned extension)

Super Arterials (SCLA Specific Plan)

- Phantom East from Air Expressway Boulevard to Perimeter Road

Major Arterials

- La Mesa Road from Amethyst Road to El Rio Road
- El Evado Road from La Mesa Road to Palmdale Road
- Amargosa Road from north of Luna Road to Dos Palmas Road
- Mojave Drive from Amargosa Road to Ashley Glen Drive
- Roy Rogers Drive from Civic Drive to La Paz Drive
- La Paz Drive from La Paz Drive to Valley Center Drive
- El Evado Road from Mojave Drive to Air Expressway Boulevard
- Air Expressway Boulevard from El Evado Road to National Trails Highway

- Nisqualli Road from Balsam Road to 11th Avenue

Major Arterials (SCLA Specific Plan)

- Phantom West from Perimeter Road to Air Expressway Boulevard
- Air Expressway Boulevard from west of Phantom West to El Evado Road

Arterials

- Topaz Road from Bear Valley Road to San Miguel Street
- Seneca Drive from Amargosa Road to US-395
- Hook Boulevard from Amethyst Road to US-395
- Hopland Street from west of Amethyst Road to US-395
- Rancho Road from El Evado Road to Air Expressway Boulevard (planned extension/realignment)
- Ridgecrest Road from Chinquapin Drive to Yates Road
- Yates Road from Ridgecrest Road to Fortuna Lane
- Spring Valley Parkway from Bear Valley Road to Pahute Road
- Silica Road from Hesperia Road to 1st Avenue
- Nisqualli Road from east of Hesperia Road to 11th Street
- 7th Avenue from Bear Valley Road to Nisqualli Road
- Arrowhead Drive from Nisqualli Road to Yates Road
- Ottawa Street from Arrowhead Drive to 11th Street
- Balsam Road from Nisqualli Road to north of Nisqualli Road

Secondary Arterials (Old Town Specific Plan)

All roadways in the Old Town Specific Plan area should be classified as a secondary arterial or smaller, with a maximum ADT of

26,000. This is due to the existing built-out environment, which prevents future expansion. Including the following:

- D Street from the I-15 Freeway to 11th Street
- Hesperia Road from Verde Street to B Street

Amargosa Road and Mariposa Road

Amargosa Road, from north of Bear Valley Road to Luna Road, and Mariposa Road, from north of Bear Valley Road to Yates Road, will have a maximum ADT of 26,000. This is due to the existing built-out environment, which prevents future expansion.

Residential Arterial

- La Mesa Road from Cantina Drive to west of US-395

Collectors

- Topaz Road from La Mesa Road to Luna Road
- Cobalt Road from Hook Boulevard to Mojave Drive
- Pacoima Road from Maricopa Road to Seneca Road
- Luna Road from Cantina Drive to US-395
- Dos Palmas Road from west of Cobalt Road to US-395 (planned extension)
- Tawney Ridge Lane from west of Amargosa Road to US-395 (planned extension/realignment)
- Rancho Road from El Evado Road to National Trails Highway
- 5th Street from Yucca Avenue to D Street
- 11th Avenue from Bear Valley Road to Nisqualli Road
- Cypress Avenue from 9th Avenue to Nisqualli Road

- Yates Road from the I-15 Freeway to Arrowhead Drive
- Jasmine Street from Industrial Boulevard to Hesperia Road
- 2nd Avenue from Bear Valley Road to Jasmine Street
- 3rd Avenue from Bear Valley Road to south of Mayapan Lane
- Hughes Road from La Paz Drive to Hesperia Road

Local Streets

- Puesta Del Sol Drive from Village Drive to Tawney Ridge Lane
- West Trail from Mojave Drive to Reno Loop Road
- East Trail from Mojave Drive to Reno Loop Road
- Reno Loop Road
- South Trail from Reno Loop Road to Seneca Road

The recommended circulation network and plan changes are illustrated in **Figure Circ-6**. **Figure Circ-6** represents the changes and modifications planned to the City of Victorville's circulation network and the recommended roadway classifications based on the expected 2035, build out travel demands.



2035 Roadway Classification

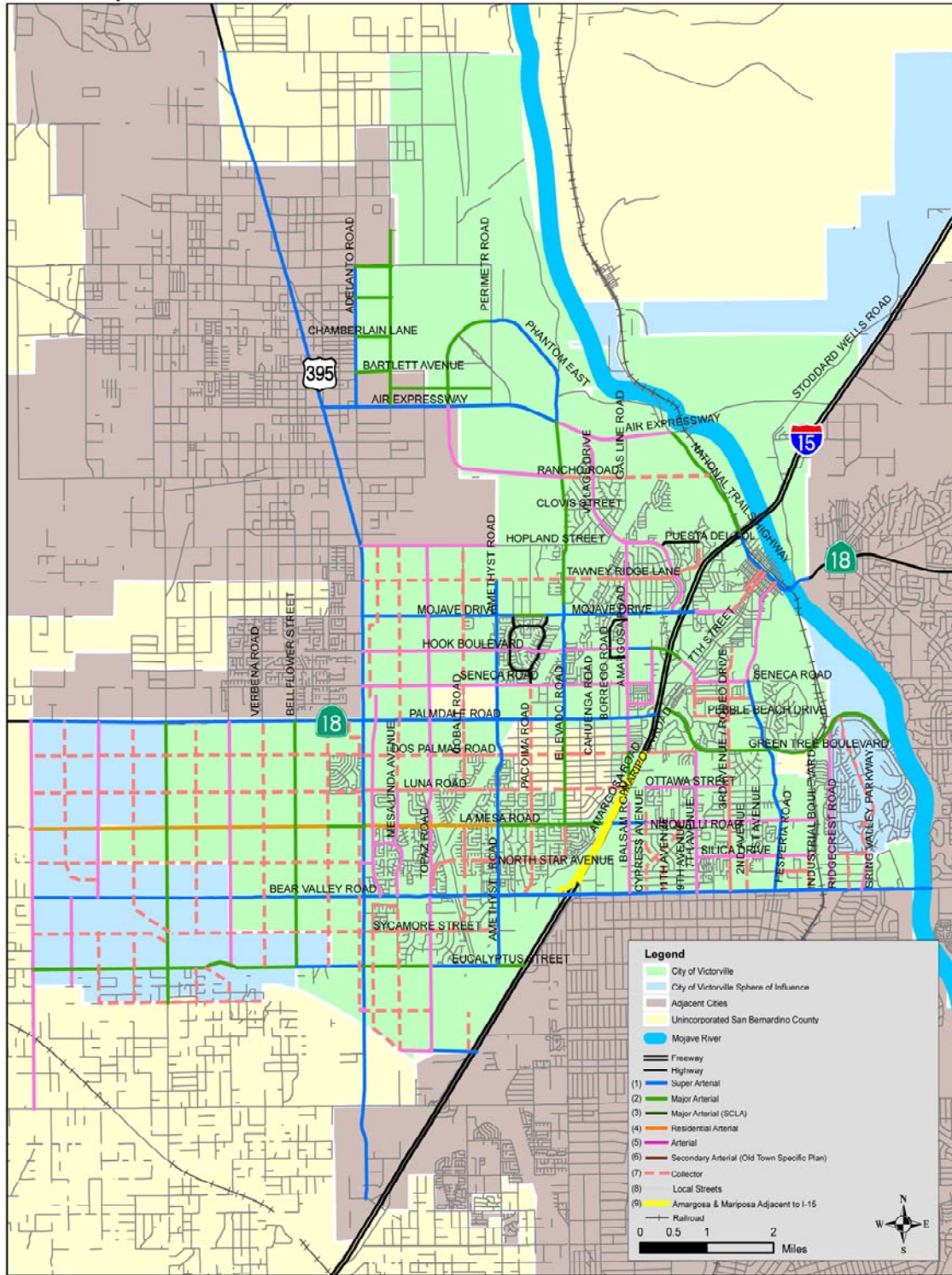


FIGURE Circ-6: 2035 Vehicular Circulation System

City of Victorville General Plan Circulation Map

Legend

-  City Sphere
-  High Desert Corridor
-  Bridge
-  BNSF Railroad
-  City Rail
-  City Boundary
-  Collector
-  Arterial
-  Major Arterial
-  Major Arterial (SCLA Specific Plan)
-  Residential Arterial
-  Super Arterial
-  Super Arterial Modified (SAZ)
-  Super Arterial (SCLA Specific Plan)
-  Eight Lanes Divided (8D)
-  Freeway

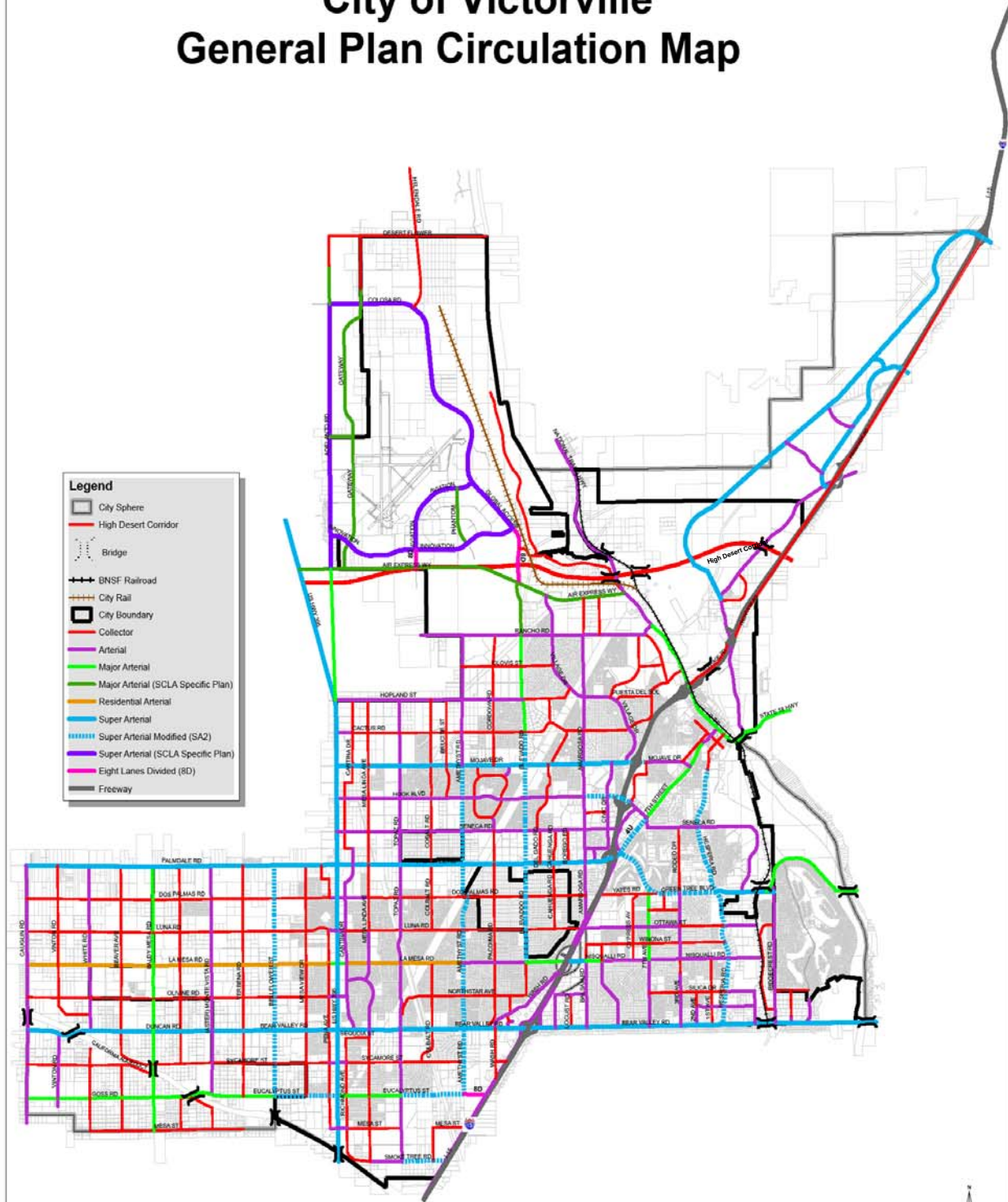


Figure Circ - 7 Circulation Map

GOALS, OBJECTIVES, POLICIES AND IMPLEMENTATION

The following goals, objectives, policies and implementation measures are intended to achieve the Vision of this Circulation Element and to guide the City's efforts to continue to build and maintain an efficient transportation and circulation infrastructure to support the community development policies set forth in the Land Use Element.

GOAL #1: GOOD MOBILITY - PROVIDE A SAFE, EFFICIENT TRANSPORTATION SYSTEM THAT ENHANCES MOBILITY FOR LOCAL RESIDENTS AND BUSINESSES, AND FACILITATES REGIONAL TRAVEL FOR AUTOMOBILES AND TRUCKS.

Objective 1.1: Provide sufficient traffic carrying capacity at intersections throughout the roadway network, to achieve level of service performance standards.

Policy 1.1.1: *Maintain LOS "D" or better at intersections (as defined in the most current version of the Highway Capacity Manual), except in certain high activity areas designated by the Planning Commission, where a LOS E is acceptable.*

Implementation Measure 1.1.1.1: Assess traffic impacts of significant new development and redevelopment projects to determine whether the projects would cause affected intersections to operate at deficient levels of service or would substantially worsen the LOS at already deficient LOS. A threshold for determination of what classes of projects trigger a traffic impact analysis or traffic study shall be established by the City Engineer.

Policy 1.1.2: *If a development project would worsen an intersection peak hour LOS to E or worse, it is considered a significant impact that must be mitigated. If a development project would worsen an already deficient intersection by two percent or more, it is considered a significant impact that must be mitigated.*

Policy 1.1.3: *Require new development and redevelopment projects to bear responsibility for traffic system improvements necessary to mitigate the project's significant impacts at affected intersections, concurrently with construction of such projects.*

Implementation Measure 1.1.3.1: Typically, developers will construct necessary traffic system improvements. Alternately, in lieu of developer-provided improvements, the City will impose exactions, dedications and/or fees on new development and redevelopment projects to fund improvements that mitigate significant safety and/or congestion impacts on the roadway network. These shall be based on a clear and proportional nexus between the level of project impact and the estimated cost of providing the improvements required to mitigate the impact.

Policy 1.1.4: *Complete deficiency plans to mitigate near-deficient and deficient intersections to an acceptable level of service or to prevent degrading to a worse level of service.*

Implementation Measure 1.1.4.1: Incorporate deficiency plan projects into the five-year Capital Improvement Program or into longer range plans.

Objective 1.2: Achieve and maintain mobility goals set forth in countywide CMP, on local CMP segments.

Policy 1.2.1: *Support and cooperate with all aspects of the countywide CMP for maintaining levels of service for CMP segments located in the Planning Area.*

Implementation Measure 1.2.1.1: The City will be responsible for requiring, reviewing and approving traffic impact analyses and traffic studies for all applicable private and public projects, in accordance with CMP standards for these studies.

Implementation Measure 1.2.1.2: Incorporate deficiency plan projects into the five-year Capital Improvement Program or into longer range plans.

Objective 1.3: Complete the planned highway improvements.

Policy 1.3.1: *Participate with Caltrans and SANBAG on the environmental documents for the realignment of Highway 395 through the Planning Area.*

Policy 1.3.2: *Complete the project approval and environmental document for the High Desert Corridor Project.*

Policy 1.3.3: *Prioritize General Plan improvements for new interchanges, interchange modifications, new road constructions and road widenings.*

Implementation Measure 1.3.3.1: Incorporate deficiency plan projects into the five-year Capital Improvement Program or into longer range plans.

Objective 1.4: Maintain smooth traffic flow, reduce and minimize traffic conflicts

Policy 1.4.1: *Restrict residential driveway access to arterial roadways to locations where a finding can be made that such access will not result in a significant safety problem, will not conflict with traffic movements and will not result in a congestion impact.*

Policy 1.4.2: *Minimize through traffic in residential neighborhoods through a variety of land use controls, traffic control devices, signs, traffic calming techniques, etc.*

Policy 1.4.3: *Support and participate in regional efforts to improve/expand freight movement via trucks and train services, without increasing conflicts with passenger car traffic and without increasing congestion on the highway and arterial roadway networks.*

Policy 1.4.4: *Continue to enforce truck route restrictions throughout the Planning Area.*

Objective 1.5: Ensure adequate planning and programming of roadway improvements.

Policy 1.5.1: *Review and prioritize Transportation Systems Management (TSM) measures and incorporate into Capital Improvement Programming (CIP) as appropriate.*

Implementation Measure 1.5.1: Each year, as part of the CIP effort, select a specific set of TSM measures to complete in the next fiscal year, to optimize the efficiency

of the local roadway network. TSM measures include, but are not limited to:

1. Intersection widening
2. Installation of traffic control devices – signals and stop signs
3. Signal timing optimization
4. Signal synchronization
5. Channelization
6. Exclusive turn lanes
7. Continuous, two-way left turn lanes
8. Turn prohibitions
9. Parking prohibitions
10. One way streets
11. Intelligent Transportation System technologies
12. Traffic surveillance and incident control

GOAL #2: EFFICIENT MULTI-MODAL TRANSPORTATION NETWORK - MEET DIVERSE TRANSPORTATION NEEDS OF EXISTING AND FUTURE RESIDENTS AND BUSINESSES IN THE PLANNING AREA THROUGH CONVENIENT, SAFE, MULTI-MODAL MEANS.

Objective 2.1: Complete the Non-Motorized components of the Circulation Plan by 2020

Policy 2.1.1: *Each year, as part of the CIP effort, consider allocation of funds toward completion of some portion of the Non-Motorized components of the Circulation Plan.*

Objective 2.2: Expand public transit in conjunction with population growth

Policy 2.2.1: *Require new development and redevelopment projects (public and private), to incorporate needed public transit facilities as identified by the Victor Valley Transit Authority (VVTA).*

Implementation Measure 2.2.1.1: Consult with the VVTA during planning/design of major new development and redevelopment projects and public facilities, to incorporate appropriate public transit improvements, in optimal locations.

Implementation Measure 2.2.1.2: Consult with VVTA regarding regular assessments of special transit needs for low-income, elderly, handicapped and other residents who do not have access to private automobiles or the public bus system.

GOAL #3: ADEQUATE INFRASTRUCTURE - DEVELOP AND MAINTAIN INFRASTRUCTURE THAT SUPPORTS THE TRANSPORTATION AND CIRCULATION NEEDS OF THE COMMUNITY IN A COST-EFFECTIVE AND ENVIRONMENTALLY SENSITIVE MANNER.

Objective 3.1: Meet multiple infrastructure needs within common public rights-of-way.

***Policy 3.1.1:** Planning and design of new roadways and expansion/completion of existing roadways shall include consideration of water, sewer, storm drainage, communications, and energy facilities that can be co-located within the road right of way.*

Implementation Measure 3.1.1.1: Establish specifications for construction of utility infrastructure within each roadway functional classification.

Objective 3.2: Design infrastructure that minimizes impacts to the environment.

***Policy 3.2.1:** Minimize or prohibit the use of landscape materials that require regular watering in the design of landscaping for public streets.*

***Policy 3.2.2:** Include in the design specifications for public and private streets structural and non-structural techniques to filter storm water runoff prior to conveyance to storm drain inlets.*

***Policy 3.2.3:** Program the funding and construction of wet and dry utilities within City service areas concurrent with the actual need for those improvements.*

Objective 3.3: Provide adequate infrastructure improvements in conjunction with new development and redevelopment projects

***Policy 3.3.1:** Require private and public development projects to be responsible for constructing road improvements along all frontages abutting a public street right of way, in accordance with the design specifications for that roadway. Such road frontage improvements shall be constructed concurrently with and completed prior to opening of the project.*

Implementation Measure 3.3.1.1: Require private and public development projects to be responsible for constructing roads, traffic control devices, wet and dry utility improvements necessary to meet the needs of the project, and to properly integrate into the established and planned infrastructure systems. Such improvements shall be constructed concurrently with and completed prior to opening of the project.



FINAL DRAFT

2021–2029 HOUSING ELEMENT

January 2022

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ACRONYMS AND ABBREVIATIONS

AB	Assembly Bill
ACS	American Community Survey
ADU	accessory dwelling unit
AMI	area median income
CDBG	Community Development Block Grant
CESH	California Emergency Solutions and Housing
City or Victorville	City of Victorville
COC	Continuum of Care
Consolidated Action Plan	2017–2021 Consolidated Plan and 2017–2018 Action Plan
Consortium	Town of Apple Valley and City of Victorville Consortium
CRIA	Community Revitalization Investment Area
CTCAC	California Tax Credit Allocation Committee
du/acre	dwelling units per acre
H.O.P.E.	Homeless Outreach and Proactive Enforcement
HCD	Department of Housing and Community Development
HUD	U.S. Department of Housing and Urban Development
HSC	California Health & Safety Code
JADU	junior accessory dwelling unit
JPA	Joint Powers Authority
LBNC	Low-Barrier Navigation Center
LIHTC	Low-Income Housing Tax Credit
NOFA	Notice of Funding Availability
RHNA	Regional Housing Needs Assessment
SB	Senate Bill
SCAG	Southern California Association of Local Governments
sf	square feet

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Acronyms and Abbreviations

SRO	single-room occupancy
State	State of California
Termer Center	University of California, Berkeley, Termer Center
UWMP	Urban Water Management Plan
VWD	Victorville Water Division
VVEDA	Victor Valley Economic Development Authority

1 INTRODUCTION

This document is the Housing Element for the City of Victorville (City or Victorville) as updated for the 2021-2029 6th Cycle planning period. The Housing Element is part of the Victorville General Plan 2030, adopted by the City in October 2008 and certified by the State of California (State) in 2010.

The California Government Code requires that the Housing Element be included in a City's General Plan as one of seven mandatory elements that express the community's values, goals, and vision for the future. The Housing Element identifies and analyzes the City's existing and projected housing needs and contains a detailed outline and work program of the City's goals, policies, quantified objectives, and programs for the preservation, improvement, and development of housing for a sustainable future. The Housing Element identifies ways in which the housing needs of all economic segments of the community, including residents and the local workforce, can be met.

1.1 Background

The provision of adequate housing for families and individuals of all economic levels is an important public goal. It has been a focus for the State and local governments. The issue has grown in complexity due to rising land and construction costs, as well as increasing competition for physical and financial resources in both the public and the private sectors.

In response to this concern, the California Legislature amended the California Government Code in 1980. The amendment instituted the requirement that each local community include a specific analysis of its housing needs and a realistic set of programs designed to meet those needs. This analysis is to be set forth in a Housing Element and incorporated in the General Plan of each municipality.

The California Legislature determined that a primary housing goal for the State is to ensure that every resident has a decent home and suitable living environment. The requirements of the law are prefaced by several statements of State policy set forth in Section 65580 of the California Government Code:

- a. The availability of housing is of vital Statewide importance, and the early attainment of decent housing and a suitable living environment for every Californian, including farmworkers, is a priority of the highest order.
- b. The early attainment of this goal requires cooperative participation of government and the private sector in an effort to expand housing opportunities and accommodate the housing needs of Californians in all economic levels.

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- c. The provision of housing affordable to low- and moderate-income households requires the cooperation of all levels of the government.
- d. Local and State governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for housing needs of all economic segments of the community.
- e. The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental, and fiscal factors and community goals set forth in the general plan and to cooperate with other local governments and the State in addressing regional housing needs.
- f. Designating and maintaining a supply of land and adequate sites suitable, feasible, and available for the development of housing sufficient to meet the locality's housing need for all income levels is essential to achieving the State's housing goals and the purposes of this article.

California Government Code, Section 65588, requires that local governments review and revise the Housing Element of their comprehensive General Plans (Victorville General Plan) not less than once every 8 years. Prior to the 6th Cycle Housing Element Update for the 2021–2029 planning period, Victorville's Housing Element was updated in 2014 for the 5th Cycle (2013 to 2021).

Multiple changes to California Housing Element law have become effective since processing of the City's 5th Cycle Housing Element. In particular, the State increased its ability to enforce Housing Element requirements, and the ability for interested persons to challenge the City's compliance with Housing Element law. Pursuant to California Government Code, Section 65585, the State has a greater range of penalties that can be imposed on jurisdictions for non-compliance. This puts the City at risk of exposure to a variety of fiscal impacts and regulatory impacts that could reduce local control over housing-related decision-making. Jurisdictions that do not comply also risk the State imposing a more frequent Housing Element update cycle.

The 6th Cycle Housing Element Update was prepared to comply with State housing laws, as amended, and all other federal, State, and local requirements as necessary to demonstrate compliance with State law and gain State certification.

1.2 Community Overview

The City is located in southwestern San Bernardino County in the geographic sub-region of the southwestern Mojave Desert known as the Victor Valley and commonly referred to as the "High Desert" due to its approximate elevation of 2,900 feet above sea level. Areas surrounding the Planning Area are largely undeveloped and contained within the unincorporated County of San Bernardino boundaries. Surrounding urbanized areas include the City of Adelanto to the northwest,

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Town of Apple Valley to the east, City of Hesperia to the south, and the unincorporated community of Phelan to the west (Figure 1-1, Victorville Vicinity Map).

After experiencing tremendous population growth between 2000 and 2010, during which the population almost doubled (from 64,029 to 115,903), the City has seen more modest growth between 2010 and 2018 (from 115,903 in 2010 to 126,432 in 2018). The City's growth can be attributed to the availability of relatively low-cost housing (relative to Orange County, Los Angeles County, and other parts of the Inland Empire), particularly for single-family homes.

1.3 Role of the Housing Element

The Housing Element, as part of the Victorville General Plan, establishes housing-related actionable programs that are intended to guide City decision-making related to land use planning and development activities for the planning period 2021–2029 in accordance with the City's stated housing goals and State law. The Housing Element includes strategies for maintenance of existing housing and action-oriented programs to increase the capacity for additional housing options within the local housing supply as necessary to meet the current and future needs of people living and working in Victorville. Implementation of these strategies will require that the City process a series of future actions, referred to as the Housing Element implementation program, for compliance with California housing law.

Meeting the community's housing needs is a high priority for the City. As widely reported throughout the State, California is in the midst of a housing crisis where demand greatly outweighs supply. Additionally, overall wage growth has not kept pace with increases in housing costs, making median home prices and rents out of reach for a large population of the State. According to the Harvard Joint Center for Housing Studies,¹ approximately 50% of California renters were rent burdened (i.e., more than 30% of their income went toward rent) with nearly one-third designated as severely rent burdened (i.e., more than 50% of their income went toward rent) prior to the COVID-19 pandemic. These factors have contributed significantly to various housing problems, such as overcrowding and homelessness.

In the County of San Bernardino specifically, median income increased by 14% between 2018 and 2020,² while median home prices in Victorville increased by 23%,³ and rent increased by 20%.⁴ These statistics demonstrate the ongoing, well-documented need for affordable housing. Given high land, construction, and materials costs in California, the development of affordable housing requires public subsidies and assistance, as the costs to develop the housing far exceed the revenues derived from selling/renting the housing at affordable prices/rents. It is important

¹ <https://www.cbs8.com/article/news/local/california/california/why-is-housing-so-expensive-in-california/509-e463dd3f-4041-43b9-8983-4226caee88e2>.

² California Department of Housing and Community Development, State Income Limits, 2018 and 2020.

³ Zillow, March 2020.

⁴ Rentcafe.com, March 2020.

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to note that there is insufficient public funding available to fill the gap between what it costs to build affordable housing and the revenues generated by the housing on a State and federal level. Prior to 2011, many cities like Victorville utilized redevelopment as a financial tool to revitalize blighted areas and fund affordable housing. However, redevelopment was eliminated in 2011, and this significant funding source (estimated at \$2 billion/year Statewide) of locally derived revenues was redirected away from affordable housing and toward local taxing entities' general funds. The City had helped fund several affordable housing developments prior to 2011, but has been unable to fund these projects since State law eliminated this funding source.

Affordable housing is funded primarily through a combination of sources (as no one source is sufficient to fund individual projects), including Low-Income Housing Tax Credits, State grants, project-based housing vouchers from the U.S. Department of Housing and Urban Development, loan programs, donation of land, and other sources.

State law recognizes that housing needs may (and do) exceed available resources and, therefore, does not require that the City's quantified objectives be identical to the identified housing needs. More specifically, the California Government Code, Section 65583(b) (2) states, "It is recognized that the total housing needs . . . may exceed available resources and the community's ability to satisfy this need within the content of the general plan requirements Under these circumstances, the quantified objectives need not be identical to the total housing needs. The quantified objectives shall establish the maximum number of housing units by income category, including extremely low income that can be constructed, rehabilitated, and conserved."

The acknowledgment of the funding limitations is extremely important—cities and counties are required to prepare Housing Elements every 8 years to identify needs and actions to provide for housing at all income levels and for all populations despite a severe shortage in local, State, and federal funding that makes many of the actions needed and planned financially infeasible. It is important to recognize that State law requires cities to plan for housing, but almost all housing is developed by the private sector.

1.4 Relationship to Other Elements

California Government Code, Section 65300.5, states the following: "The General Plan and elements and parts thereof comprise an integrated, internally consistent, and compatible statement of policies" The purpose of requiring internal consistency is to avoid policy conflict and provide a clear policy guide for the future maintenance, improvement and development of housing within the City.

The Housing Element was prepared in a manner to ensure that this requirement is met. It is important to note that the City is currently undergoing updates to the Land Use and Safety Elements of the General Plan as well as preparing an Environmental Justice Element. These updates are anticipated to be completed during 2022.

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The Housing Element has been reviewed for consistency with the City’s other General Plan elements during the current updates to the Land Use and Safety Elements, and the Environmental Justice Element preparation. As more portions of the General Plan are amended in the future, the Housing Element will be reviewed to maintain consistency.

1.4.1 Public Outreach and Participation

The City prepared a comprehensive Public Engagement Plan for the 6th Cycle Housing Element, Land Use and Safety Element Updates, and Environmental Justice Element. Despite the COVID-19 pandemic, the City successfully conducted two public workshops on the Housing Element (including online and social media notice posting) and conducted an online survey, including identifying all stakeholders. Public participation for the 2021–2029 Housing Element included online Planning Commission Special Workshop Meetings on February 1, 2021, and March 15, 2021. Members of the community were invited to address concerns and give input on the ideas for the Housing Element. Special invitations were sent to housing developers, housing professionals, and agencies and organizations that provide supportive housing services to lower and moderate-income households and persons with special needs (see Appendix A for mailing list). Notices were also posted on the City website and social media platforms, and ads were printed in the local newspaper inviting the community to both workshops. A third meeting before both the Planning Commission and City Council is planned for July 13, 2021, to review the Draft Housing Element. A public review draft was prepared and made available to the community prior to the July 13, 2021, meeting and will continue to be available for at least 60 days. The Draft Housing Element is available on the City website.

1.4.2 Organization

The Housing Element is organized into eight primary chapters:

- **Chapter 1, Introduction:** Provides an overview of the purpose, scope, and organization of the Housing Element.
- **Chapter 2, Community Profile:** Provides a summary of the City’s demographic and housing characteristics, special needs groups, and housing needs, as well as an overview of the required Affirmatively Furthering Fair Housing analysis, detailed further in Appendix B.
- **Chapter 3, Housing Constraints:** Provides an assessment of the various constraints to housing development and preservation.
- **Chapter 4, Housing Resources and Opportunities:** Provides an inventory of resources available to meet the City’s existing and projected housing needs.
- **Chapter 5, Review of Previous Housing Element (2013–2021):** Analyzes the progress and effectiveness of programs from the City’s prior Housing Element and reviews the appropriateness of the program for the current Housing Element.

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- **Chapter 6, At-Risk Affordable Housing:** Identifies units in the City currently restricted with affordability covenants, focusing on covenants that expire in the next 10 years.
- **Chapter 7, Housing Plan:** Specifies the City’s commitments to providing and preserving housing opportunities in the community.
- **Chapter 8, Adequate Sites Inventory Analysis and Methodology:** Assesses the City’s capacity for new housing development and demonstrates that the City can accommodate its Regional Housing Needs Assessment allocation of 8,165 housing units, including 2,871 lower-income affordable units.

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2 COMMUNITY PROFILE

2.1 Population, Demographic, and Employment Trends

California Government Code, Section 65583(a), requires an assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs. Per Section 65583(a)(1), this section includes an analysis of population and employment trends and details the population characteristics and growth, demographics, and employment trends in the City of Victorville (City or Victorville). The City’s population characteristics and trends are important factors in evaluating the housing needs of its residents and identifying strategies to meet those needs through plans, programs, and projects. Population growth, household characteristics, and employment trends influence the housing needs of the community.

2.1.1 Background

Victorville is a growing, vibrant community with affordable housing prices, is conveniently located between the Cities of Los Angeles and Las Vegas, is in proximity to major transportation routes (Interstate 15, U.S. Route 395, and State Route 18), is home to some of the area’s largest employers, and has experienced robust industrial and retail expansion (City of Victorville, Economic Development Department). The former George Air Force Base is currently redeveloping as an industrial hub. Additionally, a high-speed rail line between the Town of Apple Valley and the City of Las Vegas is due to begin construction in 2021, which should bring economic benefits to the City, additional jobs, and a greater need for housing.

These attributes make Victorville an appealing place to live and contribute to the increasing growth rate. Understanding and planning its housing needs are critical to supporting the growing residents and workforce.

According to the Southern California Association of Government’s (SCAG’s) Final Connect SoCal Demographic and Growth Forecast, Technical Report, adopted September 3, 2020, the following represents the growth forecast for Victorville (Table 2-1).

Table 2-1. Growth Forecast for 2045

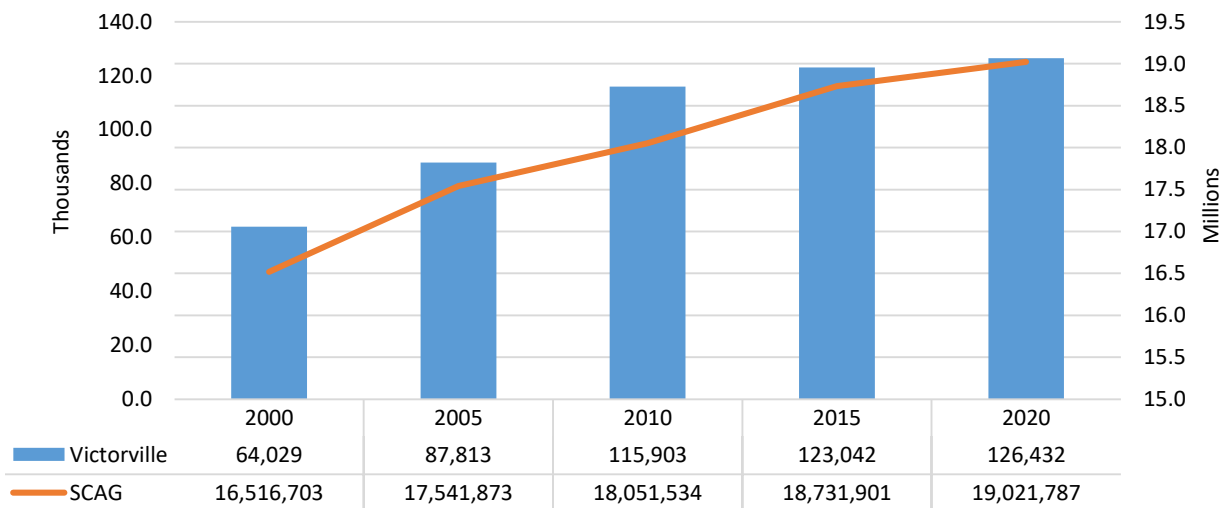
	2016	2045	% Change
Population	123,300	194,500	58%
Employment	33,900	61,800	82%
Households	41,200	61,200	49%

SCAG 2020 Final Connect SoCal Demographic & Growth Forecast

2.1.2 Population Trends

Victorville is a growing community with an increasing need for housing to accommodate its population. In 2020, the City’s total population was 126,432, including 4,917 living in group quarters, according to the California Department of Finance. The population has increased by 9% over the last 10 years from a population of 115,903 but has increased by 97% over the last 20 years, growing from 64,029 in the year 2000. This population boom signifies a staggering 20-year growth rate and significant demand for housing (California Department of Finance E-5 Population and Housing Unit Estimates). Over this 20-year period, Victorville’s population has grown 3.4% per year, trending higher than the 0.7% average annual growth rate of the SCAG region. Figure 2-1 charts this population increase over the last 20 years, comparing the City’s growth to the growth throughout the greater SCAG region.

Figure 2-1. Population Trend, 2000–2020

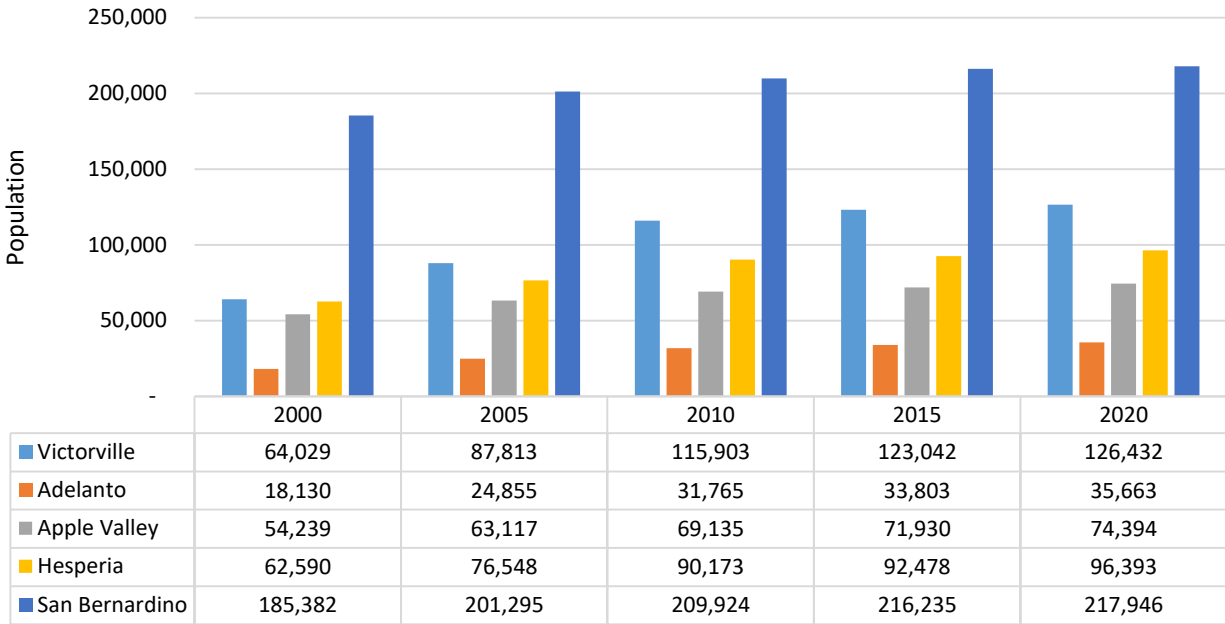


CA DOF E-5 Population and Housing Unit Estimates.

Figure 2-2 illustrates the population changes and growth rate between 2000 and 2020 for the City and its neighboring cities. Surrounding jurisdictions have experienced growth, though the City’s growth is among the highest of neighboring cities. The City experienced an annual growth rate of 3.4%, as did the City of Adelanto. However, The City’s annual growth rate of 3.4% outpaced its surrounding neighbors of the Town of Apple Valley’s annual growth rate of 1.6%, the City of Hesperia’s rate of 2.2%, and the City of San Bernardino’s rate of 0.8%.

Between 2000 and 2020, the City’s population increased by a staggering 97.5%, trending just above the City of Adelanto’s 96.7% growth increase. However, this dramatically outpaced the Town of Apple Valley’s increase of 37.2%, the City of Hesperia’s 54% increase, and the City of San Bernardino’s 17.6% increase.

Figure 2-2. Population Growth, the City of Victorville and Neighboring Cities



CA DOF E-5 Population and Housing Unit Estimates

2.1.3 Population Demographics: Race, Ethnicity, and Diversity

Racial and ethnic diversity and different cultural background may influence housing characteristics, needs, and preferences, such as preferences for location or housing size to accommodate multi-generational families. Understanding the City’s racial and ethnic demographics can help analyze housing current trends, needs, and projections.

Table 2-2 shows the racial and ethnic composition of City residents. The 2014–2018 American Community Survey (ACS) 5-Year Estimates reports that of the population that identifies as one race, 64% of City residents are White, 17% are Black, 4% are Asian, and 8% are some other race. Approximately 54% of City residents are Hispanic or Latino of any race. Since 2010, the White population has increased by approximately 15%, the Black population by 0.2%, and the Hispanic or Latino population by 6%. The Asian, American Indian or Alaskan native, and native Hawaiian or Pacific Islander communities have decreased in population size.

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Table 2-2. Racial and Ethnic Composition

Race	2018 Estimate	2018 (%)	2010 Estimate	2010 (%)
Total population	121,861		108,088	
One race	114,391	94%	103,261	96%
White	77,443	64%	68,202	63%
Black or African American	20,703	17%	17,166	16%
American Indian and Alaska Native	1,138	1%	1,271	1%
Asian	4,662	4%	4,323	4%
Native Hawaiian and Other Pacific Islander	214	0%	148	0%
Some other race	10,231	8%	12,151	11%
Two or more races	7,470	6%	4,827	5%
Hispanic or Latino (of any race) ¹	65,971	54%	50,189	46%

American Community Survey 2006-2010 and 2014-2018 5-year estimates.

¹ Hispanic or Latino is not exclusive of other races - This will result in a data overlap.

2.1.4 Population by Age and Sex

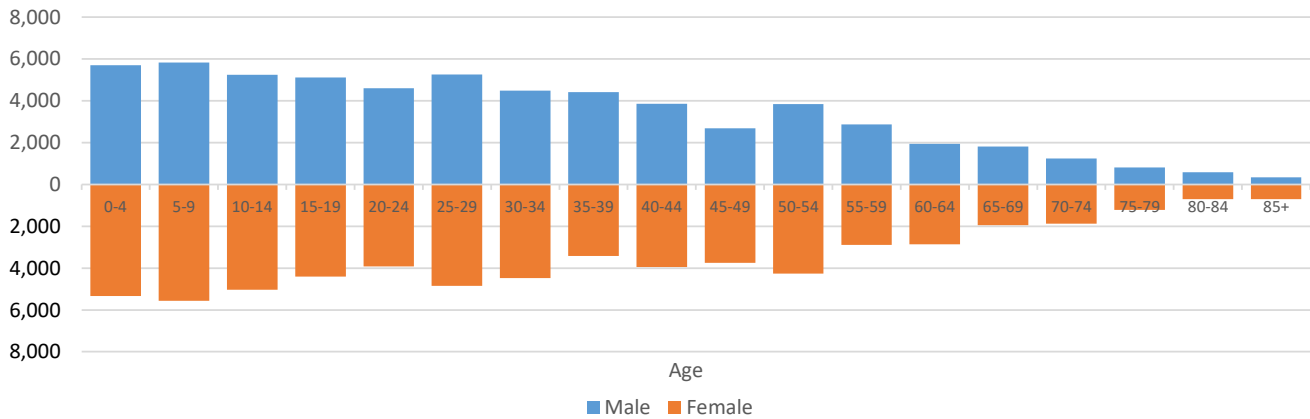
Housing needs are influenced by the age structure and characteristics of its residents and are an important factor in evaluating housing needs and planning future development. Different age brackets often have different lifestyles, family sizes, incomes, employment trends, and other preferences that impact their housing choice and affordability. For example, younger adults often rent affordable apartments or purchase condominiums close to work, while the older population tends to buy larger homes to accommodate growing families. If a city has a significant senior population, they may require special housing types or services, such as assisted living facilities, housing rehabilitation programs, paratransit, Meals on Wheels, and home healthcare services, to enable seniors to remain in the community. Understanding these characteristics will provide insight and help the City evaluate its current and projected housing needs.

Figure 2-3 summarizes the current age and sex distribution of City residents (2014–2018 ACS 5-Year Estimates). The population of the City is 50% male and 50% female. It is also a young community. According to the 2014–2018 ACS 5-Year Estimates, the median age of City residents is 30 years old. Median age has consistently hovered around 30 for the last 20 years, decreasing from age 30.7 in 2000 to age 29.5 in 2010, before going back up to age 30 in 2020.

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Figure 2-3. Current Population by Age and Sex



American Community Survey 2014-2018 5-year estimates.

As shown in the Table 2-3, 33% of the population in the City is 18 years old and under, whereas this age group makes up 23% of the population across the SCAG region. Approximately 56% of the population is of approximate working age (20 to 64 years old). The City’s seniors (65 years of age and over) represent 9% of the population, which is lower than the 13% across the SCAG region.

While most age groups increased over the last 10 years, the age brackets that grew the most since 2010 include seniors age 65–74 years old (31% increase), adults age 55–65 years old (18% increase), and young adults age 25–34 years old (10% increase).

Table 2-3. Population by Age (City of Victorville)

Age Categories	Total	%
5 to 14 years	21,685	18%
15 to 17 years	6,856	6%
Under 18 years	39,566	33%
18 to 24 years	11,197	9%
15 to 44 years	52,782	43%
16 years and over	87,394	72%
18 years and over	82,295	68%
21 years and over	77,703	64%
60 years and over	16,074	13%
62 years and over	13,858	11%
65 years and over	11,262	9%
75 years and over	4,365	4%

American Community Survey 2014-2018 5-year estimates.

2.1.5 Employment Trends

2.1.5.1 Regional

Riverside–San Bernardino–Ontario Metropolitan Statistical Area

Current Employment/Unemployment Statistics (through 2020)

The economic effects of the COVID-19 pandemic are widely reported on a regional, State of California (State), and national basis. Due to the shutdown on businesses and the loss of jobs due to the economic slowdown, employment and unemployment changed significantly from March 2020 through 2021. Data from the U.S. Bureau of Labor Statistics provides a recent view of how the COVID-19 pandemic has affected employment and unemployment. The City is within the Riverside–San Bernardino–Ontario Statistical Area (as defined by the U.S. Bureau of Labor Statistics). The changes in employment and unemployment between 2013 (the year the 5th Cycle Housing Element was adopted) and 2020 are depicted on Figures 2-4 and 2-5.

Figure 2-4. Employment (Riverside–San Bernardino–Ontario Statistical Area [2013–2020])

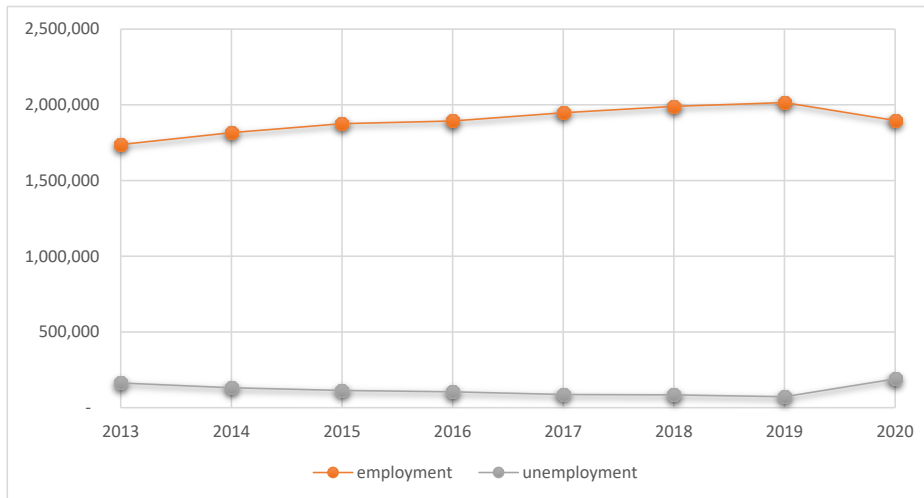
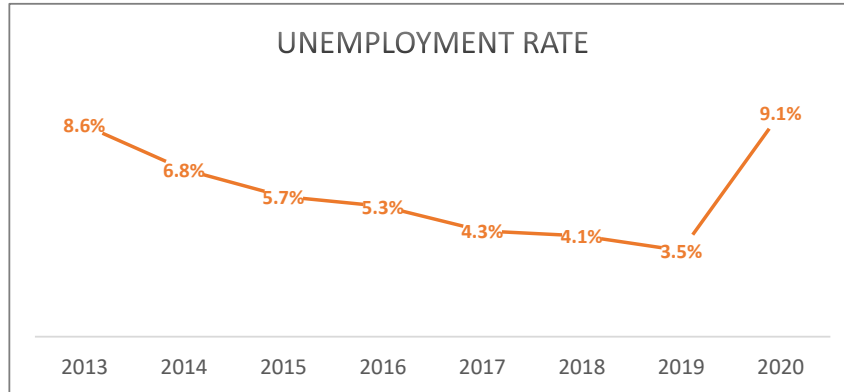


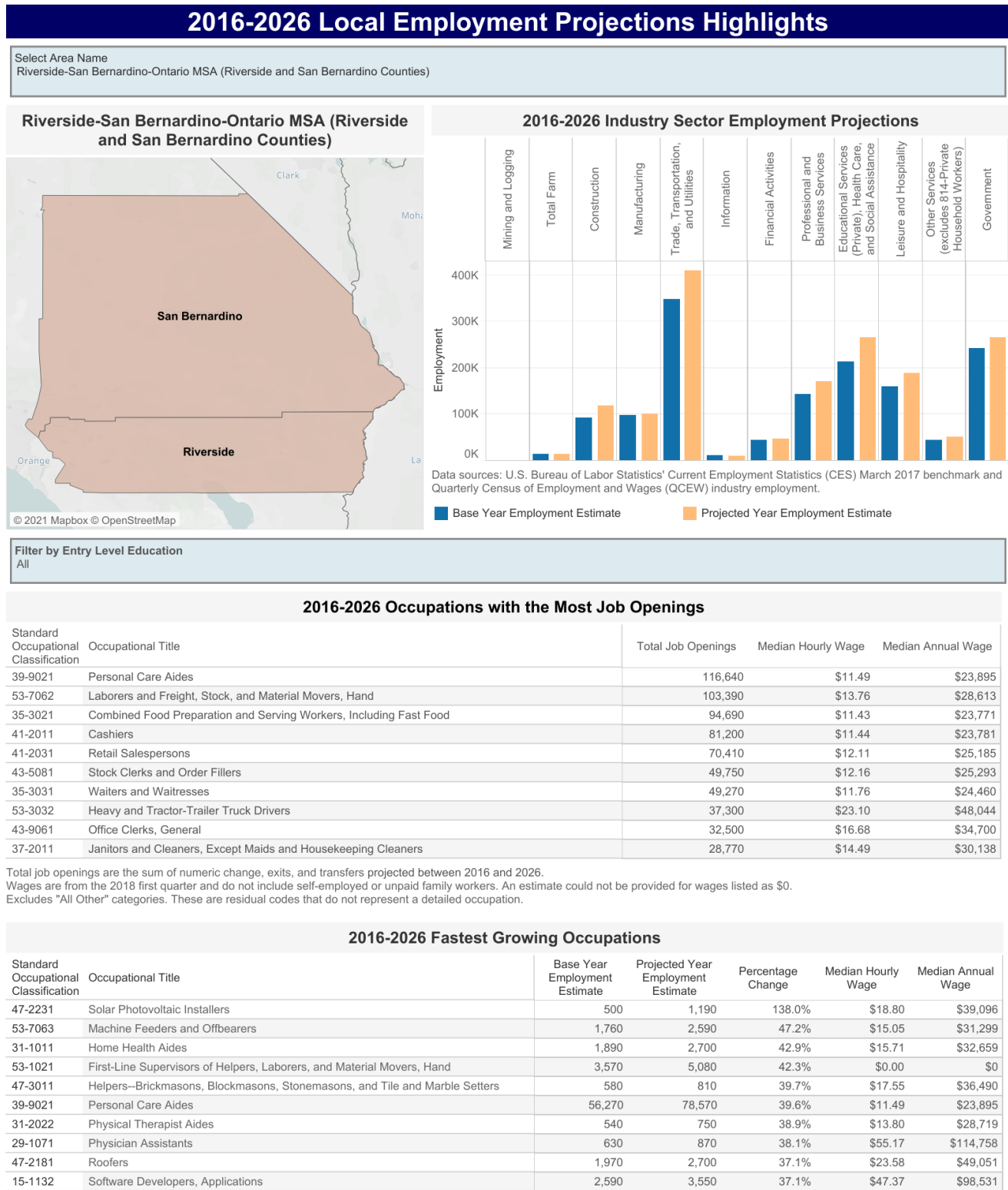
Figure 2-5. Unemployment Rate (Riverside–San Bernardino–Ontario Statistical Area [2013–2020])



Employment Projections

The U.S. Bureau of Labor Statistics also provides projections for the Riverside–San Bernardino–Ontario Statistical Area (Figure 2-6).

Figure 2-6. Employment Projections (2016–2026)



2.1.5.2 City of Victorville

Employment data on the local level is lagging behind the regional data presented in the previous section. SCAG Pre-Certified Data for the City, dated August 2020 (SCAG Pre-Certified Data), uses U.S. Census data and other information as of 2018. According to the 2014–2018 ACS 5-Year Estimates, over 55% of residents 16 years of age and over are employed in the labor force. The following provides important information about employment in the City:

- The City has 41,794 workers living within its borders who work across 13 major industrial sectors as depicted on Figure 2-7.
 - Education and social services are the largest employment group with 9,640 employees (23% of total workers).
 - Retail trade is the second largest employment group with 5,928 employees (14% of total workers).
- The mean commute travel time to work is 35 minutes.
- The median household income is \$50,691 (2014–2018 ACS 5-Year Estimates, Table S1901).

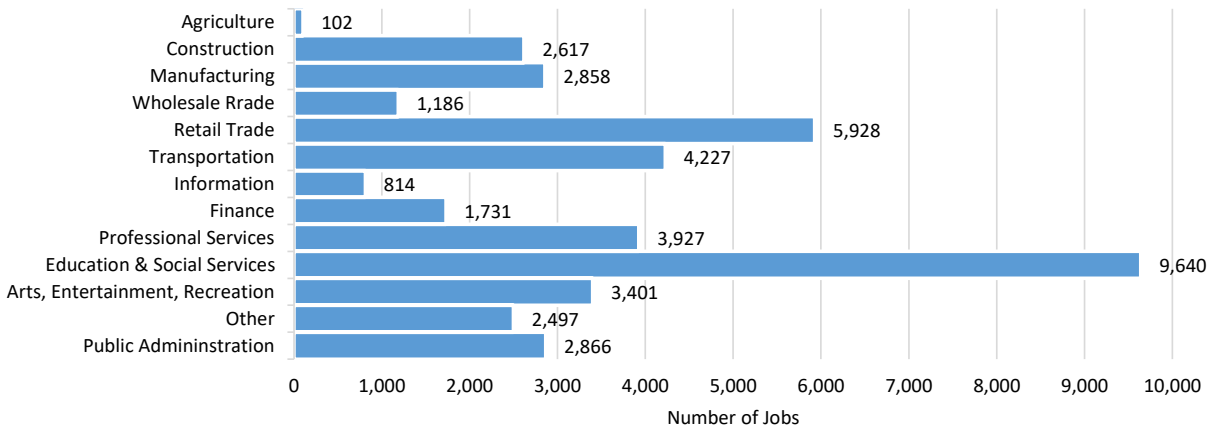
Employment by Industry

The City and the greater Victor Valley region have experienced significant economic growth. The Victor Valley Economic Development Authority cites pro-business climate, fast-track permitting process, affordable land, proximity to all western markets, a large skilled labor force, family-friendly community, and a fully functioning industrial airport with access to low utility costs as reasons manufacturing, warehousing, aerospace, logistics, industrial, retail, or commercial services or operations have made the Victor Valley region their home. Education and social services are the largest employment group with 9,640 employees (23% of total workers). Retail trade is the second largest employment group with 5,928 employees (14% of total workers) (Figure 2-7).

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Figure 2-7. Employment by Industry



American Community Survey 2014-2018 5-year estimates using groupings of 2-digit NAICS codes.

The City’s employment has grown by 11% between 2013 (the year the 5th Cycle Housing Element was adopted) to 2019 (the most current data available from the California Employment Development Department). More specifically, California Employment Development Department data shows that employment has grown from 39,000 in 2013 to 43,600 in 2019, an increase of 4,600 in the 6-year period, indicating a recovery from the Great Recession in 2008–2009.

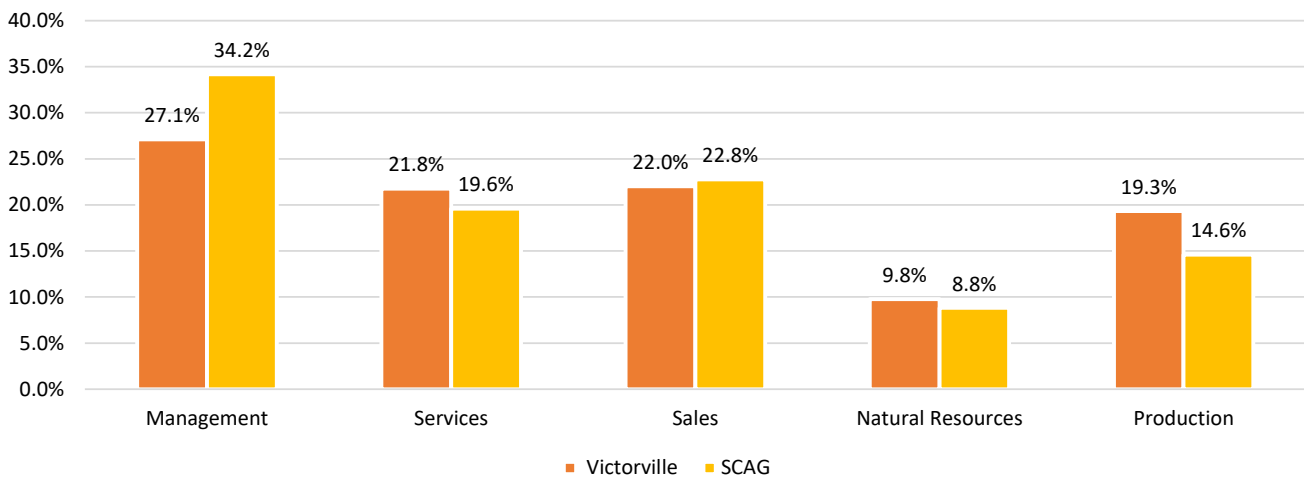
According to the April 4, 2016 High Desert Workforce Report (the most recent data readily available), the City’s largest employers include the following:

- Southern California Logistics Airport – 1,890
- Victor Elementary School District – 1,215
- Victor Valley College – 827
- Desert Valley Hospital. / Medical Center – 630
- Victor Valley Global Medical Center – 526
- City of Victorville – 402
- Walmart – 400
- Victor Valley Union High School District - 382
- Costco – 311
- Cemex – 214

Employment by Occupation

In addition to understanding the industries that employ City residents, it is also helpful to identify the types of jobs that are most prevalent. Management is the largest group of job types with 27% of total employees. Sales and service positions are the second most common job type, with 22% of City residents employed in each category (Figure 2-8).

Figure 2-8. Employment by Occupation



American Community Survey 2014-2018 5-year estimates using groupings of SOC codes.

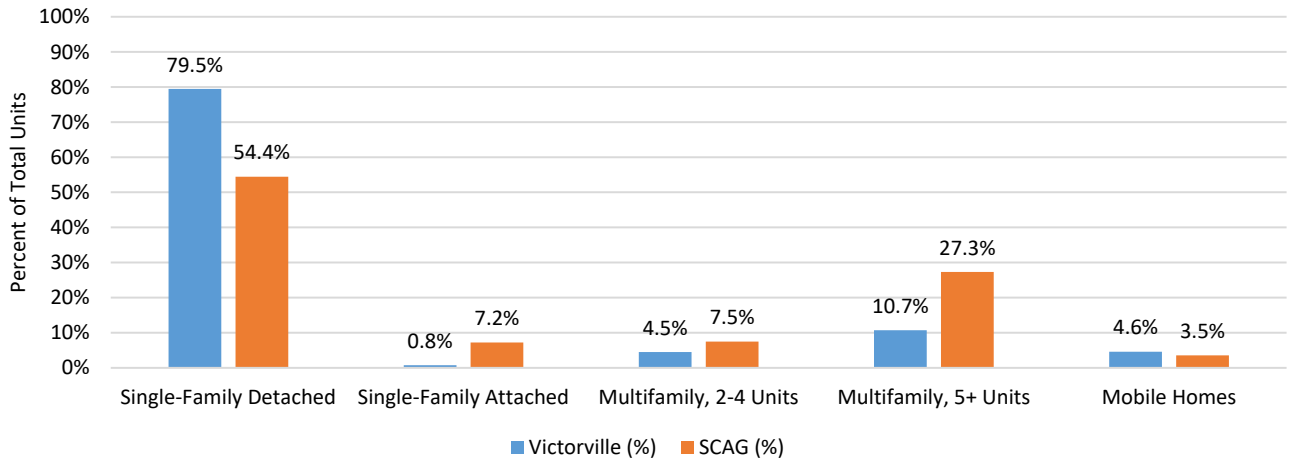
2.2 Household/Housing Characteristics

California Government Code, Section 65583(a), requires an assessment of housing needs and an inventory of resources and constraints relevant to meeting these needs. Per Section 65583(a)(2), this section includes an analysis and documentation of household characteristics. This section details the level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition in the City.

2.2.1 Housing Types

According to the SCAG Pre-Certified Data, 38,297 housing units are in the City. Of this number, 80% of the housing units are single-family detached (30,432 units), which exceeds the percentage of single-family detached units in the SCAG region as a whole (54%) (Figure 2-9). The majority of other housing units in the City are multi-family (15%), mobile homes (almost 5%), and single-family attached (less than 1%).

Figure 2-9. Housing Type

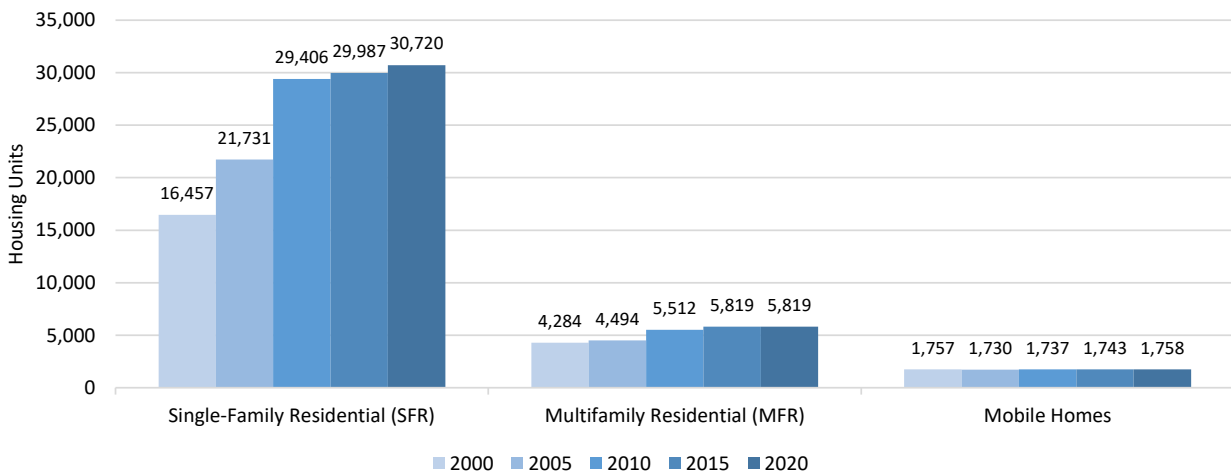


CA DOF E-5 Population and Housing Unit Estimates

2.2.2 Housing Type Trend

As depicted on Figure 2-10, single-family units have consistently represented the overwhelming majority of housing types over the last 20 years, while only approximately 1,500 multi-family units have been developed over the last 2 decades; the number of mobile homes has remained flat. According to City staff, historically, the development community has shown little interest in developing multi-family units in the City, particularly since the Great Recession. The declines in property values in the Victor Valley region were more pronounced than in other parts of the region, like the Counties of Los Angeles and Orange. Lenders that developers rely on to provide financing have been hesitant to provide loans for multi-family projects in inland areas in the last 10 years due to the risk related to future recessions, which has resulted in no multi-family units being developed between 2015 and 2020.

Figure 2-10. Housing Type Trend



CA DOF E-5 Population and Housing Unit Estimates

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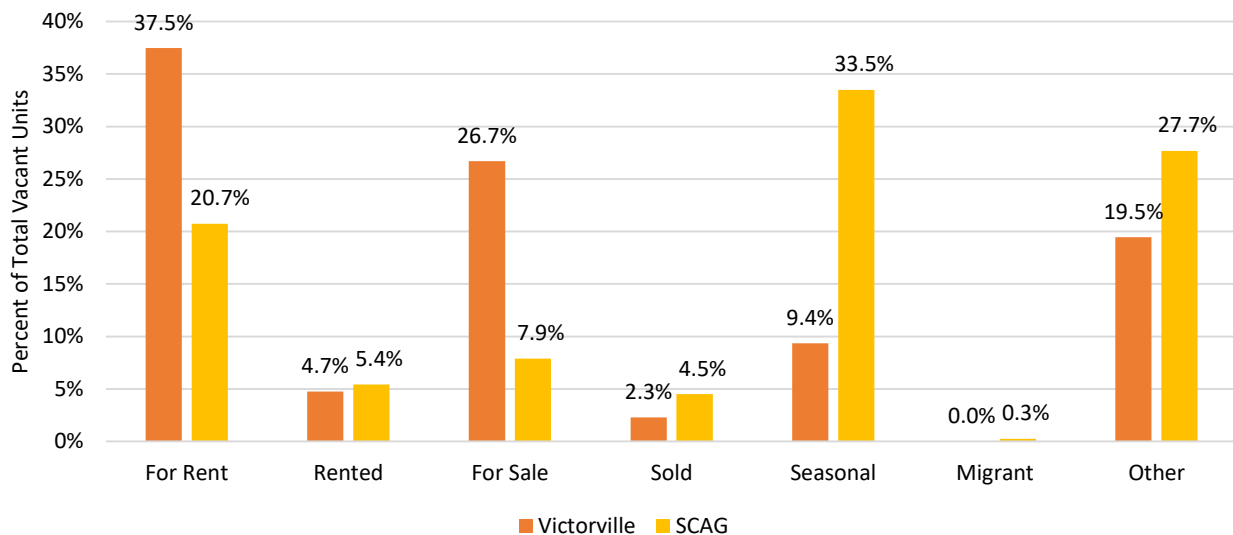
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2.2.3 Vacant Units by Type

According to the American Communities Survey 2014–2018 5-year estimate, 35,187 of the 38,297 housing units in the City are vacant, which results in a vacancy rate of 8%. The unit types that make up the 3,110 vacant units in the City are depicted on Figure 2-11.

Of the 3,110 vacant units, 42% (almost half) are rental units, with units for sale (or sold) making up 29%. Seasonal and other unit types represent the remaining 29% of vacant units in the City.

Figure 2-11. Vacant Units by Type

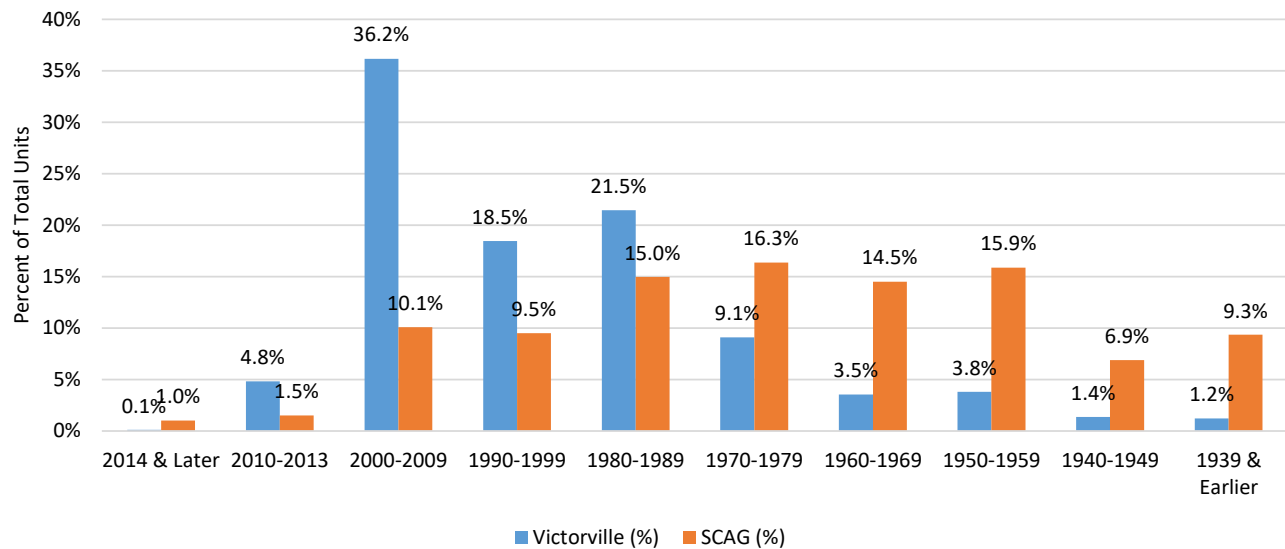


American Community Survey 2014-2018 5-year estimates.

2.2.4 Housing Units by Year Built

The City experienced the largest growth in housing units between 2000 and 2009, as the Southern California housing market was extremely strong before 2008. In contrast, the SCAG region as a whole experienced the largest growth in housing units between 1970 and 1979 (Figure 2-12).

Figure 2-12. Housing Units by Year Structure Built



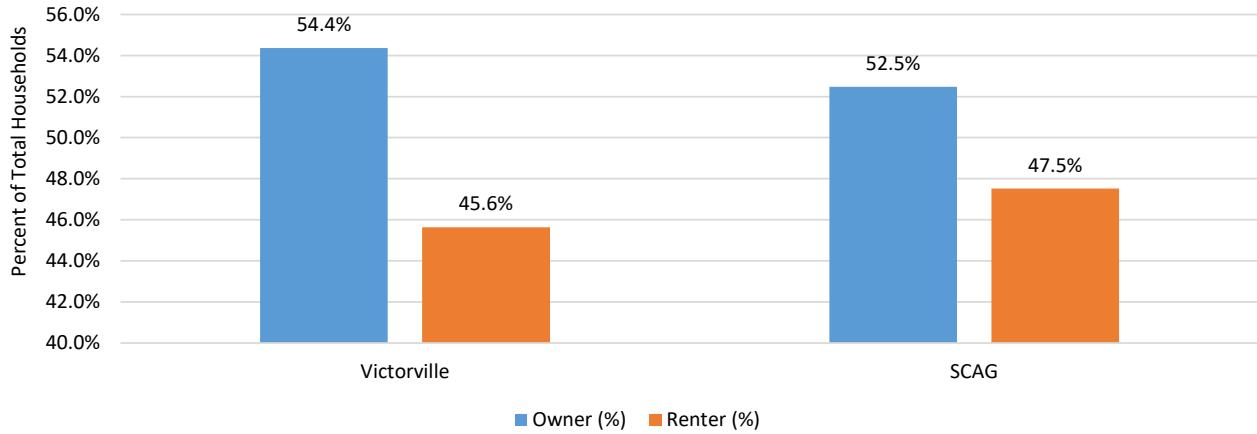
American Community Survey 2014-2018 5-year estimates.

The City’s housing stock is generally newer compared to other cities in the SCAG region. Data on the age of the current housing stock illustrates historical development patterns and can indicate the overall condition of the housing stock as older homes require more maintenance and repair (and at greater costs) than units that are 30 years old or less.

2.2.5 Ownership/Rental Statistics

Housing security can depend heavily on housing tenure (i.e., whether homes are owned or rented). Ownership units represent approximately 55% of all units, while rental units make up approximately 45% of the City’s units. More specifically, the City’s housing stock consists of 32,917 total units, 17,893 of which are owner occupied and 15,024 of which are renter occupied. The share of renters in the City is lower than the share in the SCAG region overall (Figure 2-13).

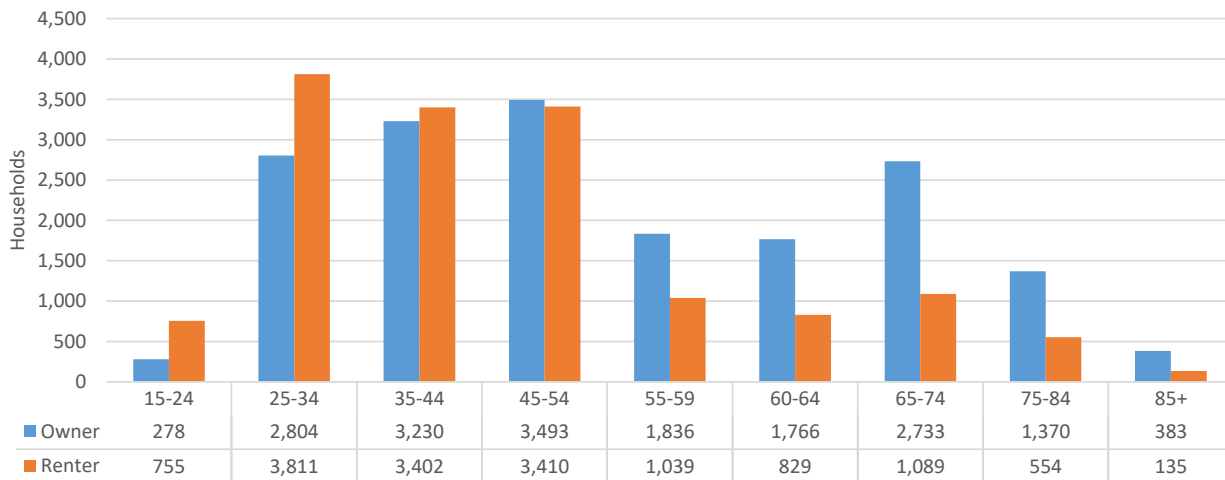
Figure 2-13. Housing Tenure



American Community Survey 2014-2018 5-year estimates.

Data on the age of household occupants indicates that those 44 years old and younger are renting in the City, while those 45 years old and older tend to be homeowners. A correlation between age and home ownership exists, as depicted on Figure 2-14.

Figure 2-14. Housing Tenure by Age



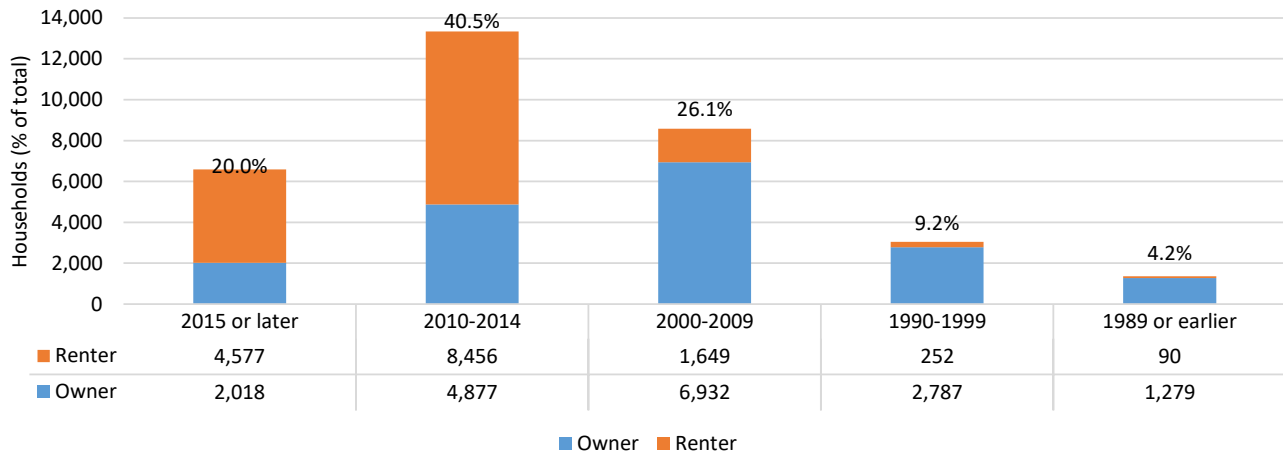
American Community Survey 2014-2018 5-year estimates.

The majority (40%) of households began residing in their current residence between 2010 and 2014, with the next largest group (26%) between 2000 and 2009, which is very similar to the SCAG region as a whole, where the most common move-in period was between 2010 and 2014 (32%) followed by between 2000 and 2009 (26%) (Figure 2-15).

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Figure 2-15. Housing Tenure by Year Moved to Current Residence

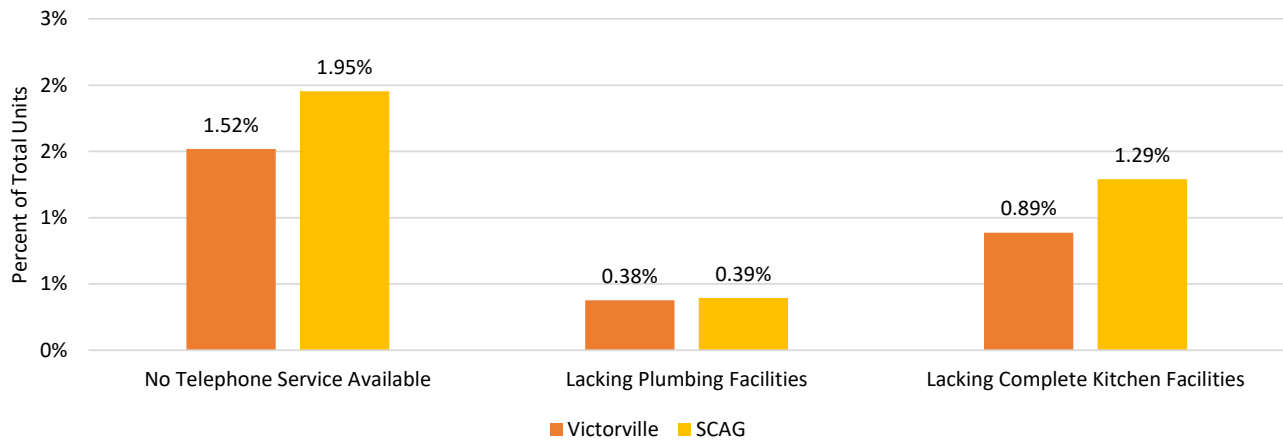


American Community Survey 2014-2018 5-year estimates.

2.2.6 Substandard Housing

The results of the 2014–2018 ACS 5-Year Estimates indicate that 500 units lack telephone service, 124 units lack plumbing facilities, and 292 units lack complete kitchen facilities (Figure 2-16).

Figure 2-16. Substandard Housing



American Community Survey 2014-2018 5-year estimates.

Another measure of substandard housing conditions involves the number of code enforcement cases. Table 2-4 summarizes the number of code enforcement cases opened in the City between July 1, 2019 and December 31, 2020.

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Table 2-4. Residential Code Enforcement Cases, July 1, 2019 – December 31, 2020

CATEGORY	COUNT	% OF TOTAL RESIDENTIAL CASES
Substandard Housing	231	29%
Substandard Housing - Water/Sinks	10	1%
Substandard Housing - Mold	81	10%
Substandard Housing - Plumbing	132	17%
Substandard Housing - Heating	10	1%
Substandard Housing - Wiring	138	17%
Tenant Relocation Assistance - Healthy & Safety Endangered	6	1%
Unsafe Structures	3	0%
Structure Unfit for Human Occupancy	12	2%
Rental Property Inspection Requirements	176	22%
Total	799	

2.2.7 Housing Conditions

To analyze the housing conditions in Victorville, the City considered both code enforcement data and a field survey conducted in the Old Town Area of the City in July 2020. Both sources were considered together to estimate the number of substandard units in the City:

- According to the Old Town field survey, 198 parcels are characterized by deteriorated residential structures.
- City code enforcement data for cases opened July 1, 2019 through December 31, 2020 totaled 799.

Based on both sources, the City estimates a total of 997 are in need of rehabilitation or replacement. Specific information related to the Old Town field survey and building code violations is provided in the following sections.

2.2.7.1 Victorville CRIA Field Survey

The City is in the process of forming a Community Revitalization Investment Area (CRIA) in the Old Town Victorville Area. A field survey of properties in the Old Town Area was conducted in July 2020 to identify and evaluate the prevalence of deteriorated structures. The Old Town Victorville is comprised of approximately 400 acres and is located between Interstate 15 and the eastern boundary of the City. It includes the historic Old Town core, the area north of the railroad tracks, and the 7th Street corridor gateway leading into Old Town.

Structures were deemed “deteriorated” based on observable conditions pursuant to California Health and Safety Code (HSC) Section 17920.3, which outlines an array of conditions present on the inside or outside of a structure that qualify a building to be a “deteriorated structure.” However, due to the nature of the field survey, which involved visually evaluating the exterior of properties (not the interior), only those qualifying conditions visible from the outside each structure were considered. Deteriorated residential structures were identified on 198 parcels in the Old Town Area (shown in Table 2-5), which represents approximately 36% of all Old Town residential parcels.

Table 2-5. Deteriorated Structure Field Survey Results, Old Town Victorville Area

	Residential	Non-Residential	Total
Deteriorated	198	124	322
Non-Deteriorated	353	290	643
Total	551	414	965

Source: CRIA Old Town Area Field Survey, July 2020

Old Town in Relation to Victorville

Old Town is Victorville’s oldest area. Over time, the City developed primarily in southern and western directions from the Old Town Area. Those areas adjacent to Old Town are also among the oldest in the City lack the housing size and layout desirable to modern renters and homeowners, which is leading to a decline in property conditions. Furthermore, the majority of the structures that have been identified as in need of rehabilitation or replacement were built in unincorporated areas that were later annexed into the City. More specifically, the following areas adjacent to Old Town are observed to be in need of rehabilitation or replacement:

- The deterioration of the structures north of Green Tree Boulevard to the Old Town Area, specifically between Hesperia Road to the east and the I-15 Freeway to the west, becomes more visible as residents travel north to Old Town. This is due to the fact that structures are generally older in age farther north in the City.
- A residential area abutting the I-15 Freeway to the east, north of Mojave Drive and south of Puesta Del Sol was subdivided prior to annexation and has some recent scattered single-family dwellings. However, the area also has older, deteriorated, small, multi-family complexes. Overall, the number of residential structures in need of rehabilitation or replacement is greatest in Old Town and in those areas adjacent to Old Town as compared to those residential areas farther from Old Town where newer residential units are located. Due to the amount of deterioration in Old Town, the City is pursuing the creation of a CRIA to help revitalize Old Town (Proposed Programs PP-F.5 and PP-I.8).

2.2.7.2 Code Enforcement Data

As illustrated in Table 2-4, City code enforcement data for cases opened July 1, 2019 through December 31, 2020 totaled 799.

2.2.7.3 Housing Units Built Before 1980

There are a total of 6,764 residential structures in the City built before 1980. Older structures require much more maintenance and some replacement and repair of structure components, such as roofs, paint, termite damage to wood, etc. Therefore, older structures are more likely to

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be in need of rehabilitation or replacement than newer structures. Table 2-6 illustrates the age of the housing stock.

Table 2-6. Housing Units by Year Built

Year Structure Built	
Year Built	Number
2014 & Later	38
2010-2013	1,712
2000-2009	12,875
1990-1999	6,572
1980-1989	7,638
1970-1979	3,237
1960-1969	1,255
1950-1959	1,353
1940-1949	486
1939 & Earlier	433
Total	35,599

*American Community Survey 2014-2018
5-year estimates.*

2.2.7.4 Programs

Chapter 7: Housing Plan of the Housing Element contains programs and policies that target areas like Old Town to improve housing conditions, including the following:

- **PP-F.5** - Community Revitalization and Investment Authority. Establish a Community Revitalization and Investment Authority in the Old Town Area that would allow the City to use 25% of the property tax increment generated in that area to develop affordable housing and otherwise support the Old Town community’s revitalization (also Program PP-I.8).
- **EP-G.1** - Request for Proposals. The City has issued a Request for Proposals for development of residential properties it owns in the Old Town Area.
- **PP-L.3** - Development Impact Fee Waiver for Old Town Victorville Area. Explore the potential waiver of development impact fees for all types of housing within Old Town.

2.2.8 Median Home Sales Price for Existing Homes

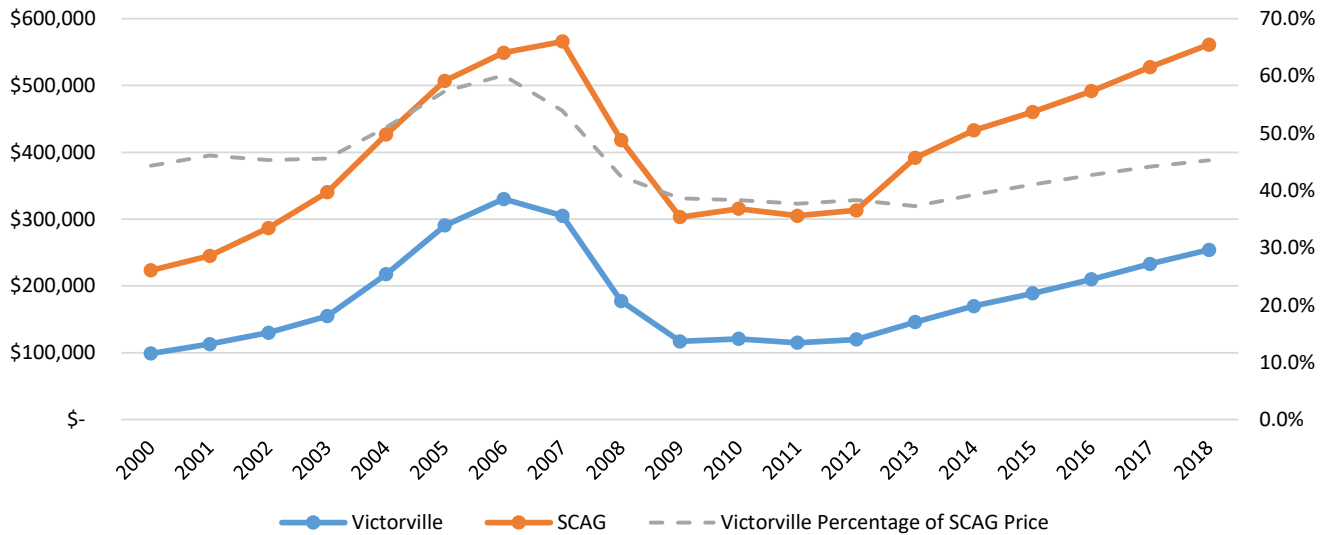
Median home prices were recorded at \$254,000 in 2018 and have not recovered to the pre-Great Recession high of \$330,000 in 2006 (23% less than highest median). However, in contrast, median home prices in the SCAG region as a whole have generally risen to pre-Great Recession highs, as depicted on Figure 2-17. Median home prices in the City are also significantly below those of the SCAG region. More specifically, prices in the City have ranged from a low of 37%

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of the SCAG region median in 2013 and a high of 60% in 2006 (as shown as a gray dotted line on Figure 2-17).

Figure 2-17. Median Home Sales Price for Existing Homes



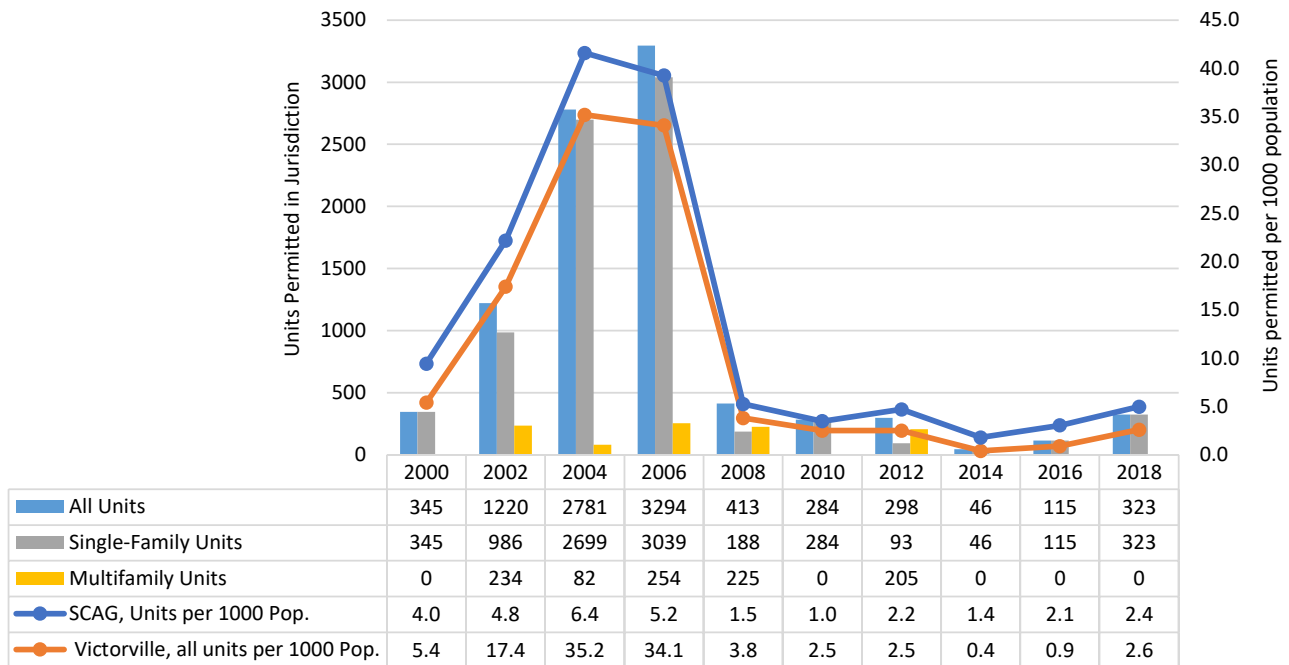
SCAG Local Profiles, Core Logic/Data Quick. SCAG median home sales price calculated as household-weighted average of county medians.

2.2.9 Housing Units Permitted

According to the SCAG Pre-Certified Data, 9,110 building permits for housing units were issued in the City between 2000 and 2018. Of this total, 8,110 permits were for single-family units, and 1,000 permits were for multi-family units. Applying the number of permits issued to the population in the City and in the SCAG region as a whole (to determine the number of permits issued per 1,000 people in the population) is an indicator to show how the permit activity in the City compares to the SCAG region.

As shown on Figure 2-18, the City’s permit activity had been higher than the SCAG region between 2000 and 2012. In fact, the activity was 4–6 times higher than the SCAG region between 2002 and 2006. However, after 2012, activity slowed down and now trails behind the SCAG region. It is important to note that cities in the Victor Valley region experience great property value reductions, higher numbers of foreclosures, and great numbers of assessment appeals following the Great Recession. This impact had presented challenges as the development community and commercial lenders that developers rely on have focused development activity closer to urban, coastal centers. Additionally, residential development as a whole in much of the SCAG region has slowed down, as shown on Figure 2-18. Before 2008, permit activity in the SCAG region was double what occurred in the following 10 years.

Figure 2-18. Housing Units Permitted



Core Logic/Data Quick. Additional detail available in SCAG 2019 Local Profiles. SCAG median home sales price calculated as household-weighted average of county medians.

2.2.10 Overpayment and Overcrowding

California Government Code, Section 65583(a)(2), requires an analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition. The sections below provide this important information.

2.2.11 Household Income

Household income is an important data point as it demonstrates an individual or household’s ability to pay for housing.

The California State Department of Housing and Community Development (HCD) identifies the following income categories based on the area median income (AMI) of each county:

- **Extremely Low Income:** Households with income up to 30% of the AMI
- **Very Low Income:** Households with income between 31 and 50% of the AMI
- **Low Income:** Households with income between 51% and 80% of the AMI
- **Moderate Income:** Households with income between 81% and 120% of the AMI
- **Above Moderate Income:** Households with income over 120% of the AMI

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The U.S. Department of Housing and Urban Development Comprehensive Housing Affordability Strategy data separates households slightly differently, with a category for households with income between 81% and 100% of the AMI (“Below Median”) and a category for households with income above 100% of the AMI (“Above Median”).

Between 2013 and 2017 (the most recent data available), 49% of Victorville households had lower incomes (Table 2-7) and 40% of households had incomes above the median income. The percentage of lower income households in Victorville is higher than in the County of San Bernardino (41%).

Table 2-7. Households by Income Category

Income Category (% of County AMI)	Victorville		San Bernardino County	
	Households	Percent	Households	Percent
Extremely Low (30% AMI or less)	5,365	16%	80,790	13%
Very Low (31 to 50% AMI)	4,840	15%	73,660	12%
Low (51 to 80% AMI)	5,890	18%	102,005	16%
Below Median (81% to 100% AMI)	3,350	10%	62,225	10%
Above Median (Over 100% AMI)	13,185	40%	304,960	49%
Total	32,630	100%	623,640	100%

Sources: Department of Housing and Urban Development (HUD) and Comprehensive Housing Affordability Strategy (CHAS) (2013-2017)

2.2.11.1 Cost Burden by Income

Housing cost burden is most commonly measured as the percentage of gross income spent on housing, with an amount of over 30% considered “cost burdened” and 50% considered “severely cost burdened.” However, a lower-income household spending the same percent of income on housing as a higher-income household will likely experience more true cost burden.

The SCAG Pre-Certified Data contains information from the U.S. Department of Housing and Urban Development on the number of households in the City that pay 30% or more of their gross income on housing costs (Table 2-8). This data indicates that approximately 45% of households in the City are cost burdened, or spend 30% or more of their gross income on housing costs. As shown on Table 2-8, 14,175 of the 32,630 households spend 30% or more of their gross income on housing costs. Approximately 22% of households (7,030) spend over 50% of their gross income on housing costs and are considered “severely cost burdened.”

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Table 2-8. Cost Burden by Income

Income	Households by Share of Income Spent on Housing Cost			
	< 30%	30-50%	> 50%	Total
Extremely Low (30% AMI or less)	1,015	385	3,965	5,365
Very Low (31 to 50% AMI)	665	1,870	2,305	4,840
Low (51 to 80% AMI)	2,045	3,135	710	5,890
Below Median (81% to 100% AMI)	2,155	1,165	30	3,350
Above Median (Over 100% AMI)	12,575	590	20	13,185
Total	18,455	7,145	7,030	32,630

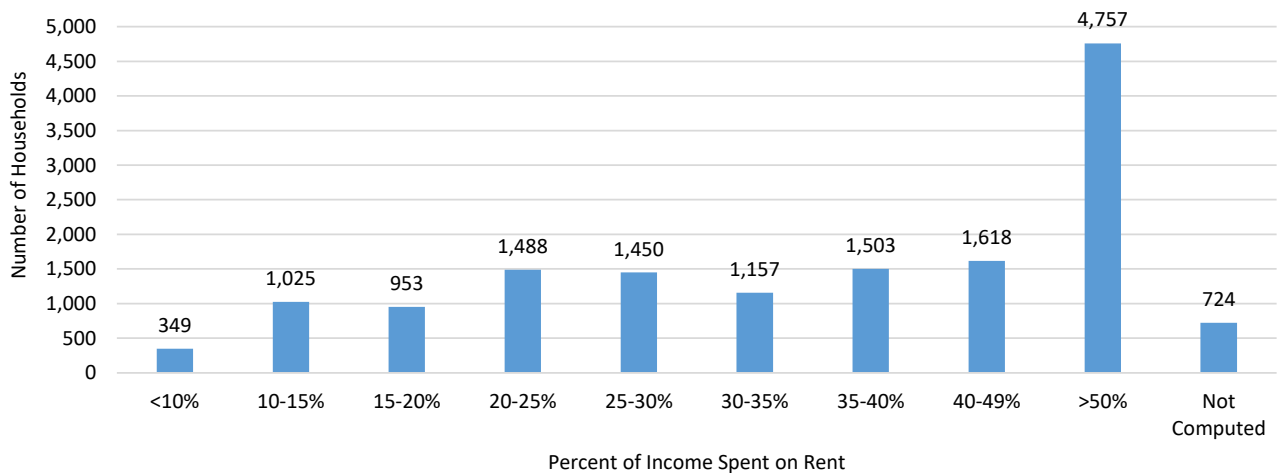
Sources: Department of Housing and Urban Development (HUD) and Comprehensive Housing Affordability Strategy (CHAS) (2013-2017)

2.2.11.2 Spending on Rent

The City has a higher percentage of rent-burdened households than the SCAG region has as a whole. According to the SCAG Pre-Certified Data, 60% of the City’s 15,024 renter households spend 30% or more of gross income on housing costs compared to 55% in the SCAG region. Additionally, 4,757 renter households in the City (32%) spend 50% or more of gross income on housing costs compared to 29% in the SCAG region.

This data indicates a need for more affordable housing units in the City (Figure 2-19).

Figure 2-19. Spending on Rent



American Community Survey 2014-2018 5-year estimates.

Spending on Rent by Income

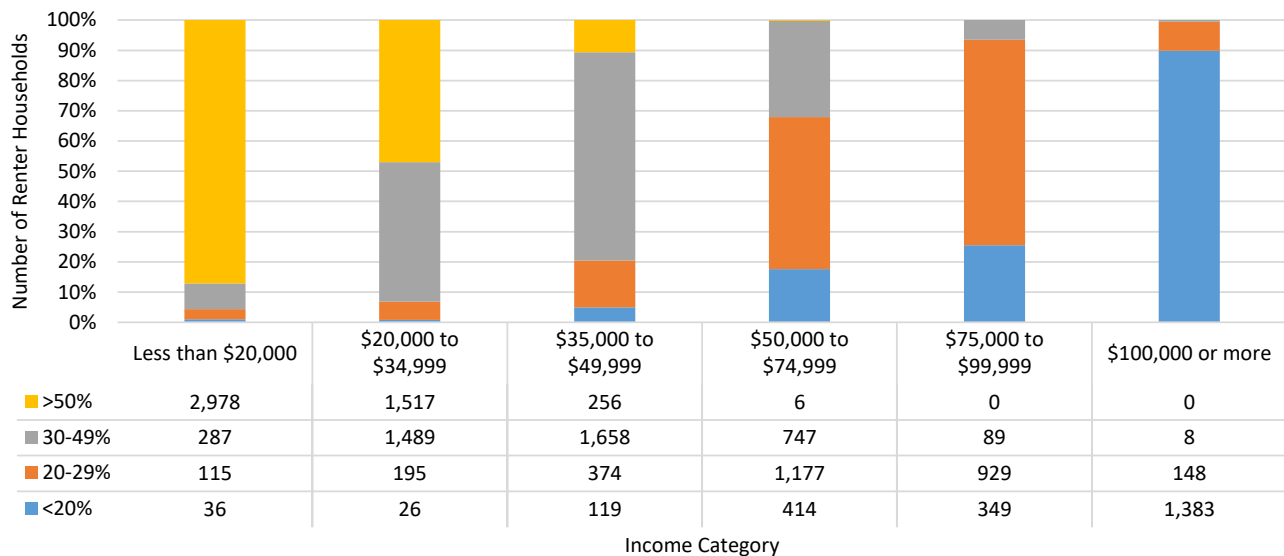
Another method to analyze the extent of rent-burdened households in the City is to examine rent expenditure by income bracket. The 2014–2018 ACS 5-Year Estimates data on renter households (i.e., the 14,300 renter households in the City where income data is available) shows

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the general trend of low-income households spending a higher share of income on housing (e.g., over 50%), while high-income households are more likely to spend under 20% of income on housing costs (Figure 2-20).

Figure 2-20. Spending on Rent by Income

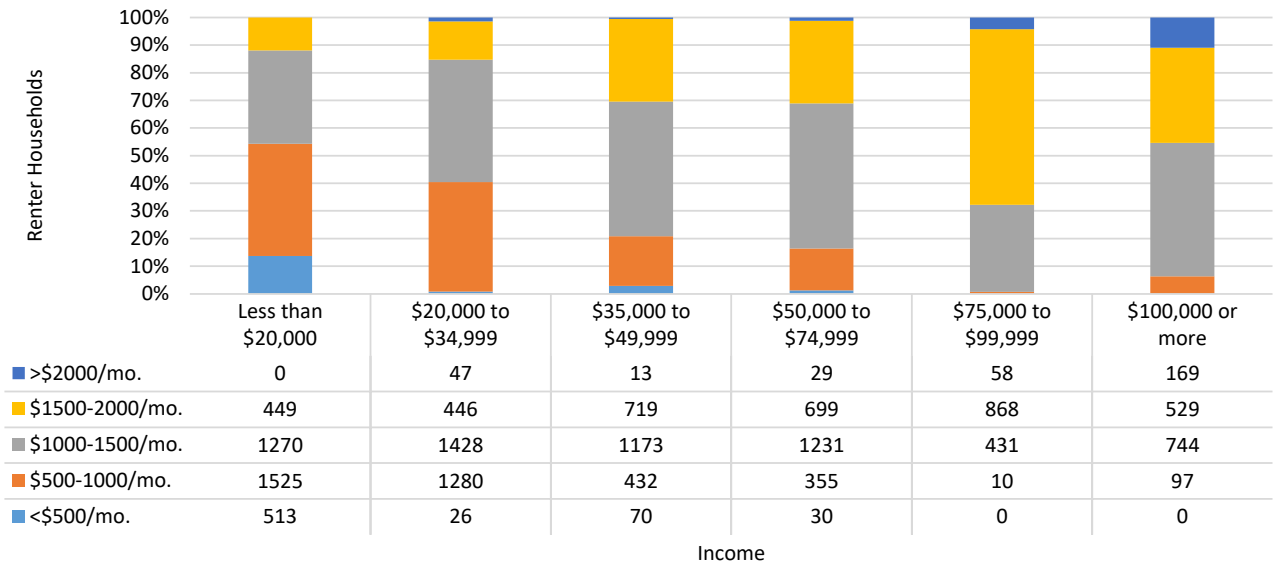


American Community Survey 2014-2018 5-year estimates.

2.2.11.3 Household Income by (Cash) Rent

The data on City renter households' cash rent paid by household income indicates a general trend of lower-income households spending less, on rent while higher-income households spend more on rent. Rent categories range from less than \$500 per month (4% of City renters) to over \$2,000 per month (2% of City renters). The most common rent category in the City is \$1,000–\$1,500 per month (43% of City renters) (Figure 2-21).

Figure 2-21. Household Income by (Cash) Rent

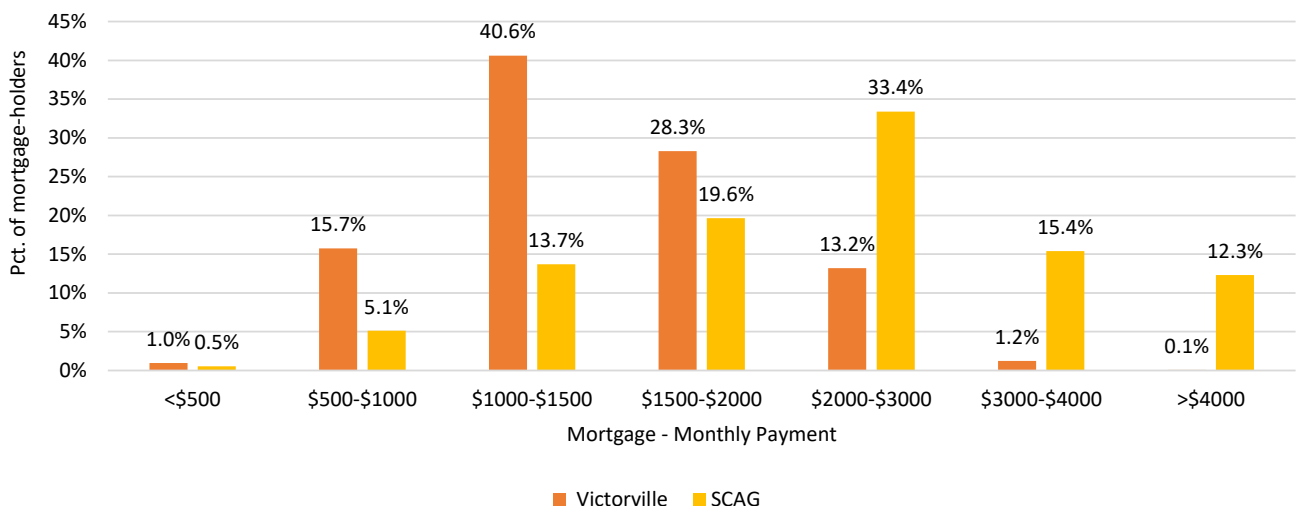


American Community Survey 2014-2018 5-year estimates.

2.2.11.4 Monthly Costs for Mortgage Holders

The percentage of owner-occupied units in the City is slightly higher than the percentage in the SCAG region as a whole. Approximately 55% of housing units in the City are owner occupied compared to 52% in the SCAG region. Additionally, mortgage payments are up to 50% less in the City than in the SCAG region as a whole. The most common mortgage payment in the City ranges from \$1,000 to \$1,500 per month compared to \$2,000 to \$3,000 per month in the SCAG region (Figure 2-22).

Figure 2-22. Monthly Owner Costs for Mortgage Holders



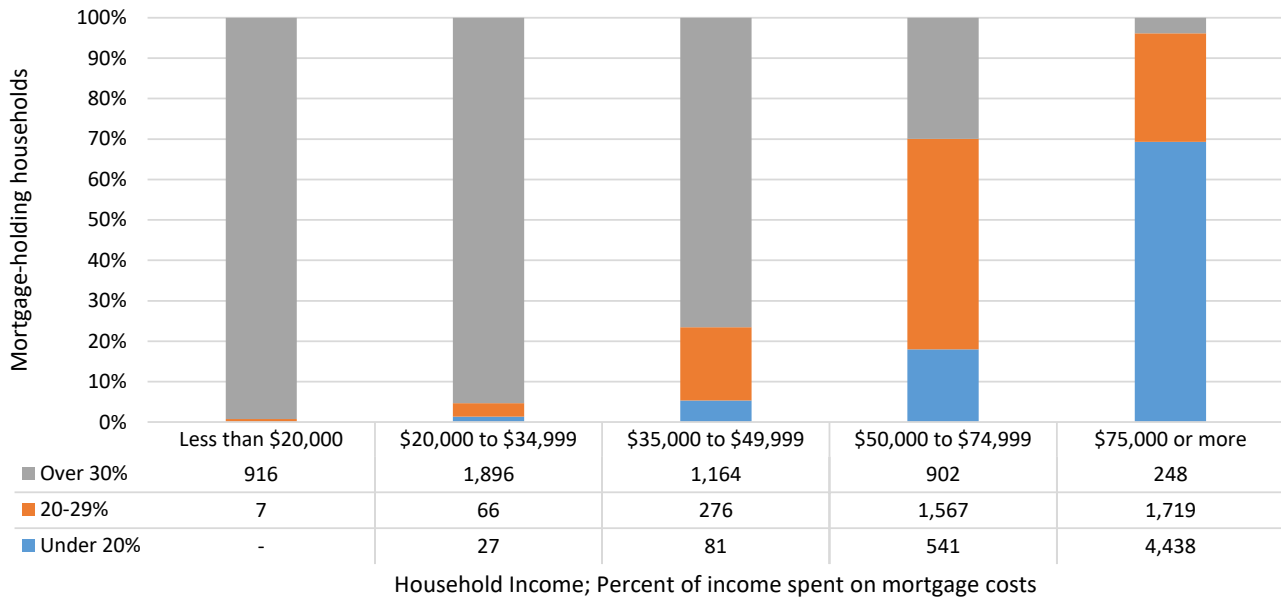
American Community Survey 2014-2018 5-year estimates.

2.2.11.5 Costs for Mortgage Holders by Income

The data on mortgage-holding households in the City (by income and the percentage of income spent on mortgage costs) indicates that lower-income households spend a higher share of income on housing costs, while high-income households may spend a lower share of income on housing.

The most prevalent income category for City mortgage-holding households is \$75,000 or more (6,405 households), and the most prevalent share of income spent on mortgage costs is over 30% (5,126 households) (Figure 2-23).

Figure 2-23. Costs for Mortgage Holders by Income

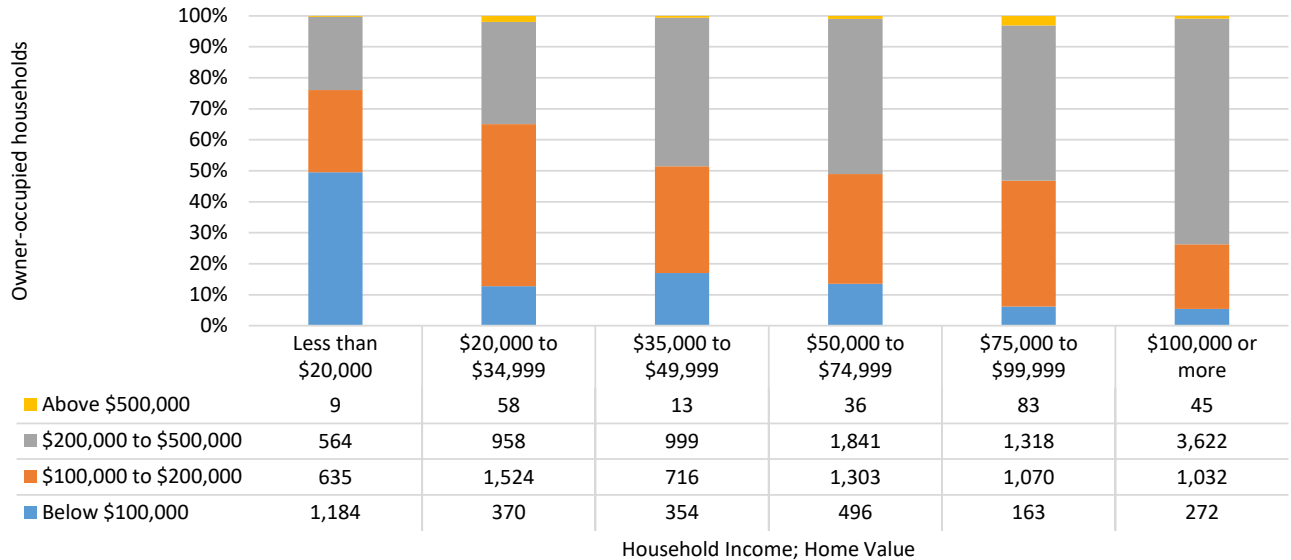


American Community Survey 2014-2018 5-year estimates.

2.2.11.6 Household Income by Home Value (for Owned Units)

The relationship between housing and income can be analyzed by comparing incomes and home values in the City. The most common income category for homeowner households is \$100,000 or more (4,971 households), and the most common home value category is \$200,000 to \$500,000 (9,302 households) (Figure 2-24).

Figure 2-24. Household Income by Home Value (for Owned Units)

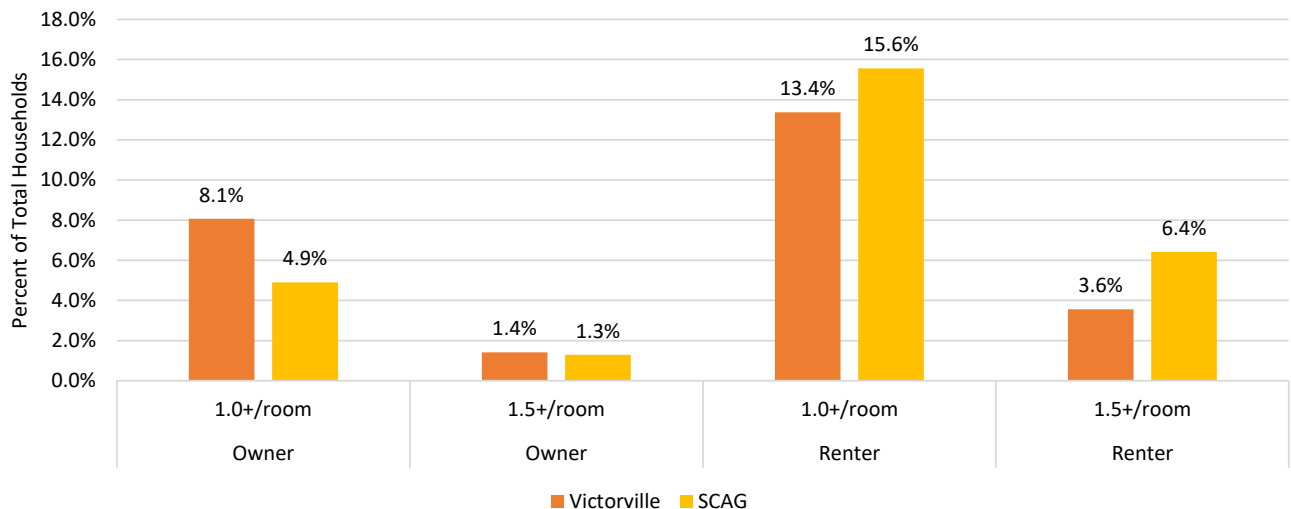


American Community Survey 2014-2018 5-year estimates.

2.2.11.7 Crowding by Extent and Tenure

According to the SCAG Pre-Certified Data, 9% of the total housing units in the City meet the ACS definition of “overcrowding.” More specifically, the ACS reports that 1,444 homeowner and 2,009 renter households had more than one (1) occupant per room. Of these households, 253 homeowner households and 535 renter households had more than 1.5 occupants per room, which meets the ACS definition of “severe overcrowding” (Figure 2-25).

Figure 2-25. Crowding by Extent and Tenure



American Community Survey 2014-2018 5-year estimates.

2.3 Extremely Low Income Housing Needs

Extremely low-income is defined as households with income less than 30% of area median income. According to the HCD "State Income Limits for 2021" letter dated April 26, 2021, the 2021 area median income in San Bernardino County is \$77,500. For extremely low-income households, this results in an income of \$26,500 or less for a four-person household or \$16,600 or less for a one-person household. Households with extremely low-income have a variety of housing situations and needs. For example, most families and individuals receiving public assistance, such as social security insurance (SSI) or disability insurance are considered extremely low-income households. At the same time, a minimum wage worker with an annual income of approximately \$27,400 or less could be part of an extremely low-income household, dependent on their household size. Figure 2-6 provides examples of occupations with wages that could qualify as extremely low-income households, including personal care aides, laborers, food preparation and serving workers, cashiers, and office clerks.

2.3.1 Existing Needs

According to the U.S. Department of Housing and Urban Development Comprehensive Housing Affordability Strategy for the 2012–2016 period, approximately 5,365 extremely low-income households resided in the City, representing 16% of the total households as shown in Table 2-9.

As shown in Figure 2-9, most (3,850) extremely low-income households are renters and experience a high incidence of housing problems. For example, 83% of extremely low-income households faced housing problems (defined as cost burden greater than 30% of income and/or overcrowding and/or without complete kitchen or plumbing facilities) and 81% were in overpayment situations. Even further, 74% of extremely low-income households paid more than 50% of their income toward housing costs, compared to 22% for all households.

Table 2-9. Existing Needs for Extremely Low-Income Households

	Owner	Renter	Total
Total Number of ELI Households	1,515	3,850	5,365
Percent with Any Housing Problems	86%	81%	83%
Percent with Cost Burden (30% of income)	82%	81%	81%
Percent with Severe Cost Burden (50% of income)	69%	76%	74%

Sources: Department of Housing and Urban Development (HUD) and Comprehensive Housing Affordability Strategy (CHAS) (2013-2017)

2.3.2 Projected Needs

To calculate the projected housing needs, the City assumed 50% of its very low-income regional housing need are extremely low-income households. As a result, from the very low-income need

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of 1,735 units, the City has a projected need of 866 units for extremely low-income households. Many extremely low-income households will be seeking rental housing and most likely facing overpayment, overcrowding or substandard housing condition. Some extremely low-income households could be with mental or other disabilities and special needs.

To address the range of needs, the City will seek out State and Federal funding to continue to provide assistance and make provisions for development of transitional housing, shelters, single-room occupancy (SRO) housing, and other forms of housing for residents experiencing homelessness. Furthermore, the City will seek to encourage the development of at least one SRO development within the Planning Period (See Proposed Program PP-I.3 in Section 7 of this Housing Element).

Supportive housing is generally defined as permanent, affordable housing with on-site services that help residents transition into stable, more productive lives. Services may include childcare, after-school tutoring, career counseling, etc. Most transitional housing includes a supportive services component. The City regulates supportive housing as a residential use, provided supportive services are subordinate to the residential use.

To address the housing needs of extremely low-income households, the City has identified several policies are proposed to help expand affordable housing opportunities for the low income. These include the following the following objectives and existing and proposed policies and programs from the Chapter 7 Housing Plan:

- **PP-A.3** - Increase Zoning in Areas Zoned for Multi-Family
- **PP-B.1** - Assist with Development of Low-Income Housing
- **PP-B.2** - Expedite Development
- **PP-D.4** - Assist Residents with Extremely Low, Very Low, and Low Incomes
- **PP-F.4** - Recurring Notice of Funding Availability
- **PP-F.5** - Community Revitalization and Investment Authority
- **Objective H** - Promote various types of affordable housing
- **Objective I** - Increase housing opportunities and access to support services for people experiencing homelessness
- **Objective J** - Increase tenant protections
- **Objective L** - Provide programs to increase affordable homeownership opportunities

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- **HE-Q.3** - Promote housing opportunities for all people regardless of protected characteristics, such as race, color, sex, national origin, religion, sexual orientation, disability, family status, marital status, income, and ancestry, that can limit housing choice.

As part of this effort, the City will follow their housing plan and collaborate with housing providers and stakeholders to meet the City's affordable housing needs

2.3.2.1 Needs Assessment

According to the U.S. Department of Housing and Urban Development Comprehensive Housing Affordability Strategy for the 2012–2016 period, 5,745 households (approximately 18% of the total households) in the City were senior households (Figure 2-26). Below includes a breakdown of this total:

2.4 Special Housing Needs

California Government Code, Section 65583(a), requires an assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs. Per Section 65583(a)(7), this section includes an analysis of any special housing needs. This section details the needs of seniors, people with disabilities (including developmental disabilities), large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter in the City. Studying these groups is an important component of identifying special housing needs and meeting these needs through plans, programs, and projects.

These specific segments of the population may have more difficulty finding decent, affordable housing due to special needs. Special circumstances may be related to one's employment and income, family characteristics, and disability and household characteristics, among other factors. Furthermore, many of these groups overlap. For instance, many seniors live with a disability, and many single mothers are homeless. Generally, these groups would be assisted by an increase in affordable housing, especially housing located near public transportation and services.

2.4.1 Town of Apple Valley and City of Victorville Consolidated Action Plan

The Town of Apple Valley and the City of Victorville prepared a 2017–2021 Consolidated Plan and 2017–2018 Action Plan (Consortium Consolidated Action Plan) to comply with the U.S. Department of Housing and Urban Development's federal block grant funding requirements. The Consolidated Action Plan identifies overall housing and community development needs for the Town of Apple Valley and the City of Victorville Consortium (Consortium).

In addition to the research data used in this section, the Consortium Consolidated Action Plan will be used to determine needs and goals.

2.4.2 Seniors

Federal housing data defines a household type as “elderly family” if it consists of two people either or both age 62 or over. The special needs of many senior households result from their fixed incomes, higher rate of physical disabilities, and common need for assistance from others. Senior households have special housing needs primarily due to three major concerns: physical disabilities or limitations, income, and healthcare costs.

2.4.2.1 Needs Assessment

According to the U.S. Department of Housing and Urban Development Comprehensive Housing Affordability Strategy for the 2012–2016 period, 5,745 households (approximately 18% of the total households) in the City were senior households (Figure 2-26). Below includes a breakdown of this total:

- 4,250 (or approximately 74%) were homeowner households
- 1,495 (or approximately 26%) were renter households
- 965 (or approximately 17%) earn less than 30% of the area median family income (compared to approximately 24% in the SCAG region)
- 2,290 (or approximately 40%) earn less than 50% of the area median family income (compared to approximately 31% in the SCAG Region)

Figure 2-26. Senior Households by Income and Tenure

		Owner	Renter	Total	Percent of Total Elderly Households:
Income category, relative to surrounding area:	< 30% HAMFI	550	415	965	16.8%
	30-50% HAMFI	895	430	1,325	23.1%
	50-80% HAMFI	875	245	1,120	19.5%
	80-100% HAMFI	560	75	635	11.1%
	> 100% HAMFI	1,370	330	1,700	29.6%
TOTAL		4,250	1,495	5,745	

HUD CHAS, 2012-2016. HAMFI refers to Housing Urban Development Area Median Family Income.

As a special needs group, seniors are unique. As shown on Figure 2-26, the majority of the City’s senior households are homeowners and represent 74% of all senior households. According to the 2014–2018 ACS 5-Year Estimates, this rate of ownership is high for a special needs group, which makes up approximately 15% of the total households in the City. Of these senior homeowners, 1,445 (or 34%) fall below the 50% area median income, making senior homeowners within the very-low-income category the most prevalent senior group in the City.

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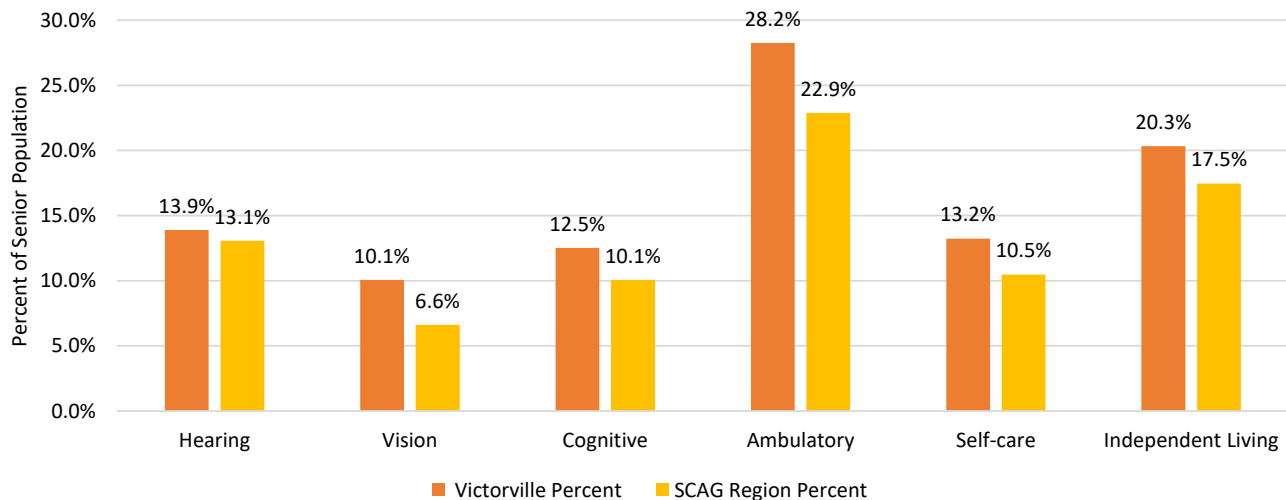
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Poverty thresholds, as defined by the ACS, vary by household type. For instance, in 2018, a single-person, senior household with an annual income below \$12,043 per year was considered in poverty. Alternatively, a two-person, senior household was considered to be in poverty with an annual income of \$15,178, assuming they lived with no children under the age of 18. With these figures, the 2014–2018 ACS 5-Year Estimates reported the following:

- 1,325 (or 5%) of City residents with incomes below the poverty level were 65 years of age and over
- 3,927 households in the City have a household member 65 years of age and over, and approximately 12% of these families live below poverty level

Senior households are likely to be on fixed, low incomes and are at a greater risk of housing overpayment. Additionally, seniors have additional physical and social needs. As shown on Figure 2-27, 28% of seniors in the City (compared to 23% in the SCAG region) suffer from an ambulatory disability. Ambulatory disabilities are those that result in serious difficulty walking or climbing stairs. This notability of ambulatory disabilities in the City’s senior residents calls for housing that is more accessible to transportation and in-house assistance and for housing options with more accessible accommodations.

Figure 2-27. Disability by Type – Seniors (65 Years of Age and Over)



American Community Survey 2014-2018 5-year estimates.

Regarding housing, seniors typically require smaller, more affordable housing options and/or assistance with accessibility and home maintenance. They often require ramps, handrails, and lower cupboards and counters to allow greater access and mobility for wheelchairs or walkers. Because of their limited mobility, seniors also often need to live close to or have transportation assistance to shopping and medical facilities.

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2.4.2.2 Resources and Services

The City currently has a number of existing housing programs available exclusively or primarily to seniors. These services are outlined on Table 2-10.

Table 2-10. Resources for Seniors

Program	Description
CDBG Senior/Disabled Home Repair (SHRP) Grants	The sponsor of this program is the Economic Development Department of the City of Victorville. This program provides a one time grant of labor and materials for eligible senior/disabled homeowners for minor home repairs. Grant amounts are up to \$10,000.
Repair Service Program for Senior Homeowners	This program is sponsored through Community Action Partnership. One time grant of labor and material for eligible homeowners for minor repairs and weatherization and insulation.
Land Assemblage and Write-Down	The Victorville Housing Trust can make funding available to write down the cost of land for the development of senior citizen and/or affordable housing projects by a private (usually not-for-profit) developer.
State Licensed Care Facilities	There are currently 16 licensed facilities within the City providing residential care for the elderly. These range from large scale facilities such as Knoll's West or Sterling Commons/Inn to individually run facilities housing six or fewer persons. Combined, these facilities can care for up to 375 people.
Victor Valley Community Services Council	The Services Council provides senior and disabled services as well as senior urgent repairs.
Planned Unit Developments	The City allows developments with reduced standards for Senior Housing: Designed for senior citizen living, the standards generally allow for smaller minimum lot sizes, reduced lot size and yards and age restrictions allow the development to be more affordable and attractive to seniors on fixed incomes.

Furthermore, the Consortium Consolidated Action Plan includes the following goals to address the availability of human services for seniors:

- Promote the development and financing of senior housing
- Develop public facility amenities that facility community involvement and recreation
- Disseminate fair housing information through literature, media, referrals, and workshops
- Encourage programs designed to unite youth, seniors, veterans, and people with disabilities in mentoring and caregiving

The Consortium Consolidated Action Plan also contains strategies to remove or ameliorate the barriers to affordable housing, including the following:

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- Maintain the Down Payment Assistance and Homeownership Loan Programs as a tool to increase affordable homeownership opportunities for people with low and moderate incomes. By Fiscal Year 2021–2022, the Consortium shall preserve and expand its affordable housing in low-income neighborhoods by assist at least 50 low- and moderate-income households.
- Expedite development of housing projects for seniors and those with low and moderate incomes. All fees shall be waived for shelters and transitional housing projects.
- Continue to promote the removal of architectural barriers to provide barrier-free housing for people with disabilities and enforce the accessibility requirements of federal fair housing law that apply.
- As projects are reviewed by staff, promote the distribution of low- and moderate-income housing to blend with the existing residential neighborhoods and not to be concentrated in any single area of the Town of Apple Valley or City of Victorville. Anticipated Impact: Integration of all income.
- To preserve and expand opportunities and special needs services to integrate all people of a protected class in the community.

The Consortium has also proposed the action of continuing to consider alternate forms of residential development, including various types of small-lot, single-family subdivisions; mobile home parks that allow owner-occupied spaces; senior multi-family housing developments offering various degrees of care and assistance; mixed-use residential, office, and commercial developments. Through these programs, the City promotes safe and adequate housing for its senior residents and encourages the development of new affordable senior housing.

2.4.3 Large Families

Large households are identified in State housing law as a “group with special housing needs based on the generally limited availability of adequately sized, affordable housing units.” Large households are defined as those with five or more members. Due to the limited supply of adequately sized units to accommodate large family households, large families face an above-average level of difficulty in locating adequately sized, affordable housing. Even when larger units are available, the cost is generally higher than that of smaller units. The lack of supply, compounded with the low incomes of larger families, results in many large families living in overcrowded conditions.

2.4.3.1 Needs Assessment

According to the 2014–2018 ACS 5-Year Estimates, 32,917 households are in the City (see Figure 2-28). Below is a breakdown of this total:

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- 15,024 were renters, and 17,893 were homeowners.
- 8,117 (or approximately 25%) were households with five or more members.
- 4,147 of the total 15,024 (or approximately 28%) renter households were large family households.
- 3,970 of the total 17,893 (or approximately 22%) homeowner households were large family households.

In comparison to the SCAG region, the City has the following household breakdown:

- A lower share of single-person households than the SCAG region overall (17% v. 24%)
- A higher share of seven-or-more-person households than the SCAG region overall (6% v. 3%)

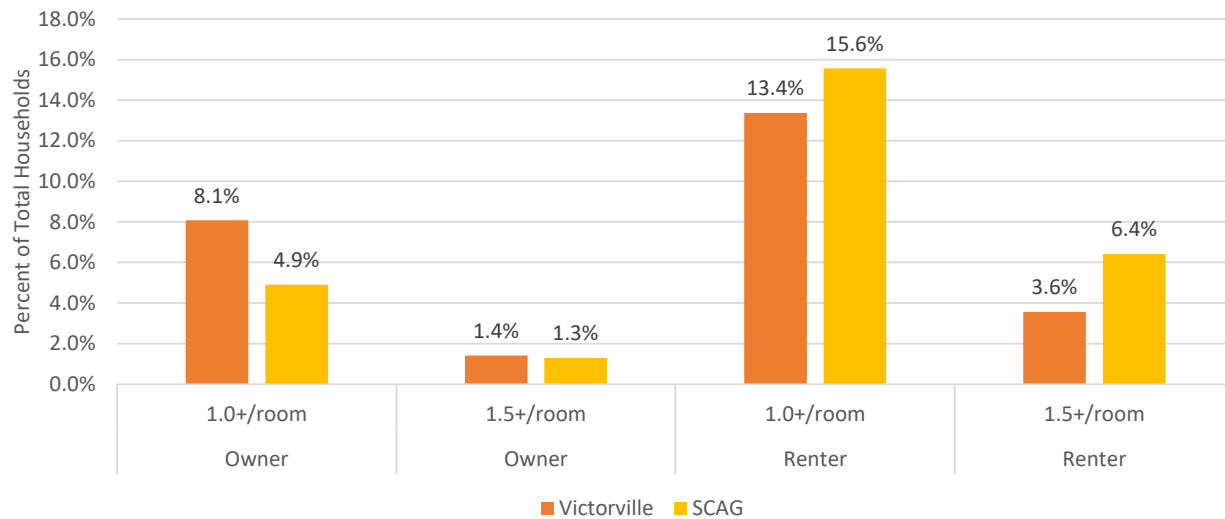
Figure 2-28. Households by Household Size



American Community Survey 2014-2018 5-year estimates.

According to the ACS, “overcrowding” is defined as having more than one person per room with more than 1.5 persons per room being defined as “severe overcrowding.” As shown on Figure 2-29, the incidence of overcrowding in the City is lower than that the SCAG region as a whole, suggesting that the City has an adequate supply of larger homes to accommodate its households. However, nearly 60% of the total 4,241 overcrowded households are renter households, pointing to a need for larger rental units. More specifically, 2,544 of the total 15,024 (or approximately 17%) renter households are overcrowded, and 535 (approximately 4%) of renter households are severely overcrowded. On the other hand, 1,697 of the total 17,893 (or approximately 10%) homeowner households are overcrowded, and 253 (or approximately 1%) are severely overcrowded.

Figure 2-29. Crowding by Extent and Tenure



American Community Survey 2014-2018 5-year estimates.

2.4.3.2 Resources and Services

Currently, the City has a number of existing housing programs to assist housing affordability for large families, specifically large renter households. These services include the following (Table 2-11).

Table 2-11. Resources for Large Families

Program	Description
Mortgage Assistance Program	This program provides assistance for homebuyers in the form of closing costs and/or down payments. Through this program, low to moderate income families can obtain the needed assistance in financing the purchase of a home. Focus of this program is on first-time homebuyers, transitioning from renter to owner status.
Section 8 Vouchers	This program provides assistance for renters in the City to have access to affordable housing. A majority of our Section 8 rental vouchers are provided to larger households.

In addition to these programs, the City also has a number of unit developments for large families. The projects include the following:

- **Northgate Village** – Makes available 138 affordable housing units in one-, two-, and three-bedroom units for households with incomes between 40% to up to 80% of area median income.

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- **Impressions at Valley Center** – Makes available 99 affordable housing units at 15500 Midtown Drive affordable to households with incomes between 45% and 60% of the area median income.

Furthermore, the Consortium Consolidated Action Plan includes the following goals to address the availability of quality housing, including housing for large families:

- Encourage decent and affordable housing for residents of the Town of Apple Valley and the City of Victorville
- Encourage collaboration between public agencies, developers, investors, and other stakeholders to develop a wide range of housing development
- Support down payment assistance
- Consider establishing rent control for affordability
- Reduce overcrowding in occupied properties

The Consortium Consolidated Action Plan also contains the following strategies to remove or improve the barriers to affordable housing:

- Maintain the Down Payment Assistance and Homeownership Loan Programs as a tool to increase affordable homeownership opportunities for people with low and moderate incomes. By Fiscal Year 2021–2022, the Consortium shall preserve and expand its affordable housing in low-income neighborhoods by assisting at least 50 low- and moderate-income households.
- As projects are reviewed by staff, promote the distribution of low- and moderate-income housing to blend with the existing residential neighborhoods and to not be concentrated in any single area of the Town of Apple Valley or City of Victorville. Anticipated Impact: Integration of all income.
- To preserve and expand opportunities and special needs services to integrate all people of a protected class in the community.
- Expand their efforts in providing financial literacy services and advocate for an increase of supply of affordable ownership housing by hosting a minimum of two financial literacy and access of financing for homeownership workshops.
- Increase their participation in financial literacy and new-home buyer workshops.
- As projects are reviewed by staff, promote the distribution of low- and moderate-income housing to blend with the existing residential neighborhoods and to not be concentrated in any single area of the Town of Apple Valley or City of Victorville to more fully integrate all income levels.

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The Consortium has also proposed the action of continuing to consider alternate forms of residential development, including various types of small-lot, single-family subdivisions; mobile home parks that allow owner-occupied spaces; and mixed-use residential, office, and commercial developments. Through these programs, the City promotes safe and adequate housing for its residents and encourages the development of new affordable housing.

2.4.4 People with Disabilities

The Americans with Disabilities Act defines a person with a disability as having a physical or mental impairment that substantially limits one or more major life activities. People with disabilities have special needs and many earn little income, have high healthcare costs, are dependent on supportive services, and/or require special building accommodations, such as access ramps or elevators.

People with disabilities face unique problems in obtaining adequate housing. This specific segment of the population, which includes individuals with mental, physical, and developmental disabilities, needs affordable, conveniently located housing that is specially adapted for their specific needs. Living arrangements for people with disabilities depend on the severity of the disability and can include arrangements like (1) living at home in an independent environment with the help of other family members, (2) special housing design features for the physically disabled, (3) income support for those unable to work, and (4) in-home supportive services for persons with medical conditions, among others.

2.4.4.1 People with Physical and Mental Disabilities

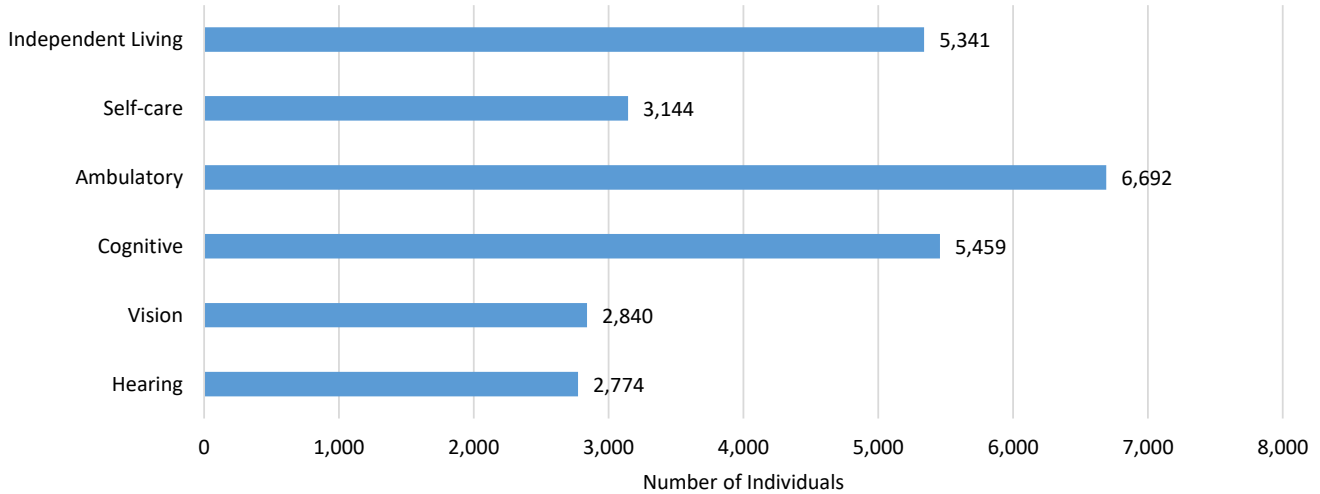
Physical and mental disabilities can hinder access to housing units of conventional design and limit the ability of individuals with disabilities to earn an adequate income. The proportion of individuals with physical disabilities is increasing nationwide due to overall increased longevity and lower fatality rates. Individuals with mental disabilities include those disabled by a psychiatric illness or injury, including schizophrenia, Alzheimer’s disease, AIDS-related infections, and conditions related to brain trauma. Disabilities tabulated by the U.S. Census include sensory, physical, and mental limitations.

Needs Assessment

According to the 2014–2018 ACS 5-Year Estimates, 13,135 City residents (approximately 11% of the City’s population) were identified as having a disability. Disabilities included each of the categories tabulated by the U.S. Census, with the majority having a physical disability.

Figure 2-30 presents the number of residents in the City with a disability as reported by the 2014–2018 ACS 5-Year Estimates. Some residents have more than one disability.

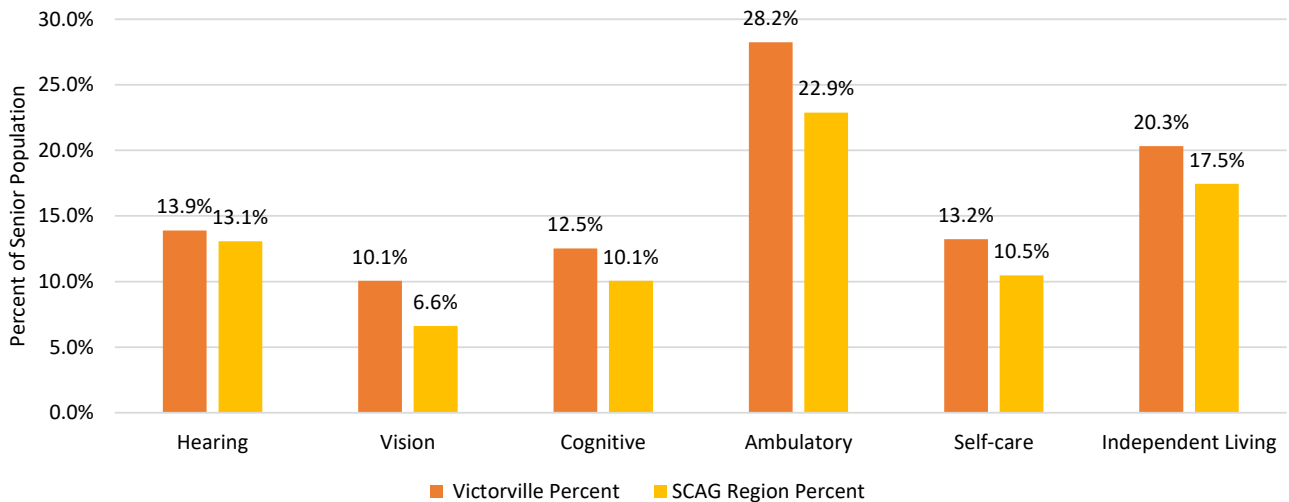
Figure 2-30. Disability by Type



American Community Survey 2014-2018 5-year estimates.

Per the 2014–2018 ACS 5-Year Estimates, there are 11,262 seniors in the City. Of that total number, 28% live with an ambulatory disability (see Figure 2-31), making it the most commonly occurring disability amongst seniors 65 and older. Furthermore, relative to the SCAG area, the City houses a higher percentage of seniors with disabilities, pointing to a special need for senior housing in the City.

Figure 2-31. Disability by Type – Seniors (65 Years of Age and Over)



American Community Survey 2014-2018 5-year estimates.

Understanding the employment status of people with disabilities is an important component in evaluating specialized housing needs. In the City, only 24% of the population with a disability are employed compared to approximately 65% of the total population. While the unemployment rate for individuals with a disability is lower than the rate for those with no disability (6% and

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10%, respectively), it is important to consider that 70% of individuals with disabilities are not in the labor force (see Figure 2-32). Overall, individuals living with a disability are seldom employed and, thus, require more assistance with finding affordable housing options.

Figure 2-32. Disability by Employment Status

	With a Disability	Percent of Total	No Disability	Percent of Total
Employed	1,617	24%	38,822	64%
Unemployed	417	6%	5,896	10%
Not in Labor Force	4,778	70%	15,481	26%
TOTAL	6,812		60,199	

American Community Survey 2014-2018 5-year estimates.

2.4.4.2 People with Developmental Disabilities

Pursuant to California Welfare and Institutions Code, Section 4512(a), “developmental disabilities” are those disabilities that begin before adulthood and include intellectual disabilities, cerebral palsy, epilepsy, autism, and those disabling conditions that are closely related to intellectual disabilities or require treatment similar to that of those with intellectual disabilities. However, this definition does not include disability conditions that are solely physical in nature.

Using this definition as a benchmark for the purpose of this analysis, data provided by the U.S. Census Bureau’s ACS for the population of the City with cognitive difficulty was used to quantify the total number of people with developmental disabilities. The definition of a cognitive difficulty provided by the ACS includes those resulting “because of a physical, mental, or emotional problem, having difficulty remembering, concentrating, or making decisions.” Therefore, the ACS estimates were used as the definitions provided by the ACS incorporate those noted by the California Welfare and Institutions Code.

Needs Assessment

According to the 2014–2018 ACS 5-Year Estimates, 26,250 City residents (approximately 22% of the City’s population) were identified as having a disability. Below is a breakdown of this total:

- Approximately 5,459 (or approximately 21%) of residents with a disability have disabling cognitive difficulty; and
- Of those 5,459 residents with a disabling cognitive difficulty, approximately 1,411 residents are 65 years of age and over (or approximately 26% of residents with a disabling cognitive difficulty) (see Figure 2-31)

The California Department of Developmental Services also provides data on developmental disabilities by age and type of residence. This information includes a breakdown of the housing types individuals with developmental disabilities reside in and by age (minors v. adults). This

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data is collected at the ZIP code level and may not perfectly match the 2014–2018 ACS 5-Year Estimates data used in this section. However, the data provides more context of the housing conditions of individuals with disabilities (see Figure 2-33). As shown below, individuals with a developmental disability typically reside with a parent, family member, or guardian. However, many individuals reside in independent or supported living and foster homes.

Figure 2-33. Developmental Disabilities

	Victorville
By Residence: Home of Parent/Family/Guardian	1,327
Independent/Supported Living	89
Community Care Facility	89
Intermediate Care Facility	5
Foster/Family Home	99
Other	15
By Age: 0 - 17 Years	1,624
18+ Years	826
TOTAL	4,074

CA DDS consumer count by CA ZIP, age group and residence type for the end of June 2019. Data available in 161/197 SCAG jurisdictions.

Developmental disabilities can result in individuals with self-care difficulties and/or independent living difficulties, preventing usability of housing units of typical design and function without personal care. Due to these individuals' ability to remember, concentrate, and make decisions, their housing opportunities are further hindered because of economic constraints. Together, these factors drive the need for facilities designed to accommodate individuals with developmental disabilities.

Resources and Services

The Fair Housing Accessibility Standards and Title 24 of the California Administrative Code set forth access and adaptability requirements for individuals with physical disabilities. These regulations apply to public buildings, such as motels, employee housing, and factory-built housing, and privately funded, newly constructed apartment houses containing five or more housing units. The regulations also require that ramp ways, larger door widths, and restroom modifications be designed to enable free access. However, such standards are not mandatory of new single-family residential construction. The City provides grants and loans to individuals with disabilities who have low and moderate incomes for accessibility modifications to single-family homes and assistance to renters with disabilities. Additionally, the Inland Regional Center, which is the regional center contracted by the California Department of Developmental Service provides

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programs and services that further aid meeting the needs of those with physical, mental, and developmental disabilities. Programs for people with disabilities include the following (Table 2-12).

Table 2-12. Resources for Individuals with a Disability

	Program	Description
Physical & Mental Disabilities	Housing and Employment Program	The San Bernardino County Department of Behavioral Health provides this employment program for individuals with a mental disability. Services include linkage between federal and state funded programs, affordable housing, job training and placement, healthcare, professional counseling, and education.
	Senior/Disabled Home Repair Program	The sponsor of this program is the Economic Development Department of the City of Victorville. This program provides a one time grant of labor and materials for eligible senior/disabled homeowners for minor home repairs. Grant amounts are up to \$10,000.
	Shelter Plus Care Program	The sponsor for this program is the Department of Housing and Urban Development. It provides rental assistance that is either tenant-based, project based, or sponsor-based to maximize independence for disabled homeless persons.
	State Licensed Care Facilities	There are approximately 15 adult home facilities providing care to disabled individuals. These facilities are licensed to care for up to 77 people.
Developmental Disabilities	Senior/Disabled Home Repair Program	The sponsor of this program is the Economic Development Department of the City of Victorville. This program provides a one time grant of labor and materials for eligible senior/disabled homeowners for minor home repairs. Grant amounts are up to \$10,000.
	State Licensed Care Facilities	<p>There are approximately 11 adult home facilities providing care specifically to developmentally disabled individuals, with a capacity of 53 individuals.</p> <p>There are approximately 10 adult residential facilities providing care to disabled adult individuals, which may include those with developmental disabilities, with a capacity of 49 individuals.</p> <p>There are 2 adult residential care facilities providing care specifically to the mentally disabled, which may include those with developmental disabilities, with a capacity of 12 individuals.</p> <p>There are 2 small family home facilities providing care to children, which may include those with developmental disabilities, with a capacity of 10 children.</p>
	In-Home Support Services	This program is administered by the County of San Bernardino and assists low-income and disabled adults and children with extraordinary needs for care to remain in their own homes by providing personal care services and/or domestic services.
	Respite Care	Is a service provided by the Inland Regional Center ("IRC") that is designed to assist families with developmentally disabled children in staying together. The service is designed to give family members a break or relief from the ongoing demands and responsibilities of caring for a child with developmental disabilities. There are approximately 10 preferred providers that serve the IRC area who will hire someone the family is familiar with to provide the respite care. Also, the IRC provides agency respite care where a provider is assigned to the family if they do not have a preferred provider.

Furthermore, the Consortium Consolidated Action Plan includes the following goals to address the availability of quality housing, including housing for individuals with disabilities:

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- Promote the development and financing of housing for people with disabilities
- Develop public facility amenities for community involvement and recreation
- Disseminate fair housing information through literature, media, referrals, and workshops
- Encourage programs designed to unite youth, seniors, veterans, and people with disabilities in mentoring and caregiving

The Consortium Consolidated Action Plan also contains the following strategies to remove or ameliorate the barriers to affordable housing:

- Continue to promote the removal of architectural barriers to provide barrier-free housing for people with disabilities and enforce the accessibility requirements of federal fair housing law that apply.
- As projects are reviewed by staff, promote the distribution of low- and moderate-income housing to blend with the existing residential neighborhoods and to not be concentrated in any single area of the Town of Apple Valley or City of Victorville. Anticipated Impact: Integration of all income.
- To preserve and expand opportunities and special needs services to integrate all people of a protected class in the community.
- As projects are reviewed by staff, promote the distribution of low- and moderate-income housing to blend with the existing residential neighborhoods and to not be concentrated in any single area of the Town of Apple Valley or the City of Victorville to more fully integrate all income levels.

The Consortium has also proposed the action of continuing to consider alternate forms of residential development, including various types of small-lot, single-family subdivisions; mobile home parks that allow owner-occupied spaces; senior, multi-family housing developments offering various degrees of care and assistance; and mixed-use residential, office, and commercial developments. Through these programs, the City promotes safe and adequate housing for its residents and encourages the development of new affordable housing.

2.4.4.3 Female-Headed Household

Single-parent households require special consideration and assistance because of their greater needs for daycare, healthcare, and other facilities. Female-headed households with children tend to have lower incomes, thus limiting housing availability for this group.

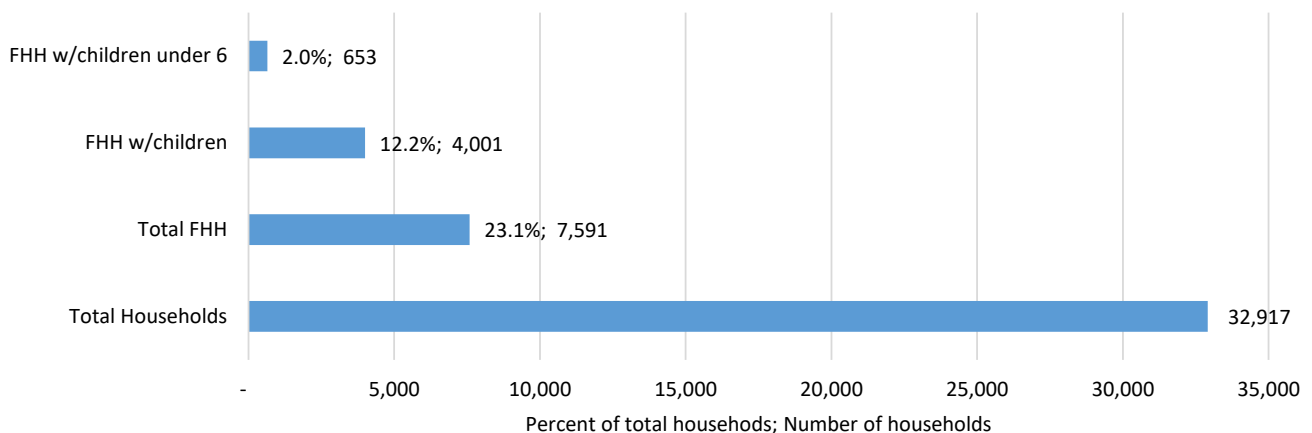
Needs Assessment

According to the 2014–2018 ACS 5-Year Estimates, 7,591 female-headed households exist in the City. This number represents approximately 23% (compared to 14% in the SCAG region) of 32,917 households in the City (see Figure 2-34). Below is a breakdown of this total:

- 4,001 (or approximately 12%) of total households had children 18 years of age or younger (compared to 7% in the SCAG region)
- 653 (or approximately 2%) of total households had children under 6 years of age (compared to 1% in the SCAG region)

Overall, the City has higher ratios of female-headed households than the ratios the SCAG region, pointing to a need for more services for female-headed households.

Figure 2-34. Female-Headed Households

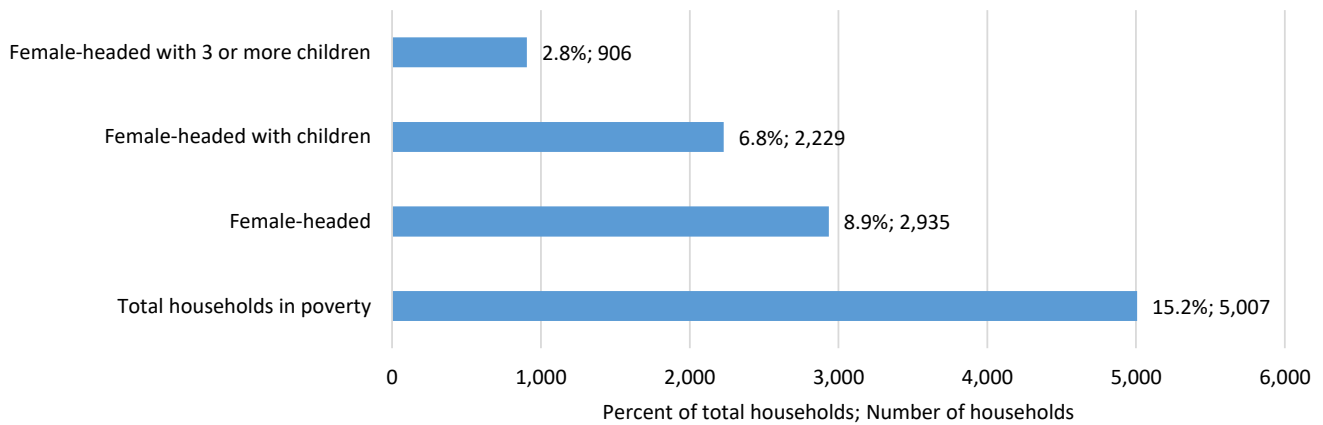


American Community Survey 2014-2018 5-year estimates.

Furthermore, 15% of the City’s households experience poverty compared to the 8% in the SCAG region. Of this total, female-headed households represent 59% of the households living below the poverty level, and all or most of these households have children 18 years of age or younger (see Figure 2-35). Of the total 5,007 households experience poverty:

- 2,935 (or approximately 59%) of the total households experience poverty are female-headed households
- 2,229 (or approximately 45%) of the total households experience poverty are female-headed households with at least one child 18 years of age or younger
- 906 (or approximately 18%) of the total households experience poverty are female-headed households with three or more children 18 years of age or younger

Figure 2-35. Households by Poverty Status



American Community Survey 2014-2018 5-year estimates.

A particular issue that affects all family households, but especially those headed by females, is finding quality, affordable childcare. Many households find this to be a severe constraint, and in the case of a single-parent household, the parent may be unable to work if they cannot find affordable childcare. As a result, the parent cannot provide necessities, such as food and housing, for their children.

Although female-headed households in the City represent a smaller special needs group than seniors and people with disabilities, the Housing Element provides for the needs of this group through policies that promote maintenance and construction of affordable housing specifically in areas close to commercial districts and transportation corridors.

Resources and Services

The City currently has a number of existing housing programs to assist with housing affordability for female-led households. These services include the following (Table 2-13).

Table 2-13. Resources for Female-Headed Households

PROGRAM	DESCRIPTION
Mortgage Assistance Program	The City uses CalHOME program income to facilitate participants in the Mortgage Assistance Program. While the program is not limited to female-headed households, it offers such households an opportunity for stable housing that is affordable at lower income levels.

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Furthermore, the Consortium Consolidated Action Plan includes the following goals to address the availability of quality housing, including housing for female-headed households:

- Continue to expand its housing programs to meet the growing need for affordable housing
- Continue to use Community Development Block Grant funding to support public service agencies that address the special needs of the underserved, including female-headed families
- Proactively seek additional resources to meet the underserved needs

In addition to these programs, the City also has a number of unit developments for large families. The projects include the following:

- **Northgate Village** – Makes available 138 affordable housing units in one-, two-, and three-bedroom units for households with incomes between 40% to up to 80% of area median income.
- **Impressions at Valley Center** – Makes available 99 affordable housing units at 15500 Midtown Drive affordable to 45% of the area median and to 60% of the area median households.

The Consortium Consolidated Action Plan also contains the following strategies to remove or improve the barriers to affordable housing:

- Maintain the Down Payment Assistance and Homeownership Loan Programs as a tool to increase affordable homeownership opportunities for people with low and moderate incomes. By Fiscal Year 2021–2022, the Consortium shall preserve and expand its affordable housing in low-income neighborhoods by assisting at least 50 low- and moderate-income households.
- As projects are reviewed by staff, promote the distribution of low- and moderate-income housing to blend with the existing residential neighborhoods and to not be concentrated in any single area of the Town of Apple Valley or City of Victorville. Anticipated Impact: Integration of all income.
- To preserve and expand opportunities and special needs services to integrate all people of a protected class in the community.
- Expand efforts to provide financial literacy services and advocate for an increase of supply of affordable ownership housing by hosting a minimum of two financial literacy and access of financing for homeownership workshops.
- Increase participation in financial literacy and new-home-buyer workshops.
- As projects are reviewed by staff, promote the distribution of low- and moderate-income housing to blend with the existing residential neighborhoods and to not be concentrated

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in any single area of the Town of Apple Valley or City of Victorville to more fully integrate all income levels.

The Consortium has also proposed the action of continuing to consider alternate forms of residential development, including various types of small-lot, single-family subdivisions; mobile home parks that allow owner-occupied spaces; and mixed-use residential, office, and commercial developments. Through these programs, the City promotes safe and adequate housing for its residents and encourages the development of new affordable housing.

2.4.4.4 Farmworkers

The special housing needs of many farmworkers stem from their low wages and the seasonal nature of their employment. Farmworker population estimates in the City are based on individuals who categorize their employment as “Agriculture, Forestry, Fishing and Hunting, and Mining” in the U.S. Census. This category also includes people who work in non-agricultural fields such as boating, veterinarian services, and landscape and horticulture.

Needs Assessment

According to the 2014–2018 ACS 5-year estimates, 74 farmworkers by occupation (49 of whom are full-time, year-round) and 67 individuals with employment in the agricultural industry (59 of whom are full-time, year-round) are in the City. These individuals make up less than 1% of the SCAG region population (see Figure 2-36).

Figure 2-36. Farmworkers

Farmworkers by Occupation:

Victorville	Percent of Total Victorville Workers:	SCAG Total	
74	0.18%	57,741	Total jobs: Farming, fishing, and forestry occupations
49	0.12%	31,521	Full-time, year-round jobs: Farming, fishing, and forestry occupations

Employment in the Agricultural Industry:

Victorville	Percent of Total Victorville Workers:	SCAG Total	
67	0.16%	73,778	Total in agriculture, forestry, fishing, and hunting
59	0.14%	44,979	Full-time, year-round in agriculture, forestry, fishing, and hunting

American Community Survey 2014-2018 5-year estimates using groupings of NAICS and SOC codes.

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No designated agricultural uses are in or adjacent to the City. People employed in this category are most likely associated with mining or landscape jobs. While only a small share of SCAG region jurisdictions have farmworkers living in them, they are essential to the region’s economy and food supply.

Resources and Services

While farmworkers are not a special housing needs group in the City, the City currently provides certain permissions in its zoning code that can benefit farmworkers. These permissions include the following (Table 2-14).

Table 2-14. Resources for Farmworkers

Program	Description
Zoning Code Permissions	<p>Allows employee housing, including housing for farmworkers. "any facility, place, or building maintained and operated to provide residential care for six or fewer people" and located "in a single-family zoning district shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone if required by state law."</p> <p>The zoning code permits mobile homes for use as employee housing on the same parcel in the A-E, Exclusive Agriculture District. Additionally, in the A, Agriculture Residential District, up to 3 single-family homes can be placed on parcels 3 acres or larger.</p> <p>Any employee housing consisting of up to 36 beds or 12 units or spaces is deemed an agricultural use permitted without requiring clearance not required of any other agricultural activity.</p> <p>Zoning is available for housing for farmworkers through the variety of other housing types encouraged in the Zoning Code, including multi-family, single-room occupancy units, manufactured housing, and accessory dwelling units.</p>

2.4.4.5 Homelessness, Transitional, and Emergency Shelters

Throughout the County, homelessness has become a substantial issue. Previous factors contributing to the rise in people who are experiencing homelessness included the general lack of housing affordable to people with very low income, increases in the number of people whose incomes fall below the poverty level, reductions in public subsidies to people living at or below the poverty level, the de-institutionalization of people with mental illness, and the increase in substance abuse and addiction issues in the region. The current increase in homelessness has been related to the increase in the number of layoffs and loss of employment, which results in the inability to afford housing. Additionally, homelessness can result from the need to get out of an abusive relationship or because of an unexpected event, such as a fire, flooding, or earthquake destroying the housing.

Over the last 2 years, the City has taken a proactive approach in identifying the needs of the community members experiencing homelessness. More specifically, the City has formed a

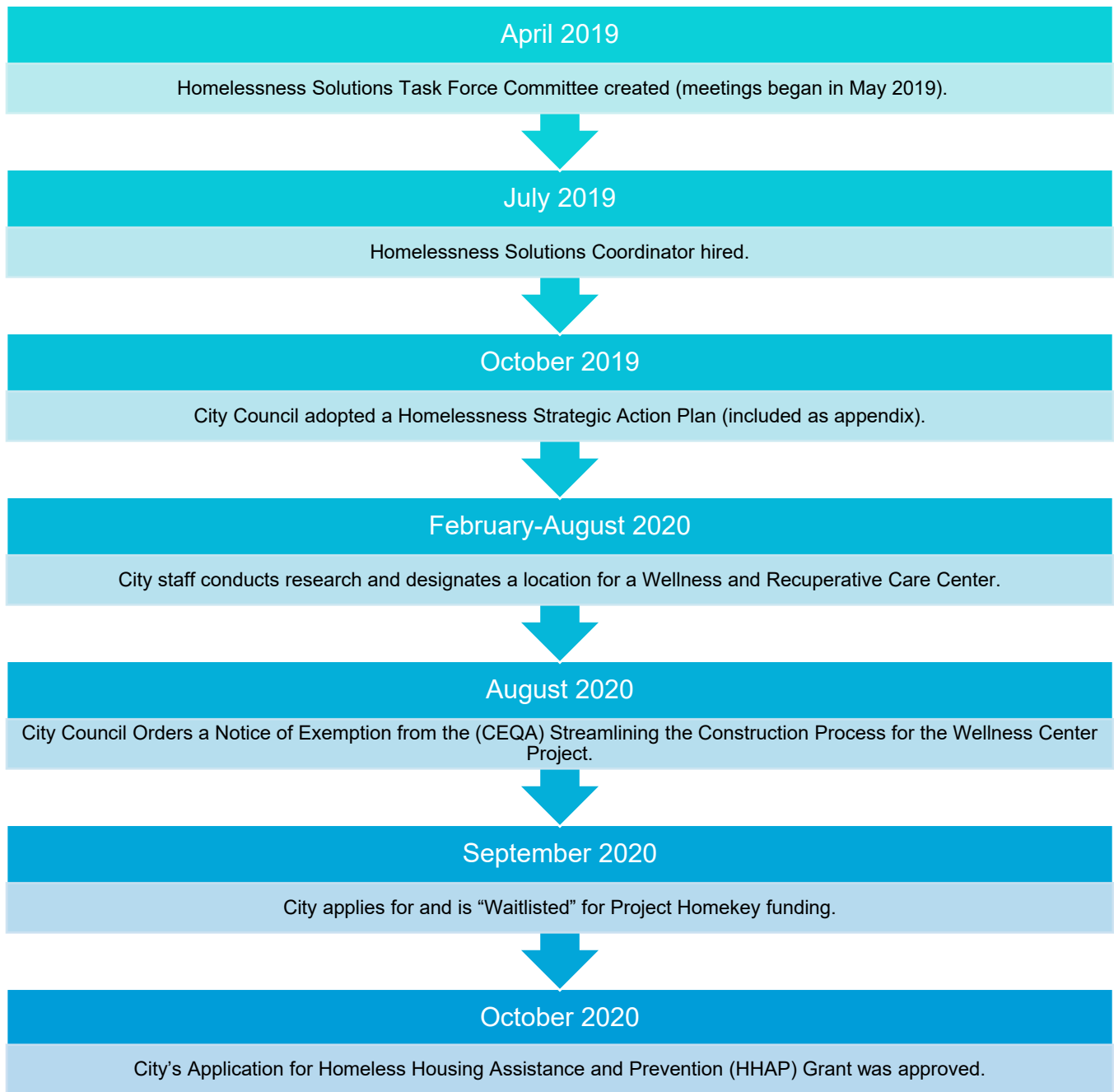
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Homelessness Solutions Task Force, is planning for the development of a 150-bed Wellness and Recuperative Center, and has applied for State grant funding.

The timeline of these actions is shown on Figure 2-37.

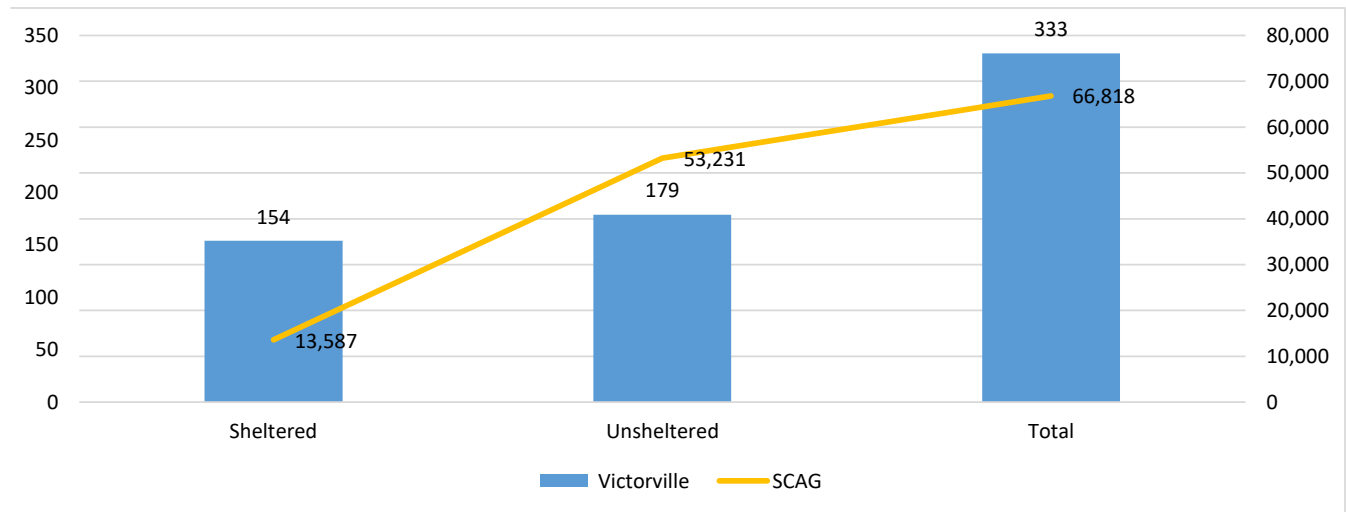
Figure 2-37. Homelessness Solutions Task Force Action Timeline



Needs Assessment

According to the SCAG Pre-Certified Data, 333 individuals experiencing homelessness in the City, with 154 (approximately 46%) people who are sheltered and 179 (or approximately 54%) who are unsheltered (Figure 2-38).

Figure 2-38. City and County Homelessness Point-in-Time



Southern California Association of Governments (SCAG) 2019 City and County Homelessness Point-in-Time Counts

Resources and Services

The City works with various organizations and jurisdictions to help mitigate homelessness in the region. These collaborations include the following:

- **Homelessness Solutions Taskforce** – A group of representatives from community stakeholder groups, local agencies, and the City meet monthly to develop a strategic action plan and to make recommendations for the appropriate courses of action specific to the community to address homelessness.
- **High Desert Homeless Services, Inc.** – High Desert Homeless Services, Inc., is a local, private, non-profit 501(c)(3) organization in the City that has been assisting people experiencing homelessness since June 1988. Its mission is to assist residents of the Victor Valley and High Desert area of the County of San Bernardino who have been displaced from long-term housing due to natural disaster or loss of income, and to assist non-residents by providing short-term emergency shelter.
- **Victor Valley Rescue Mission** – Victor Valley Rescue Mission provides shelter to the mail homeless population that is willing to enroll in their program. They also administer an outreach program for those in need.

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- **State of California** – The City worked with the State to provide homeless services at the San Bernardino County Fairgrounds in the center of the City. These services provide people experiencing homelessness with shelter during days with extreme weather conditions.
- **County of San Bernardino**
 - **County’s Continuum of Care (COC)** – The City commits staff to the planning and implementation process of the COC, which provides funding and a network of resources for homeless abatement. The COC provides emergency shelter, supportive services, transitional housing, and permanent housing. City staff provide the COC Steering Committee critical information regarding the types of resources and programs provided to assist people experiencing homelessness.
 - **County of San Bernardino Department of Behavioral Health** – The City will continue to work with and refer residents to the County of San Bernardino’s programs to assist residents experiencing homelessness with mental health needs, such as the mental illness homeless program (30 days of basic needs, case management, employment, and outreach services to adults with mental illness who are experiencing homelessness), the housing program operated in conjunction with the Housing Authority (provides mental health services and long-term, permanent housing for residents with mental illness and/or substance abuse disorders who are experiencing homelessness), and the employment program (provides employment skill evaluations, pre-employment services, job coaching, and collateral services to residents with mental health needs).
 - **Homeless Outreach and Proactive Enforcement (H.O.P.E.)** – The program is a proactive approach intended to ultimately reduce calls for service and other resources currently required to assist with the population experiencing homelessness. A community policing philosophy will be used to link the population experiencing homelessness with resources and service providers throughout the County. The objective is to stop the revolving door of arrest, incarceration, and then release regarding crimes related to people experiencing homelessness.

It is anticipated that the U.S. Department of Housing and Urban Development and the State will provide additional grant funding opportunities over the next 8 years for housing and shelter solutions for those experiencing homelessness because it is one of the State’s highest priorities. To date, the City has applied for the Project Homekey, Homeless Housing Assistance and Prevention, and Permanent Local Housing Allocation grants.

There are a number of facilities in the City and the Victor Valley region that provide emergency and short-term shelter; financial, employment, and family counseling; and other services. These facilities are presented in Table 2-15.

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Table 2-15. Homelessness Resources

Facility	Location	Description
High Desert Homeless Services, Inc.	14049 Amargosa Road, Victorville 92392	Provides residential services (55 max at one time) up to 90 days, with possible extension
Samaritan's Helping Hand	15527 Eighth Street, Victorville 92392	Provides motel vouchers, food, clothing, emergency services
Victor Valley Domestic Violence	14114 Hesperia Road, Victorville 92395	Provides emergency shelter and related services to victims of domestic violence
Moses House	15180 Anacapa Road, Victorville 92392	Provides emergency shelter and related services to single mothers
Keys Nonprofit	680 S. Waterman Ave., San Bernardino 92408	Housing Placement
US Vets (Inland Empire-High Desert)	15305 6th Street, March Air Reserve Base	Housing Placement
VA Loma Linda	11201 Benton Street, Loma Linda 92357	Housing Placement
Victor Valley Family Resource Center	16000 Yucca Street, Hesperia 923945	Housing Placement
Cal Works Homeless Assistance Program	15010 Palmdale Road, Victorville 92392	Housing Placement
Family Assistance Program	15075 Seventh Street, Victorville 92395	Housing Placement/Rental Utility Assistance/ Domestic Violence & Transitional Youth Services
Foothill Aids Project	16501 Walnut St, Hesperia 92345	Housing Placement
Inland Housing Solution	PO Box 239, Loma Linda 92354	Housing Placement
At Home (County of San Bernardino)	784 E. Hospitality Lane, San Bernardino 92415	Housing Placement
St. John of God	13333 Palmdale Rd., Victorville 92392	Drug and alcohol rehab, 50 beds
The Lord's Table	15512 6th St., Victorville 92392	Soup kitchen, meals served daily
Ambassador's for Christ	16980 Nisqually Rd., Victorville 92395	Food Services
Victor Valley Domestic Violence	14114 Hesperia Road, Victorville 92395	Provides emergency shelter and related services to victims of domestic violence
Inland County Legal Services	13911 Park Ave. Ste 210, Victorville 92392	Community Services Support
Rock'n Our Disabilities	13558 Palm St., Hesperia 92345	Community Services Support
Searchlight Society (Homeless Outreach)	Victorville 92392	Community Services Support
United Way	15367 Tamarack Dr., Ste A, Victorville 92392	Community Services Support
Community Action Partnership	696 S. Tippacanoe Ave., San Bernardino 92408	Community Services Support/Rental Utility Assistance
Oasis House	688 N. Arrowhead Ave.#203, San Bernardino 92401	Transitional Age Youth Services
Cedar House	18612 Santa Ana Ave., Bloomington 92316	Transitional Age Youth Services
St. Mary's Regional Medical Center	18300 Hwy 18, PO Box 7025, Apple Valley 92307	Healthy Communities
Holy Family Catholic Church	9974 "I" Avenue, Hesperia 92345	Emergency food for people in the parish
First Baptist Church of Apple Valley	22434 Nisqually Rd., Apple Valley 92308	Food Pantry
First Assembly of God	15260 Nisqually Rd., Victorville 92395	Food Services
High Desert Second Chance	1666 Smoketree St., Hesperia 92345	Food Services
Holy Innocents Catholic Church	13230 El Evado Rd., Victorville 92392	Food Services
Restoration Center	16663 A St., Victorville 92395	Food Services
Salvation Army	14585 LaPaz Dr., Victorville 92392	Food Services
Victor Valley Community Services Council	16692 Mojave Dr., Victorville 92395	Community Services Support/Rental Utility Assistance/Food Services
Victor Valley Rescue Mission	15572 7th St., Victorville 92395	Life Recovery Classes/Food Services/Showers
Women of Noble Character	14890 Loves Ln., Victorville 92392	Food Services and Showers
Church of the Valley	20700 Standing Rock Ave, Apple Valley 92307	Showers
Jubilee Church	9608 "I" Ave., Ste G & H, Hesperia 92345	Showers
Redeemer Church	22434 Nisqually Rd., Apple Valley 92308	Showers
Veterans Crisis Line	12138 Industrial Blvd., Ste 120, Victorville 92392	Life Recovery Classes

Furthermore, the Consortium Consolidated Action Plan includes the following actions to address the availability of quality housing, including housing for those experiencing homelessness:

- Provide funding and a network of resources for homeless abatement
- Provide emergency shelter, support services, transitional housing, and permanent housing

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- Commit staff to the Consortium COC planning and implementation process
- Provide the Consortium COC Steering Committee with critical information regarding the types of resources and programs the City currently funds that assist those experiencing homelessness

In addition to these programs, the City also has a planned development for its residents experiencing homelessness. The planned project includes the following:

- **Wellness and Recuperative Care Center** – This center would be the first facility in the County of San Bernardino to offer a minimum of 150 beds, 100 of which will be offered to individuals and families, and 50 will be offered to those needing continued medical treatment and recovery after hospitalization. This center will be the product of the City’s Homelessness Solutions Task Force and be located at 16902 First Street in the City.

This center would also provide a space for nonprofits and government agencies to bring mental health, employment, and housing resources; pet kennels; storage lockers; and a place for individuals to stay during the day to residents.

2.5 Affirmatively Furthering Fair Housing

In summary, the City’s Sites Inventory (with support from the City’s rezone strategy) will affirmatively further fair housing through the following:

- The distribution of candidate rezone sites across resource areas (including the higher share of lower-income units located in the City’s TCAC/HCD moderate resource areas and in areas with better access to jobs, transit, schools, public services, and other amenities).
- The planned revitalization of low resource areas.

The City’s analysis of Affirmatively Furthering Fair Housing is detailed in Appendix B, Affirmatively Furthering Fair Housing.

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3 HOUSING CONSTRAINTS

The City, State, and federal governments constrain development through regulatory requirements, such as the California Building Code, the California Environmental Quality Act, zoning, land use plans, and internal processes, which affect project permitting complexity, timelines, and costs. Public agencies apply these constraints in the interest of protecting the public health, safety, and welfare. Additional constraints take the form of market factors, such as the cost of land, cost of construction, ability to obtain financing, and development feasibility of rental projects.

The City works to reasonably reduce governmental constraints to development and to influence nongovernmental constraints where and when possible. This chapter includes a summary of constraints and discusses past and planned initiatives to reduce them where possible.

3.1 Nongovernmental Constraints

Nongovernmental constraints are market, environmental, and economic forces that act as impediments to building housing. The City has less control over these factors but can take actions to mitigate undue burdens to housing production.

3.1.1 Land Costs

The City's large supply of available, relatively inexpensive land is a major factor for the rapid growth of housing that has occurred during the past two decades. According to the October 2020 Federal Housing Finance Agency Study, the land share (or portion of the total property value that corresponds to land) of property value in the City was 20% in 2019 compared to 42% in the County of San Bernardino as a whole. Furthermore, land prices in Victorville are significantly lower than the land prices in nearby counties. The October 2020 Federal Housing Finance Agency Study concluded that land prices in the County of San Bernardino were \$528,000 per acre in 2019 compared to \$202,000 per acre in Victorville. Relative to many other California cities, land cost is not a constraint to development in the City; however, it is important to note that the land share of property value in Victorville has increased by 5% between 2012 and 2019.

3.1.2 Construction Costs

Residential construction costs have increased significantly since the Great Recession. According to a March 2020 report by University of California, Berkeley, Turner Center (Turner Center), construction costs in California increased by 25% between 2008 and 2018. The Turner Center notes that construction costs fell immediately following the Great Recession, but rose 80% between 2014 and 2018. According to Marshall & Swift Valuation Service (a CoreLogic product), the cost to build

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an average-quality¹ single-family dwelling unit is \$120 per square foot in the County of San Bernardino, as of January, 2021. Rising wages and materials costs will likely further increase residential construction costs.

3.1.3 California Government Code, Section 65583(a)(6), Development Analysis

California Government Code, Section 65583(a)(6), requires an analysis of requests to develop housing at densities below those anticipated in the Sites Inventory and the length of time between receiving approval for housing development and submittal of an application for building permit. The analysis must also look at local efforts to remove nongovernmental constraints that create a gap in the jurisdiction's ability to meet the Regional Housing Needs Assessment by income category.

The City typically does not receive requests for development at lower density than what is allowed and physically feasible.

The length of time between receiving approval for housing development and submittal of an application for building permit is typically 3–6 months, depending on project complexity and the time the developer takes to complete construction documents. Items like changes to construction costs or other development costs that affect the feasibility, financing, or negotiations with design professionals are outside the City's control and may delay projects.

This analysis is required to examine local efforts to remove nongovernmental constraints that create a gap in the jurisdiction's ability to meet the Regional Housing Needs Assessment by income category. The primary nongovernmental constraint is the overall cost of affordable housing development (high construction costs) and the lack of public funding sources to subsidize the development of rent-restricted units. Data on construction costs indicates that, even with by-right density bonuses pursuant to State law, constructing affordable housing (particularly for households with low and very low incomes) is not profitable for developers and results in a loss without public funding sources. Developers seeking funding from private investors and lending institutions, which require a pro forma analysis (i.e., an analysis showing the costs to develop and the revenues available to fund the development) must demonstrate financial feasibility, or costs that are less than or equal to revenues.

Therefore, public subsidies are required to develop affordable housing. The subsidy typically comes in the form of low-income housing tax credits, State grants, HOME Investment Partnerships (HOME) funds, dedication of land for projects, and other public sources. It is important to note that the City can offer expedited permit processing and fee deferrals. However,

¹ As defined by Marshall & Swift Valuation Service, "average" quality construction is the most common quality level, comprising "approximately 50% of all buildings" and "of good standard code construction with simple ornamentation and finishes."

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it cannot fill the funding gap for affordable housing developments on its own. The subsidies required for affordable housing are typically hundreds of thousands of dollars per unit.

3.1.4 Availability of Financing

The availability of capital to finance new residential development is a significant factor that can affect both the cost and supply of housing. Two types of capital are involved in the housing market: (1) capital used by developers for initial site preparation and construction and (2) capital for financing the purchase of units by homeowners and investors. Interest rates substantially affect home construction, purchase, and improvement costs. A fluctuation in rates of just 2.5% can make a dramatic difference in the annual income needed to qualify for a loan. In general, financing for new residential development is available at reasonable rates. However, economic fluctuations due to the COVID-19 pandemic have caused caution among lenders and may have lasting effects through this Housing Element planning period. Despite the current low interest rates, lenders are scrutinizing applicants more than in the past, leading to a lower number of approved mortgages, despite lower interest rates.

Additionally, and importantly in Victorville and other High Desert cities, lenders are reluctant to provide financing to developers for multi-family residential projects. According to members of the development community, rents in the High Desert are not high enough to provide a level of comfort to lenders that loans will be repaid with economic fluctuations, as was the case during the Great Recession in 2008–2009 and more recently with the COVID-19 pandemic. The lending community has retained memories from the Great Recession, when property values in the inland portions of Southern California declined at a significantly higher rate than urban, coastal areas. This lack of available financing for developers to build market-rate (or affordable) apartments and condominiums in Victorville is a significant constraint in the construction of more housing options for the community and is outside of the City's control.

3.1.4.1 Homeownership

Home mortgage interest rates fell to historic lows in 2020 and 2021, due in part to the COVID-19 pandemic. The low interest rate environment combined with pent-up demand for housing has led to significant increases in home prices. According to Redfin.com, the median sales price for single-family residences in the City increased by 16% year-over-year in December 2020 compared to 7% in December 2019. These trends could create barriers to homeownership for residents with lower incomes because wage growth has not kept up with the rising home prices. For instance, median sales prices for single-family residences in the City increased 56% between 2012 and 2019, while median household income only increased 16% during the same period. The 2014–2018 American Community Survey 5-Year Estimates data presented in Chapter 2, Community Profile, of the Housing Element shows that a higher percentage of households in Victorville own versus rent. This data shows that approximately 733 single-family homes and 15 mobile homes have been constructed in the City between 2015 and 2020.

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3.1.4.2 Rental Housing

According to the 2014–2018 American Community Survey 5-Year Estimates, renter households in the City spend more on rent than in the Southern California Association of Governments region as a whole. For instance, 31.7% of renter households in the City spend 50% or more of their gross income on housing costs compared to 28.9% in the Southern California Association of Local Governments (SCAG) region. High levels of rent burden indicate an increasing demand for affordable housing in the City; however, increasing construction costs and land prices combined with low rent rates and low densities make it difficult for developers to demonstrate financial feasibility for multi-family rental projects.

In total, 80% of the housing stock in the City is single-family, while only 5% is multi-family with two to four units, 11% is multi-family with five or more units, and 5% is mobile homes (total sums to more than 100% due to rounding). This housing type mix indicates that developers have been reluctant historically to build rental housing in the City. Building permit data suggests that this continued to be the case during the last 8 years. Most recent single-family developments are for-sale projects. However, property owners and developers are increasingly expressing an interest to City staff in building multi-family, rental developments.

3.1.5 Availability of Mortgage Financing

Under the Home Mortgage Disclosure Act (HMDA), lending institutions are required to disclose information on the disposition of loan applications and the income, gender, and race of loan applicants. Data for the City was compiled by aggregating census tracts to approximate the City boundaries.

3.1.5.1 Mortgage and Home Improvement Lending

Conventional financing involves market-rate loans provided by private lending institutions such as banks, mortgage companies, savings and loans, and thrift institutions. Overall, 2,211 households applied for government-backed mortgage loans and 2,053 households applied for conventional home mortgage loans in the City in 2020 (Table 3-1). Of the applications for conventional purchase loans, 72% were approved, 10% were denied, and 17% were withdrawn or closed for incompleteness. The approval rates for government-backed home purchase loans were similar to conventional purchase loans in 2020 and higher than the approval rates in 2010 (Table 3-2). Almost three out of every five (59%) refinance applications were approved in 2020, similar to the approval rate of 55% in 2010. The denial rate was greatest for home improvement loans (46%), although this denial rate did not change from 2010. To supplement market-rate lending, first-time homebuyers have access to the City's Mortgage Assistance Program, which City staff will continue as part of Program PP-L.1.

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Table 3-1. Disposition of Home Purchase and Improvement Loan Applications (2020)

	Loan Type							
	Government-Backed Purchase		Conventional Purchase		Refinance		Home Improvement	
Approved ¹	1598	72%	1493	73%	5011	59%	85	36%
Applications Denied	199	9%	201	10%	1059	12%	108	46%
Other ²	414	19%	359	17%	2413	28%	43	18%
Total Applicants	2211	100%	2053	100%	8483	100%	236	100%
¹ Includes those applications approved by the lenders but not accepted by the applicants.								
² Includes files closed for incompleteness, and applications withdrawn.								

Source: FFIEC MSA/MD 2020 Aggregate Report for Riverside/San Bernardino County by Census Tract

Table 3-2. Disposition of Home Purchase and Improvement Loan Applications (2010)

	Loan Type							
	Government-Backed Purchase		Conventional Purchase		Refinance		Home Improvement	
Approved ¹	1799	69%	773	69%	942	55%	62	38%
Applications Denied	405	16%	206	18%	416	24%	75	46%
Other ²	407	16%	140	13%	346	20%	25	15%
Total Applicants	2611	100%	1118	100%	1703	100%	162	100%
¹ Includes those applications approved by the lenders but not accepted by the applicants.								
² Includes files closed for incompleteness, and applications withdrawn.								

3.2 Environmental Constraints

Environmental constraints to housing development include natural hazards that limit the development potential of land or increase the costs of development. In Victorville, environmental constraints that could impact housing development include flooding hazards, biological resources, cultural resources, seismic hazards, and hillsides/slopes.

3.2.1 Flooding Hazards

The principal flood hazard to the developed portions of the planning area is from the Mojave River. In addition, several intermittent streams that drain the planning area and empty into the Mojave River include the Ossom Wash, West Fork Ossom Wash, Bell Mountain Wash, and Oro Grande Wash. There is a potential for flooding from these streams in the event of a 100-year flood. The Federal Emergency Management Agency has prepared Flood Insurance Rate Maps for the City and unincorporated areas of the County of San Bernardino. Title 16 of the Victorville Municipal Code establishes required methods to prevent and reduce flood hazards.

3.2.2 Biological Resources

Several plant and wildlife species that require additional review and potential permitting exist in the planning area. The most common species requiring mitigation in Victorville are burrowing owl (*Athene cunicularia*), Mohave ground squirrel (*Xerospermophilus mohavensis*), and desert

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tortoise (*Gopherus agassizii*). The California Department of Fish and Wildlife is responsible for the permitting protocols for burrowing owl and Mohave ground squirrel, while the U.S. Department of Fish and Wildlife issues permits for desert tortoise due to its listing as an endangered species.

3.2.3 Cultural Resources

Victorville is on the southwestern edge of the Mojave Desert, which is rich with cultural and historical resources. The region's prehistory is divided into five periods marked by changes in archaeological remains, reflecting different ways in which Native American people adapted to their surroundings. Future development projects would be required to provide adequate investigations and monitoring efforts to identify and protect potential Native American resources. In addition, the Victor Valley has always served as a crucial link for a succession of major transportation arteries, including the ancient Mojave Trail and the Old Spanish Trail. The Victorville Zoning Ordinance includes a historic district zone designation intended to protect and promote the preservation, maintenance, and/or improvement of landmarks or points of interest and to ensure new structures in the district are compatible with the character to be preserved.

3.2.4 Seismic Hazards

Like the entire Southern California region, Victorville is in an area of high seismic activity. Five fault systems affect the planning area: the San Andreas, Helendale, North Frontal, Landers, and San Jacinto Faults. The San Andreas Fault is approximately 24 miles south of the planning area and is considered most likely to produce a major earthquake. No faults or fault traces are known or suspected to exist in the planning area, and as a result, no Alquist-Priolo Special Studies Zones are in the planning area. The level of impact resulting from any seismic activity will depend on factors such as distance from the epicenter, earthquake magnitude, soil characteristics, and subsurface geology. Due to the high probability of seismic activity, consistent with Seismic Safety Zone IV of the California Code, new development is required to employ design and construction techniques that will reduce the potential for loss of life, injury, and property damage in the event of a major earthquake.

3.2.5 Hillsides/Slopes

Development on hillside areas when steep slopes are present can increase rates of erosion and exacerbate landslide hazards, which may threaten structures. Portions of the City have areas where slopes exceed 15%. The development on slopes with this degree of inclination is difficult and should be avoided if possible to prevent property damage resulting from slope failure. The Victorville General Plan Safety Element contains specific goals and policies that address hazards related to the development of hillside areas. The Victorville Zoning Ordinance contains a Slope Protection District, which regulates the maintenance and protection of sloped areas in excess of 5 feet in vertical height.

3.3 Governmental Constraints

Housing affordability is influenced by factors in both the private and public sectors. The laws and policies enacted at the federal, State, and local level guide residential development in the City. The processes for building or expanding housing influence the amount of housing developed and its type, form, location, and ultimate price. Land use controls, development standards, fees, and other local programs can have the unintended consequence of serving as a constraint to housing development. The following describes the various potential government constraints on housing development in Victorville.

3.3.1 Federal and State Constraints

Federal and State barriers and disincentives that limit the production of housing include national economic and job market conditions, federal and State laws and regulations, and a significant lack of funding and subsidies needed to support housing affordable to lower- and moderate-income families.

3.3.1.1 National and State Economic and Job Market Conditions

Technology and globalization have changed the economy significantly in the last two decades. Federal laws and policies have allowed U.S. companies to move manufacturing and service jobs overseas and outsource for much lower costs to maintain or increase profits. This has led to a significant stagnation in wages for lower-skilled workers, while the cost of living (including housing costs) has continued to increase. The Congressional Research Service published the study “Wage Inequality and the Stagnation of Earnings of Low-Wage Workers: Contributing Factors and Policy Options” (February 5, 2020) that states the following:

Over the 1979–2018 period, real wages at the 10th percentile of the hourly wage distribution grew by 1.6%, whereas wages at the 50th percentile grew by 6.1% and wages at the 90th percentile grew by 37.6%.

In 2019, the Massachusetts Institute for Technology published the study “The Work of the Future: Shaping Technology and Institutions,” which states that with automation, technology changes, and globalization, workers lacking some form of college degree suffer stagnating wages and have significantly less economic security. This study states that employment is “polarizing” in both the U.S. and the industrialized world for the following reason:

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At the top end, high-education, high-wage occupations offer strong career prospects and rising lifetime earnings. At the other end, low-education, low-wage occupations provide little economic security and limited career earnings growth. As a result, the pathways to economically stable and secure careers for workers without college degrees are becoming narrower and more precarious. Simply put: we see no shortage of good careers for highly educated workers. And we see no shortage of jobs for less educated workers. But we do find a paucity of good careers for workers without significant post-secondary training—strong technical or vocational training, associate’s degree level certification in a credentialed field, or attainment of a traditional four-year college or graduate degree.

As documented above, and in numerous articles and studies in recent years, as automation, technology changes, and globalization of jobs and manufacturing have occurred, lower-skilled and less educated workers are not experiencing sufficient wage growth to keep up with rising housing costs. This has exacerbated the need for affordable housing and the housing crisis currently affecting California and many other states.

The University of California, Berkeley, Labor Center also reports the following information on low-wage earners on their website <https://laborcenter.berkeley.edu/low-wage-work-in-california/>:

- One of every three California workers earns low wages
- 32% of California workers earned less than \$14.35 in 2017
- There are nearly 5 million low-wage workers in California

Changes in the employment market and wage growth are experienced on a local level. In Victorville, median sales prices have increased by 169% between 2012 and 2019 (according to Zillow.com), while median household income in San Bernardino County (reported by the U.S. Census Bureau) only increased 34% during the same period. Limited wage growth is a significant barrier to individuals and families who are currently housed or seek housing and has created a large need for affordable housing.

3.3.1.2 Lack of Federal and State Funding and Subsidies for Affordable Housing

Due to market factors and government regulations—such as the need to secure multiple funding sources (which delays project development), prevailing wage premiums, and sustainable development standards (which help to reduce negative environmental impacts, but increase costs)—affordable housing can cost more to develop than market-rate housing. As estimated in this Housing Element, the average multi-family project has an estimated development cost of \$328,000 per unit (documented later in this chapter); while a lower-income affordable multi-family project has an estimated cost of over \$500,000 per unit. This significant reality is a reason that the private sector

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and market acting alone do not produce affordable housing. Affordable housing development relies on a multitude of public subsidies, both State and federal—those funding sources are documented in Section 4.2, Financial Resources, of this Housing Element.

Neither the federal nor State governments allocate sufficient funding to subsidize the needed affordable units pursuant to the Regional Housing Needs Assessment (RHNA) numbers allocated to each city and county in California. Additionally, no one source of public subsidy is sufficient to fund affordable housing projects completely. Therefore, developers must apply for and leverage multiple State and federal sources of funds, in addition to private lending, which is a time consuming process. One multi-family development can require 5 to 10 funding sources to finance its construction. Developers generally layer or “stack” financing from State and federal tax credits, State housing programs, local land donation and other local grants, federal housing programs, and private loans from financial institutions.

Federal funding for affordable housing represents a large portion of California’s resources to support affordable housing. However, due to pressures to cut spending, federal funding for housing has declined in recent years while the number of severely cost-burdened (i.e., those spending 50% or more of their income on housing), low-income, renter households has increased. More specifically, Community Development Block Grant and HOME funds allocated to California to produce affordable housing units declined by 51% and 66% between 2003 and 2015, respectively. As a result, with funding cuts and increased demand, the sources of affordable housing funding are stretched very thin and have become increasingly competitive.

3.3.1.3 Redevelopment Dissolution

As a result of legislation in 2011, all redevelopment agencies in the State were dissolved, which has had a profound effect on the quantity and complexity of affordable housing development in the State. Redevelopment was a tax increment financing tool that allowed cities and counties to retain a higher share of the growth in property taxes in designated “blighted” areas to invest in those areas to remediate blight. Over 400 cities and counties in the State used this tool, referred to as “urban renewal” before 1979. Since 1994, Redevelopment projects were required to allocate 20% of all tax increment for affordable housing in the community. On a Statewide level, over \$2 billion annually for affordable housing was lost due to this State law change.

Despite State legislative efforts to replace Redevelopment with Enhanced Infrastructure Financing Districts and Community Revitalization and Investment Areas, these financing tools generate a tiny fraction of the local funding that Redevelopment did previously, which is the reason that only a few Enhanced Infrastructure Financing Districts and no Community Revitalization and Investment Areas have been adopted over the last 10 years. Put simply, the State has not provided an adequate replacement for affordable housing funding available under Redevelopment.

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In 1991, the Victor Valley Economic Development Authority (VVEDA) Joint Powers Authority (JPA) was created in response to the closure of the George Air Force Base. The JPA is composed of the Town of Apple Valley, City of Hesperia, City of Victorville, City of Adelanto, and the County of San Bernardino and was established with the primary purpose of providing a funding mechanism to redevelop the former George Air Force Base (now known as the Southern California Logistics Airport) and to facilitate the successful reuse of the property.

Furthermore, the City created a redevelopment agency (Victorville RDA) in 1980 to further the revitalization of an area located along Bear Valley Road (Bear Valley Redevelopment Project Area) and the Old Town/Midtown areas of the City (Old Town/Midtown Redevelopment Project Area). Both the JPA and the Victorville RDA generated significant affordable housing funds until 2011. The City estimates that redevelopment revenues restricted for affordable housing in Fiscal Year 2020–2021 would have exceeded \$6 million, including funds pledged to pay debt service on existing housing bonds. With the State’s 2011 dissolution of Redevelopment, this significant funding source has been lost. State efforts to provide annual grants and other funding are significantly less and less reliable (i.e., they are usually awarded competitively) than affordable housing funding under Redevelopment. As a result, it is much harder to finance and build the affordable housing needed in the State.

3.3.1.4 State Regulations and Development Challenges

Other regulatory challenges that present barriers to development include the following:

- Complying with State regulations and energy standards, greenhouse gas reduction requirements and other environmental conditions. These help to preserve the environment, but add to development costs.
- Prevailing wages, a federal and State legal requirement for publicly funded projects, can add 13–20% to hard construction costs. These additional costs are added to already-high construction and materials costs and can push an affordable housing project to be financially infeasible.

3.3.2 Local Constraints

The Land Use Element sets forth City policies for local land development. These policies, together with existing zoning regulations, establish the amount and distribution of land allocated for different uses.

The intent of local government regulations is to protect public health and safety, and to ensure a decent quality of life for the community. However, local policies and regulations may positively or negatively affect the price and availability of housing and, in particular, the provision of affordable housing. Land use controls, site improvement requirements, fees and exactions,

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permit processing procedures and other factors can constrain the maintenance, development and improvement of housing.

State and federal regulations also affect the availability of land for housing and the cost of producing housing. Regulations related to environmental protection, building codes and other topics are designed to protect the public health and safety, but often these regulations have adverse impacts on housing costs and availability. Perhaps one of the greatest constraints to the production of housing affordable to lower-income households is the chronic shortage of State and federal financial assistance for affordable housing. While constraints exist at other levels of government, the City has little or no control over these regulations and no ability to mitigate their effects on housing directly. Therefore, the City's efforts emphasize policies and regulations that can be mitigated by the City.

3.3.2.1 Land Use Controls

The Land Use Element sets forth City policies for local land development. These policies, together with existing zoning regulations, establish the amount and distribution of land allocated for different uses. The current Land Use Element was adopted in 2008. An update to the Land Use Element is being processed concurrently with the 2021–2029 Housing Element cycle and is expected to be adopted in 2022.

Residential Land Use Designations

The current General Plan designates substantial areas of land for residential development, with a variety of densities from very low (2 dwelling units per acre) to high (20 dwelling units per acre). The Mixed Use designation allows for even higher density at 60 dwelling units per acre. Table 3-3 lists the current residential land use designations in the General Plan.

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Table 3-3. City-Wide Land Use and Zoning

LAND USE CATEGORY	DESCRIPTION	MAX. DENSITY (DU/ACRE)
Very Low Residential (VLR)	This category of residential land use is characterized by single-family detached homes on lots with a minimum area of 0.5 acre, which allows for a maximum density of 2 du/acre.	2
Low Density Residential (LDR)	This residential land use category is characterized by single-family detached residential development.	5
Medium Density Residential (MEDR)	Residential development in this category is typified by attached townhome units or garden-type multi-family development.	8–12
High Density Residential (HDR)	Residential development in the HDR land use category corresponds to multi-family development characterized by apartments and condominiums.	12–20
Mixed Density Residential (MDR)	This MDR land use category is intended to facilitate single-family infill development in the event that extraordinary developmental constraints, such as a lack of required sewer infrastructure, make the continued development of the permitted high-density uses impractical or infeasible. Residential development in the MDR land use category ranges from single-family detached units to multi-family attached units, such as apartments. The MDR zone district corresponds to this General Plan land use designation.	1–15
Mixed Use (MU)	This MU land use category is intended to facilitate well-integrated multi-family and commercial developments adjacent to retail development. Permitted mix of uses include multi-family residential up to a density of 60 du/ac, retail, office, civic, open space, and other similar uses as defined through the planned unit development process.	60

Notes: du/acre = dwelling units per acre

Emergency shelters and single-room occupancies are permitted in some commercial zones; see Table 3-5.

Specific Plans

The Land Use Element provides for Specific Plans, which allow for a variety of residential and business uses to locate or expand in the City. A Specific Plan identifies the location, extent, and density of new development and indicates specific development standards that are applicable within the planning area. In the event that a Specific Plan is proposed for an area that exceeds existing residential densities or introduces changes in land use designations not provided for on the Land Use Policy Map, a General Plan Amendment is required to designate the area as “Specific Plan” and to establish the development limits for the Specific Plan. Victorville currently has 14 Specific Plans governing land use development in designated areas throughout the City (Table 3-4).

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Table 3-4. Specific Plan Land Use and Zoning

NAME	DESCRIPTION	SIZE (ACRES)	DENSITY (DU/ACRE)	DWELLING UNITS
Brentwood	A mixed-use, master-planned community, including primary and secondary residential development, recreational uses and commercial development.	641.8	2–8	3,978
The Crossings	This community includes a variety of neighborhoods and housing types, many of which are interconnected through an extensive open space framework that includes a system of trails.	449	5–18	2,656
Desert Gateway	A transit-oriented development focused on a town center, series of village centers, and major employment centers, all connected by transit.	10,203	2–60	26,100
Foxfire Ranch	A high-quality, family-oriented, master-planned community with a variety of housing types.	225	1–7	915
Mesa Verde	A major planned mixed-use community, including primary and secondary residential uses and commercial development and an open space/park area.	653	2–20	3,384
Mohave Vistas	A master-planned community composed of residential and recreational land uses and a school site.	219	3.5–9	966
Old Town	A mixed-use, pedestrian-friendly community that is the focus for new, higher-intensity development in the City.	210	Up to 35, up to 48 with density bonus	84,746
Parkview	A master-planned community composed of residential, recreational, educational, and commercial land uses connected via a network of landscaped pedestrian environments.	177	4.0–12.5	715
Rancho Tierra	A mixed-use master plan town including commercial, industrial, and residential uses in the western addition portion of Victorville and adjacent to the City of Adelanto.	280	1–7.2	1,347
Southern California Logistics Airport	Accommodations for a commercial airport and aviation-related facilities, including compatible industrial, commercial, and public/recreational uses.	8,703	NA	NA
Talon Ranch	A high-quality, family-oriented, master-planned community with supportive commercial uses, linked with open space/trail system.	144	3–8	577
Vista Verde	A high-quality development of multiple uses, including commercial, single-family residential, and possibly a joint-use park/elementary school.	519	3.8–6	2,530
West Creek	A variety of master-planned residential uses and an elementary school and open space.	406	2–8	1,598
Civic Center	A sustainability plan for Victorville’s Civic Center that intends to revitalize the area, promote infill development, reduce greenhouse gas emissions, and encourage energy efficient development.	473	0.5–30	NA

Notes: du/acre = dwelling units per acre

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Sphere of Influence

New annexations from land in the City’s sphere of influence could provide areas for additional residential development. One potential annexation area encompasses the boundary of the Desert Gateway Specific Plan and is shown as a significant section of the North Mojave Planning Area. The Desert Gateway Specific Plan also has mixed-use developments proposed within it at maximum densities of 30 and 60 dwelling units per acre. With 120 acres in the “town center” potentially dedicated to housing, 4,872 units could be provided based on dwelling units per acre. The smaller scale “village centers” allow for mixed-use development with a maximum density of 30 dwelling units per acre. With three separate areas and 45 acres available, 1,350 units are possible.

Any annexation would be required to include concurrently two “island” areas, i.e., unincorporated areas located entirely within City boundaries. These have existing low-density single-family homes but do not currently have significant infrastructure improvements. Much of the housing is older and, therefore, may be more affordable than other developed areas of the City.

Zoning

Housing Element law specifies that jurisdictions must identify adequate sites to be made available through appropriate zoning and development standards to encourage the development of a variety of housing types for all economic segments of the population. Table 3-5 summarizes the various housing types permitted in the City’s zoning districts. As required, the City encourages the development of a variety of housing types through its Zoning Code and Municipal Code, including multi-family rental housing, housing for farmworkers, emergency shelters, Low-Barrier Navigation Centers (LBNCs), transitional housing, supportive housing, single-room occupancy (SRO) units, manufactured housing, mobile home parks, and accessory dwelling units. The following sections provide further explanation of the potential for development of each of these housing types in the City.

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Table 3-5. Permitted Residential Uses by Zone

RESIDENTIAL USES	EXCLUSIVE AGRICULTURAL (AE)	AGRICULTURE RESIDENTIAL (A)	SUBURBAN RESIDENTIAL (S-R)	SINGLE FAMILY RESIDENTIAL (R-1)	MEDIUM DENSITY RESIDENTIAL (R-2)	HIGH DENSITY RESIDENTIAL (R-3)	VERY HIGH DENSITY RESIDENTIAL (R-4)	MIXED DENSITY RESIDENTIAL (MDR)	RESIDENTIAL MOBILE HOME PLANNED DEVELOPMENT (R-MPD)	NEIGHBORHOOD SERVICE (C1)	GENERAL COMMERCIAL (C2/C4)	ADMINISTRATIVE PROFESSIONAL OFFICES (CA)	PUBLIC AND CIVIC (PC)
Single-family residence	P	P	P	P	—	—	—	P	P	—	—	—	—
Multi-family (8 units/acre)	—	—	—	—	P	P	P	P	—	—	—	—	—
Multi-family (15 units/acre)	—	—	—	—	—	P	P	P	—	—	—	—	—
Multi-family (20 units/acre)	—	—	—	—	—	—	P	—	—	—	—	—	—
Condominiums	—	—	—	C	C	C	C	C	—	—	—	—	—
Manufactured/mobile homes	P	P	P	P	—	—	—	P	P	—	—	—	—
Mobile home park	—	—	—	—	C	C	C	—	—	—	—	—	—
Boardinghouse	—	—	—	—	C	C	C	C	—	—	—	—	—
Commercial caretakers quarters	C	C	C	C	C	C	C	—	—	C	—	C	C
Single-room occupancy	—	—	—	—	—	C	C	C	—	—	C	—	—
Emergency shelter	—	—	—	—	C	C	C	—	—	P	—	—	—
Transitional or supportive housing	P	P	P	P	P	P	P	P	P	—	—	—	—
State-licensed care facilities, including group, community, and residential (up to six individuals)	P	P	P	P	—	—	—	P	P	—	—	—	—
Accessory dwelling unit	P	P	P	P	—	—	—	P	P	—	—	—	—

Notes: C = conditional use permit required; P = permitted use; — = not permitted

3.4 Variety of Housing Types

3.4.1 Single-Family Housing

Single-family residences are permitted in the Exclusive Agricultural (AE), Agriculture Residential (A), Suburban Residential (S-R), Single Family Residential (R-1), Mixed Density Residential (MDR), and Residential Mobile Home Planned Development (R-MPD) zones. Most of the City's Specific Plans provide for single-family residential development at low to medium densities. Single-family development requires a Site Plan Review, including evaluation of the project, using the City's design guidelines.

3.4.2 Multi-Family Housing

Multi-family housing at a density up to eight dwelling units per acre is permitted in the Medium Density Residential (R-2), High Density Residential (R-3), Very High Density Residential (R-4), and Mixed Density Residential (MDR) zones. Multiple-family housing at a density up to 15 dwelling units per acre is permitted in the High Density Residential (R-3), Very High Density Residential (R-4), and Mixed Density Residential (MDR) zones. Multi-family density of up to 20 dwelling units per acre is only permitted in the Very High Density Residential (R-4) zone. According to the City's Development Code, hotels and motels with 20% or more units containing a kitchen or kitchenette are considered multi-family units.

The City's Development Code also distinguishes between multi-family housing and condominiums with regard to permitted location. Unlike multi-family housing, condominiums are permitted in the Single Family Residential (R-1), Medium Density Residential (R-2), High Density Residential (R-3), Very High Density Residential (R-4), and Mixed Density Residential (MDR) zones. In addition, the Old Town Specific Plan and Civic Center Specific Plan encourage high-density, multi-family residential development.

3.4.3 Manufactured Housing and Mobile Home Parks

The City's Development Code distinguishes between manufactured and mobile homes primarily based on whether or not they include a permanent foundation. According to the code, mobile homes are vehicles containing one or more dwelling units without a permanent foundation. In contrast, manufactured homes are built on a permanent chassis but may be used with or without a permanent foundation. Both mobile and manufactured homes are permitted in the Exclusive Agricultural (AE), Agriculture Residential (A), Suburban Residential (S-R), Single Family Residential (R-1), Mixed Density Residential (MDR), and Residential Mobile Home Planned Development (R-MPD) zones, and subject to the same property development standards as single-family detached units. Manufactured homes outside mobile home subdivisions must be on a permanent foundation and are subject to design regulations to ensure compatibility with surrounding uses. The City has established design criteria for manufactured homes consistent with California Government Code, Section 65852.3.

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Mobile home parks, which include two or more mobile homes, are conditionally permitted in the Medium Density Residential (R-2), High Density Residential (R-3), and Very High Density Residential (R-4) zones on a minimum lot size of 5 acres. There are nine mobile home parks located in the City containing a total of 1,039 spaces.

3.4.4 Farmworker and Employee Housing

Pursuant to the California Employee Housing Act (Section 17000 of the California Health and Safety Code), any employee housing providing accommodations for six or fewer employees shall be deemed a single-family structure within a residential land use designation. Employee housing for six or fewer people must be permitted wherever a single-family residence is permitted. To comply with State law, no conditional use permit or variance can be required.

Despite the limited number of farmworkers in the City and surrounding area, the City allows employee housing, including housing for farmworkers, consistent with Health and Safety Code Sections 17021.5, 17021.6, and 17021.8. The Zoning Code stipulates that “any facility, place, or building maintained and operated to provide residential care for six or fewer people” and located “in a single-family zoning district shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone if required by state law.”

The Zoning Code permits mobile homes for use as employee housing on the same parcel in the Exclusive Agriculture (AE) district. Additionally, in the Agriculture Residential (A) district, up to three single-family homes can be placed on parcels 3 acres or larger.

In addition, to the above provisions, zoning is available for housing for farmworkers through the variety of other housing types encouraged in the Zoning Code, including multi-family, SRO, manufactured housing, and accessory dwelling units (ADUs).

3.4.5 Single-Room Occupancy

Single-room occupancies are secure residential units that include communal or individual kitchens and communal or individual bathroom facilities. They are conditionally permitted in the High Density Residential (R-3), Very High Density Residential (R-4), Mixed Density Residential (MDR), and General Commercial (C2/C4) zones.

The City’s SRO regulations establish the following conditions:

- A management plan approved by the Planning Commission that includes a 24-hour resident manager and security monitoring system.
- The provision of common areas.

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- One parking space per two units, subject to review and adjustment as part of the conditional use permit review process based upon the proximity of the development to commercial support services and public transportation facilities, as well as the inclusion of bicycle parking.
- Common facilities that serve the residents of the SRO development if SRO living units do not provide individual cooking or bathroom facilities.
- When developed as part of a mixed-use development, allowable only in the General Commercial (C2) zone, compatibility with the commercial uses, which must be located on the ground floor.
- Accommodation for the storage space needs for tenants in an area or areas separate from the SRO living units.

While there are no SROs currently in the City, the Housing Element includes a program (Program PP-I.3) to encourage development of at least one SRO development within the Planning Period.

3.4.6 Emergency Shelters

Senate Bill 2, enacted in October 2007, requires local governments to identify one or more zoning categories that allow emergency shelters (year-round shelters for people experiencing homelessness) without discretionary action. Assembly Bill (AB) 139 (2019) added stricter requirements and restrictions on cities' ability to regulate emergency shelters. The Housing Element has a program (Program PP-A.1) to bring the City into compliance with AB 139, as codified in California Government Code, Section 65583 (a)(4)(A). Specifically, the City will modify the portions of its Municipal Code dealing with the location of and distance between emergency shelters, as well as parking requirements, and will ensure the City uses only objective development standards to come into compliance with current State requirements.

The identified zones in which emergency shelters are allowed must have sufficient capacity to accommodate at least one year-round shelter and accommodate the City's share of the regional unsheltered homeless population. According to the 2020 point-in-time count for Victorville, 298 people experiencing unsheltered homelessness were living in the City.

The City's Development Code allows emergency shelters without discretionary action in the Neighborhood Service (C-1) zone and with a conditional use permit in the Medium Density Residential (R-2), High Density Residential (R-3), and Very High Density Residential (R-4) zones, as well as with a conditional use permit in the Mixed Use and residential districts of the Old Town Specific Plan. The maximum lot coverage in the C-1 zone is 40%, with a maximum height of 35 feet for buildings in this zone. Any emergency shelter developed in the C-1 zone would be required to be set back 30 feet from a residential district. In addition, off-street parking shall be provided at the ratio of one on-site parking space for every ten adult beds, plus one additional space for the

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on-site manager. These standards may exceed statutory requirements pursuant to Government Code section 65553(a)(4). Proposed Program PP-I.1 will evaluate these standards further, and staff will revise the standards as needed.

Figure 3-1 illustrates locations in the City where an emergency shelter can realistically be developed without discretionary action, i.e., vacant land parcels between 10,000 square feet and 5 acres in size, zoned C-1, and located within 0.5 miles of a transit stop. There are 132 such parcels totaling more than 200 acres. Figure 3-1 also shows the location of Homeless Resource Centers in the City, many of which are within 0.5 miles of locations where emergency shelters can be developed. In addition, Figure 3-1 shows the location of the City's flood zones and transmission lines, as those areas would not be suitable for development without mitigation. The majority of sites are not located within flood zones or near transmission lines. No areas of the City have been identified as entirely unsuitable for human habitation. The City has sufficient capacity to accommodate multiple year-round shelters to serve the City's share of the regional unsheltered homeless population.

The City's commitment to providing sufficient emergency shelters for the community is evident in its commitment to and partnership in the development of the Wellness and Recuperative Center Campus. The Wellness and Recuperative Center Campus will include 120 beds of interim housing, 48 beds for recuperative care, a multipurpose center, dining, a medical clinic, a dog run/kennel, and offices for support services, all with a 24-hour operation schedule. The Wellness and Recuperative Center Campus will be built on City-owned land within the Old Town Specific Plan Area. More information about the Wellness and Recuperative Center Campus and the City's efforts to accommodate emergency shelters more generally, is provided in Chapter 2, Community Profile.

3.4.7 Low-Barrier Navigation Centers

AB 101 requires jurisdictions to allow a LBNC development of up to 50 units by right in areas zoned for mixed uses and nonresidential zones permitting multi-family uses if the development meets specified requirements. The City may also choose to allow larger LBNC developments by right in these zones. According to the California Government Code, Section 65660, a "Low-Barrier Navigation Center" is defined as "a Housing First, low-barrier, service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing."

The Housing Element has a program (Program PP-I.1) to permit development of LBNCs by right in areas zoned for mixed-use and nonresidential zones permitting multi-family uses, in accordance with California Health and Safety Code, Sections 65660 through 65668. The requirements applied to LBNCs in the aforementioned zones will be limited to the following:

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- The proposed LBNC shall offer services to connect people to permanent housing through a services plan that identifies services staffing.
- The proposed LBNC is linked to a coordinated entry system so that staff in the interim facility or staff who co-locate in the facility may conduct assessments and provide services to connect people to permanent housing.
- The proposed LBNC complies with Chapter 6.5 (commencing with Section 8255) of Division 8 of the Welfare and Institutions Code.
- The proposed LBNC has a system for entering information regarding client stays, client demographics, client income, and exit destination through the local Homeless Management Information System as defined by Section 578.3 of Title 24 of the Code of Federal Regulations.

While California Health and Safety Code, Sections 65660 through 65668, are designed to be repealed as of January 1, 2027, the City intends for its LBNC regulations to remain in the Municipal Code indefinitely.

3.4.8 Transitional and Supportive Housing

The City's Development Code defines transitional housing as follows:

Housing configured as rental housing developments, with supportive services for up to twenty-four months but not less than six months. Transitional housing is designated and targeted for recently homeless persons and is intended to move recently homeless persons to permanent housing as quickly as possible and recirculate the assisted housing to another eligible program recipient. This type of housing includes self-sufficiency development services, and limits rents and service fees to an ability-to-pay formula reasonably consistent with the United States Department of Housing and Urban Development's requirements for subsidized housing for low-income persons.

Consistent with California Government Code, Section 65582, the City's Development Code defines supportive housing as follows:

Housing with no limit on length of stay, that is occupied by persons with low incomes who have one or more disabilities, including mental illness, HIV or AIDS, substance abuse, or other chronic health condition, or individuals eligible for services provided pursuant to the Lanterman Developmental Disabilities Services Act (Division 4.5 (commencing with Section 4500) of the Welfare and Institutions Code) and may include, among other populations, adults, emancipated minors, families with children, elderly persons, young adults aging out of the foster care

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system, individuals exiting from institutional settings, veterans, and homeless people; and that is linked to an onsite or offsite service that assists the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community.

State law requires transitional and supportive housing to be defined as a residential use and subject only to the same regulations as comparable residential uses. Transitional and supportive housing are permitted in the Agriculture Residential (A), Exclusive Agricultural (AE), Suburban Residential (S-R), Single Family Residential (R-1), Medium Density Residential (R-2), High Density Residential (R-3), Very High Density Residential (R-4), Mixed Density Residential (MDR), Residential Mobile Home Planned Development (R-MPD) zones. They are not subject to any regulations beyond what is required for other residential uses in the same zones.

AB 2162 (2018) further requires supportive housing projects of 50 units or fewer to be permitted by right in zones where multi-family and mixed-use developments are permitted when the development meets certain conditions. The City may choose to allow larger supportive housing projects by right in these zones. AB 2162 also prohibits minimum parking requirements for supportive housing within 0.5 mile of public transit. The Housing Element has a program (Program PP-A.1) for the City to come into compliance with these recent legal changes, including to permit transitional and supportive housing by right in mixed-use zones.

See Chapter 2, Community Profile, for more information about the City's efforts to accommodate transitional and supportive housing.

3.4.9 Residential, Group, and Community Care Facilities

Residential care facilities often provide care to people with disabilities, including those with physical and mental disabilities. State law allows residential care facilities of six or fewer individuals in any single-family zone. Consistent with State law, the City permits small residential care facilities that serve six or fewer clients in every residential zone that permits single-family units. Specifically, the City's Zoning Code permits State-licensed care facilities, including group, community, and residential care facilities, by right in the Exclusive Agriculture (AE), Agriculture Residential (A), Suburban Residential (S-R), Single Family Residential (R-1), Mixed Density Residential (MDR), and Residential Mobile Home Planned Development (R-MPD) zones. Proposed Program PP-I.1 requires the City to provide revisions to the Development Code to clarify that both licensed and unlicensed residential care facilities for six or fewer individuals are permitted in every residential zone that permits single-family units.

Larger facilities would fall under the definition of boarding houses or convalescent or rest homes. Boarding houses are conditionally permitted in the Medium Density Residential (R-2), High Density Residential (R-3), Very High Density Residential (R-4), and Mixed Density Residential (MDR) zones, and convalescent homes are conditionally permitted in the Medium Density

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Residential (R-2), High Density Residential (R-3), Very High Density Residential (R-4), Mixed Density Residential (MDR), and Neighborhood Service (C-1) zones. The City’s Development Code does not specify which zones allow rest homes. Potential conditions of approval may include hours of operation, security, loading requirements, and management. Conditions would be similar to those for other similar uses in the same zones and would not serve to constrain the development of such facilities. Occupancy standards for residential care facilities are the same as occupancy standards for all other residential uses. The City has not adopted a spacing requirement for residential care facilities. Larger residential care facilities are not allowed in the Very Low Density (VLDR) or Low Density (LDR) zones. The VLDR zones are largely located at the periphery of the city and have a more rural character. They typically have limited infrastructure and lack access to services and transit. Proposed Program PP-I.1 requires the City to evaluate the LDR zone to assess the feasibility of permitting large residential care facilities to ensure that the zoning regulations do not unduly constrain development of these facilities, and to review the Development Code as necessary.

3.4.9.1 Definition of Family

Including a definition of “family” in the Zoning Ordinance may effectively restrict access to housing for households failing to qualify as a family by that definition. A restrictive definition of family that limits the number of and differentiates between related and unrelated individuals living together may illegally limit the development and siting of group homes for people with disabilities but not for housing families that are similarly sized or situated. The City’s Development Code does not include a definition of family.

3.4.10 Accessory Dwelling Units

An ADU is an attached or detached residential unit that provides complete independent living facilities for one or more people. A junior accessory dwelling unit (JADU) is an ADU contained entirely within a single-family residence. Section 16-3.07.030 of the City’s Development Code regulates ADUs. Currently, ADUs are permitted in the Exclusive Agricultural (AE), Agriculture Residential (A), Suburban Residential (S-R), Single Family Residential (R-1), Mixed Density Residential (MDR), and Residential Mobile Home Planned Development (R-MPD) zones.

Recent State legislation, including AB 68, AB 881, AB 587, AB 671, and Senate Bill 13 modified the way local jurisdictions are allowed to regulate ADUs and JADUs. This legislation promotes the construction of new ADUs and JADUs and limits the ways cities can regulate their design. Under current State law, the City may adopt regulations governing the design of ADUs, but no lot coverage, floor area ratio, open space, or minimum lot size can preclude the construction of a “statewide exemption ADU,” which is an ADU with an area up to 800 square feet, height up to 16 feet, and 4-foot side and rear yard setbacks. Further, to comply with the new State law, the City will expand the zones and circumstances under which ADUs and JADUs are allowed, modify the unit size requirement and eliminate the converted parking replacement requirement. The

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Housing Element contains a program (Program PP-A.1) to bring the City into compliance with the new State restrictions on local ADU regulations.

3.4.11 Development Standards

The City's Development Code contains development standards for each zoning district intended to protect and promote the health, safety, and general welfare of residents and to implement General Plan policies. Development standards have the potential to limit the number of units that may be constructed on a particular property, which in turn, can increase the per-unit land costs and result in higher development costs that may impact housing affordability. Development standards for residential zones are presented in Table 3-6. Most development standards are typical and consistent with standards established in surrounding communities.

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Table 3-6. Development Standards

DEVELOPMENT STANDARDS	EXCLUSIVE AGRICULTURAL (AE)	AGRICULTURE RESIDENTIAL (A)	SUBURBAN RESIDENTIAL (S-R)	SINGLE FAMILY RESIDENTIAL (R-1)	MEDIUM DENSITY RESIDENTIAL (R-2)	HIGH DENSITY RESIDENTIAL (R-3)	VERY HIGH DENSITY RESIDENTIAL (R-4)	MIXED DENSITY RESIDENTIAL (MDR)	RESIDENTIAL MOBILE HOME PLANNED DEVELOPMENT (R-MPD)	NEIGHBORHOOD SERVICE (C-1)
Maximum lot coverage	40%									
Minimum net lot area	5 acres	1 acre	0.5 acre	7,200 sf	8,500 sf	10,000 sf	10,000 sf	7,200 sf	7,200 sf	10,000 sf
Maximum dwelling unit density (per gross acre)	NA	NA	Up to 2	Up to 5	Up to 8	Up to 15	Up to 20	Up to 15	Up to 5	NA
Lot width (feet)										75
Interior	150	150	85	60	60	70	70	60	60	
Corner	150	150	85	65	65	75	75	65	65	
Reverse corner	150	150	85	75	65	75	75	65	65	
Cul-de-sac (<i>at front setback</i>)	150	150	85	60	60	70	70	60	60	
Lot depth (feet)	150	150	150	100	100	100	100	100	100	NA
Minimum front yard setbacks										10
Porch	25	25	20	14	20	20	15	20	20	
First story living (feet)	25	25	20	20	20	20	15	20	20	
Minimum side yard setback (feet)										
Street side	10	10	10	10	10	10	10	10	10	10
Reverse corner street side										10
Interior side	10	10	5 & 10	5 & 10	5	5	5	5	5	0
Separation between dwelling units (feet)	NA	NA	15	NA	NA	NA	NA	NA	NA	30 ²
Minimum rear yard setback (feet)	20	10	20	20	20	20	15	10	20	0
Maximum height (feet)	35	35	30	30	30 ¹	35 ¹	35 ¹	35	20	35

Notes:

¹ No principle building shall exceed a height of one story when located within one hundred feet of an existing single-family residence.

² Minimum separation from residential district.

The maximum height of residential buildings in the S-R, R-1, and R-2 is 30 feet, while the maximum height in the AE, A, R-3, R-4, MDR, and C-1 zones is 35 feet. Within the R-MPD zone, the maximum height is 20 feet. In addition, buildings in the R-2, R-3, and R-4 zones are limited

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to one story when located within 100 feet of an existing single-family residence. With these height limitations it may be difficult to achieve the densities allowable within some of the higher-density zones in the City, such as the R-4 (20 du/ac) zone. This is particularly true for sites located within 100 feet of an existing single-family residence, which are limited to a one-story height. Proposed Program PP-B.3 requires the City to assess existing development standards, including height limits, to evaluate their impact on residential development and revise as needed to encourage the creation of additional housing within the City.

3.4.11.1 Reasonable Accommodation

State law requires the City to accommodate requests from people with disabilities to waive specific requirements or standards of the City’s Development Code to ensure that their homes are accessible. For example, allowable uses in setbacks may need to be modified to accommodate the construction of a ramp for wheelchair users. Whether a particular modification is reasonable depends on the circumstances and must be decided on a case-by-case basis. Section 16-3.08.100 of the City’s Development Code outlines the process for requesting a reasonable accommodation to City standards. Reasonable accommodation requests may be approved if they are necessary for people with disabilities to use and enjoy a dwelling unit in question; do not create a health, safety, and welfare issue in regards to land use, zoning, or building; and do not impose an undue financial or administrative burden on the City.

3.4.11.2 Parking Requirements

Table 3-7 includes the City’s Development Code parking requirements.

Table 3-7. Parking Requirements for Residential Uses

USE	REQUIRED SPACES
Single-family residence	2 spaces within an enclosed garage
Multiple-family residences	2 spaces per unit – 1 space shall be covered
Condominiums	2 covered spaces per unit (1 space for 1-bedroom units) + 1 uncovered space per 2 units
Manufactured/Mobile Homes within the R-MPD district	2 spaces that may be tandem within a garage, carport, or awning
Mobile home park	2 adjoining spaces per unit that may be tandem + 1 space per 5 units
Boardinghouse	1 space per sleeping room + 3 additional spaces
Emergency shelter	1 space for every 10 adult beds, plus 1 additional space for the on-site manager
Transitional or Supportive Housing	Same as comparable residential uses
Accessory Dwelling Unit	None

Off-street parking is costly to construct and can limit the space on a site available for other purposes. Requiring excessive off-street parking can significantly increase the cost of housing development. For this reason, off-street parking requirements for multi-family residences are typically required proportionate to the size of the residence, with more parking required when residences have more bedrooms, and less for smaller residences. In some cities, off-street

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parking requirements may be reduced for residential uses that have lower parking demand, such as senior housing. The City requires two off-street parking spaces for multi-family residential units, regardless of size or the population they serve, plus additional guest parking for condominium projects. Proposed Program PP-A.8 requires the City to evaluate existing off-street parking requirements and make recommendations to reduce the number of required off-street parking spaces for residential development with expected lower parking demand.

3.4.11.3 Density Bonus

While the City's Zoning Code is currently outdated with respect to density bonuses, the City follows the State-mandated density bonus allowance requirements. Bonuses are provided based on the following percentages:

- Provide at least 10% of the total units of the housing development for households with lower incomes as defined in California Health and Safety Code, Section 50079.5.
- Provide at least 5% of the total units of the housing development for households with very low incomes as defined in California Health and Safety Code, Section 50105.
- Provide a senior housing development as defined in Civil Code, Sections 51.3 and 51.12, or mobile home park that limits residency based on age requirements for housing for seniors pursuant to Civil Code, Sections 798.76 and 799.5.
- Provide at least 10% of the total dwelling units in a common interest development as defined in California Civil Code, Section 1351, for people and families with moderate incomes as defined in Section 50093 of the California Health and Safety Code provided that all units in the development are offered to the public for purchase.

The Housing Element has a program (Program PP-A.2) to create a menu of density bonuses in exchange for the provision of community benefits and amenities. This will allow the City to incentivize local priorities aside from affordable housing, which is all that is incentivized by the State density bonus parameters.

3.4.11.4 Building Codes and Enforcement

The City has adopted the 2019 edition of the California Building Code (CBC), which incorporates the 2018 International Building Code with California amendments, and establishes standards and requires inspections at various stages of construction to ensure code compliance. The City's building code also requires new residential construction to comply with the federal Americans with Disabilities Act (ADA) standards, which specifies that a minimum percentage of dwelling units in new developments must be fully accessible to the physically disabled. Amendments to the CBC have been related to state mandated fire code and Federal Emergency Management Agency (FEMA) requirements. While the incorporation of these measures may raise housing

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construction costs, these standards are necessary to provide access to homes for people with disabilities and to ensure a safe living environment for the community. Further, the CBC is adopted by many cities throughout California and does not, in general, pose a constraint to development of affordable housing.

Code enforcement in the City is the responsibility of the Code Enforcement Division of the Development Department. The code enforcement team assists residents and business owners in an effort to maintain a comfortable, safe, and clean living and business environment through community awareness and enforcement programs. The Code Enforcement Division investigates complaints pertaining to private property, including but not limited to the storage of inoperable vehicles, junk and debris, unsecured or unmaintained commercial and residential properties, illegal dumping, and violations of zoning, building, and business license regulations. Code enforcement reacts to citizen complaints and proactively addresses conditions that generate blight, negatively impact residential communities or commercial zones, and affect the public's health and safety. Residents can file code enforcement complaints online on the City's website, by email, by phone, or in-person at City Hall in Victorville.

The City offers residential compliance assistance to address code violations through several loan programs and solid waste services. The Senior Home Repair is designed to assist low-income persons at least 62 years old, permanently disabled or handicapped, with a one-time grant to make eligible home repairs. The Residential Rehabilitation Program can be used to correct health and safety issues or code violations. This program offers low interest deferred loans to income eligible homeowners. To assist with cleaning up trash and removing bulky items, the City offers bulky item pick-up services and free bulky item drop-off, available only to residents of Victorville.

3.4.11.5 Permitting

The permitting process required for residential development contributes to the cost of housing because these costs are ultimately reflected in the selling price. The permitting and review process can also increase the time it takes for new development to be completed, thus slowing the production of new housing supply and adding to costs for developers who must hold land in anticipation of entitlement.

The City's goal, as encapsulated in Program PP-B.2, is to expedite processing of residential development applications. Construction of a project can often begin quickly because the City's Development Department takes care of all plan check responsibilities, including fire and engineering. The result is a streamlined and efficient review, cutting the time the plans are with the City. If complete, all plans are turned around within 4 weeks of the initial submittal and 2 weeks of the revised submittal. Currently, the City does not have a formal procedure for expediting projects with affordability components.

Permits for Residential Use

Site Plans

Site Plan Review is required for all new residential development and all expansions of existing residential uses, with the exception of expansions that do not add habitable space or a kitchen, or projects that require a conditional use permit. The purpose of Site Plan Review is to ensure that new development is consistent with City General Plan goals and policies, Development Code objectives and standards, with the City’s design guidelines, and with the character of the surrounding neighborhood. Site Plan Review allows the City discretion in evaluating projects and lets the approving authority place reasonable conditions on residential development to ensure that the public health, safety, and welfare are maintained. Development is reviewed to evaluate any potential impacts on the privacy, views, and overall quality of existing buildings in the area, and to ensure adverse impacts and disruptions to surrounding uses are minimized.

Depending on the type and location of the proposed development, site plans may be approved by the zoning administrator or their designee or may require Planning Commission approval. Development on existing sites is generally approved by the zoning administrator, while new development is approved by the Planning Commission and appealable to the City Council. Minor site plans approved by the zoning administrator on existing sites do not require a public hearing, but site plans reviewed by the Planning Commission require a public hearing. Typically, for projects adhering to the general plan and zoning, only one public hearing is necessary and typically can be processed from formal application date to public hearing within 4 to 6 weeks for projects not needing extensive CEQA review. While the site plan review process allows for considerable discretion on the part of the approving authority, the City is a development-friendly community and has historically approved most permit requests for residential development.

Conditional Use Permits

Condominiums, mobile home parks, boardinghouses, commercial caretaker quarters, single-room occupancies, and some emergency shelters require conditional use permits for approval. Conditional use permits may be approved by the zoning administrator for projects on existing sites or modifications to existing conditional use permits. All other conditional use permits require approval by the Planning Commission. A public hearing is required for approval of a conditional use permit, regardless of the approving authority. Findings are required for approval of conditional use permits, which include the determination that the project complies with relevant requirements in the City’s Development Code, is consistent with the General Plan, and will not create traffic that will overload the street system or create a public safety hazard. Conditional use permits typically require 4–6 weeks for processing.

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Findings of Approval

Victorville utilizes the Planning Commission or Zoning Administrator (ZA) for all Site Plan approvals. Victorville does not have a separate architectural design review committee or commission. All design review is handled by either the Planning Commission or the ZA according to guidelines with standards that are objective in nature.

All new development on undeveloped land requires Planning Commission Site Plan review, however the ZA is a staff member appointed by the City Manager who has the power and duty to review and make decisions on development or improvements that occur on existing developed sites pursuant to Section 16-3.01.050 of the Municipal Code. In addition, following tract and/or parcel map recordation, **the ZA is authorized to approve Site Plan entitlements on undeveloped single-family lots. Furthermore, Planning Commission policies exist that allow the ZA to authorize staff level adjustments to projects that were previously approved by the Planning Commission. These streamlined standards, policies, and practices allow for efficient review of new developments and add certainty to the development process.**

Section 16-3.01.030 of the Victorville Municipal Code, as listed below, addresses the scope of review approval findings for new Site Plan applications. These standards are fundamentally objective in nature and while subsections (b) and (c) may be subjective, the scope of review by staff and the Planning Commission is completed in an objective manner, limited to health and safety factors.

In order to provide upfront feedback to developers and to promote certainty in meeting the scope of the review, the City offers free Pre-Submittal Application reviews on a weekly basis for applicants to receive Site Plan review comments on prospective projects. During the Pre-Submittal process, representatives from Planning, Building, Fire, and Public Works (Engineering and Water) provide health and safety comments and are available to discuss the project with the applicant to facilitate meeting the scope of the review.

Sec. 16-3.01.030: Scope of review

Where Site Plan review is required for a use or a structure under the provisions of this Article, the following aspects of the project are to be reviewed by the Zoning Administrator and the Planning Commission if applicable:

- (a) The location of the site in relation to location of buildings on adjoining sites, with particular attention to privacy, views, any physical constraint identified on the site and the characteristics of the area in which the site is located;

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- (b) The degree to which the proposed development will complement and/or improve upon the quality of existing development in the vicinity of the proposed project and the extent to which adverse impacts to surrounding properties will be minimized;
- (c) The effect of the proposed project on surrounding uses, including ensuring minimum disruption to such uses;
- (d) Whether the development standards set forth in the Development Code have been satisfied;
- (e) Whether the design guidelines set forth in the Development Code have been substantially met;
- (f) One or more of the development standards required by Title 16 may be eliminated by the Planning Commission where the following findings are made:
 - (1) The elimination of the requirement is not injurious to the public health, safety and welfare, and
 - (2) Based upon characteristics of the site, the elimination of the development standard will have no adverse effect on surrounding properties;
- (g) In the event a development standard is eliminated, the elimination shall apply only to the use as submitted as part of the site plan approval, any future expansion or modification of the use will invalidate the eliminated development standard, the necessity for which will be reviewed at the time of any subsequent application.

3.4.12 Fees

Development fees that apply to residential development in Victorville are not set based on the actual cost of services but rather on a set schedule adopted by the City Council. Current City fees are as follows.

3.4.12.1 Permit Processing Fees

Table 3-8 includes the City's permit processing fees.

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Table 3-8. Permit Processing Fees

PERMIT	FEE
Conditional Use Permit	\$2,454.18
Minor Conditional Use Permit	\$429.48
Planned Unit Development	\$1,840.63 + \$18.40 per lot
Development Agreement	\$4,908.35 + \$613.54 per revision
Environmental Assessment:	
Categorical Exemption	\$122.71
Initial Study/Negative Declaration	\$1,227.08
Environmental Impact Report	Actual cost
Variance	\$1,227.08
Minor Variance	\$889.64
Minor Deviation	\$306.77
Tentative Tract Map	\$1,840.63 + \$18.40
Tentative Parcel Map	\$1,227.08
General Plan Amendment	\$1,840.63
Specific Plan	\$6,135.42
Specific Plan Amendment	\$3,067.72
Site Plan/Modification	\$2,454.18
Minor Site Plan	\$470.83
Building Plan Review	Sliding scale based on valuation (\$29.25+)
Building Permit	Sliding scale based on valuation (\$45+)
Development Impact Fee	\$11,327.00/single-family unit \$7,639.00/multi-family unit
Victor Valley Water Reclamation Authority Fee/Industrial Wastewater Treatment Plant Fee	Varies by number of fixtures (\$200+)
Sewer Capacity	Typically \$350 per house
Technology Fee	4.8% of plan review, building permit, mechanical permit, electrical permit, and plumbing permit fees
Green Building Fee	Sliding scale based on valuation (\$1.00+)

The actual fees for a building permit cover a wide variety of costs. To provide an estimate of what the costs amount to, fees were calculated for a 1,500-square-foot single-family residence (assuming a quarter-acre lot) and an 800-square-foot apartment unit (assuming a 20 unit-per-acre density). The fees are as follows (Table 3-9).

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Table 3-9. Building Permit Fees Schedule

FEE	1500-SQUARE-FOOT SINGLE FAMILY	800-SQUARE-FOOT APARTMENT UNIT
Green Building	\$6.00	\$3.13
Seismic	\$16.25	\$7.92
Imaging	\$81.25	\$39.59
Plan Review	\$554.00 (reduced by 70% for tract houses)	\$198.37
Building Permit	\$860.00	\$305.19
Electrical Permit	\$139.75	\$102.70
Plumbing Permit	\$134.00	\$115.00
Mechanical Permit	\$74.45	\$74.45
Bear Valley Bridge	\$180.00 (only if in specified area)	\$180.00 (if in specified area)
Goodwill Bridge	\$280.00 (only if in specified area)	\$280.00 (if in specified area)
Street Light	\$300.00 (scattered single-family only)	NA
Fire Hydrant	\$500.00 (scattered single-family only)	NA
Storm Drain	\$2,585/acre (if in specified area)	\$2,585/acre (if in specified area)
Sewer Assessment	Determined by Eng. Dept.	Determined by Eng. Dept.
Sewer Capacity	\$350.00	\$350.00
Water	\$4,750 (approximate)	
Total (Range)	\$7,445.75 - \$8,691.95	\$1,325.60 - \$1,605.60

Several agencies that are separate from the City charge fees, which affect the cost of building. Those agencies and fees are as follows:

- Victor Valley Wastewater Reclamation Authority/Southern California Logistics Airport (SCLA) Industrial Wastewater Treatment Plant (sewer): \$3,750 per unit
- Residential School District Fees (amounts are per square foot):
 - \$3.39 (Adelanto Elementary School District)
 - \$1.22–\$2.17 (Victor Valley Union High School District)
 - \$5.36 (Hesperia Unified School District)
 - \$?? (Snowline Joint Unified School District)
 - \$2.89 (Victor Elementary School District)

Using the scenarios above and averaging certain specified areas and the school district fees, the building permit fee amount (excluding permit processing fees) for a single-family home generally ranges from \$16,196 to \$17,443 and the fee amount for a multi-family unit generally ranges from \$7,743 to \$8,023.

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Chapter 3: Housing Constraints

3.4.12.2 Transparency in Development Process

To increase transparency in the development process as required by law, the City has a variety of tools available for developers. The City’s website includes an online permitting portal/fee estimator, a tool to look up zoning by property, as well as the City’s zoning map, development code, and land use plans. Most development and building fees are posted on the City’s website, but permit fees are not listed online. Proposed Program PP-B.5 requires the City to add the current permit fees to the fee information available on the City’s website.

3.4.13 Other Local Programs

3.4.13.1 Required Improvements

For new development on unimproved sites, the City requires the developer to construct on-site improvements and contribute to its fair share of off-site improvements. The typical residential street width is 40 feet. A gutter, a 6-inch curb, and a 6-foot-wide sidewalk are also required. Typically, water and sewer connections are on all existing City streets. New development will connect to the adjacent infrastructure connections.

New single-family development in Victorville occurs on large expanses of land, often through the Specific Plan process. A requirement of Specific Plan development is that all roads and infrastructure be planned and implemented as part of the development. This requirement enables infrastructure costs to be shared among a large number of houses (typically 200+ units), thereby reducing the per-unit site improvement cost.

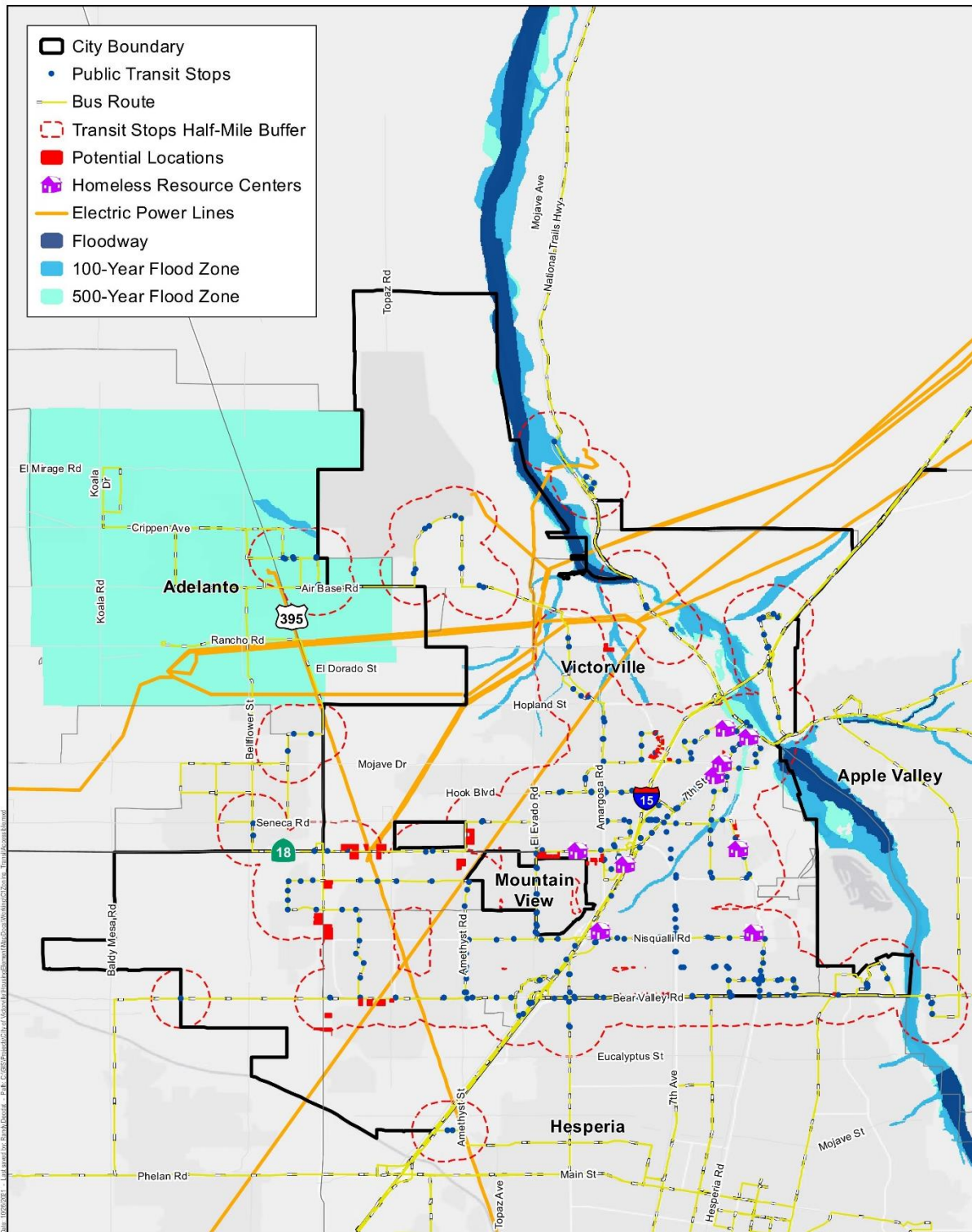
3.5 Reductions to Constraints

The City intends to address the constraints identified here as described in Chapter 7, Housing Plan, of this Housing Element, particularly with the programs mentioned in this chapter.

The City currently has not adopted written procedures for the SB 35 (Chapter 366, Statutes of 2017) Streamlined Ministerial Approval Process. The City presently does not have a written procedure to provide affordable housing with priority for water and sewer services consistent with SB 1087. Proposed Program PP-O.3 addresses these requirements, and includes the requirement that the City immediately deliver the 6th Cycle Housing Element, once adopted, to water and sewer service providers.

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Figure 3-1. Potential Emergency Shelter Locations without Discretionary Action



Source: FEMA 2021; Homeland Security 2021; UrbanFootprint 2020.

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4 HOUSING RESOURCES AND OPPORTUNITIES

4.1 Identification of Adequate Sites for Future Housing Needs

State law requires that jurisdictions provide an adequate number of sites to allow for and facilitate the production of their share of regional housing. To determine whether a jurisdiction has sufficient land to accommodate its share of regional housing needs for all income groups, that jurisdiction must identify “adequate sites.” Under State law (California Government Code, Section 65583[c][1]), adequate sites are those with appropriate zoning and development standards—with services and facilities—needed to facilitate and encourage the development of a variety of housing for all income levels.

4.1.1 Regional Housing Targets

Table 4-1 shows the 6th Cycle Regional Housing Needs Assessment (RHNA) allocation for the City of Victorville (City or Victorville), as determined by the Southern California Association of Governments, for the 8-year period (2021–2029).

Table 4-1. 6th Cycle Regional Housing Needs Allocation (2021–2029)

INCOME CATEGORY	DWELLING UNITS	PERCENT
Extremely Low (30% AMI or less)	868	10.6%
Very Low (31 to 50% AMI)	867	10.6%
Low (51 to 80% AMI)	1,136	13.9%
Moderate (81 to 120% AMI)	1,504	18.4%
Above Moderate (Over 120% AMI)	3,790	46.4%
Total	8,165	100.0%

Note: The City has a RHNA allocation of 1,735 very-low-income units (inclusive of extremely low income units). Pursuant to State law (AB 2634), the City must project the number of extremely low income housing needs based on Census income distribution or assume 50% of the very-low-income units as extremely low. Assuming an even split, the City’s RHNA allocation of 1,735 very-low-income units may be divided into 867 very low and 868 extremely low income units. However, for purposes of identifying adequate sites for the RHNA allocation, State law does not mandate the separate accounting for the extremely low income category.

Housing Element law does not require the City to ensure that the numbers of housing units identified in the RHNA are built within the planning period. However, the law requires that the City provide an inventory of land suitably zoned and with available infrastructure and utilities to meet that need.

California Government Code, Section 65583.2(c)(3)(B), specifies that a minimum density of 30 units per acre is necessary to meet the City’s low- and very-low-income housing needs.

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The City satisfied its 5th Cycle RHNA requirement by planning for the number of units assigned to it in that cycle. Progress in the City’s residential development permitting during the 5th Cycle is documented in the City’s Annual Progress Reports. Chapter 8, Adequate Sites Inventory Analysis and Methodology, along with Appendix C, detail the City’s plan to satisfy its 6th Cycle RHNA requirement.

4.2 Financial Resources

4.2.1 Federal Funding Sources

4.2.1.1 Home Investment Partnerships Funds

The Home Investment Partnerships (HOME) Program is a federal program created as a result of the National Housing Affordability Act of 1990. Local jurisdictions may use HOME funds to develop and support affordable rental housing and homeownership affordability through acquisition, including assistance to homebuyers, new construction, reconstruction, or rehabilitation of non-luxury housing with suitable amenities, including real property acquisition, site improvements, conversion, demolition, and other expenses, such as financing costs and relocation expenses of any displaced persons, families, businesses, or organizations. HOME funds may also be used to provide tenant-based rental assistance. All housing developed with HOME funds must serve families with low and very low incomes.

The City formed the Town of Apple Valley and City of Victorville Consortium (Consortium) to meet the threshold of obtaining HOME entitlement status with the U.S. Department of Housing and Urban Development (HUD). The successful formation of the Consortium resulted in an annual allocation of HOME funds to both communities. For Fiscal Year 2021–2022, the Consortium anticipates receiving approximately \$783,345. Of that amount, the City and the Town of Apple Valley will receive an estimated \$523,797 and \$259,548, respectively.

The City has successfully used HOME funds to assist with the Mortgage Assistance Program, which can provide up to \$55,000 for down payment and closing costs assistance with no payments for 30 years with a 3% interest, deferred loan. Funds are made available to first-time homebuyers that have contributed 1% toward the purchase price of their primary residence on a first-come, first-served basis.

4.2.1.2 Community Development Block Grant Program

Through the federal Community Development Block Grant (CDBG) Program, HUD provides funding for a range of community development activities. CDBG funds are awarded for housing activities, including acquisition and rehabilitation, homebuyer assistance, economic development, homeless services, and public services. CDBG funds are subject to certain restrictions and generally cannot be used for new housing construction. CDBGs primarily benefit households with incomes not exceeding 80% of the County area median income.

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The City is a CDBG entitlement city based on its demographics and receives CDBG funds annually. The City recently received an award of \$1,377,613 and released a Notice of Funding Availability (NOFA) in November 2020, with applications due in January 2021.

These funds are used for a variety of housing programs, including the following:

- **Residential Rehabilitation Program** – This program offers low-interest deferred loans to income-eligible homeowners for improvements to correct health and safety or building code violations, or to fund maintenance to housing units to prevent deterioration and dilapidation. Eligible program repairs include roof, window, plumbing, sewer, and driveway repair/replacement.
- **Senior/Disabled Home Repair Program** – This program is designed to assist homeowners with low incomes who are at least 62 years of age, permanently disabled, or handicapped, by providing a one-time grant in an amount of not less \$1,000 and up to \$15,000, to make eligible home repairs.

The City is anticipated to use the majority of remaining CDBG and HOME funds on solutions for persons experiencing homelessness. It is important to note that the City and the Town of Apple Valley prepared a 2017–2021 Consolidated Plan and 2017–2018 Action Plan (Consortium Consolidated Action Plan) to comply with HUD’s federal block grant funding requirements. The Consortium Consolidated Action Plan identifies overall housing and community development needs for the Consortium.

The Consortium Consolidated Action Plan identifies the needs, priorities, goals, and allocation strategies for CDBG and HOME funding for program years July 1, 2017, to June 30, 2021. Based on an extensive public participation process, the needs assessment, and the housing market analysis, the City determined to direct its funding to the following priorities:

- Support services for the people experiencing homelessness and those at risk for homelessness
- Human services
- Increased economic development and employment opportunities
- Housing programs
- Accessibility and mobility

4.2.1.3 U.S. Department of Agriculture Rural Housing Service

The U.S. Department of Agriculture Rural Housing Service provides loans in rural areas to finance homes and building sites. Rural Rental Housing Loans are direct, competitive mortgage loans made to provide affordable multi-family rental housing for families with very low, low, and

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moderate incomes; seniors; and people with disabilities. More information is available on the U.S. Department of Agriculture Rural Development website.

4.2.1.4 Housing Opportunities for Persons with AIDS Program

The Housing Opportunities for Persons with AIDS Program was established to provide housing assistance and related supportive services for people with HIV/AIDS who have low incomes and their families. Housing Opportunities for Persons with AIDS Program funds may be used for a wide range of housing, social services, program planning, and development costs, including but not limited to the acquisition, rehabilitation, or new construction of housing units; costs for facility operations; rental assistance; and short-term payments to prevent homelessness.

4.2.1.5 Section 108 Program

Section 108 is the loan guarantee provision of the CDBG Program. This provision provides communities with a source of financing for a variety of housing and economic development activities. All rules and requirements of the CDBG Program apply, and therefore, all projects and activities must principally benefit people with low and moderate incomes, aid in the elimination or prevention of blight, and/or meet urgent needs of the community.

Monies received per the Section 108 loan guarantee program are limited to no more than five times the applicant's most recently approved CDBG amount less prior Section 108 commitments. Activities eligible for these funds include economic development activities eligible under the CDBG Program; acquisition of real property; rehabilitation of publicly owned property; housing rehabilitation eligible under the CDBG Program; construction, reconstruction, or installation of public facilities; related relocation, clearance, or installation of public facilities; payment of interest on the guaranteed loan and issuance costs of public offerings; debt service reserves; and public works and site improvements.

Section 108 loans are secured and repaid by pledges of future and current CDBG funds. Additional security requirements may also be imposed on a case-by-case basis.

4.2.1.6 Legacy Programs

The HUD 811 program provides funding to develop and subsidize rental housing with the availability of supportive services for adults with disabilities who have very low and extremely low incomes, allowing people with disabilities to live as independently as possible in the community by subsidizing rental housing opportunities.

The HUD 236 program provides an interest rate reduction payment to subsidize debt service costs, effectively operating as a subsidy to the developer to reduce the cost of the project and, thus, the rent levels needed to support it. Projects using this program are often coupled with rental housing assistance payments to reach households with lower incomes. Under Section 236, two rent schedules were worked out for residents with incomes at or below 80% of area

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median income one: (1) a “market rent” based on the cost of a market rate mortgage and (2) a “basic rent,” a figure based on a 1% mortgage. The tenant pays the greater of the basic rent or 25% of their income but in no case would rent payments exceed the market rent.

4.2.1.7 Section 8 Housing Choice Voucher Program

The federal Section 8 program provides rental assistance to households with low income. With a Section 8 voucher, households pay 30–40% of their income toward housing, and the San Bernardino Housing Authority (HASBC) pays the rest up to certain maximum rent limits. The vouchers are paid directly to the property owners. The HASBC inspects its tenants’ units annually to ensure that health and safety standards are met. This program also allows households to use their vouchers toward the purchase of a home.

The HASBC manages approximately 783 Section 8 household vouchers in the City. To ensure the affordability of its potential at-risk units, the HASBC is working to extend the term of its existing vouchers and increase the number of vouchers during this planning period.

4.2.2 State Funding Sources

4.2.2.1 Low-Income Housing Tax Credits (Federally Funded for the Most Part and State Administered)

The California Tax Credit Allocation Committee (CTCAC) administers the Low-Income Housing Tax Credit (LIHTC) Program to encourage private investment in affordable rental housing for households meeting certain income requirements. Credits are available for new construction projects or existing properties undergoing rehabilitation. Two types of federal tax credits are available and are generally referred to as 9% and 4% tax credits. Each number refers to the approximate percentage that is multiplied against a project’s requested “qualified basis” to determine the amount of annual federal tax credits the CTCAC will award the project.

The 9% tax credit is limited and calculated at \$2.70 per person (returning to \$2.35 per person in 2022), making California’s limit for 2018 \$106.7 million in annual tax credits. Because project owners can take the annual tax credit each year for 10 years, the CTCAC can award \$1.067 billion in 9% tax credits. Because 9% tax credits are so desirable and in limited supply, the CTCAC awards them through a competitive process twice per year. Projects compete on point scoring, and because most projects receive the maximum point score, the CTCAC’s tiebreaker formula generally decides the outcomes.

The 4% tax credit is derived from a project’s use of tax-exempt bond authority allocated by the California Debt Limit Allocation Committee and is limited only by the amount of bond cap available to California. In 2017, the CTCAC awarded \$124.9 million in 4% annual tax credits, which equates to \$1.249 billion in total credits over 10 years. The CTCAC awards 4% tax credits non-competitively (i.e., over-the-counter) to all projects that meet threshold criteria.

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Recognizing the extremely high cost of developing housing in California, the State legislature authorized a State LIHTC program to augment the federal LIHTC program. Authorized by Chapter 1138, Statutes of 1987, the State credit is only available to a project that has previously received or is concurrently receiving an allocation of federal credits. Thus, the State program does not stand alone but, instead, supplements the federal LIHTC program. In 2018, State law authorized \$98.6 million in State LIHTCs. These are one-time credits taken over 4 years; thus, there is no ten-fold multiplier. Because State credits are also in limited supply, the CTCAC awards them competitively as well. In total, 85% of the State credits are integrated into 9% tax credit projects and awarded through the same competition. 15% of the State credits are reserved for 4% tax credit projects, and applicants compete for these State credits in a separate competition.

4.2.2.2 Affordable Housing and Sustainable Communities Program

The Affordable Housing and Sustainable Communities Program funds land use, housing, transportation, and land preservation projects that support infill and compact development and reduce greenhouse gas emissions in disadvantaged communities. Funds are available in the form of loans and/or grants in two project areas: (1) Transit-Oriented Development and (2) Integrated Connectivity. There is an annual competitive funding cycle.

4.2.2.3 CalHome

CalHome makes grants to local public agencies and nonprofit corporations to assist first-time homebuyers become or remain homeowners through deferred-payment loans. Funds can also be used to assist in the development of multiple-unit ownership projects.

4.2.2.4 California Emergency Solutions and Housing Program

The California Emergency Solutions and Housing (CESH) Program provides grant funds to eligible applicants for eligible activities to assist people experiencing or at risk of homelessness. Eligible applicants are Administrative Entities (local governments, nonprofit organizations, or unified funding agencies) designated by the Continuum of Care to administer CESH funds in their service area. The California Department of Housing and Community Development (HCD) administers the CESH Program with funding from the Building Homes and Jobs Act Trust Fund (Senate Bill 2, Chapter 364, Statutes of 2017).

4.2.2.5 Emergency Solutions Grants Program

The Emergency Solutions Grants Program makes grant funds available for projects serving individuals and families experiencing homelessness through eligible nonprofit organizations or local governments. The Emergency Solutions Grants Program funds can be used for support services, emergency shelter/transitional housing, homelessness prevention assistance, and permanent housing. Funds are available in California communities that do not receive

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Emergency Solutions Grants Program funding directly from HUD. Funding is announced annually through a NOFA.

4.2.2.6 Golden State Acquisition Fund

The Golden State Acquisition Fund was seeded with \$23 million from the HCD Affordable Housing Innovation Fund. Combined with matching funds, the Golden State Acquisition Fund makes up to 5-year loans to developers for acquisition or preservation of affordable housing. Loans are a maximum of \$13,950,000, and funds are made available over the counter.

4.2.2.7 Homekey

Homekey provides grants to local entities (including cities, counties, and other local public entities, such as housing authorities and federally recognized tribes) to acquire and rehabilitate a variety of housing types, such as hotels, motels, vacant apartment buildings, and residential care facilities, to serve people experiencing homelessness who are at high risk for serious illness and impacted by COVID-19.

4.2.2.8 Housing for a Healthy California Program

The Housing for a Healthy California Program provides funding on a competitive basis to deliver supportive housing opportunities to developers using the federal National Housing Trust Fund allocations for operating reserve grants and capital loans. HCD will also use a portion of moneys collected in calendar year 2018 and deposited into the Building Homes and Jobs Trust Fund to provide funding through grants to counties for capital and operating assistance.

4.2.2.9 Housing Navigators Program

Housing Navigators Program allocates \$5 million in funding to counties for the support of housing navigators to help young adults from 18 years up to 21 years of age secure and maintain housing, with priority given to young adults in the foster care system.

4.2.2.10 Housing-Related Parks Program

The Housing-Related Parks Program funds the creation of new park and recreation facilities or improvement of existing park and recreation facilities that are associated with rental and ownership projects that are affordable to households with very low and low incomes.

4.2.2.11 Infill Infrastructure Grant Program

The Infill Infrastructure Grant Program provides grant funding for infrastructure improvements for new infill housing in residential and/or mixed-use projects. Funds are made available through a competitive application process.

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4.2.2.12 Joe Serna, Jr., Farmworker Housing Grant Program

The Joe Serna, Jr., Farmworker Housing Grant Program makes grants and loans for development or rehabilitation of renter- and owner-occupied housing for farmworkers with priority for households with lower incomes.

4.2.2.13 Local Early Action Planning Grants

The Local Early Action Planning grants program assists cities and counties to plan for housing through providing over-the-counter, non-competitive planning grants.

4.2.2.14 Local Housing Trust Fund Program

The Local Housing Trust Fund Program provides matching funds to local and regional housing trust funds dedicated to the creation, rehabilitation, or preservation of affordable housing, transitional housing and emergency shelters.

4.2.2.15 Mobilehome Park Rehabilitation and Resident Ownership Program

The Mobilehome Park Rehabilitation and Resident Ownership Program makes short- and long-term low-interest rate loans for the preservation of affordable mobile home parks for ownership or control by resident organizations, nonprofit housing sponsors, or local public agencies. The Mobilehome Park Rehabilitation and Resident Ownership Program also makes long-term loans to individuals to ensure continued affordability. Funds are made available through a competitive process in response to a periodic NOFA.

4.2.2.16 Multifamily Housing Program

The Multifamily Housing Program makes low-interest, long-term, deferred-payment permanent loans for new construction, rehabilitation, and preservation of permanent and transitional rental housing for households with lower incomes.

4.2.2.17 National Housing Trust Fund

The National Housing Trust Fund is a permanent federal program with dedicated sources of funding not subject to the annual appropriations. The funds can be used to increase and preserve the supply of affordable housing, with an emphasis on rental housing for households with extremely low income (i.e., households with incomes of 30% of area median income or less). In 2021, California will receive approximately \$10.1 million for the program. Funds will be made available through a competitive process and will be announced through a NOFA.

4.2.2.18 No Place Like Home Program

The No Place Like Home Program will have \$2 billion in bond proceeds to invest in the development of permanent supportive housing for people who are in need of mental health

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services and are experiencing homelessness or chronic homelessness or who are at risk of chronic homelessness.

4.2.2.19 Pet Assistance and Support Program

The Pet Assistance and Support Program provides funds to homeless shelters for shelter, food, and basic veterinary services for pets owned by individuals experiencing homelessness.

4.2.2.20 Permanent Local Housing Allocation

Permanent Local Housing Allocation (PLHA) provides a permanent source of funding to all local governments in California to help cities and counties implement plans to increase the affordable housing stock. Approximately 90% of the PLHA program funding is available as a non-competitive, formula-based allocation to entitlement and non-entitlement jurisdictions in the State. The balance is available on a competitive basis for non-entitlement jurisdictions.

4.2.2.21 Predevelopment Loan Program

The Predevelopment Loan Program makes short-term loans for activities and expenses necessary for the continued preservation, construction, rehabilitation, or conversion of assisted housing primarily for households with low incomes. Availability of funding is announced through a periodic NOFA. Eligible applicants include local government agencies, nonprofit corporations, cooperative housing corporations, and limited partnerships or limited liability companies where the general partners are nonprofit mutual or public benefit corporations.

4.2.2.22 Regional Early Action Planning Grants

The Regional Early Action Planning Grants program helps councils of governments and other regional entities collaborate on projects that have a broader regional impact on housing. Grant funding is intended to help regional governments and entities facilitate local housing production that will assist local governments in meeting their RHNA.

4.2.2.23 Section 811 Project Rental Assistance

Section 811 Project Rental Assistance offers long-term project-based rental assistance funding from HUD through a collaborative partnership among the California Housing Finance Agency (CHFA), California Department of Health Care Services, HCD, California Department of Developmental Services, and CTCAC. Opportunities to apply for this project-based assistance are through a NOFA published by the CHFA.

4.2.2.24 Supportive Housing Multifamily Housing Program

The Supportive Housing Multifamily Housing Program provides low-interest loans to developers of permanent affordable rental housing that contain supportive housing units.

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4.2.2.25 Transit-Oriented Development Housing Program

The Transit-Oriented Development Housing Program makes low-interest loans and grants for rental housing that includes affordable units that are located within 0.25 miles of a transit station. Eligible applicants include cities, counties, transit agencies, developers, and redevelopment agencies. Applications are accepted in response to a periodic NOFA.

4.2.2.26 Transitional Housing Program

The Transitional Housing Program allocates \$8 million in funding to counties for the purpose of housing stability to help young adults 18 to 25 years of age secure and maintain housing, with priority given to young adults formerly in the foster care or probation systems.

4.2.2.27 Veterans Housing and Homelessness Prevention Program

The Veterans Housing and Homelessness Prevention Program makes long-term loans for development or preservation of rental housing for veterans with very low and low incomes and their families. Funds are made available to sponsors who are for-profit or nonprofit corporations and public agencies. Availability of funds is announced annually through a NOFA.

4.2.3 Quasi-Government Agencies

4.2.3.1 Federal Home Loan Bank – Affordable Housing Program

The purpose of the Affordable Housing Program is to subsidize the interest rates on advances or loans made by the Federal Home Loan Bank system to a member bank and to provide direct subsidies to these banks. The banks then pass these subsidized interest rates and direct subsidies on to housing developers to help them support the development of affordable rental housing. The subsidies must be used to finance the purchase, construction, and/or rehabilitation of rental housing, at least 20% of the units of which will be occupied by and affordable for households with very low incomes for at least 15 years.

4.2.3.2 Fannie Mae/Freddie Mac – National Housing Trust Fund

The National Housing Trust Fund was established as part of the Housing and Economic Recovery Act of 2008 and provided grants to States to increase and preserve the supply of rental housing for families with extremely low and very low incomes, including families experiencing homelessness, and to increase homeownership for families and individuals with extremely low incomes. The act requires Fannie Mae and Freddie Mac to transfer a percentage of their new business to finance the trust fund.

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4.2.4 Local Funding Sources

4.2.4.1 Low- and Moderate-Income Housing Asset Fund

The dissolution of the City’s Redevelopment Agency eliminated the ability to obtain redevelopment tax increment monies. However, the successor agency has assets and a limited amount of funds from the remaining Redevelopment Agency funds. The City may use these funds to finance housing programs including the following:

- New housing development
- Acquisition and rehabilitation
- Mortgage Assistance Program
- Owner-occupied rehabilitation

4.2.4.2 Proposition 46 Funds

Proposition 46, the Housing and Emergency Shelter Trust Fund Act of 2002, was a Statewide housing bond initiative passed by voters in November 2002, which authorized \$2.1 billion in bond financing for various housing programs administered by HCD and CHFA. Eight different funds were formed from this bond issuance, including the Home Improvement Loan Fund, the Preservation Opportunity Fund, the Emergency Housing and Assistance Fund, and the School Facilities Fee Assistance Fund, among others. These funds will finance programs such as the Local Housing Trust Fund matching grant program; accessibility grants for renters; code enforcement; multi-family acquisition, rehabilitation, construction, or conversion; and others. The City and nonprofit housing developers can apply to the appropriate funding programs in order to subsidize some of the affordable housing to be built in the City. The City used CalHome funds to fund its Owner-Occupied Rehabilitation Program.

4.2.4.3 Community Revitalization and Investment Area

In 2015, Assembly Bill 2 established Community Revitalization and Investment Areas (CRIAs) as a type of tax increment financing district to replace Redevelopment Agencies, which were eliminated in 2012. CRIAs would increase funding for and production of affordable housing in disadvantaged communities, as well as funding for other types of infrastructure projects. CRIAs have an affordable housing set aside of 25%. The City is currently establishing a CRIA and anticipates that it will be adopted concurrently with the 6th Cycle Housing Element Update.

4.2.4.4 Opportunities for Energy Conservation

Construction of energy efficient buildings can add to the production costs of ownership and rental housing. Over time, however, housing with energy conservation features should reduce occupancy costs as the consumption of fuel and electricity is decreased. This can result in monthly housing costs that are equal to or less than what they otherwise would have been had no energy conservation

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devices been incorporated in the new residential buildings. This section provides an overview of opportunities for energy conservation during the 2013–2021 Housing Element planning period.

State Regulations

Title 24 of the California Administrative Code establishes energy conservation standards that must be applied to all new residential buildings. The regulations specify energy saving design for walls, ceilings, and floor installations, as well as heating and cooling equipment and systems, gas cooling devices, conservation standards, and the use of non-depleting energy sources, such as solar energy or wind power. Compliance with the energy standards is achieved by satisfying certain conservation requirements and an energy budget. Among the alternative ways to meeting the energy standards are the following:

- **Alternative 1:** The passive solar approach, which requires proper solar orientation, appropriate levels of thermal mass, south-facing windows, and moderate insulation levels.
- **Alternative 2:** Generally requires higher levels of insulation than Alternative 1 but has no thermal mass or window orientation requirements.
- **Alternative 3:** Also is without passive solar design, but requires active solar water heating in exchange for less stringent insulation and/or glazing requirements.

Residential developers must comply with these standards while localities are responsible for enforcing the energy conservation regulations.

State and Federal Programs

The California Department of Community Services and Development in partnership with the network of local community services agencies that assist lower-income households, administers the Low Income Home Energy Assistance Program, which provides financial assistance to lower-income households to offset the costs of heating and/or cooling their residences.

Local Measures and Programs

The current Housing Element has a program (Program PP-A.4) to rezone certain areas of the City from exclusively commercial use to mixed-use. The areas are selected for their feasibility of developing a mix of uses, including housing for lower-income households, that is located near resources such as parks, schools, and public services, as well as employment and retail uses. This and other policies and programs of this Housing Element will encourage and facilitate the redevelopment of underutilized commercial sites within the City's primary transit corridors. Mixed-use residential development that is both pedestrian- and transit-oriented conserves energy by reducing the number of vehicular trips and encouraging the efficient use of land and construction materials.

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City residents also have access to a program that will assist with home weatherization, the Weatherization Program – Energy, Education, & Environmental Services Program, that is provided by Community Action Partnership San Bernardino County.

Private Sector Programs

The following private sector energy conservation programs are available to housing developers and City residents:

- **California Alternative Rates for Energy (CARE):** Lower-income customers enrolled in the CARE program receive a 20% discount on their electric and natural gas bills and are not billed in higher rate tiers that were created for Southern California Edison. CARE is funded through a rate surcharge paid by all other utility customers.
- **Energy Management Center:** Southern California Edison offers a range of rebates and incentives, as well as educational material, on its website to encourage households and businesses to use energy more efficiently, including incentives for solar panels, efficient water heaters, smart thermostats, and a loan program for residential energy efficiency improvements.

4.2.4.5 Administrative Resources

Described below are public agencies and nonprofit organizations that have been involved or are interested in housing activities in the City. These agencies play important roles in meeting the housing needs of the community. In particular, these agencies and organizations have been or are currently involved in the improvement of the housing stock, expansion of affordable housing opportunities, preservation of existing affordable housing, and/or provision of housing assistance to City households in need.

San Bernardino County Community Development and Housing Agency

The County of San Bernardino is a public agency that provides subsidized housing and other housing-related services to lower- and moderate-income individuals and families. In addition to conventional public housing in the County of San Bernardino, the Community Development and Housing Agency is currently administering the San Bernardino County Rent Relief Partnership, an emergency rental assistance program for County residents impacted by the COVID-19 pandemic. The County Community Development and Housing Agency also operates or participates in a range of housing programs using HUD and State funds. The City is a participating jurisdiction, meaning residents are eligible to receive assistance through the following programs and service providers:

- Mortgage Credit Certificate Program
- Inland Fair Housing and Mediation Board
- Home Repair/Rehabilitation Programs
- Housing Choice Vouchers

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Chapter 4: Housing Resources and Opportunities

Private Developers and Service Providers

Private developers and service providers are available to assist with the provision of housing and housing-related services in the City. These private entities can be for-profit or nonprofit ventures. The following are some of the active affordable housing developers and supportive housing service providers in the County of San Bernardino:

- A Community of Friends
- Abode Communities
- Adaptive Identify Systems
- Angeles Contractor, Inc.
- Building Healthy Places Network
- Building Industry Association
- Clifford Beers Housing
- Coachella Valley Housing Coalition
- Crate Modular
- EAH Housing
- ERNA Enterprises, LLC
- Family Assistance Program
- George Behnam Architects
- Habitat for Humanity
- Illumination Housing, LLC
- Intertech Building Design
- Investment Concepts, Inc.
- Jamboree Housing Corporation
- Lincoln Avenue Capital
- Meta Housing Corporation
- National CORE
- Neighborhood Partnership Housing Services & NPHS Community Land Trust
- Pontious Architecture
- San Bernardino County Economic Development
- Strategic Realty Holdings, LLC
- The Bradco Companies
- Urban Resource
- Victor Valley Family Resource Center

The City will continue to work with these and other qualified housing developers and service providers to create affordable housing through new construction, acquisition/rehabilitation, and preservation.

5 REVIEW OF PREVIOUS HOUSING ELEMENT (2013–2021)

The City of Victorville (City or Victorville) implemented various programs as part of its 5th Cycle Housing Element in an effort to maintain its existing housing stock, conserve and improve existing affordable housing, increase housing production, provide assistance to households in need, create equal opportunity to housing, and comply with State law and code amendments. Table 5-1 on the following pages provides an analysis of the progress and effectiveness of each program and reviews the appropriateness of the program to determine if it should be continued, modified, or deleted from the 6th Cycle Housing Element.

A number of the City's programs addressed the housing needs of special needs populations during the 5th Cycle period. Special needs populations include seniors, persons with disabilities (including developmental disabilities), large families, families with female heads of households, and families and individuals in need of emergency shelter. The City addressed the housing needs of special populations through the following programs:

- **Seniors** – The City assisted nearly 100 senior homeowners and homeowners with disabilities with minor home repairs through the Senior/Disabled Repair Grant Program.
- **Large Families** – The City has created pathways to affordable homeownership as well as rental assistance through its Mortgage Assistance Program and Section 8 vouchers.
- **People with Disabilities** – In 2015, the City approved an ordinance to incorporate Americans with Disabilities Act standards. The City also offers home repair grants to homeowners with disabilities through its Senior/Disabled Repair Grant Program.
- **Female-Headed Households** – The City's Mortgage Assistance Program provides down payment assistance for households with low incomes, creating affordable homeownership opportunities for female-headed households.
- **Families and Individuals in Need of Emergency Shelter** – The City contributed \$1.5 million to the development of the Desert Haven Apartment Project, which will serve the population experiencing chronic homelessness. The City also approved an ordinance in 2015 to ensure compliance with State law regarding transitional and supportive housing regulations.

2021--2029 Housing Element

Chapter 5: Review of Previous Housing Element (2013--2021)

Table 5-1. Program Evaluation

PROGRAM NAME	PROGRAM OBJECTIVE	PROGRAM ACTION	PROGRESS AND CONTINUED APPROPRIATENESS
MAINTENANCE OF EXISTING HOUSING STOCK			
Housing Rehabilitation Program	Provide rehabilitation assistance to ensure maintenance of the older housing stock.	Provides loans and grants to income-qualified homeowners to rehabilitate their homes.	Since 2013, the City has assisted 152 homeowners by providing loans and grants to rehabilitate their homes. This program will be continued.
Code Enforcement	Preserve housing units by enforcing Municipal Codes.	Enforce Municipal Codes and abate violations. Encourage use of City programs to rehabilitate and bring property into compliance.	The code compliance loan program was created in 2016--2017 to assist residents correct code violations. Since the program was implemented, 16 cases have been created and 16 cases were closed. This program will be continued.
Senior/Disabled Repair Grants	Assist seniors and people with disabilities with minor home repairs.	Revitalize and enhance neighborhoods. Correct code enforcement violations, by providing grants of up to \$10,000.	During the 5th Cycle period, the City assisted nearly 100 households through the program. The City has met its goal of assisting 5--10 households annually. This program will be continued.
CONSERVING AND IMPROVING EXISTING AFFORDABLE HOUSING			
Section 8 Rental Vouchers	Ensure continued availability of Section 8 rental vouchers.	Continue to assist approximately 800--900 recipients with very low incomes per year with Section 8 vouchers.	6,934 vouchers were issued to households with low incomes between 2013 and 2020. This program will be continued.
At-Risk Housing Preservation	Protect the affordability of the City's existing assisted units.	Seek opportunities to continue the affordability of existing units at risk of converting to market rate.	During the 5th Cycle period, the City extended the affordability period for the Kimberly Park Apartments, which were set to expire during this time. The new affordability period extends until 2034. This program will be modified to monitoring units, because no units are at risk for the next 10 years.
Affordable Housing Monitoring	Maintain Compliance of Affordable Housing Agreements.	Monitor affordable housing projects to ensure the requirements of the affordable housing covenants are being met.	Through this program, the City ensures compliance with affordable housing agreements for affordable developments. As of 2020, the City monitored five projects, all of which remain affordable. These projects include Northgate Village, Rodeo Meadows, Casa Bella, Impressions, and Hillcrest Apartments. This program will be continued.

2021--2029 Housing Element

Chapter 5: Review of Previous Housing Element (2013--2021)

Table 5-1. Program Evaluation

PROGRAM NAME	PROGRAM OBJECTIVE	PROGRAM ACTION	PROGRESS AND CONTINUED APPROPRIATENESS
HOUSING PRODUCTION			
Density Bonuses	Provide additional affordable units.	Update zoning code to ensure developers understand the benefits and ability to utilize a density bonus.	The City intends to work with developers to utilize density bonuses throughout the City. This program will be continued and will be modified to offer a menu of density bonuses in exchange for the provision of community benefits.
Inclusionary Housing	Utilize federal and State funds to provide affordable units as part for market developments.	Continue to seek opportunities to finance inclusionary housing units.	The City intends to work with developers to analyze the feasibility of an inclusionary housing policy. This program will be continued.
Tax Credit Developments	Offer financial assistance to qualified housing developers who commit to provide affordable units to leverage projects.	Allocate HOME/Community Development Block Grant funds during this planning period to assist qualified housing developers who provide affordable housing.	The City intends to work with developers to encourage the use of low-income housing tax credits to develop affordable housing. This program will be continued.
Encourage and Facilitate Large Lot Development	Develop policies to facilitate lot subdivision.	Streamline and expedite the approval process for land division for projects that include affordable housing units, ministerial review of lot line adjustments, deferral or waiver of fees related to the subdivision for projects affordable to households with lower incomes, provide technical assistance to acquire funding, and modification of development requirements.	With large swaths of undeveloped land, the City can significantly benefit from assisting and encouraging the subdivision of large lots. Most often, the City receives requests for large lot subdivision for single-family, homeownership communities. During the 5 th Cycle period, the City recorded 26 tract maps and approved 27 tentative tract maps. The tentative tract maps, 24 of which were more than 10 acres in size, contributed to the development of more than 5,600 market-rate housing units. During the 6 th Cycle period, the City will focus this program on the subdivision of sites 10 acres or larger, to increase the feasibility of affordable housing development, as determined by the State.
Civic Center Specific Plan	Provide opportunities for additional affordable and sustainable high-density multi-tenant housing developments in an in-fill, urban setting.	Adopt the plan and implement the goals and policies set forth within the plan to revitalize the Civic Center area.	The Specific Plan was adopted and approved in April 2016 and provides opportunities for additional affordable and sustainable high-density multi-tenant housing developments in an in-fill, urban setting. This program was completed in April 2016. The City will adopt a new program to change certain commercial zones to mixed-use zoning, with a similar objective as this completed program.

2021--2029 Housing Element

Chapter 5: Review of Previous Housing Element (2013--2021)

Table 5-1. Program Evaluation

PROGRAM NAME	PROGRAM OBJECTIVE	PROGRAM ACTION	PROGRESS AND CONTINUED APPROPRIATENESS
HOUSING ASSISTANCE			
Housing Subsidy	Offer financial assistance to qualified housing developers who commit to provide affordable units.	Allocate Neighborhood Stabilization Program/HOME/Community Development Block Grant funds during this planning period to assist qualified housing developers who provide affordable housing.	The City provided \$1.5 million as financial participation to the development of the Desert Haven Apartment Project. The 31-unit project is under construction and will be completed in 2021. The project will serve the population experiencing homelessness. This program will be continued, with a modification to apply for and generate additional funding sources.
Mortgage Assistance Program	Continue the Mortgage Assistance Program to assist homebuyers with lower incomes.	Provide financial assistance to enhance the home purchasing options to households with low incomes by providing up to \$65,000 in down payment and/or closing costs.	During the 5th Cycle Period, the City has provided down payment assistance to eight households. This program will be continued.
Neighborhood Stabilization Program	Affordable housing project assistance that are making available affordable housing units.	Make available up to \$20,000 per unit to projects that are making available affordable housing units.	The City contributed \$1.5 million to the Desert Haven Apartment Project, which will make available 30 affordable housing units. A version of this program will be continued, focused on obtaining additional funding.
Housing Affordability	To monitor existing policies and programs that encourage the development of housing for households with lower incomes and to make necessary changes as needed.	Monitor existing policies and programs during the planning period to facilitate lower income housing while prioritizing funding to support the development of housing for households with extremely low incomes.	As of January 2021, 5 affordable housing projects funded by the City remain affordable and comply with federal and State funding. Additionally, the City contributed \$1.5 million toward the development of the Desert Haven Apartment Project that will serve the population experiencing chronic homelessness. This program will be continued.
EQUAL OPPORTUNITY			
Reasonable Accommodations	Continue to require compliance with Americans with Disabilities Act standards in all new multi-family and redevelopment projects.	Adopt a Reasonable Accommodation ordinance within 6 months of Housing Element Adoption.	The City approved an ordinance in February 2015 that incorporates Americans with Disabilities Act standards for all new multi-family and redevelopment projects. This program was completed in February 2015.
Fair Housing	Ensure fair housing for all residents of Victorville.	Adhere to recommendations in the City's adopted Analysis of Impediments to Fair Housing. Reduce housing discrimination.	The City contracts with the Inland Fair Housing and Mediation Board using Community Development Block Grant funds to provide fair housing services and owner/tenant mediation. During 2020, the Inland Fair Housing and Mediation Board assisted 1,078 Victorville residents to resolve fair housing matters. This program will be continued.

2021--2029 Housing Element

Chapter 5: Review of Previous Housing Element (2013--2021)

Table 5-1. Program Evaluation

PROGRAM NAME	PROGRAM OBJECTIVE	PROGRAM ACTION	PROGRESS AND CONTINUED APPROPRIATENESS
STATE LAW COMPLIANCE/CODE AMENDMENTS			
Transitional and Supportive Housing	Observe State law and remain in compliance with transitional and supportive housing regulations.	Adopt an ordinance as it pertains to transitional and supportive housing as a residential use, subject only to standards of similar housing types with the same zone as required by State law only.	The City approved an ordinance in September 2015 to ensure observance with State law and remain in compliance with transitional and supportive housing regulations. The City is currently in the process of developing the Wellness and Recuperative Center within the Old Town Specific Plan Area. Assembly Bill 139 (2019) changed State law regarding transitional and supportive housing. A version of this program will be continued to maintain compliance following the State law changes.

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Chapter 5: Review of Previous Housing Element (2013--2021)

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6 AT-RISK AFFORDABLE HOUSING

The City of Victorville (City or Victorville) has a number of affordable housing developments with affordable covenants restricting their affordability for a specified term. Many of these covenants are the result of requirements for obtaining public subsidies. Housing units with covenants that expire within the next 10 years are considered “at risk” as the units could convert to market-rate when the covenants expire. Through its Affordable Housing Monitoring Program, the City ensures that affordable units comply with their respective agreements.

Table 6-1 is a list of affordable housing developments with affordability covenants in the City. As shown in Table 6-1, no units in the City have affordable covenants that expire in the next 10 years. Therefore, there are no at-risk units in the City.

Table 6-1. Affordable Housing Inventory

PROJECT NAME	ADDRESS	NUMBER OF SUBSIDIZED UNITS	TOTAL NUMBER OF UNITS PER PROJECT	TYPE OF FINANCING	EXPIRATION OF AFFORDABILITY REQUIREMENT
Rodeo Drive Apts.	14200 Rodeo Drive	99	99	Section 8, FHA	2065
Sherwood Villa Apts.	14900 Arlette Drive	101	101	Section 8, FHA	2069
Northgate Village Apts.	17251 Dante Street	68	68	Section 8, State, RDA	2060
Village Oak Apts.	14449 Begonia Road	116	116	Section 42 Tax Credit Units	2054
Northside Commons	16733 Sunhill Drive	82	83	Section 42 Tax Credit Units	2057
Kimberly Park Apts.	15135 Kimberly Drive	132	132	Section 42 Tax Credit Units	2034
Impressions at Valley Center	15500 Midtown Drive	99	100	CTAC, HOME, RDA	Perpetuity
Village at Victorville	16711 Chalon Road	79	80	CTAC	2061
Casa Bella Family Apts.	16980 Nisqualli Road	286	288	CTAC	2063
Rodeo Meadows	14152 Rodeo Drive	48	48	CTAC/RDA	2057
Rancho Seneca Apts.	14779 Seneca Road	200	200		
Desert Haven	16959 Stoddard Wells Road	31	31	NSP	2075
Total		1,341	1,346		

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7. HOUSING PLAN

California Government Code, Section 65583(c), requires a program that sets forth a schedule of actions during the planning period that the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element. The goals, policies, and programs have been established to address the housing issues in the City and to meet State housing law requirements, including the identification of the agencies and officials responsible for the implementation of the various actions. The City's overall objective is to ensure that decent, safe housing is available to current and future Victorville residents of all income levels.

The goals of this Housing Element are formulated based on information provided in Chapters 2, Community Profile, and 3, Housing Constraints, of this document and input from the City Council, Planning Commission, City staff, and members of the public. The components of this section can be described as follows:

- **Goals** are the results that the City desires to achieve over the housing planning period. They are general expressions of values or preferred outcomes, and therefore, are abstract in nature and may not be fully attained. The goals are the basis for City policies and actions during this period.
- **Objectives** are specific, action-oriented statements that mark progress toward goals.
- **Policies** are specific statements that will guide decision-making. Policies serve as the directives to developers, builders, service providers, decision makers and others who will initiate or review new development projects or seek to provide housing-related services in the City. Some policies stand alone as directives, but others require that additional actions be taken. These additional actions are listed as "programs."
- **Programs/Activities/Actions** are the core of the City's housing strategy. Programs/Activities/Actions translate goals and policies into actions. These include on-going programs, procedural changes, zoning ordinance changes, and other actions that implement the housing policies and help achieve housing goals. Each program/activity/action identifies the funding source, responsible party, and timeframe for implementation.

Goal I: Encourage development of different housing types to meet the City’s different needs

Encouraging development of a wide range of housing types is necessary to address the diverse needs of current and future Victorville residents.

To enable the development of various housing types, the City has identified two objectives:

- **Objective A:** Update the Land Use Element and Zoning Code to achieve compliance with current State laws and review and update the zoning code to facilitate the development of diverse housing options.
- **Objective B:** Streamline the housing development process.

Objective A: Update the Land Use Element and Zoning Code to achieve compliance with current State laws and review and update the zoning code to facilitate the development of diverse housing options

Updating the Land Use Element and Zoning Code to bring regulations and policies in compliance with current State laws and to allow for increased residential development will create more opportunities for development of diverse housing options for residents of Victorville.

Policies

- **HE-A.1:** Identify residential zones where allowable density can be increased to support development of affordable housing, including for extremely low-income households.
- **HE-A.2:** Offer a menu of density bonuses in exchange for the provision of community benefits/amenities.
- **HE-A.3:** Identify commercial and residential zones where zoning can be changed to allow for mixed-use and/or higher density residential development (also Policy HE-P.1).
- **HE-A.4:** Encourage the integration, on a community level, of housing constructed expressly for lower- and moderate-income households with high quality, market-rate residential development.

Existing Programs

- **EP-A.1: Facilitate Access to Density Bonuses.** The City is updating its zoning code to ensure developers understand the benefits and ability to use a density bonus.
- **EP-A.2: Encourage Single-Family Home Development in Designated Areas.** Single-family homes continue to be a popular housing choice for households with moderate and above moderate incomes. The City will continue to facilitate the development of single-family units to help households to build their wealth and to enjoy housing stability.
- **EP-A.3: Encourage Buffers and Transitions.** For new residential developments, provide adequate buffers or transitions between residential uses and commercial, industrial, and institutional uses.
- **EP-A.4: Adequate Setbacks.** Provide for adequate setbacks in residential neighborhoods to ensure privacy and adequate light and air.

Proposed Programs/Activities/Actions

- **PP-A.1: Update the City’s Land Use Element and Zoning Ordinance.** Incorporate changes to bring the City’s Land Use Element and Zoning Ordinance into compliance with new State laws. Specifically, modify development standards and regulations to streamline and remove barriers to residential development (particularly affordable housing, accessory dwelling units (ADUs), emergency shelters, and transitional/supportive housing). These modified standards could include increasing R-4 development standards from 20 units per acre to 30 units per acre (See Proposed Program PP-A.4), reducing setback and lot coverage standards, creating objective standards, and waiving development impact fees, among others. Parking requirements for emergency shelters will be updated as part of the Zoning Ordinance amendment to be in compliance with California Government Code, Section 655834. Additionally, any modified standards shall be directed toward meeting the social and economic needs of the community (also Proposed Program PP-H.3).

SCHEDULE OF ACTIONS	
Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Land Use Element will be updated in 2022. Zoning will be updated within 1 year and 90 days from receipt of comments from Housing and Community Development (HCD) on the draft Housing Element, to coincide with the City’s Land Use Element Update.

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- **PP-A.2: Adopt a Density Bonus Ordinance and Create a Menu of Density Bonuses.** Pursuant to California Government Code Section 65915, the City will adopt a legally compliant density bonus ordinance. In addition, the City will identify appropriate density bonus levels to offer to developers in exchange for the provision of certain community benefits and amenities. This program will allow for the development of a greater diversity of housing stock while also attracting private investment in the City’s affordable housing stock, streetscapes, parks and open spaces, and other community benefits as identified and prioritized by City Council.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	By end of FY 2022–23

- **PP-A.3: Increase Zoning in Areas Zoned for Multi-Family.** To encourage lower-income housing development throughout the City, particularly in resource-advantaged areas, the City will change zoning and land use designations to increase the allowable density in portions of the City’s High Density Residential (R3) and Very High Density Residential (R4) zones to allow up to 20 and 30 dwelling units per acre, respectively.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Within 1 year and 90 days from receipt of comments from HCD on the draft Housing Element to coincide with the City’s Land Use Element Update. Development standards will be updated to accommodate densities within a year of Land Use Element update approval.

- **PP-A.4: Change Zoning in Appropriate Commercial and Residential Zones.** Pursuant to Chapter 8, Adequate Sites Inventory Analysis and Methodology, of this Housing Element, rezone certain commercial zones in the West City, Baldy Mesa, Golden Triangle, and East Bear Valley Planning Areas, as well as the 7th Street Commercial corridor to permit mixed-use development, in some cases allowing residential development up to 30 dwelling units per acre. The City is undertaking this rezoning effort to encourage lower-income housing development in resource-advantaged areas and to encourage revitalization of deteriorated and underutilized commercial areas throughout the City. Where rezoned areas include sites in the Site Inventory, the new zoning will permit owner-occupied and rental multifamily uses by right for developments in which 20% or more of the units are affordable to lower income households and will comply with the other by-right provisions of Government Code 65583.2 (h) and (i) (also Proposed Program PP-P.1).

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SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, City Council
Timeframe:	Within 1 year and 90 days from receipt of comments from HCD on the draft Housing Element, to coincide with the City's Land Use Element Update

- **PP-A.5: Encourage the Subdivision of Sites that are 10 Acres or Larger.** Encouraging the subdivision of sites that are 10 acres or more can provide more opportunities for development of affordable housing, which the Department of Housing and Community Development (HCD) has determined is more feasible on sites between 0.5 and 10 acres in size. During the 5th Cycle period, the City recorded 26 tract maps and approved 27 tentative tract maps. The tentative tract maps, 24 of which were more than 10 acres in size, contributed to the development of more than 5,600 market-rate housing units. The relatively large number of subdivisions demonstrates the outsized role that subdivisions play in local residential development. The City will encourage the subdivision of large lots, particularly for affordable housing, by routinely giving high priority processing to subdivision maps that include affordable housing units. Additionally, the City will consider providing incentives, such as reduced setback and parking requirements, and increased allowable density, lot coverage, or floor area ratio.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Ongoing with evaluation of effectiveness by mid-cycle (Fiscal Year 2024–25) and revise programs A.5 and B.1 as appropriate to increase efficacy of the program within six months.

- **PP-A.6: Continue to Encourage Single-Family Home Development in Designated Areas.** Single-family homes continue to be a popular housing choice for households with moderate and above moderate incomes. The City will continue to facilitate the development of single-family units to help households to build their wealth and to enjoy housing stability.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Ongoing with outreach one time per year.

- **PP-A.7: Encourage Buffers and Transitions.** For new higher density residential developments, provide adequate buffers or transitions in relation to existing lower density residential uses, as well as to commercial, industrial, and institutional uses that may be incompatible with residential use.

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SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Ongoing with outreach one time per year.

- **PP-A.8: Evaluate and Change Off-Street Parking Requirements.** Evaluate existing off-street parking requirements and make a recommendation to reduce the number of required off-street parking spaces for residential development with lower parking demand, as appropriate.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Ongoing and outreach at least one time per year.

Objective B: Streamline the housing development process

The time and cost to permit projects is often a top constraint cited by developers because financing and interest costs increase the longer it takes to construct, sell, or rent a development. Streamlining the development process will reduce the cost of development, increasing the financial feasibility of residential development, facilitating an increase in residential development.

Policies

- **HE-B.1:** Expedite the entitlement process for certain developments (affordable, condominiums, townhomes, etc.).
- **HE-B.2:** Evaluate the costs and benefits of waiving, reducing, or deferring development fees, and identify opportunities to do so for certain development types.
- **HE-B.3:** Increase certainty of entitlement procedures and accessibility to resource information for developers.

Existing Programs

- **EP-B.1: Planned Unit Development.** The City allows developments with reduced standards for senior housing that generally allow for smaller lot sizes, while reduced yard and age restrictions allow the development to be more affordable and attractive to seniors on fixed incomes.

Proposed Programs/Activities/Actions

- **PP-B.1: Assist with Development of Low-Income Housing.** To assist the development of housing for households with lower incomes, the City will seek to defer, reduce, or waive fees for land divisions, lot line adjustments, and Specific Plans proposing, or resulting in

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parcel sizes that facilitate, multi-family developments affordable to households with lower incomes (i.e., determined by the State to be 0.5–10 acres). The City will work with property owners and nonprofit developers to target and market the availability of sites with the best potential for development. In addition, the City will offer the following incentives for the development of affordable housing, including but not limited to:

- Streamlining and expediting of the approval process for land division for projects that include affordable housing units
- Ministerial review of lot line adjustments
- Deferral or waiver of fees related to the subdivision for projects affordable to households with lower incomes
- Reduced setback and parking requirements
- Increased allowable density, lot coverage, and floor area ratio
- Technical assistance to identify funding and with the modification of development requirements

City staff will seek to have approximately 50% of the units developed as a result of this program in lower resource areas to serve existing lower income communities and minimize displacement and approximately 50% of the units developed as a result of this program in higher resource areas to provide greater opportunities to lower income households.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Identify potential property owners, nonprofit developers, and available sites by end of FY 2022–23. After that, market available sites and incentives on an ongoing basis with outreach one time per year throughout 6th Cycle.

- **PP-B.2: Expedite Development.** Expedite development of housing projects for seniors, people with disabilities, or people with low and moderate incomes. The City will consider waving or reducing fees for shelters/transitional and permanent supportive housing projects.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Ongoing with outreach one time per year. Consideration for fee waiver and reduction to be within 2 years of the Housing Element Update approval.

- **PP-B.3: Review the City’s Development Standards.** The City will review their current development standards and will update as appropriate to encourage development. For example, the City will assess existing height limits to evaluate their impact on residential

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development and revise as needed to encourage the creation of additional housing within the City.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Ongoing with outreach one time per year. Review development standards by the end of FY 2022–23 and make revisions by the end of FY 2024–25.

- **PP-B.4: Provide a Menu of Incentives/Concessions for Developers.** To expedite the process of finding resources and incentives, Victorville will seek to post an overview of available incentives/concessions and the application process for developers on the City’s website. The City will gather all information on available concessions for housing developers, including state, federal and local funding, density bonuses, reduced development and zoning standards, streamlining, etc. All information will then be presented in one place on the City’s website to provide a “one-stop shop” for developers.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Within 2 years of the Housing Element Update approval. Gather information on the first year and develop the page on the second year. Page will be updated as appropriate.

- **PP-B.5: Provide Permit Fee Information for Developers.** The City’s website provides an online portal/fee estimator, a tool to look up zoning by property, most development and building fees, and the City’s zoning map, development code, and land use plans. In addition to the existing information, the City will add the current permit fees to the fee information available on the City’s website.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division
Timeframe:	By the end of FY 2022–23.

- **PP-B.6: Senate Bill (SB) 35 Streamlined and Ministerial Approval Process.** The City will establish a streamlined, ministerial review process for qualifying multi-family residential projects consistent with SB 35.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division
Timeframe:	Within a year of adoption of the Housing Element

Goal 2: Maximize land utilization for residential development

As is the case in many High Desert cities, Victorville benefits from an availability of land. However, with a growing demand for housing, it is important for the City to maximize land utilization for residential development. The City has identified the objective below in connection with this goal.

Objective C: Encourage the proper utilization of undeveloped/underdeveloped residential areas of the City

There are residential areas in the City that are undeveloped or underdeveloped. Encouraging the proper utilization of these areas will help to maximize land utilization in locations currently being served by utilities and near services.

Policies

- **HE-C.1:** Promote infill development.
- **HE-C.2:** Promote residential development fully served by public services and utilities.

Proposed Programs/Activities/Actions

- **PP-C.1: Update the City’s Zoning Ordinance to Allow for Higher Densities in Areas with Underdeveloped/Underutilized Property.** The City will update the current Zoning Ordinance to ensure that they are allowing for higher density in areas with underdeveloped/underutilized property. Such as an update will maximize land utilization for residential development. This program will identify areas for higher density throughout the City to promote more inclusive communities, targeting 30% of units created through zoning updates in lower resource areas and 70% of units in higher opportunity areas to provide more opportunities for lower income households.

SCHEDULE OF ACTIONS	
Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Within 2 years of the Housing Element Update approval.

- **PP-C.2: Update the City’s ADU Policies to Comply with Changes in State Law.** Multiple State laws have been passed since 2019 establishing statewide standards for local regulations governing ADU development. State law requires that ADUs be allowed on any single-family residential land, despite local ordinances or homeowners’ association rules and requirements, as well as multi-family residential land. Additionally,

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State law requires jurisdictions to develop a plan to encourage and incentivize ADUs in an effort to address the current California housing crisis. The City will update the current ADU ordinance to ensure that the policies conform to State requirements, as established by Assembly Bill (AB) 3182 (2020), Senate Bill 13, AB 68, AB 881, AB 587, AB 670, and AB 671 (2019). Such an update would modify the requirements of ADU development in the City, including restrictions on unit sizes and allowance of ADUs in multi-family zones.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	2022

- **PP-C.3: Plan to Encourage ADUs.** AB 671 requires local agencies' housing elements to include a plan that promotes the creation of ADUs that can offer affordable rents for households with very low, low, or moderate incomes. As part of the ADU ordinance update (including public outreach), the City will also explore options to facilitate affordable housing options for ADUs, such as tiny homes, throughout the City. The City will also explore incentives and tools to facilitate ADU construction, such as pre-approved ADU plans or kits, waived development impact fees, increased outreach and education, larger unit square footage allowances and reduced setback and lot coverage standards in exchange for deed restrictions, among other incentives.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Research and explore options by end of Calendar Year (CY) 2022. Begin providing incentives by 2023. Evaluate potential extension of incentives at the end of the planning period.

Goal 3: Preserve existing housing stock

Preserving existing housing is as important as producing more housing. Older housing in the City may be naturally affordable (i.e., without subsidies), as priced by the housing market, because it may be priced at lower sales or rental price than new housing. Existing housing must be well maintained to provide quality housing across income levels.

To preserve the existing housing stock, the City has identified the following objectives:

- **Objective D:** Maintain and improve the physical condition of existing housing at all affordability levels and reduce disparities in housing conditions by household income.
- **Objective E:** Preserve existing affordable housing to minimize displacement.

Objective D: Maintain and improve the physical condition of existing housing at all affordability levels and reduce disparities in housing conditions by household income

The City intends to support the repair and maintenance of existing homes in the City to ensure that households living in existing homes can live in safe and sanitary conditions and to reduce the potential for loss of existing units from the City's housing stock.

Policies

- **HE-D.1:** Encourage the maintenance and repair of existing renter- and owner-occupied housing to prevent deterioration through educational and outreach programs on basic housing maintenance procedures and techniques.
- **HE-D.2:** The City will make available programs to assist property owners that can demonstrate financial need in the upgrading of their substandard units.
- **HE-D.3:** Promote the replacement of substandard housing units that cannot be feasibly rehabilitated.
- **HE-D.4:** Coordinate code enforcement efforts with housing rehabilitation programs (including outreach and fair housing enforcement programming).
- **HE-D.5:** Continue to require that all substandard units in the City be improved so that they comply, where required, with the existing Building Code (Also Policy HE-O.3).

Existing Programs

- **EP-D.1: Federal Housing and Urban Development (HUD) Senior/Disabled Home Repair Program Grants.** The sponsor of this program is the Development Department of the City of Victorville. The program provides a one-time grant of labor and materials for eligible senior homeowners and homeowners with disabilities for minor home repairs. Grant amounts are up to \$15,000.
- **EP-D.2: Repair Service Program for Senior Homeowners.** This program is sponsored through Community Action Partnership. One-time grant of labor and material for eligible homeowners for minor repairs and weatherization and insulation.
- **EP-D.3: Residential Rehabilitation Program.** This program is designed to facilitate home improvements and/ or correct any health and safety or building code violations. The program offers low-interest, deferred loans to income eligible homeowners throughout the City; loan funds are limited.

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- **EP-D.4: Code Enforcement Efforts.** The City enforces the California Building Code Citywide for substandard units when in violation, including the demolition of buildings when such units cannot be brought up to code (also Existing Program EP-O.1).

Proposed Programs/Activities/Actions

- **PP-D.1: Enforce Existing Building and Safety Code.** Continue to prioritize and enforce the existing Building and Safety Code (based on safety and blight), as required through existing—and, if necessary, expanded—code enforcement efforts (also Proposed Program PP-O.1).

SCHEDULE OF ACTIONS	
Funding Source:	City General Fund
Responsible Party:	Building and Code Enforcement Divisions
Timeframe:	Ongoing and outreach at least one time per year

- **PP-D.2: Provide Technical Assistance for Rehabilitation Needs.** Provide technical assistance and personal appointments to residents, including seniors and people with disabilities, to help review their rehabilitation needs. Prioritize rehabilitation in concentrated areas of poverty and areas with more code enforcement citations, with a target for at least 50% of assisted units to be in such areas.

SCHEDULE OF ACTIONS	
Funding Source:	Community Action Partnership, City General Fund, grants (if available), and CDBG
Responsible Party:	Building and Code Enforcement Divisions
Timeframe:	Ongoing and outreach at least one time per year.

- **PP-D.3: Support Nonprofits in Pursuing Rehabilitation Programs.** Support nonprofit organizations in pursuing funding for residential rehabilitation programs and projects. In addition to providing a menu of incentives/concessions (See Proposed Program PP-B.4), the City will invite nonprofits to discuss the City’s plans, resources, and development opportunities every one to two years. As appropriate, the City will offer application assistance for state and federal financial resources. This program will focus on concentrated areas of poverty and areas with more code enforcement citations, with a target for at least 50% of assisted units to be in such areas.

SCHEDULE OF ACTIONS	
Funding Source:	City General Fund and grants, if available, and CDBG
Responsible Party:	Building and Code Enforcement Divisions
Timeframe:	Ongoing with outreach one time per year. Identify nonprofits by end of CY 2022. Reach out to and meet with nonprofits at least every other year after that.

- **PP-D.4: Assist Residents with Extremely Low, Very Low, and Low Incomes.** Continue to use CDBG, HOME Investment Partnerships (HOME), and other funding sources for the City’s Residential Rehabilitation Program, which assists residents with

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extremely low, very low, and low incomes with housing rehabilitation Citywide. Additionally, the City will work to promote the importance of property maintenance to long-term housing quality and the availability of resources for residential rehabilitation. To do so, the City will revise its website with more information and work with the Public Information Officer to provide more information to local families and community groups. This program will focus on concentrated areas of poverty and areas with more code enforcement citations, with a target for at least 50% of assisted units to be in such areas.

SCHEDULE OF ACTIONS	
Funding Source:	CDBG, HOME, and Cal-Home
Responsible Party:	Development Department, San Bernardino County Housing Authority, and Public Information Officer
Timeframe:	Ongoing with outreach one time per year. Review and make appropriate changes to website by end of CY 2022. Assistance and education will be ongoing with outreach one time per year throughout the planning period.

- **PP-D.5: Advertise Rehabilitation Programs.** Continue to use public mailers and the City website and add social media posts to the City’s accounts to advertise housing rehabilitation programs.

SCHEDULE OF ACTIONS	
Funding Source:	City General Fund and grants, if available
Responsible Party:	Development Department
Timeframe:	Ongoing with outreach one time per year.

Objective E: Preserve existing affordable housing to minimize displacement

Rent restriction agreements have expiration dates, after which the affordable housing units that they cover can be converted to market-rate rents. The City will work proactively to mitigate the potential loss of “at-risk” units due to conversion to market-rate units. The City will also explore ways to identify new ways to preserve naturally occurring affordable housing (i.e., units that do not have recorded affordability covenants).

Policies

- **HE-E.1:** Monitor affordable rental units at risk of converting to market rents and proactively reach out to property owners to discuss options.
- **HE-E.2:** Monitor and participate in federal, State, and local initiatives that address affordable housing preservation.
- **HE-E.3:** Provide information to property owners on financial incentives and public funding assistance for improvements.

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- **HE-E.4:** Work with property owners of existing assisted housing developments for lower-income households to determine methods to extend affordability covenants to preserve affordable units.
- **HE-E.5:** Work with nonprofit organizations that may acquire at-risk projects to extend affordability of existing assisted housing developments for lower-income households.
- **HE-E.6:** Identify new and innovative ways to maintain affordability of, and rehabilitate and preserve, properties that provide naturally affordable housing.
- **HE-E.7:** Provide replacement housing for any non-vacant residential units in the Sites Inventory that are currently occupied or have been occupied in the prior five years by, or subject to an affordability requirement for, a lower-income household.

Existing Programs

- **EP-E.1: Housing Choice Rental Vouchers.** This program provides assistance for renters in the City to have access to affordable housing throughout the City. The majority of the City’s Section 8 rental vouchers are provided to larger households. The County of San Bernardino Housing Authority manages approximately 783 Section 8 household vouchers in Victorville. To ensure the affordability of its potential at-risk units, the County is working to extend the term of its existing vouchers and increase the number of vouchers during this planning period (also Existing Program EP-H.1).
- **EP-E.2: Conservation and Monitoring of Existing and Future Affordable Units.** The City has an inventory of 1,341 publicly assisted housing units and performs annual monitoring to ensure compliance with their respective affordability covenants. The City will continue to preserve the affordability of all 1,341 publicly assisted housing units.

Proposed Programs/Activities/Actions

- **PP-E.1: Housing Choice Vouchers.** Continue to refer residents interested in Housing Choice rental vouchers to San Bernardino County so renters can have access to affordable housing (also Proposed Program PP-H.1). Educate property owners throughout the City about housing choice vouchers to encourage greater participation and to increase locational choices for voucher holders.

SCHEDULE OF ACTIONS	
Funding Source:	Section 8
Responsible Party:	City of Victorville and San Bernardino County Housing Authority
Timeframe:	Ongoing with outreach one time per year.

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- **PP-E.2: Continue the Conservation and Monitoring of Existing and Future Affordable Units.** The City has an inventory of 1,341 publicly assisted housing units. These units are deed restricted for long-term affordability. Between October 15, 2021, and October 15, 2029, no publicly assisted units are considered at risk of converting to market-rate housing. The City will continue to monitor and preserve the affordability of all 1,341 publicly assisted housing units.

SCHEDULE OF ACTIONS	
Funding Source:	Section 8, CDBG, HOME, and any other source that may become available
Responsible Party:	Development Department
Timeframe:	Ongoing with outreach one time per year.

- **PP-E.3: Replacement Housing.** The Sites Inventory includes two non-vacant sites with existing residential uses. Neither site is subject to a recorded covenant, ordinance, or law that restricts rents. When housing development is proposed for these two non-vacant sites, City staff will determine whether current or prior site uses necessitate replacement affordable housing in accordance with Government Code, Section 65915. If the current or prior site uses necessitate replacement affordable housing, the City will ensure that replacement housing units at similar income levels will be created, either by the proposed developer of the site or another party. Furthermore, to minimize displacement, City staff will encourage redevelopment of existing housing to build at least as many units as exist, in total and of lower-income housing, especially in lower resource areas.

SCHEDULE OF ACTIONS	
Funding Source:	General Fund – City staff time. Section 8, CDBG, HOME, and any other source that may become available – Creation of units.
Responsible Party:	Development Department
Timeframe:	Ongoing as development is proposed on non-vacant sites.

Goal 4: Encourage more affordable housing units

As in many other jurisdictions, housing production has not kept up with the City’s growth and demand, contributing to increased housing prices Citywide. There is a need for affordable housing for households with extremely low, very low, low, and moderate incomes. New affordable housing opportunities are needed for Victorville to meet existing demand.

To provide more affordable housing, the City has identified the following objectives:

- **Objective F:** Secure local, State and federal affordable housing funds and assist developers to identify sources for affordable projects.
- **Objective G:** Leverage existing, and seek new, City resources, such as vacant land and underutilized properties.
- **Objective H:** Promote various types of affordable housing.

Objective F: Secure local, State, and federal affordable housing funds and assist developers to identify funding sources for affordable projects funds

It is important for the City to secure affordable housing funds that it can use to help provide more affordable housing. Additionally, the City will work with affordable housing developers to identify and apply for other funding sources (i.e., for housing to serve populations with special needs). State and federal funding sources are significantly limited and must be combined for affordable housing projects to achieve financial feasibility. This collaborative effort can bring more affordable housing to Victorville.

Policies

- **HE-F.1:** Apply and leverage State and federal grant and other funding sources.
 - The City will provide clear and concise information on the website regarding funding (e.g., CDBG and HOME funds) available to facilitate the development of affordable housing.
 - Staff will monitor State and federal grant notices of funding availability to identify all affordable housing grant opportunities for the City.
 - Work with developers to identify projects for inclusion on State grant applications prior to preparing and submitting for State grants.
- **HE-F.2:** Analyze the feasibility of an Inclusionary Housing Policy to create additional affordable units and/or generate local funding for affordable housing.
 - The analyzed policy would require that the development of new market-rate housing units include a percentage of units that are affordable at specific income levels and possibly allow an in-lieu fee option to generate funding for the development of affordable housing in the City.
 - Funds collected from in-lieu fees could be used for the following purposes:
 - New construction of affordable housing
 - Acquisition/rehabilitation of housing and addition of affordability covenants
 - Permanent supportive housing/transitional and emergency shelters
 - Down payment assistance program
 - Rental assistance programs

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- **HE-F.3:** Explore establishing a Local Housing Trust, a Community Land Trust, or other nonprofit entity to pool resources and leverage additional funding to produce and preserve affordable housing:
 - A Local Housing Trust or a Community Land Trust would help the City secure additional funding and/or land for a range of affordable housing activities.

Existing Programs

- **EP-F.1: Existing Funding.** The City has secured multiple sources of funding for development, including CDBG, HOME, and PLHA. Additionally, the City will start receiving ESG funds within the next 8-year period.

Proposed Programs/Activities/Actions

- **PP-F.1: Advertise Available Resources.** In addition to providing funding opportunities related to HUD programs on the City’s website (See Proposed Program PP-B.4), funding opportunities will also be posted on all City social media accounts and include information on vacant surplus land currently owned by the City and information on local Opportunity Zones for the development of affordable housing (i.e., location, size, and zoning).

This program will be available for developments throughout the City, while targeting higher resource areas due to their greater competitiveness for low income housing tax credits and to promote opportunities for lower income households, with a target of approximately 70% of units developed in such areas and approximately 30% of units in lower resource areas.

SCHEDULE OF ACTIONS	
Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division and Development Department
Timeframe:	Within 2 years of the Housing Element Update approval with Ongoing with outreach one time per year updates as new information becomes available. Gather and update funding and vacant land information in the first year and begin posting updates in the second year, with updates as appropriate.

- **PP-F.2: Monitor Grant Opportunities and Maximize Grant Applications.** The City will access information from HCD and other State agencies to identify grant application opportunities for affordable housing. When grant opportunities are known, the City will reach out to affordable housing stakeholders to identify projects and/or opportunities to include on grant applications.

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This program will be available for developments throughout the City and will focus on developers and sites in higher resource areas due to the greater competitiveness for low income housing tax credits and to promote opportunities for lower income households, with a target of approximately 70% of units developed in such areas and approximately 30% of units in lower resource areas.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Development Department – Planning Division
Timeframe:	Perform first check by end of FY 2022–23. Subsequent checks will be performed quarterly and outreach to stakeholders will be performed as grants become available. Ongoing and outreach at least one time per year.

- **PP-F.3: Local Housing Trust.** Study the availability of local resources available to establish a Local Housing Trust, a Community Land Trust, or similar nonprofit entity. The Trust will serve the entire City, with a focus on funding development in higher resource areas due to their greater competitiveness for low income housing tax credits and to promote opportunities for lower income households, with a target of approximately 70% of units developed in such areas and approximately 30% of units in lower resource areas.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Development Department, Planning Commission, and City Council
Timeframe:	Within 4 years of the Housing Element Update approval

- **PP-F.4: Recurring Notice of Funding Availability.** Issue a Notice of Funding Availability to advertise available funding for affordable housing development (as funds are available). Applications will be evaluated for developments throughout the City, with a preference for higher resource areas due to their greater competitiveness for low income housing tax credits and to promote opportunities for lower income households, with a target of approximately 70% of units developed in such areas and approximately 30% of units in lower resource areas.

SCHEDULE OF ACTIONS

Funding Source:	CDBG, HOME
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Annually (or as funds are available)

- **PP-F.5: Community Revitalization and Investment Authority.** Establish a Community Revitalization and Investment Authority (CRIA) in the Old Town area that would allow the City to use a portion of the property tax increment generated in that area to develop affordable housing and otherwise support the Old Town community's revitalization, including projects to address homelessness. The CRIA would further the implementation of the Old Town Specific Plan and support new residential development in a low resource area while simultaneously supporting the enhancement of the area to promote an

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equitable quality of life. Improvements could include infrastructure, neighborhood walkability, access to transit, and other amenities (also Program PP-I.8).

SCHEDULE OF ACTIONS	
Funding Source:	Self-funded and by Senate Bill (SB) 2 Planning Grant
Responsible Party:	Development Department, Planning Commission, and City Council
Timeframe:	2022

Objective G: Leverage existing, and seek new, City resources, such as vacant land and underutilized properties

It is important for the City to leverage available resources to help provide more affordable housing.

Policies

- **HE-G.1:** Leverage available resources, such as vacant land and underutilized properties to incentivize new housing development.
- **HE-G.2:** Seek to acquire vacant and underutilized infill parcels to be consolidated and leveraged as new sites for developers.

Existing Programs

- **EP-G.1: Request for Proposals.** The City has issued a Request for Proposals for development of properties it owns in the Old Town Specific Plan area.

Proposed Programs/Activities/Actions

- **PP-G.1: Publish Available Resources.** Publicize resources via the City’s website and Request for Proposals to facilitate the development of affordable City (land in Victorville owned by the City or another government entity) as resources are available. This information can be published on the Menu of Incentives/Concessions (See Proposed Program PP-B.4).

SCHEDULE OF ACTIONS	
Funding Source:	To be determined as State and federal funding sources become available.
Responsible Party:	Development Department
Timeframe:	Within two years of the Housing Element Update approval. Gather information in the first year and develop the page in the second year. Update information as appropriate. Ongoing and outreach at least one time per year.

Objective H: Promote various types of affordable housing

The City works to achieve a diversity of housing available to households of all income levels Citywide, including housing for extremely low-income and very-low-income households and households with special needs (such as people with disabilities and farmworkers). When households of all incomes throughout the City have opportunities to live near transit, employment opportunities, schools, and resources to meet the needs of daily living, the City can make communities more balanced.

Policies

- **HE-H.1:** Encourage mixed-income developments accessible to residents with lower incomes Citywide, especially in resource-rich areas.
- **HE-H.2:** Seek and explore opportunities to encourage the development of the following types of affordable housing:
 - Acquisition/rehabilitation projects
 - Affordable housing for seniors
 - Affordable housing with reasonable accommodations and supportive services for people with disabilities
 - Affordable owner-occupied housing types
 - Mixed-use projects that have community-serving uses
- **HE-H.3:** Promote and facilitate new partnerships with various organizations with different housing needs that include but are not limited to the following:
 - Religious institutions
 - School districts
 - Community college districts
 - Healthcare companies

Existing Programs

- **EP-H.1: Housing Choice Rental Vouchers.** This program provides assistance for renters in the City to have access to affordable housing. The majority of the City's Section 8 rental vouchers are provided to larger households. The County of San Bernardino Housing Authority manages approximately 783 Section 8 household vouchers in

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Victorville. To ensure the affordability of its potential at-risk units, the County is working to extend the term of its existing vouchers and increase the number of vouchers during this planning period (also Existing Program EP-E.1).

Proposed Programs/Activities/Actions

- **PP-H.1: Housing Choice Vouchers.** Continue to refer residents interested in Housing Choice rental vouchers to San Bernardino County so renters can have access to affordable housing (also Proposed Program PP-E.1).

SCHEDULE OF ACTIONS	
Funding Source:	Section 8
Responsible Party:	City of Victorville and San Bernardino County Housing Authority
Timeframe:	Ongoing with outreach one time per year.

- **PP-H.2: Adopt Ordinances and Policies that Encourage a Diverse Housing Stock for All Income Levels.** Adopting or amending ordinances for Inclusionary Housing and permit streamlining can work together to encourage a diverse housing stock. See other objectives for proposed activities regarding such topics.

SCHEDULE OF ACTIONS	
Funding Source:	City General Fund and grants, if available
Responsible Party:	Development Department, Planning Commission, and City Council
Timeframe:	Ongoing with outreach one time per year. Policies will be adopted at different times.

- **PP-H.3: Update the City’s Land Use Element and Zoning Ordinance.** Incorporate changes to bring the City’s Land Use Element and Zoning Ordinance into compliance with new State laws. Specifically, modify development standards and regulations to streamline and remove barriers to residential development (particularly affordable housing, accessory dwelling units (ADUs), emergency shelters, and transitional/supportive housing). These modified standards could include increasing R-4 development standards from 20 units per acre to 30 units per acre (See Proposed Program PP-A.4), reducing setback and lot coverage standards, creating objective standards, and waiving development impact fees, among others. Parking requirements for emergency shelters will be updated as part of the Zoning Ordinance amendment to be in compliance with California Government Code, Section 655834. Additionally, any modified standards shall be directed toward meeting the social and economic needs of the community (also Proposed Program PP-A.1).

SCHEDULE OF ACTIONS	
Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Land Use Element will be updated in 2022. Within 1 year and 90 days from receipt of comments from HCD on the draft Housing Element to coincide with the City’s Land Use Element Update.

Goal 5: Maximize solutions for those experiencing or at risk of homelessness

In Victorville, like across the nation, the population of people experiencing homelessness has significantly increased over the last decade, with sharp increases in the last 3 years. Between 2018 and 2020, the point-in-time counts indicate that the number of people experiencing homelessness increased by 71%. Homelessness is an issue that requires different types of interventions at different stages, including prevention, emergency services, and transitional services.

To maximize solutions for those currently experiencing or at risk of homelessness, the City identified the following objectives:

- **Objective I:** Increase access to support services and transitional housing opportunities for people experiencing homelessness.
- **Objective J:** Increase tenant protections.

Objective I: Increase housing opportunities and access to support services for people experiencing homelessness

It is important for the City to address homelessness and provide support services for the current population of individuals experiencing homelessness.

Policies

- **HE-I.1:** Comply with current State laws regarding emergency shelters, transitional and supportive housing, group care facilities and other housing types.
- **HE-I.2:** Provide support for individuals experiencing homelessness.
- **HE-I.3:** Leverage available State and federal grant funding (e.g., Permanent Local Housing Allocation grant funds) to fund transitional housing solutions.
- **HE-I.4:** Coordinate with San Bernardino County and surrounding cities to identify and fund long-term services and housing for those experiencing homelessness in the Victor Valley.
- **HE-I.5:** Promote innovative strategies for transitional housing for individuals experiencing homelessness.
 - Consider tiny homes as a housing solution for residents experiencing homelessness.

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- **HE-I.6:** Continue to cooperate with nonprofit organizations to provide emergency shelter and transitional and permanent supportive housing for residents experiencing homelessness.
- **HE-I.7:** Reduce barriers to the development of emergency, transitional, and permanent supportive housing.

Existing Programs

- **EP-I.1: Shelter Plus Care Program.** The sponsor for this program is HUD. It provides rental assistance that is either tenant based, project based, or sponsor based to maximize independence for people who are disabled and experiencing homelessness.

Proposed Programs/Activities/Actions

- **PP-I.1: Update the City’s Zoning Ordinance and Policies Related to Emergency Shelters, Low-Barrier Navigation Centers, Supportive Housing, and Group Care Facilities to Comply with Current Laws.** The City will review and update the Zoning Ordinance and related policies pertaining to emergency shelters, Low-Barrier Navigation Centers, supportive housing, and group care facilities to conform to State requirements, as modified in recent years by AB 139, AB 2162, Senate Bill 48, and other State laws. Generally, this update would allow these land uses in all of the City’s residential zones and with fewer conditions. Specifically, the Zoning Ordinance would be amended to:
 - Modify parking requirements for emergency shelters to be limited to staff working at the facility, and recognize transitional and supportive housing projects as residential use of property subject to the same restrictions as other residential property within the same zone;
 - Allow residential care facilities with seven or more people in zones that allow for residential uses and evaluate low density zones to assess the feasibility of permitting large residential care facilities to ensure that zoning regulations do not unduly constrain development of these facilities;
 - Clarify that licensed and unlicensed residential care facilities for six or fewer persons are permitted in every residential zone that permits single family units; and
 - Ensure lot coverage, parking, and maximum height requirements do not constrain the development of emergency shelters.

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SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Within 1 year of Housing Element adoption

- **PP-I.2: Wellness and Recuperative Center.** The City’s Homelessness Solutions Task Force is planning for the development of a 168-bed Wellness and Recuperative Center, and has allocated Permanent Local Housing Allocation State grant funding as a means to fund this project. Services would include recuperative care, dining, medical services, support services, and dog boarding.

SCHEDULE OF ACTIONS

Funding Source:	PLHA, Homekey, others
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	2023

- **PP-I.3: Other Transitional Housing Options.** Use State and federal funding to continue to provide assistance and make provisions for development of transitional housing, shelters, single-room occupancy (SRO) housing and other forms of housing for people experiencing homelessness in the City. The City will ensure that such housing options include reasonable accommodations and supportive services for people with disabilities. The City will seek to encourage the development of at least one SRO development within the Planning Period.

SCHEDULE OF ACTIONS

Funding Source:	To be determined as State and federal funding sources become available.
Responsible Party:	Development Department
Timeframe:	Ongoing with outreach one time per year.

- **PP-I.4: Services for People Experiencing Homelessness.** Continue to make information about services for people experiencing homelessness available on the City’s website and at City facilities.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Development Department
Timeframe:	Ongoing with outreach one time per year.

- **PP-I.5: Crisis Response Protocol.** Explore establishing a Crisis Response Protocol for local service providers to render rapid crisis support, including after-hour services for people experiencing or at risk of homelessness.

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SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Development Department and City Council
Timeframe:	Within 2 years of the Housing Element Update approval.

- **PP-I.6: Work with Developers to Identify Innovative Solutions/Construction Techniques for Homeless Housing.** Provide support to developers to explore innovative solutions and techniques, such as modular construction.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	Ongoing with outreach one time per year.

- **PP-I.7: Shared Housing.** Reach out to other California cities currently implementing shared housing programs that help match individuals experiencing or at risk of homelessness and seniors for a mutually beneficial living situation. Individuals in need of housing can provide needed physical assistance around the home for seniors. Through these conversations and information sharing, determine the efficacy of these programs and consider establishing a pilot program in the City.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Development Department and City Council
Timeframe:	Within 2 years of the Housing Element Update approval.

- **PP-I.8: Community Revitalization and Investment Authority.** Establish a Community Revitalization and Investment Authority in the Old Town area that would allow the City to use a portion of the property tax increment generated in that area to develop affordable housing and otherwise support the Old Town community's revitalization, including projects to address homelessness. The CRIA would further the implementation of the Old Town Specific Plan and support new residential development in a low resource area while simultaneously supporting the enhancement of the area to promote an equitable quality of life. Improvements could include infrastructure, neighborhood walkability, access to transit, and other amenities (also Policy PP-F.5).

SCHEDULE OF ACTIONS

Funding Source:	Self-funding and through SB 2 Planning Grant
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	2022

Objective J: Increase Tenant Protections

The City will take feasible measures to mitigate the risk of experiencing future homelessness for the City’s most vulnerable communities.

Policies

- **HE-J.1:** Explore the feasibility and potential impacts of a Rent Stabilization Ordinance to provide protections from significant rent increases and to prevent homelessness. This would include studying the current rental market in the City, current need, costs to the City, and possible impacts to future rental housing development. The study shall then be considered by City Council.
- **HE-J.2:** Work with local nonprofit organizations to identify people experiencing or at risk of homelessness in vulnerable subpopulations in the City to navigate specialized services.
- **HE-J.3:** Leverage local, State, and federal funding, as available, to maintain and continue rental assistance and financial assistance programs that were created to keep individuals housed and prevent homelessness during and following the COVID-19 pandemic and beyond.
- **HE-J.4:** Explore occupancy standards to avoid overcrowded conditions.

Proposed Programs/Activities/Actions

- **PP-J.1: Cooperation with Community-Based Organizations.** Cooperate with community-based organizations that provide services or information about services to any special needs groups, especially organizations serving low resource areas and concentrated areas of poverty. Additionally, explore the creation of a community-led taskforce that works with the City on strategies and solutions and that tracks measurable outcomes (also Proposed Program PP-Q.2).

SCHEDULE OF ACTIONS	
Funding Source:	City General Fund and grants, if available
Responsible Party:	Community Services Department
Timeframe:	Ongoing with outreach one time per year. Consider a community-led taskforce by the end of FY 2022–23 and cooperate with community-based organizations on an ongoing basis with outreach one time per year. City staff to implement rent stabilization ordinance within two years of committee recommendations.

- **PP-J.2: Displacement Prevention.** Minimize the displacement of households with lower incomes and special needs whenever possible and, where necessary, ensure that displacement is carried out in an equitable manner.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Development Department and City Council
Timeframe:	Ongoing with outreach one time per year.

Goal 6. Encourage homeownership

Encouraging homeownership in Victorville is important to address the current and future needs of Victorville residents and to help residents build household wealth.

To encourage homeownership, the City identified the following objectives:

- **Objective K:** Increase the share of City residents who own the home where they live.
- **Objective L:** Provide programs to increase affordable homeownership opportunities.

Objective K: Increase the share of City residents who own the home where they live

Increasing the share of City residents who own the home where they live by reducing barriers to homeownership is important as Victorville residents have expressed they would like to own their homes.

Policies

- **HE-K.1:** Promote existing nonprofit, County, State, and federal educational programs and resources to increase homeownership opportunities and increase knowledge about homeownership.

Existing Programs

- **EP-K.1: CalHome First Time Buyer Program.** San Bernardino County offers down payment assistance via the Neighborhood Housing Services of the Inland Empire. The City refers residents to this program for assistance. Program participants can purchase housing through the City.

Proposed Programs/Activities/Actions

- **PP-K.1: Homeownership Education.** Encourage homeownership through education, sharing information, and providing links to existing nonprofit, County, State, and federal

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resources on the City’s website. Many residents lack the knowledge about mortgages in addition to having limited financial resources.

SCHEDULE OF ACTIONS	
Funding Source:	CDBG, City General Fund, and grants, if available
Responsible Party:	Development Department
Timeframe:	Ongoing with outreach one time per year.

Objective L: Provide programs to increase affordable homeownership opportunities

Opportunities for homeownership must be included in the City’s affordable housing options.

Policies

- **HE-L.1:** Encourage the identification and implementation of programs and development standards that support expanding and creating new forms of homeownership to provide more paths to ownership for first-time and lower-income homebuyers.
- **HE-L.2:** Expand available State and federal funding sources for a down payment assistance program that is accessible to Victorville residents facing barriers to homeownership.
- **HE-L.3:** Incentivize the development of affordable, diverse housing options (e.g., condominiums and townhomes) for ownership.

Existing Programs

- **EP-L.1: Mortgage Assistance Program.** The program provides assistance for homebuyers in the form of closing costs and/or down payments, as funding is available. Through this program, families with low to moderate incomes can obtain the needed assistance in financing the purchase of a home. The focus of this program is on first-time homebuyers transitioning from renter to owner status.

Proposed Programs/Activities/Actions

- **PP-L.1: Down Payment Assistance Program.** Continue the mortgage assistance program and maximize funding for the program. Many residents have identified the lack of funds for a down payment as a major reason for not owning a home.

SCHEDULE OF ACTIONS	
Funding Source:	Funded by program grant
Responsible Party:	Development Department
Timeframe:	Ongoing with outreach one time per year.

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- **PP-L.2: Development Impact Fee Deferral for Affordable For-Sale Housing Development.** Explore the potential deferral of development impact fees for affordable for-sale housing developments until close of escrow.

SCHEDULE OF ACTIONS	
Funding Source:	General Fund
Responsible Party:	Development Department
Timeframe:	Within 4 years of Housing Element approval

- **PP-L.3: Development Impact Fee Waiver for Old Town Victorville Area.** Explore the potential waiver of development impact fees for all types of housing within Old Town.

SCHEDULE OF ACTIONS	
Funding Source:	N/A
Responsible Party:	Engineering Department and Planning Division
Timeframe:	2024

Goal 7: Improve quality of life and promote placemaking

The General Plan provides policy guidance to balance the needs of a growing city while enhancing quality of life for current and future residents of Victorville. The Housing Element also provides guidance on how the City can enhance its communities and neighborhoods as growth occurs, such as ensuring its residents live in safe and healthy conditions.

To improve the quality of life and promote placemaking, the City identified the following objectives:

- **Objective M:** Encourage developments that will provide community benefits, especially in lower resource areas.
- **Objective N:** Increase community participation in the planning process.

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- **Objective O:** Address unhealthy housing conditions (e.g., lead, asbestos, overcrowding, mold, pest).
- **Objective P:** Rezone to improve the quality of life by allowing residential development within certain commercial areas.

Objective M: Encourage developments that will provide community benefits, especially in lower resource areas

It is important for the City to encourage responsible development that provides benefits for residents.

Policies

- **HE-M.1:** Encourage placemaking and public spaces to serve residents of all incomes, interests, ages, physical abilities, and cultures.
- **HE-M.2:** Encourage infill development that includes capital improvements like sidewalk repair and lighting improvements.
- **HE-M.3:** Encourage development that includes active transportation infrastructure like new and wider sidewalks and protected bike lanes.
- **HE-M.4:** Encourage the continued provision of open space to Victorville, such as developments that include green space for public use.
- **HE-M.5:** Encourage development that brings new community amenities like community meeting spaces, community health clinics, after school programs, childcare, etc.
- **HE-M.6:** Develop partnerships with existing community organizations to expand accessibility to community amenities.
 - Such community organizations can include nonprofits, local churches, and local businesses.
 - Partnerships can include providing assistance with outreach, securing space to host events, etc.

Existing Programs

- **EP-M.1: Existing Development and Design Standards.** Title 16 of the City’s Municipal Code requires including amenities, particularly common open space, in residential development, including in Planned Unit Development zones, for single-family residential development, and for multi-family residential development.

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Proposed Programs/Activities/Actions

- **PP-M.1: Update and Implement the City’s Land Use Element.** The City will update its Land Use Element to encourage lower-income housing development throughout the City, particularly in resource-advantaged areas, as well as to encourage placemaking, public spaces, capital improvements, active transportation infrastructure, and community amenities. The creation of the Old Town CRIA will support improvements to placemaking, public spaces, capital projects, active transportation infrastructure, and community amenities in the Old Town area, a low resource area and a racially or ethnically concentrated area of poverty.

SCHEDULE OF ACTIONS	
Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	The City will update the Land Use Element by 2022. Implementation will be Ongoing with outreach one time per year.

Objective N: Increase community participation in the planning process

It is important for the City to encourage community-focused development to ensure the needs of its residents are met.

Policies

- **HE-N.1:** Allow for continued virtual meetings alongside in-person public meetings to enable more residents and other stakeholders to participate in public meetings conveniently.
- **HE-N.2:** Require a community meeting for proposed Specific Plans and Planned Unit Developments as part of the entitlement process so community members can participate in the planning process.

Existing Programs

- **EP- N.1: Promotion of participation through City newsletter, social media and City website.** The City promotes events, public meetings, and services on the City’s newsletter, social media sites, and its own website.

Proposed Activities/Actions

- **PP- N.1: Create and Implement Environmental Justice Element.** The creation of the Environmental Justice Element will provide opportunities for increased community participation and feedback in the process and establish guidelines and recommendations

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to encourage community participation and feedback in future City efforts. This program will particularly benefit disadvantaged areas (also Proposed Program PP-Q.1).

SCHEDULE OF ACTIONS	
Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	The City will update the Environmental Justice Element by 2022. Implementation will be ongoing with outreach one time per year.

- **PP- N.2: Consider Providing Interpretation Services for Public Meetings.** Consider providing Spanish interpretation during public meetings to increase participation through language accessibility.

SCHEDULE OF ACTIONS	
Funding Source:	City General Fund and grants, if available
Responsible Party:	Development Department and City Council
Timeframe:	The City will consider providing interpretation services in 2021. If approved, interpretation services will be ongoing with outreach one time per year.

Objective O: Address unhealthy conditions (e.g., lead, asbestos, overcrowding, mold, pest) to reduce housing quality disparities

The City will encourage healthy and proper housing conditions for residents.

Policies

- **HE-O.1:** Provide information on the City’s website on safe housing conditions and tools to address unhealthy housing conditions.
- **HE-O.2:** Collaborate with local community organizations to outreach and provide assistance to City residents facing unhealthy housing conditions.
- **HE-O.3:** Continue to require that all substandard units in the City be improved so that they comply, where required, with the existing Building Code (also Policy HE-D.5).

Existing Programs

- **EP-O.1: Code Enforcement Efforts.** The City enforces the California Building Code for substandard units when in violation, including the demolition of buildings when such units cannot be brought up to code (also Existing Program EP-D.4).

Proposed Programs/Activities/Actions

- **PP-O.1: Enforce Existing Building and Safety Code.** Continue to enforce the existing Building and Safety Code, as required through existing—and, if necessary, expanded—code enforcement efforts (also Proposed Program PP-D.1).

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SCHEDULE OF ACTIONS

Funding Source:	City General Fund
Responsible Party:	Building and Code Enforcement Divisions
Timeframe:	Ongoing with outreach one time per year.

- **PP-O.2: Safe Housing Conditions Education.** Collaborate with local community organizations, especially those serving lower resource areas, to educate Victorville residents on safe housing conditions and equip them with the necessary tools to report such conditions to code enforcement officials. This would include annual outreach to local community organizations to organize educational events for, and deliver educational materials to, the local community.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Building and Code Enforcement Divisions
Timeframe:	Identify local community organizations by end of FY 2022–23. Outreach to local organizations on an annual basis afterward.

- **PP-O.3: Priority for Water and Sewer Services and Delivery of Housing Element.** Consistent with SB 1087, the City will establish a written procedure to provide affordable housing with priority for water and sewer services. Additionally, in accordance with Government Code, Section 65589.7, as revised in 2005, immediately following City Council adoption, the City must deliver a copy of the 2021–2029 Housing Element to all public agencies or private entities that provide water or sewer services to properties within the City.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Water Department and Planning Division
Timeframe:	Establish affordable housing priority procedure within one year of adoption of the Housing Element. Deliver Housing Element to water agencies immediately after Housing Element adoption and no later than the end of FY 2021–22.

Objective P: Rezone to improve the quality of life by creating more opportunities for mixed-use (residential and commercial) development

Rezone, where appropriate, to create more opportunities for mixed-use (residential and commercial) development, particularly near amenities to improve the quality of life for residents of Victorville.

Policies

- **HE-P.1:** Identify commercial and residential zones where zoning can be changed to allow for mixed-use and/or higher density residential development (also Policy HE-A.3).

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- **HE-P.2:** Establish flexible mixed-use development standards to encourage new development in deteriorated commercial areas.

Proposed Programs/Activities/Actions

- **PP-P.1: Change Zoning in Appropriate Commercial and Residential Zones.** Pursuant to Chapter 8, Adequate Sites Inventory Analysis and Methodology, of this Housing Element, rezone certain commercial zones in the West City, Baldy Mesa, Golden Triangle, and East Bear Valley Planning Areas, as well as the 7th Street Commercial corridor to permit mixed-use development, in some cases allowing residential development up to 30 dwelling units per acre. The City is undertaking this rezoning effort to encourage lower-income housing development in resource-advantaged areas and to encourage revitalization of deteriorated commercial areas throughout the City. Where rezoned areas include sites in the Site Inventory, the new zoning will permit owner-occupied and rental multifamily uses by right for developments in which 20% or more of the units are affordable to lower income households and will comply with the other by-right provisions of Government Code 65583.2 (h) and (i) (also Proposed Program PP-A.4).

SCHEDULE OF ACTIONS	
Funding Source:	Local Early Action Planning Grant
Responsible Party:	Planning Division, Planning Commission, City Council
Timeframe:	Within 1 year and 90 days from receipt of comments from HCD on the draft Housing Element, to coincide with the City's Land Use Element Update.

Goal 8: Affirmatively further fair housing

The City seeks to expand the range of housing opportunities, including for residents with low and moderate incomes, seniors, people with disabilities, large families, female-headed households with children, and people experiencing homelessness. To make adequate provision for the housing needs of all segments of the community, the City must ensure equal and fair housing opportunities available to all residents. The City has identified the objective below in connection with this goal and to achieve compliance with AB 686.

Objective Q: Ensure equal housing opportunities for all residents, regardless of their special characteristics as protected under State and federal fair housing laws

To adequately meet the housing needs of all segments of the community, the City must promote housing opportunities for all residents.

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Policies

- **HE-Q.1:** Fair/equitable housing opportunities and programs to help maintain and secure neighborhoods that have suffered foreclosures.
- **HE-Q.2:** Continue to support ongoing efforts of the State and San Bernardino County to enforce fair housing laws.
- **HE-Q.3:** Promote housing opportunities for all people regardless of protected characteristics, such as race, color, sex, national origin, religion, sexual orientation, disability, family status, marital status, income, and ancestry that can limit housing choice.
- **HE-Q.4:** Encourage the provision of housing to meet the needs of families of all sizes.
- **HE-Q.5:** Facilitate increased participation among traditionally under-represented groups in the public decision-making process.
- **HE-Q.6:** Provide outreach and education for the broader community of residents, residential property owners, and operators regarding fair housing practices and requirements.
- **HE-Q.7:** Outreach to developers and assist them in finding resources for the development of housing for special needs households.

Existing Programs

- **EP-Q.1: Fair Housing Laws.** The City contracts with the Inland Fair Housing and Mediation Board to provide investigation and counseling assistance to address the alleged violations of federal and State housing laws.
- **EP-Q.2: Redlining Complaints.** The City follows the established protocol for referral of residents with redlining complaints to the appropriate authority.

Proposed Programs/Activities/Actions

- **PP- Q.1: Create and Implement Environmental Justice Element.** The creation of the Environmental Justice Element will provide opportunities for increased community participation and feedback in the process and establish guidelines and recommendations to encourage community participation and feedback in future City efforts. This program will particularly benefit disadvantaged areas (also Proposed Program PP-N.1).

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SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Planning Division, Planning Commission, and City Council
Timeframe:	The City will update the Environmental Justice Element by 2022. Implementation will be ongoing with outreach one time per year.

- **PP-Q.2: Cooperation with Community-Based Organizations.** Cooperate with community-based organizations that provide services or information about services to any special needs groups. Additionally, explore the creation of a community led taskforce that works with the City on strategies and solutions and that tracks measurable outcomes (also Proposed Program PP-J.1).

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Community Services Department
Timeframe:	Consider a community-led taskforce by the end of FY 2022–23 and cooperate with community-based organizations on an ongoing basis with outreach one time per year.

- **PP-Q.3: Uphold Fair Housing Laws.** Continue to contract with the Inland Fair Housing and Mediation Board to provide investigation and counseling assistance to address the alleged violations of federal and State housing laws.

SCHEDULE OF ACTIONS

Funding Source:	City General Fund and grants, if available
Responsible Party:	Development Department and Inland Fair Housing and Mediation Board
Timeframe:	Ongoing with outreach one time per year.

- **PP-Q.4: Refer Redlining Complaints.** Continue to follow the established protocol for referral of residents with redlining complaints to the appropriate authority.

SCHEDULE OF ACTIONS

Funding Source:	N/A
Responsible Party:	Development Department
Timeframe:	Ongoing with outreach one time per year.

- **PP-Q.5: Encourage Special Needs Housing.** The City will encourage housing for special needs households, including persons with disabilities, including developmental disabilities. The City will proactively grant and/or assess the feasibility of:
 - Adopting priority processing;
 - Granting fee waivers or deferrals;
 - Modifying development standards;
 - Granting concessions and incentives for housing developments that include units affordable to special needs households;

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- Assisting, supporting or pursuing funding applications (See Objective F for programs related to funding); and
- Pursuing outreach and coordination with affordable housing developers (See Objective F for programs related to funding).

SCHEDULE OF ACTIONS

Funding Source:	N/A
Responsible Party:	Development Department
Timeframe:	Annual; Begin efforts in FY 2022–23.

- **PP-Q.6: Remove Barriers for Renters.** The City will review local ordinances and work to remove any barriers that keep residents from accessing safe and affordable housing, such as redlining and crime-free multifamily housing ordinances.

SCHEDULE OF ACTIONS

Funding Source:	General Fund
Responsible Party:	Planning Division
Timeframe:	Review local ordinances by end of FY 2022–23 and make appropriate changes by the end of FY 2023–24.

Quantified Objectives

California Government Code, Section 65583(B), requires jurisdictions to estimate the number of affordable housing opportunities that will be created over the planning period. The City of Victorville (City or Victorville) has two sets of numerical housing goals:

- Victorville’s portion of the Southern California Association of Governments Regional Housing Needs Assessment goals
- Quantified objectives for affordable housing production

Victorville’s portion of the total Southern California Association of Governments Regional Housing Needs Assessment requires adequate land resources to accommodate 8,165 new housing units, 2,871 of which are for households with low and very-low incomes. The Site Inventory in this Housing Element presents an analysis of adequacy of available land resources for this Regional Housing Needs Assessment allocation.

The total housing needs identified often exceed available resources and the community’s ability to satisfy this need. Therefore, cities must establish quantified objectives for the actual creation of affordable housing opportunities and the provision of other housing assistance. Such quantified objectives need not be identical to the total housing needs.

This section outlines policies and programs that range from streamlining to encourage housing development to homeless services and other housing assistance programs. While many

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programs and policies are essential to meeting the City’s housing needs by reducing barriers and creating opportunities for a balanced community, they are qualitative. Other programs are quantitative in nature and allow for an estimate to be generated.

Based on quantitative programs and policies, the City reasonably expects that a total of 3,862 households will be assisted, as summarized in Table 7-1 and detailed by program in Table 7-2.

Table 7-1. Quantified Objectives Summary

PROGRAM/ACTIVITY/ACTION	EXTREMELY LOW	VERY-LOW	LOW	MODERATE	ABOVE MODERATE	TOTAL
RHNA Allocation	1,735		1,136	1,504	3,790	8,165
New Construction	205	206	458	165	1,500	2,534
Rehabilitation (Housing Repair Loans & Grants)	29	29	38	0	0	96
Housing Assistance	261	146	823	0	2	1,232
Housing Conservation (At-Risk Housing)	0	0	0	0	0	0
Total	876		1,319	165	1,502	3,862

Table 7-2. Quantified Objectives Details

PROGRAM/ACTIVITY/ACTION	NUMBER OF HOUSEHOLDS ASSISTED OR UNITS CREATED, REHABILITATED, OR PRESERVED					TOTAL
	EXTREMELY LOW	VERY-LOW	LOW	MODERATE	ABOVE MODERATE	
GOAL 1. ENCOURAGE DEVELOPMENT OF DIFFERENT HOUSING TYPES TO MEET THE CITY’S DIFFERENT NEEDS						
Update the City’s Land Use Element and Zoning Ordinance	18	18	24	0	0	60
Adopt a Density Bonus Ordinance and Create a Menu of Density Bonuses	15	15	20	0	0	50
Increase Zoning in Areas Zoned for Multi-Family	0	0	40	0	400	440
Change Zoning in Appropriate Commercial and Residential Zones	40	40	52	69	500	700
Encourage the Subdivision of Sites that are 10 Acres or Larger	28	28	36	48	350	490
Continue to Encourage Single-Family Home Development in Designated Areas	0	0	0	0	12	12
Encourage Buffers and Transitions						0
Adequate Setbacks						0
Evaluate and Change Off-Street Parking Requirements						0
Assist with Development of Low-Income Housing ¹	4	9	88	0	0	101
Expedite Development	0	0	2	10	50	62
Review the City’s Development Standards	0	0	1	3	12	16
Provide Permit Fee Information for Developers						0

Notes:

¹ Target to have 50% of units in lower resource areas and 50% of units in higher resource areas.

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Table 7-2. Quantified Objectives Details

PROGRAM/ACTIVITY/ACTION	NUMBER OF HOUSEHOLDS ASSISTED OR UNITS CREATED, REHABILITATED, OR PRESERVED					TOTAL
	EXTREMELY LOW	VERY-LOW	LOW	MODERATE	ABOVE MODERATE	
SB 35 Streamlined and Ministerial Approval Process						0
Provide a Menu of Incentives/Concessions for Developers						0
GOAL 2. MAXIMIZE LAND UTILIZATION FOR RESIDENTIAL DEVELOPMENT						
Update the City’s Zoning Ordinance to Allow for Higher Densities in Areas With Underdeveloped/ Underutilized Property ²	15	15	20	0	150	200
Update the City’s Accessory Dwelling Unit (ADU) Policies to Comply with Changes in State Law	1	4	35	0	0	40
Plan to Encourage and Incentivize ADUs						
GOAL 3. PRESERVED EXISTING HOUSING STOCK						
Enforce Existing Building and Safety Code						0
Provide Technical Assistance for Rehabilitation Needs ³						0
Support Nonprofits in Pursuing Rehabilitation Programs ³						0
Assist Residents with Extremely Low, Very Low, and Low Incomes ³	29	29	38	0	0	96
Advertise Rehabilitation Programs						0
Housing Choice Rental Vouchers	33	81	813	0	0	927
Continue the Conservation and Monitoring of Existing and Future Affordable Units						0
Replacement Housing	0	0	1	0	0	1
GOAL 4. PROVIDE MORE AFFORDABLE HOUSING						
Advertise Available Resources ²	0	0	0	1	6	7
Monitor Grant Opportunities and Maximize Grant Applications ²	2	4	44	0	0	50
Local Housing Trust ²	0	1	7	34	0	42
Recurring Notice of Funding Availability ²						0
Community Revitalization and Investment Authority	24	24	32	0	0	80
Publish Available Resources						0
Adopt Ordinances and Policies that Encourage a Diverse Housing Stock	23	23	31	0	0	77
Update the City’s Land Use Element and Zoning Ordinance						0
GOAL 5. MAXIMIZE SOLUTIONS FOR THOSE EXPERIENCING OR AT RISK OF HOMELESSNESS						
Update the City’s Zoning Ordinance and Policies Related to Emergency Shelters, Low-Barrier Navigation Centers, Supportive Housing, and Group Care Facilities to Comply with Current Laws	25	25	25	0	0	75

Notes:

² Target to have 30% of units in lower resource areas and 70% of units in higher resource areas.

³ Target to have at least 50% of assisted units in concentrated areas of poverty and areas with more code enforcement citations.

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Table 7-2. Quantified Objectives Details

PROGRAM/ACTIVITY/ACTION	NUMBER OF HOUSEHOLDS ASSISTED OR UNITS CREATED, REHABILITATED, OR PRESERVED					TOTAL
	EXTREMELY LOW	VERY-LOW	LOW	MODERATE	ABOVE MODERATE	
Wellness and Recuperative Center ⁴	168	0	0	0	0	168
Other Transitional Housing Options	50	50	0	0	0	100
Services for People Experiencing Homelessness						0
Crisis Response Protocol						0
Work with Developers to Identify Innovative Solutions/Construction Techniques for Homeless Housing						0
Shared Housing	0	5	0	0	0	5
Cooperation with Community Based Organizations						0
Displacement Prevention						0
GOAL 6. ENCOURAGE HOMEOWNERSHIP						
Homeownership Education	0	0	0	0	2	2
Down Payment Assistance Program	0	0	0	0	0	0
Development Impact Fee Deferral for Affordable For-Sale Housing Development	0	0	0	0	20	20
Development Impact Fee Waiver for Old Town Victorville Area	0	0	1	0	0	1
GOAL 7. IMPROVE QUALITY OF LIFE AND PROMOTE PLACEMAKING						
Update and Implement the City's Land Use Element		Included in Goal 1 Program				0
Create and Implement Environmental Justice Element						0
Safe Housing Conditions Education	5	5	5	0	0	15
Priority for Water and Sewer Services and Delivery of Housing						0
GOAL 8. AFFIRMATIVELY FURTHER FAIR HOUSING						
Create and Implement Environmental Justice Element						0
Cooperation with Community-Based Organization	5	5	5	0	0	15
Uphold Fair Housing Laws						0
Refer Redlining Complaints						0
Encourage Special Needs Housing	5	5	0	0	0	10
Remove Barriers for Renters						0
Total	876		1,319	165	1,502	3,862

Notes:

⁴The City is in the process of opening the Wellness Center Campus, which will operate as a low-barrier, emergency shelter providing services to assist the homeless with income stabilization, community resources, and housing navigation. It will accommodate 168 beds for individuals and families and have case managers onsite to develop individualized service plans for individuals experiencing homelessness.

8 ADEQUATE SITES INVENTORY ANALYSIS AND METHODOLOGY

Housing Element law requires the City to identify sites suitable for development of all housing types, with capacity to satisfy the City’s housing needs for the current 2021–2029 6th Cycle Housing Element period. The Sites Inventory is an assessment of the City’s capacity for new housing development, which must demonstrate that the Regional Housing Needs Assessment (RHNA) target of 8,165 housing units, including 2,871 lower-income (extremely low-, very-low-, and low-income) affordable units, can reasonably be achieved under the City’s current land use plans and zoning regulations, or with planned amendments thereto. Through the Sites Inventory for the 2021–2029 planning period, the City has demonstrated that it has capacity for at least 15,314 housing units, including 4,788 housing units on sites adequate for lower-income housing based on criteria in California Government Code, Section 65583.2. A complete analysis of the Sites Inventory follows. The Sites Inventory is included as Appendix C.

This capacity is largely available on vacant sites under current land use plans and zoning regulations. To encourage housing development in accordance with principles of sustainable communities and affirmatively furthering fair housing, the City has identified zoning and land use changes to permit higher-density housing in resource-advantaged areas. These areas are not necessarily “High Resource” areas, as defined for the California Tax Credit Allocation Committee (TCAC) / Department of Housing and Community Development (HCD) Opportunity Map. However, the areas score more highly in this regard relative to other portions of the City, and they provide proximity to resources and amenities, such as schools, parks, public services, and commercial uses. Sites dependent on such changes are identified.

Through its Sites Inventory, the City identified 158 sites that are adequate for development of housing and that have zoned housing capacity that is reasonably developable within the planning period or will have such capacity with planned zoning and land use changes. These sites have capacity for at least 15,314 net housing units under the sites’ existing zoning (or with a proposed zone change in certain circumstances), net of existing residential units on these sites. A subset of these sites meet the suitability criteria for sites adequate for lower-income (extremely low-, very-low-, and low-income) housing established by California Government Code, Section 65583.2. Out of the total 158 sites adequate for housing development, 51 sites meet the lower-income suitability criteria. These sites have zoned capacity for at least 4,788 net potential lower-income housing units, with some sites including moderate-income and above moderate-income units as part of mixed-income development.

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Chapter 8: Adequate Sites Inventory Analysis and Methodology

8.1 Summary of Sites Capacity

Table 8-1 includes a summary of the detailed inventory of vacant and underutilized sites as contained in the City’s Sites Inventory, Appendix C. Each identified site is adjacent to developed land, adjacent to another site that is adjacent to developed land, or is the subject of a proposed housing development project. Each site can be readily connected to the City’s existing infrastructure.

Table 8-1. Summary of Sites Capacity

CURRENT ZONING	PROPOSED ZONING/ HOUSING TYPE	SITE COUNT	TOTAL ACRES	MAX DENSITY	REALISTIC CAPACITY (NET UNITS)	AFFORDABILITY	NOTES
VACANT							
R-1	No change	63	587.06	R-3	2,279	Above moderate	
					240	Lower	
R-1	MU-2	8	98.64	30	233	Moderate	
					814	Above moderate	
R-1	Mobile home	1	0.22	5	1	Lower	
R-3	No change	3	67.02	20	218	Moderate	1
					712	Above moderate	1
R-3	R-4	5	62.02	30	713	Lower	
					235	Moderate	
					62	Lower	2, 3
R-4	No change	5	92.31	30	144	Moderate	2
					1,036	Above moderate	2
R-4	No change	7	46.52	30	1,114	Lower	4
Specific Plan, low density	No change	8	180.85	2–8	879	Above moderate	
Specific Plan, moderate density	No change	1	0.16	15	2	Moderate	
Specific Plan, high density	No change	22	95.14	30–48	1,134	Lower	
					701	Moderate	
					533	Above moderate	
C-2/C-A	MU-2	11	168.17	30	726	Lower	
					311	Moderate	
					798	Above moderate	
PUD	No change	4	143.23	5–7	91	Moderate	
					563	Above moderate	
PUD	MU-2	10	56.21	30	764	Lower	
					370	Moderate	
					4,754	Lower	
					2,305	Moderate	
Subtotals					7,614	Above moderate	
		148	1,597.55		14,673	Total	
NONVACANT							
R-1	No change	1	4.68	5	2	Above moderate	5
R-1	MU-2	3	24.92	30	238	Moderate	6
					360	Above moderate	6
Specific Plan, moderate density	No change	1	0.47	25	4	Above moderate	7
Specific Plan, high density	No change	1	0.86	48	33	Lower	8
R-1/Specific Plan	ADU	4	1.26	5	1	Lower	
					3	Above moderate	

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Chapter 8: Adequate Sites Inventory Analysis and Methodology

Table 8-1. Summary of Sites Capacity

CURRENT ZONING	PROPOSED ZONING/ HOUSING TYPE	SITE COUNT	TOTAL ACRES	MAX DENSITY	REALISTIC CAPACITY (NET UNITS)	AFFORDABILITY	NOTES
					34	Lower	
					238	Moderate	
					369	Above moderate	
		10	32.21		641	Total	
Total		158	1,629.75		15,314		

Notes:

- Current R-3 zoning allows 15 units per acre. City will update zoning code to allow up to 20 units per acre in R-3 zones.
- Current R-4 zoning allows 20 units per acre. City will update zoning code to allow up to 30 units per acre in R-4 zones. Projected buildout is based on a 20 units per acre maximum, as a conservative approach.
- Lower-income units are projected on a Site to be built out at 20 units per acre. Though this does not meet the default density, a housing development is currently proposed for the Site that includes the lower-income units.
- Current R-4 zoning allows 20 units per acre. City will update zoning code to allow up to 30 units per acre in R-4 zones. Projected buildout is based on a 30 units per acre maximum.
- Proposed two-unit addition to a Site with an existing home.
- Current uses include abandoned farmland and a single house.
- Rebuild of a nonconforming, damaged, uninhabited and uninhabitable four-unit structure.
- Current use is a parking lot.

8.2 Capacity Determination

Table 8-2 summarizes the City’s determination that there is sufficient capacity to accommodate the City’s RHNA by income and lists site categories representing land suitable and available for residential development, as defined in California Government Code, Section 65583.2(a).

Table 8-2. Capacity Determination

	VERY LOW	LOW	MODERATE	ABOVE MODERATE	TOTAL
RHNA	1,735	1,136	1,504	3,790	8,165
Entitled or Proposed Projects ¹	0	63	2	3,570	3,635
Accessory Dwelling Unit Potential	0	1	0	3	4
R-1, Single Family Residential (Vacant, no zone change)	0	0	0	1,705	1,705
R-3, Multifamily Residential (Vacant, no zone change)	0	0	218	0	218
R-4, Multifamily Residential (Vacant, density calculated based on no zone change)	0	0	144	576	720
PUD, Planned Unit Development	0	0	91	0	91
Old Town Specific Plan	317	176	45	0	538
Civic Center Specific Plan	402	272	656	533	1,863
Subtotal	719	512	1,156	6,387	8,774
Pre-Rezoning Surplus/(Shortfall)	(1,016)	(624)	(348)	2,597	609
ADEQUATE SITES PROGRAM					
R-1, Single Family Residential (Vacant, rezone to higher density)	120	120	233	814	1,287
R-1, Single Family Residential (Non-vacant, rezone to higher density)	0	0	238	360	598
R-3, Multifamily Residential (Vacant, rezone to higher density)	516	197	235	0	948
R-4, Multifamily Residential (Vacant, new development standard on existing zone)	558	556	0	0	1,114
C-2 & C-A, Commercial & PUD, Planned Unit Development (Vacant, rezone to mixed use)	837	653	681	422	2,593

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Chapter 8: Adequate Sites Inventory Analysis and Methodology

Table 8-2. Capacity Determination

	VERY LOW	LOW	MODERATE	ABOVE MODERATE	TOTAL
Subtotal	2,031	1,526	1,387	1,596	6,540
Total	2,750	2,038	2,543	7,983	15,314
Net Surplus/(Shortfall)	1,015	902	1,039	4,193	7,149
Net “Buffer”	59%	79%	69%	111%	88%

¹ The proposed developments that represent the 63 low-income units include a 310-unit apartment development (62 low-income units) and a mobile home installation. Affordability was determined based on the apartment developer’s anticipated rents and a market survey of mobile home sale prices.

The 63 low-income units anticipated from proposed projects include 62 units that are part of a 310-unit proposed apartment development near the intersection of Seneca Road and Del Gado Road (Site 43) and a proposed mobile home installation (Site 34). According to the developer for Site 43, anticipated monthly rents are \$633 for 1-bedroom units, \$749 for 2-bedroom units, and \$844 for 3-bedroom units. Per the State Income Limits for 2021 published by HCD on April 26, 2021 and the rent calculation specified in Health & Safety Code section 50053, these rents qualify the units at 45% of Area Median Income (AMI). A survey conducted by Harris & Associates of mobile homes in the City listed for sale on realtor.com as of October 18, 2021 reflected a median sales price of \$150,000. Factoring in average mortgage assumptions to estimate a mortgage payment, plus taxes, insurance, and average mobile home space rent in the City (the sum of which represents the housing costs for a mobile home), this sales price corresponds approximately to a household with 60% of AMI, based on housing costs being 30% of income, per Health & Safety Code section 50052.5.

8.3 Identification of Developable Sites and Potential Capacity Methodologies

State law requires that each jurisdiction demonstrate sufficient zoned housing capacity to meet each Housing Element Cycle’s RHNA target. The City determines its housing capacity through a review of planned development and of vacant and non-vacant developable land throughout the City that may reasonably develop within the Housing Element planning period. It is important to note that the Site Inventory (Appendix C) includes more sites than necessary for the City’s allocated share of RHNA, as there is currently significant developable vacant land within the City’s boundaries. This approach, as recommended by HCD, is utilized because many factors will affect housing development feasibility, trends, and developer and property owner choices within the City. Additionally, mandating housing development on private property or property owned by other government agencies is not within the City’s authority or powers.

To prepare the Sites Inventory, the City utilized multiple data sources, including building permit and entitlement applications, the City’s interactive GIS portal (which incorporates data from the City’s zoning and land use designations, and location data identified by the City’s GIS Services Division), and the County of San Bernardino Fiscal Year 2020-21 equalized assessment roll.

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The process of evaluating potential sites involved applying specified criteria to identify sites where planned/zoned residential capacity can realistically be achieved. Per California Government Code, Section 65583.2(a), the City identified the following types of sites as land suitable for residential development:

- Vacant sites zoned for residential use.
- Residentially zoned sites that are capable of being developed at a higher density than current zoning allows, including sites owned by the City, and for which the Housing Element includes a program to up-zone the site to permit higher-density residential use (Program PP-A.3).
- Sites zoned for nonresidential use that can be redeveloped for residential use and for which the Housing Element includes a program to rezone the site to permit residential use (Program PP-A.4).

Specifically, the City considered and included commercial zones in resource-advantaged areas as potential sites for rezoning to allow mixed-use development, as well as residential zones that allow low-density (up to 5 dwelling units per acre) or moderate-density development (up to 20 dwelling units per acre) as potential sites for upzoning to accommodate lower-income residential development at the City's default lower-income housing density (30 dwelling units per acre). The City incorporated this step in recognition of changing demands for commercial development to adapt to changes in retail land uses (with the increasing popularity of e-commerce) and to plan for lower-income, multifamily residential development to be located throughout the City, particularly in proximity to resources such as parks, schools, public services, and employment centers. The City compiled, organized, and mapped the Sites Inventory data into a separate GIS map, shown as Figure 8-1.

As stated above, through its Sites Inventory, the City identified 158 sites adequate for development of housing and that have housing capacity that is reasonably developable within the planning period or will have such capacity with planned zoning and land use changes. These sites have capacity for at least 15,314 net housing units under the sites' existing zoning (or with a proposed zone change in certain circumstances). All of the sites have sufficient water, sewer, and dry utilities infrastructure available and accessible to support housing development. A complete description of the utility infrastructure is provided at the end of this chapter.

Sites with a proposed development are included if the developer has applied and/or received entitlement approval and is expected to receive a permit or certificate of occupancy after the beginning of the City's RHNA Projection Period (i.e., June 30, 2021). In these cases, projected site densities are based on owner-proposed development densities.

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For sites without a currently proposed development, projected densities were estimated using a combination of several factors that are dependent on a site's unique characteristics, including:

- Whether the site is or will be zoned for mixed-use development;
- Whether the site is constrained by environmental conditions; and
- The size of the site.

In addition to these factors, the City applied an 80% Realistic Capacity Factor to all sites without a currently proposed development.

The methodology utilized for the factors listed above is as follows:

- A Mixed-Use Factor for sites that are or will be zoned for mixed-use development.
 - While 100% residential development will be permissible in the City's MU-2, mixed-use zone, this 67% factor accounts for the expectation that developers may want to include some commercial development, thereby reducing the residential development capacity.
- An Environmental Factor for sites that overlap the Oro Grande Wash.
 - Ranging between 50% and 75%, depending on the site size and orientation to the Oro Grande Wash, this factor accounts for the expectation that no construction would occur on the Oro Grande Wash portion of these sites.
- An Acreage Factor for lower-income sites greater than 10 acres in size.
 - Ranging between 18% and 86%, this factor effectively only counts lower-income sites greater than 10 acres in size for the number of units that could be developed on 10 acres. This approach ensures that units are not over-counted. When large sites will be subdivided, per Program PP-A.5, more units could be built on each site in the inventory.
- A Realistic Capacity Factor for all sites.
 - The City has provided a listing of proposed development projects in various stages of the planning process currently in Table 8-3 on the following page. **There are over 3,200 housing units proposed in the City.** The proposed density of these projects range from 75% to 100% of zoned maximums for multifamily developments and from 69% to 99% of zoned maximums for single-family developments with more than 5 homes. Therefore, the City believes that market conditions (analyzed in other sections of this Housing Element), market demand, and developer interest provide evidence that a realistic density at this point in time is at least 80% of zoned maximums for all sites that do not have a current proposed development. Table 8-3 lists the Sites with currently proposed developments, along with their parcel size, zoning, and the

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capacity expected to be realized based on the proposed development. Because the weighted average realized capacities are 90% and 84%, the use of an 80% Realistic Capacity Factor is conservative.

- All of the proposed developments listed in Table 8-3 are 100% market-rate, with the exception of Site 43, which will consist of 62 low-income and 248 market-rate units. City staff expects that affordable housing developments would generally have a density greater than or equal to market-rate developments due to density bonuses and public funding sources.

The City believes that the combination of these factors provides realistic estimates of potential development on the sites. Actual densities will depend on property owners and may exceed 100% of zoned maximums, if State-allowed density bonuses are utilized.

Projected housing development counts are net of any existing residential units on the sites. These “net potential units” are shown for each site in Table A, Housing Element Sites Inventory, in Appendix C.

Developable sites identified include vacant and non-vacant sites with current or planned land use designations and zoning that permit residential uses, that are at least 4,000 square feet in size (smaller sites may be difficult to develop), or for which the owners have applied for entitlement or a permit. Sites identified for lower-income capacity, in accordance with State law, generally have a parcel size of at least 0.5 acres and less than 10 acres and have a zoning designation that permits development density of 30 or more dwelling units per acre, which is the City’s default lower-income density pursuant to California Government Code, Section 65583.2. The exceptions (i.e., sites identified for lower-income capacity that do not meet the above criteria) are listed in Section 8.14, Assembly Bill 1397 Requirements, with explanations providing evidence that the sites can be developed as lower-income housing, in accordance with California Government Code, Section 65583.2.

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Table 8-3. Proposed Developments, City of Victorville

SITE NUMBER	APN	ACREAGE	CURRENT ZONING	# UNITS (ENTITLED OR PROPOSED)	UNITS ALLOWED	REALIZED CAPACITY (UNITS PROPOSED AS % OF UNITS ALLOWED)
MULTIFAMILY DEVELOPMENTS*						
42	3106-201-36	29.33	R-3	440	440	100%
43	0396-401-01	20.53	R-4	310	411	75%
49	3092-401-01	11.34	R-4	212	227	93%
50	3090-501-01	19.48	R-3	272	292	93%
					Weighted Average	90%
SINGLE-FAMILY DEVELOPMENTS*						
21	0395-091-25	126.80	PUD	561	634	88%
23	3072-251-34	43.64	R-1	168	218	77%
24	3096-371-01	37.69	SP	147	188	78%
25	3133-111-01	38.86	R-1	135	194	70%
26	0395-221-10	21.50	R-1	74	108	69%
58	3096-361-02	14.46	R-1	55	72	76%
61	3134-561-16	8.28	R-1	37	41	90%
67	3096-014-01	24.21	SP	112	121	93%
71	3091-141-02	4.78	R-1	17	24	71%
72	3135-361-05	19.54	R-1	71	98	72%
115	0455-892-01	25.80	SP	180	181	99%
116	0455-892-02	14.00	SP	80	84	95%
117	0455-892-05	11.08	SP	55	66	83%
118	0455-882-01	22.65	SP	115	136	85%
119	0455-882-03	18.05	SP	75	90	83%
120	0455-882-07	27.37	SP	115	123	93%
					Weighted Average	84%

*Site number 43 includes 62 low-income units. All other proposed developments are 100% market-rate. Based on the weighted average realized capacities for these proposed developments, the City applied an 80% Realistic Capacity Factor to forecast development for sites without a proposed development.

To ensure that identified residential capacity can be achieved during the planning period, the following site “types” (i.e., sites with zoning that permits residential uses) have been excluded from the list of potential housing sites:

- Sites with a small area (less than 4,000 square feet), difficult-to-develop shape, difficult-to-develop topography or that are located in the outskirts of the City, away from existing developed areas.
- Sites with income-restricted affordable units that are legally required to remain affordable through the Housing Element planning period under applicable deed restrictions or other legal covenants.
- Certain government-owned sites:
 - City-owned sites that are needed for an existing or planned City use.
 - City-owned sites that are not currently utilized for City operations, but have not yet been identified as potentially surplus and suitable for sale (i.e., having potential not to be needed for an existing or planned City use).

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- Sites that are owned by other government agencies (e.g., County of San Bernardino, State of California, federal government, Snowline Joint Unified School District) that may be needed for future public use, even if they are currently vacant.

Environmental constraints are factored into the Sites Inventory. Most sites are not impacted by any environmental constraints. More specifically, approximately 107 acres out of 126 gross acres on Site 21 is proposed for the development of 561 housing units and overlaps a 100-year flood zone. However, the proposed units will be developed outside of the flood zone area and the developer will construct a containment channel to reduce the risk of flooding.

Additionally, Sites 3, 5, 6, and 12 are located in a 500-year flood zone. This is a lower level of risk than the 100-year flood zone, and developers will be required to implement mitigation measures. Finally, Sites 17C, 17D, 17E, and 17F partially overlap the Oro Grande Wash but are sufficiently large (ranging between 8.65 acres and 39.61 acres) that development can occur without building directly in the wash. In order to account for this, the projected site capacity in the Site Inventory for these properties has been reduced to account for this restriction. The applied Environmental Factor ranges between 50% and 75% for these Sites, corresponding to an approximation of the portion of the Site outside of the wash.

8.4 Housing Capacity and Past Housing Production by Community

For the purposes of assessing future development likelihood, the City reviewed recent development by planning area. This review illuminates housing development interest and viability for different areas of the City.

8.4.1 Recent Past Housing Production by Community

The numbers of housing units with issued permits during the 5th Cycle Housing Element planning period to date are shown by planning area in Table 8-4. During this period, residential permitting in the City has occurred predominantly in the Baldy Mesa and West City Planning Areas, where over 65% of the total permitted units are located. Other popular Planning Areas for proposed development are West Bear Valley (18% of permitted units), East Bear Valley (10%), and Golden Triangle (7%). Notably, no multifamily developments were permitted during this period, as there was a lack of developer interest. Consultations with the Building Industry Association, Inland Empire Chapter, reveal that local developers have been interested solely in developing single-family homes due to consumer demand and preferences, as well as the fact that prices for single-family homes are significantly lower and within reach of a larger population than in adjacent counties like Orange and Riverside.

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Table 8-4. 2013-2021 Housing Units with Issued Permits by Planning Area

PLANNING AREA ¹	SINGLE-FAMILY	MULTI-FAMILY	TOTAL	PERCENT
Baldy Mesa	532	0	532	28%
Central City	16	0	16	1%
Civic Center	1	0	1	<1%
East Bear Valley	186	0	186	10%
Golden Triangle	133	0	133	7%
Old Town	2	0	2	<1%
West Bear Valley	343	0	343	18%
West City	722	0	722	37%
TOTAL	1,935	0	1,935	

Notes:

¹ For the purposes of this table, the Old Town and Civic Center Specific Plan areas are treated as separate Planning Areas. In the City's Land Use Element, they are part of the Central City and West City Planning Areas, respectively.

For comparison, the City analyzed the sites in this 6th Cycle Housing Element Sites Inventory by Planning Area, as summarized in Table 8-5. Similar to recent development, the Sites Inventory anticipates a significant number (47%) of units to be developed in the Baldy Mesa and West City areas. In contrast to development during the 5th Cycle, the Sites Inventory is more diversified to encourage new residential development to serve all areas of the City. Specifically, the Sites Inventory includes 21% of units in the Golden Triangle Planning Area and 12% in each of the Civic Center and East Bear Valley Planning Areas.

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Table 8-5. 2021–2029 Site Inventory by Planning Area

PLANNING AREA ¹	SINGLE-FAMILY	MULTI-FAMILY	TOTAL	PERCENT
Baldy Mesa	1,007	1,373	2,380	16%
Central City	1	0	1	<1%
Civic Center	0	1,863	1,863	12%
East Bear Valley	451	1,326	1,777	12%
Golden Triangle	705	2,571	3,276	21%
Old Town	4	542	546	4%
West Bear Valley	198	469	667	4%
West City	1,740	3,064	4,804	31%
TOTAL	4,106	11,208	15,314	

Notes:

¹ For the purposes of this table, the Old Town and Civic Center Specific Plan areas are treated as separate Planning Areas. In the City's Land Use Element, they are part of the Central City and West City Planning Areas, respectively.

8.5 Housing Potential Assumptions – General

In general, the reasonable residential development potential of vacant and non-vacant sites is assumed at 80% of maximum permitted density of the applicable zone, which is rounded down from the average based on recent, actual submitted and anticipated housing development applications (see Table 8-3), with adjustments made for environmental considerations, expectations for mixed-use development, and expectations for partial large-site development. The City expects that future housing development project applications will match the current trend of proposed residential densities near the maximum density allowed or will seek density bonuses as allowed by State law.

The City's Zoning Code provides residential and mixed-use land use designations with maximum densities in dwelling units per acre. The Old Town and Civic Center Specific Plans offer a range of allowed densities, and the Old Town Specific Plan offers a density bonus for including affordable housing. The City enforces the zone maximum permitted residential density for projects that do not use the affordable housing density bonus program.

Projects seeking a higher-level discretionary permit are reviewed for project consistency with the General Plan and the associated Specific Plan. City staff encourages development projects to achieve densities as close as possible to the allowed maximums. Projects that propose to exceed the zone maximum permitted density are given the option to use the affordable housing density bonus program (or other related program), reduce the proposed density to the zone maximum, or apply for a rezone to increase the permitted residential density in order to proceed with permit processing. Projects that propose a density below the Specific Plan-permitted density would be given the option to revise the project to increase the proposed density or to proceed to a hearing to make their case for the lower proposed density to the permit decision maker. The City has not received any development proposals for less than the permitted density where that permitted density is a range.

8.6 Housing Potential Methodology – Sites with Commercial Zoning

A portion of the City’s reasonably developable housing capacity, as identified in the Sites Inventory, is attributable to vacant sites with zoning for commercial uses, specifically the General Commercial (C-2) and Administrative Professional Offices (C-A) zones. The total number and percentage of sites in the inventory with commercial zoning and their net potential units are shown in Table 8-6. More specifically, vacant sites currently zoned for commercial uses represent approximately 12% of potential units at all income levels and approximately 15% of potential lower-income units pursuant to the Sites Inventory. **It is important to emphasize that all sites zoned for commercial uses included in the Sites Inventory are vacant land** and will be rezoned to permit mixed-use development as part of the Land Use Element Update currently in process and anticipated to be completed in 2022.

Table 8-6. Commercial Sites and Net Potential Units

SITES/UNITS	TOTALS (ALL ZONES)	TOTAL LOWER INCOME	COMMERCIAL SITES	% OF TOTAL	COMMERCIAL – LOWER INCOME	% OF TOTAL LOWER INCOME
Sites	158	51	11	7%	8	16%
Net Potential Units	15,314	4,788	1,835	12%	726	15%

The City has utilized the following methodology to calculate realistic residential development potential on the commercially zoned sites:

- The City’s program to rezone the identified commercial areas would apply a zoning that allows mixed-use development with residential density up to 30 dwelling units per acre. Notably site 14D is the site of a current, conceptual development proposal tentatively featuring 376 residences, equal to a net density of 10.5 dwelling units per acre, along with a commercial component.
- The residential capacity of the commercial sites is reduced by a factor of 67% to account for the anticipated reduction in residential development due to the inclusion of commercial uses. Several sites are located on the Oro Grande Wash and have a second factor of 50% to 75% (“Environmental Factor”) applied, corresponding to an approximation of the portion of the Site outside of the wash.
- Because the sites are anticipated to include affordable housing development, a further reduction to residential capacity is applied to those sites larger than 10 acres. Specifically, if the prior adjustments have not already reduced the site capacity below 300 dwelling

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units (the capacity of 10 acres developed at 30 units per acre), this adjustment reduces the site capacity to 300 dwelling units, i.e., as if only 10 acres were developed.

- Finally, an 80% factor is applied to the site capacity, as it is to all other sites in the Sites Inventory.

The City's program to encourage subdivision of high-density residential and mixed-use sites greater than 10 acres will increase capacity above what is projected.

8.6.1 Likelihood of Development of Sites with Commercial Zoning with Residential Uses

The actual proposed development projects that include both commercial and residential uses provides evidence of developer interest in building residential units on properties zoned for mixed-use development. One notable example is located on Site 14D; the developer sought to change the zoning to allow mixed-use development, even before the City began the Housing Element update. Another example is Site 17F, regarding which City staff received an email from a representative of a recent buyer of the site. The representative indicated that the new owner is interested in rezoning the property for residential development.

8.7 Consistency with Affirmatively Furthering Fair Housing

The City has determined that the Sites Inventory is consistent with the City's goals to further fair housing affirmatively. This evaluation is detailed in Appendix B, Affirmatively Furthering Fair Housing, and summarized here.

The City's Sites Inventory (including the City's rezone strategy) will affirmatively further fair housing as residential sites are/will be (following zone changes) distributed across resource areas—including a higher share of lower-income units in the City's TCAC/HCD moderate resource areas. This distribution facilitates housing development in areas with better access to jobs, transit, schools, public services, and other amenities. It is important to note that the City is pursuing all resources and methods for the revitalization of TCAC/HCD Low Resource areas, including the adoption of a Community Revitalization Investment Area (CRIA) as allowed by State Law.

8.8 Vacant Sites

The Sites Inventory identifies vacant developable residential sites throughout the City that can develop within the current RHNA cycle. Vacant sites currently zoned for residential uses or planned for rezoning to allow residential uses total 148 (94% of total sites) and facilitate the development of 14,673 future housing units (96% of total net potential units). All sites that the City plans to rezone are vacant.

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Twenty-seven vacant sites have been included in the Sites Inventory of the previous Housing Element cycle (see Section 8.14, Assembly Bill 1397 Requirements). However, it is important to note that none of the sites in the Sites Inventory was listed in the Sites Inventory of the two most recent Housing Element cycles.

8.9 Non-Vacant Sites

Only **10 sites** listed in the Sites Inventory are not vacant, as defined in the Housing Element Sites Inventory Guidebook.

Site 4 is a parking lot and Sites 109, 110, and 125 contain abandoned farmland and a single house. The City expects development demand to be strong for these sites due to a significant planned development of the nearby St. Mary's Medical Campus, which is planned as a 255-bed hospital and surrounding complementary uses.

The remaining six (6) non-vacant sites are included in the Site Inventory due to recent entitlement approvals or active development applications (no building permits have been issued to date). These developments include four ADUs, one subdivision resulting in two additional residential units, and one rebuild of a nonconforming, damaged, uninhabited, and uninhabitable four-unit structure. It is important to note that none of the 10 non-vacant sites was included in the 5th Cycle Housing Element Sites Inventory.

8.9.1 Replacement Housing Requirements

California Government Code Section 65583.2(g)(3) requires that the following are subject to a policy requiring replacement units affordable to the same or lower income level:

- Sites that currently have residential uses; and
- Sites that had residential uses within the past five years which have been vacated or demolished that:
 - Are or were subject to a recorded covenant, ordinance, or law that restricts rents to levels affordable to persons and families of low or very low income;
 - Are or were subject to any other form of rent or price control through a public entity's valid exercise of its police power; or
 - Are or were occupied by low or very low-income households.

Of the 10 non-vacant sites in the Sites Inventory, two have existing residential uses (excluding sites for which an ADU is proposed):

- **Site 60 (15436 6th St.)** – This property is a 0.5 acre lot. A three-unit residential structure was damaged by fire and has been demolished. A one-unit structure and a 2-car parking garage remain standing. The property was last sold in 2014 and is not subject to a

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recorded covenant, ordinance, or law that restricts rents. The remaining residential structure is nonconforming, damaged, uninhabited, and uninhabitable. The property is currently listed for sale and the photographs on Zillow.com (October 2021) show the structure as boarded up and abandoned. The structure is uninhabited and does not require replacement housing.

- **Site 125 (13112 Smoke Tree St.)** – This property is made up of five acres of farmland with a single house. It was last sold in 2014 and is not subject to a recorded covenant, ordinance, or law that restricts rents. The house on the property is currently habitable and has an active rental license. However, the City has no available record of the property being currently inhabited or the income levels of any residents that could be inhabiting it. If it is determined that the residential unit is occupied by a lower-income household, then the unit will be replaced with a unit restricted for a lower-income household on the same or a nearby parcel.

To ensure that any demolished units are replaced, the City is including a program for replacement units (See Policy HE-E.7 and Proposed Program PP-E.3). Pursuant to this program, the City will review all available information for both properties and will ensure that any needed replacement housing is provided for any units with lower-income households residing in the structures now or in the past five years.

8.10 Accessory Dwelling Units

The City's Sites Inventory includes four sites on which the property owner has an application pending or entitlement approved, but not a building permit issued, for construction of an ADU or conversion of an existing structure (garage) to an ADU. These ADUs may be permitted and/or built before June 30, 2021. They are included as representative of other ADUs expected to be permitted during the Projection Period. The City has not counted additional credits for anticipated ADUs. While ADUs are permitted in the City, including on sites zoned for single-family residential use, there is not yet sufficient data on ADU building permits to identify adequately the likely rate of future ADU construction. Therefore, the City is taking a conservative approach by projecting only the number of ADUs with a pending or approved application from 2020.

8.11 Assembly Bill 1486 City-Owned Land

AB 1486, signed into State law in 2019, expands surplus property requirements for State and local government agencies. The bill includes amendments to the California Government Code to require that jurisdictions include government-owned sites that are zoned for residential use, vacant and non-vacant, in the Sites Inventory.

The City included four sites that it wholly or partially owns in the Sites Inventory, all of which are located in the Old Town area. The City is pursuing the adoption of a CRIA to help generate

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funding for affordable housing development in the Old Town area. It is anticipated that the formation of a CRIA will provide funding and planning efforts to develop affordable housing on the four sites.

For the purposes of this Sites Inventory, consistent with the provisions of AB 1486 regarding “exempt surplus land,” the following types of City-owned sites are not included in the inventory:

- Sites that are needed for existing or planned City use, including stormwater drainage, water storage, and delivery
- Sites that have not been identified as potentially surplus and suitable for sale
- Sites that have been acquired by the City in relation to a legal claim
- Sites that are subject to a right-of-way easement that would need to be vacated by action of the City Council prior to potential housing permitting and development

Sites that are potentially surplus and have potential for sale are included in the Sites Inventory in Appendix C. This group includes five sites, all of which have been offered for sale by the City in a Request for Proposals. These City-owned properties will be subject to the disposition requirements in AB 1486 with which the City will fully comply.

8.12 Suitability of Sites for Moderate-Income Housing

Housing Element law does not specify a minimum zoning requirement for moderate-income housing. Therefore, both moderate income and above-moderate income housing can be developed in all zones allowing residential development. As stated in Section 8.3, Identification of Developable Sites and Potential Capacity Methodologies, the City has identified sites generally suitable for housing development for both moderate-income and above-moderate-income housing, including sites in the following zones:

- Suburban Residential (S-R)
- Single Family Residential (R-1)
- Medium Density Residential (R-2)
- High Density Residential (R-3)
- Very High Density Residential (R-4)
- Mixed Density Residential (MDR)
- Residential Mobile Home Planned Development (R-MPD)
- Planned Unit Development (PUD)
- Specific Plan (SP)

In addition, the sites that are currently zoned for commercial uses but planned for zone changes to allow for residential units (as described earlier in this chapter) would also allow for moderate-income and above-moderate-income housing.

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8.13 Suitability of Sites for Lower-Income Housing

The Sites Inventory identifies 4,788 total potential housing units on 51 sites that are suitable for lower-income housing development, based on the criteria established by Housing Element law and the HCD, with special considerations described below (Table 8-7). These units are attributed to sites that:

- Have a minimum zoned and/or designated residential density of 30 dwelling units per acre or for which the City has a program to allow such development on the sites, with several exceptions identified and explained below
- Have a minimum parcel size of 0.5 acres
- Have a maximum parcel size of 9.99 acres, with several exceptions identified and explained below
- Are vacant (the California Government Code allows the inclusion of non-vacant sites, but the City has elected to focus on vacant sites)

Table 8-7 quantifies the lower income Sites with special considerations: lower density Sites that the City will up-zone, commercial Sites that the City will rezone, and large (10+ acres) Sites with an Acreage Factor applied to project realistic capacity based on a 10-acre development.

Table 8-7. Identified Sites Suitable for Lower-Income Housing

	TOTAL (ALL INCOME LEVELS)	TOTAL LOWER INCOME	LOWER DENSITY SITES ¹		COMMERCIAL SITES		LARGE SITES	
			NUMBER	(% OF TOTAL LOWER INCOME)	NUMBER	(% OF TOTAL LOWER INCOME)	NUMBER	(% OF TOTAL LOWER INCOME)
Vacant Sites ²	148	49	25	51%	8	16%	9	18%
Net Potential Units ³	14,673	4,754	2,894	60%	726	15%	1,163	24%
Non-Vacant Sites ⁴	10	2	1	50%	0	0%	0	0%
Net Potential Units ³	641	34	1	3%	0	0%	0	0%

Notes:

¹ Includes sites zoned PUD, Planned Unit Development, and R-4, Very High Density Residential. The former does not have an inherent allowable density. The latter currently allows up to 20 units per acre.

² Includes only vacant sites.

³ Includes only lower income units associated with the Sites.

⁴ Includes only non-vacant sites.

Site 43 is the site of a current proposal for the development of 310 units, including 62 lower-income housing units, equal to a total net density of approximately 15 units per acre. The proposal is conceptual as of the date of this Draft Housing Element, and additional details are pending.

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In addition, 14 of the 51 sites identified for lower-income housing are considered relatively competitive for affordable housing funding since they are located in a moderate resource area according to the 2021 TCAC/HCD Opportunity Area Maps. This is the highest resource level available in the City, according to the 2021 Opportunity Maps.

8.13.1 Sites Used in Previous Planning Periods' Housing Elements

Twenty-seven vacant sites listed in the Site Inventory were previously included in the 5th Cycle Housing Element Sites Inventory. However, none of the sites in the Sites Inventory was included in the 4th Cycle Housing Element Sites Inventory. Additionally, ten (10) non-vacant sites are included in the current Sites Inventory. None of them was included in the previous Housing Element Sites Inventory. Therefore, none of the sites in the Sites Inventory is subject to the requirements applicable to sites used in previous periods' Housing Elements.

It should be noted that the Sites Inventory template does not allow one to choose “Used in Prior Housing Element – Vacant.” The City labeled the vacant sites that were identified in the 5th Cycle Sites Inventory as “Not used in prior Housing Element,” since that is the closest designation available. The City added notes to the Optional Information field to clarify the designation.

8.13.2 Sites Zoned/Designated for Adequate Density

The City is considered a “metropolitan jurisdiction,” which designates a default lower-income housing density of 30 dwelling units per acre for sites to be considered suitable for lower-income housing. The City’s zoning and land use designations use the residential density ranges shown in Table 8-8, as established by the City’s General Plan, Old Town Specific Plan, and Civic Center Specific Plan, and as codified in the City’s Municipal Code.

Table 8-8. Zone/Designation Housing Densities and Associated Density Ranges

HOUSING DENSITY DESCRIPTION	CURRENT RESIDENTIAL DENSITY RANGE	PROPOSED RESIDENTIAL DENSITY RANGE
Single Family Residential (R1)	Up to 5 dwelling units per acre	Up to 5 dwelling units per acre ³
Medium Density Residential (R2)	Up to 8 dwelling units per acre	6–12 dwelling units per acre
High Density Residential (R3)	Up to 15 dwelling units per acre	12–20 dwelling units per acre
Very High Density Residential (R4)	Up to 20 dwelling units per acre	20–30 dwelling units per acre
Old Town Specific Plan, Residential Medium-High Density	Up to 34 dwelling units per acre ¹	Up to 34 dwelling units per acre ¹
Old Town Specific Plan, Mixed-Use Retail	Up to 48 dwelling units per acre ¹	Up to 48 dwelling units per acre ¹
Old Town Specific Plan, Mixed-Use Service	Up to 48 dwelling units per acre ¹	Up to 48 dwelling units per acre ¹
Civic Center Specific Plan, Civic Mixed	Up to 30 dwelling units per acre	Up to 30 dwelling units per acre
Civic Center Specific Plan, Civic Commons	20–30 dwelling units per acre	20–30 dwelling units per acre
Vista Verde, Talon Ranch, and West Creek Specific Plans (specific portions thereof)	2–8 dwelling units per acre	NA
Planned Unit Development (PUD) ²	NA	Up to 30 dwelling units per acre (Mixed Use 2)
General Commercial (C-2) ²	NA	Up to 30 dwelling units per acre (Mixed Use 2)

Notes:

¹ With an affordable housing density bonus, per the Specific Plan.

² Assumes rezoning to allow indicated residential development.

³ Up to 7 dwelling units per acre in the designated Infill Overlay Zone.

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With the City’s rezoning program, all sites designated for lower-income housing development currently permit or will permit at least up to 30 dwelling units per acre.

8.14 Assembly Bill 1397 Requirements

Adopted in 2017, AB 1397 implemented new requirements for the Sites Inventory regarding non-vacant sites that were identified in one previous Housing Element and vacant sites that were identified in two previous Housing Elements. In order to be eligible to be counted toward the City’s lower-income housing capacity without being subject to restrictions on discretionary review, these sites must meet both of the following criteria:

- Zoned to allow a maximum residential density consistent with the City’s default lower-income residential density of 30 dwelling units per acre; and
- Allow residential use by right for housing developments in which at least 20% of the units are affordable to households with lower incomes.

Of the sites in the City’s current Sites Inventory, 27 vacant sites were identified in the 5th Cycle Housing Element Sites Inventory but no Sites were identified in the 4th Cycle Sites Inventory.

Further, AB 1397 requires that, if the “inventory of land suitable and available for residential development” (which includes “sites zoned for nonresidential use that can be redeveloped for residential use, and for which the Housing Element includes a program to rezone the site to permit residential use”) does not identify sufficient capacity, then the City must include a program to rezone sites that can be developed for housing to accommodate the “shortfall,” with specific program requirements that restrict the City’s review to a ministerial review. The City previously interpreted this portion of AB 1397 and the “shortfall” to refer to programs for rezoning in a previous Housing Element cycle (meaning the 5th cycle in this case) that were not implemented, which would not apply to the City.

In its September 17, 2021 review letter, HCD insisted on a different interpretation: that the “shortfall” refers to the difference in the current Housing Element cycle (meaning the 6th cycle in this case) between the City’s RHNA and the Sites Inventory prior to any rezoning. The City has sufficient vacant land zoned appropriately to fulfill its RHNA at all income levels without any rezoning. However, the City has chosen to rezone certain areas in order to further fair housing affirmatively, to encourage infill development, and to use City land more responsibly and resiliently. In accordance with HCD’s interpretation, the City’s programs to rezone sites (Proposed Programs PP-A.4 and PP-P.1) are designed to permit owner-occupied and rental multifamily residential use by right for developments in which at least 20% of the units are affordable to lower income households.

To encourage affordable housing development throughout the City, particularly in resource-advantaged areas, the City designated 18 sites in the Sites Inventory that are zoned for

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commercial or PUD for rezoning and lower-income residential development. The 18 sites are located either in the Desert Valley Hospital area, directly west of Dunia Plaza, or in the Baldy Mesa Planning Area. The Housing Element includes a program (Program PP-A.4) to rezone commercial and PUD zones in these areas to allow mixed-use development, including higher-density residential development.

For the same reason of encouraging affordable housing throughout the City, the Sites Inventory contains 6 sites currently zoned at a lower density (R-1 or R-3) designated for rezoning to a higher density (a new R-4) and for lower-income residential development, as well as 7 sites currently zoned R-4 that can be considered to be rezoned when the City will increase its R-4 development standards from 20 units per acre to 30 units per acre (Program PP-A.4). These sites are located either close to the intersection of CA Route 18 and US Route 395 or just west of the Civic Center.

Under HCD’s interpretation, the City would be subject to an “Adequate Sites Program” applicable to the sites that will be rezoned to satisfy the lower-income RHNA. Specifically:

- a. The Adequate Sites Program must accommodate 100% of the shortfall of sites necessary to accommodate the remaining lower-income housing need.
- b. The City must permit owner-occupied and rental multifamily uses by right for developments in which 20% or more of the units are affordable to lower-income households.
- c. The City must permit the development of at least 16 units per site.
- d. The City must permit a minimum of 20 dwelling units per acre.
- e. The City must ensure that either:
 1. At least 50% of the shortfall of low- and very low-income regional housing need can be accommodated on sites designated for exclusively residential uses; or
 2. All sites designated for mixed-uses must allow 100% residential use and require residential use to occupy at least 50% of the floor area in a mixed-use project.

As evidenced in this 6th Cycle Housing Element, the City has satisfied all of these requirements. The Adequate Sites Program accommodates 100% of the shortfall of sites necessary to accommodate the remaining lower-income housing need. Based on the City’s default density and the sites’ sizes, the City will permit 30 dwelling units per acre on the rezoned sites and at least 16 units per site. If required by HCD, the City will permit residential development by right for developments in which at least 20% of the units are affordable to lower-income households. The City will adopt objective standards to apply in such circumstances. As shown in Table 8-9, more than 50% of the shortfall can be accommodated on sites designated for exclusively residential uses.

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Table 8-9. Victorville Adequate Sites Program Summary

	VERY LOW INCOME	LOW INCOME
RHNA	1,735	1,136
Sites Inventory Capacity Prior to Rezoning	719	512
RHNA “Shortfall”	1,016	624
Adequate Sites Program	2,031	1,526
Sites Designated for Exclusively Residential Uses	1,194	873
Sites Designated for Mixed Use	837	653
Share of “Shortfall” Accommodated by Sites Designated for Exclusively Residential Uses	118%	140%

AB 1397 also requires that sites deemed adequate for lower-income housing should be more than 0.5 acre and less than 10 acres in size. The City’s Sites Inventory includes nine (9) sites that the City deems adequate for lower-income housing, even though they are larger than 10 acres. The following explains the City’s rationale for including these sites, including the reasons to consider them adequate for lower-income housing development:

1. Site 15A is located in the Baldy Mesa Planning Area and is currently zoned for PUD. For the Sites Inventory, the site is projected to contain 240 units, approximately 53% of the maximum site capacity. (For this and the following calculations of “maximum site capacity,” an 80% Realistic Capacity Factor is incorporated.)
- f. Site 16A is located in the West Bear Valley Planning Area and is split between two zones, High Density Residential (R-3) (up to 15 dwelling units per acre) and General Commercial (C-2). The Housing Element includes a planned program (Program PP-A.3) to allow higher-density residential development in High Density Residential (R-3) and Very High Density Residential (R-4) zones in portions of the City. Specifically, as planned in the Land Use Element, this site would be rezoned Very High Density Residential (R-4), which would be adjusted to allow up to 30 dwelling units per acre. This would enable lower-income residential development on the current High Density Residential (R-3) portion of this site. The City expects that the site would be subdivided yet only projects 240 units, approximately 45% of the High Density Residential (R3) portion of the site’s capacity at a 30 dwelling unit per acre density.
- g. Site 17B is located west of Dunia Plaza and is zoned General Commercial (C-2). The Housing Element includes a program (Program PP-A.4) to rezone select General Commercial (C-2) sites to allow mixed-use with higher-density residential development, including lower-income residential development. The site is only slightly larger than 10 acres, at 10.16 acres. For the Sites Inventory, the site is projected to contain 163 units. This includes a 67% Mixed-Use Factor, even though the site is set back more than 500 feet from Bear Valley Road and is, therefore, a potential candidate for a 100% residential development.
- h. Site 17D is located west of Dunia Plaza and is zoned General Commercial (C-2). The Housing Element includes a program (Program PP-A.4) to rezone select General

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Commercial (C-2) sites to allow mixed-use with higher-density residential development, including lower-income residential development. For the Sites Inventory, the site is projected to be developed with a mix of uses, with commercial uses fronting Bear Valley Road and higher-density residential development behind the commercial uses. The site is projected to have 208 dwelling units, which includes a 67% Mixed-Use Factor and a 60% Environmental Factor for the Oro Grande Wash.

- i. Site 17E is located west of Dunia Plaza and is zoned General Commercial (C-2). The Housing Element includes a program (Program PP-A.4) to rezone select General Commercial (C-2) sites to allow mixed-use with higher-density residential development, including lower-income residential development. For the Sites Inventory, the site is projected to be developed with a mix of uses, with commercial uses fronting Bear Valley Road and higher-density residential development behind the commercial uses. The site is projected to have 144 dwelling units, which includes a 67% Mixed-Use Factor and a 60% Environmental Factor for the Oro Grande Wash.
- j. Site 17F is located west of Dunia Plaza and is zoned General Commercial (C-2). The Housing Element includes a program (Program PP-A.4) to rezone select General Commercial (C-2) sites to allow mixed-use with higher-density residential development, including lower-income residential development. The site significantly overlaps with the Oro Grande Wash. For the Sites Inventory, the City projects that only a 10-acre portion of the site would be developed with a residential use, resulting in 240 units. The site is sufficiently large to accommodate this even after accounting for a 67% Mixed-Use Factor and a 50% Environmental Factor.

The City received an email on June 7, 2021, from a representative of the recent buyer of this property asking about including the re-designation of this site for residential use in the General Plan Update. The buyer's representative was probably unaware that the City had already announced this intention at a May 26, 2021, Land Use Element workshop. The City considers this inquiry as representative of increasing interest in developing residential uses in current commercial zones.

- k. Site 18 is located in the West City Planning Area and is zoned High Density Residential (R3) (up to 15 dwelling units per acre). The Housing Element includes a planned program (Program PP-A.3) to allow higher-density residential development in High Density Residential (R-3) and Very High Density Residential (R-4) zones within the West City area. Specifically, this site would be rezoned High Density Residential (R-4), which would be adjusted to allow up to 30 dwelling units per acre. This would enable lower-income residential development on this site. For the Sites Inventory, the City projects that the site would be developed with 240 units, approximately 79% of the site's capacity at a 30 dwelling unit per acre density.

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- l. Site 43 is the subject of a current development proposal for 310 dwelling units, which include 62 proposed low-income units. The site is located between two existing multifamily developments.
- m. Site 105 is located in the West City Planning Area. Although the site is currently zoned Single Family Residential (R-1), it is located within walking distance of commercial services and other current or future high-density residential zones. For the Sites Inventory, the City projects that the site would be developed with 240 units, approximately 18% of the site’s capacity at a 30 dwelling unit per acre density.

The Housing Element includes a program (Program PP-A.5) to encourage subdivision of the large, lower-income sites in the Sites Inventory. Because the Housing Element also includes a program (Program PP-A.4) to rezone these sites, the City anticipates that the rezoning will spur owners to re-evaluate their properties for potential subdivision.

8.15 Specific Plans

The Sites Inventory includes 34 sites located in Specific Plan areas, including 17 sites designated for lower-income housing. The lower-income sites are primarily located in the Old Town and Civic Center Specific Plan areas, with additional sites in the Vista Verde, Talon Ranch, and West Creek Specific Plan areas. Table 8-10 identifies the required information concerning the Specific Plans.

Table 8-10. Specific Plan Areas with Sites

SPECIFIC PLAN	PLAN APPROVAL	PLAN EXPIRATION	APPROVED OR PENDING PROJECTS	INDICATE ANTICIPATED AFFORDABILITY OF THE UNITS FOR ANTICIPATED PROJECTS	DEVELOPMENT AGREEMENTS, CONDITIONS, OR REQUIREMENTS, SUCH AS PHASING OR TIMING REQUIREMENTS, THAT IMPACT DEVELOPMENT
Civic Center	Adopted April 5, 2016	NA	None	NA	Green building practices
Old Town	Adopted November 2018	NA	Sites 27, 60, 63	Moderate and above moderate	Development Standards
Talon Ranch	Adopted November 1989. Amended September 2002.	NA	Site 67	Above moderate	Development Plan
Vista Verde	Adopted August 1992, Amended July 2000	NA	Site 24	Above moderate	Environmental Resources, Development Plan
West Creek	Adopted July 6, 2004	NA	Sites 115–120	Above moderate	Development Regulations

Entitlements will include a public Planning Commission hearing to review design, to review a site plan, and to make a CEQA determination.

8.16 Senate Bill 330 Requirements

Adopted in 2019, Senate Bill (SB) 330 implements new requirements applicable to the Sites Inventory to conserve existing affordable housing units and units that are occupied by households with lower incomes. Pursuant to SB 330, sites with existing residential units cannot be counted toward the City’s lower-income capacity unless the City has adopted a mechanism to require replacement of existing units that are, or within the last 5 years were, affordable to households with low or very-low incomes or occupied by households with low or very-low incomes (referred to by SB 330 as “Protected Units”). All of the City’s sites identified for lower-income housing are vacant land; a large lot with one, unprotected home on it; a parking lot; or identified as adding an ADU, which the City has determined to be affordable to households with lower incomes. None of the sites in the Sites Inventory contains a Protected Unit.

8.17 Senate Bill 1333 Requirements – “No Net Loss”

Recent modifications to Housing Element law adopted through SB 1333, known as the “No Net Loss” provisions, require that the City maintain adequate capacity to accommodate the remaining unmet portion of its RHNA target for each of the income categories throughout the 8-year Housing Element planning period. The City must also monitor housing production as the planning period progresses, and ensure that the City does not reduce the housing capacity below what is needed to meet its RHNA target by income level through either (1) adoption of reductions in allowable residential densities for sites identified in the Sites Inventory through community plan update/amendment or rezone, or (2) approval of development or building permits for sites identified in the inventory that authorize the construction or development of fewer units (by income level) than identified as possible in the inventory.

To address the intent of the “No Net Loss” provisions, in preparing its Sites Inventory, the City:

- Reduced the estimates of site housing capacity based on environmental features, expectations for mixed-use development, and expectations for partial large-site development.
- Further reduced estimated site housing capacity to ensure estimates are conservative (80% of the net potential housing units).
- Identified enough sites with housing capacity to provide a substantial (88% overall and 67% for the lower-income levels) capacity buffer above its RHNA targets to ensure that the City maintains adequate capacity to meet its targets.

The City will monitor its Sites Inventory regularly through the Housing Element period and prepare the Annual Progress Reports to evaluate the City’s progress in permitting units in its Sites Inventory and to ensure that the City maintains sufficient housing capacity. As needed, the City will update its community plans and zoning to identify opportunities to increase housing capacity in a manner consistent with the General Plan.

8.18 Development Site Access to Water, Sewer, and Dry Utilities

8.18.1 Water and Sewer

The City provides water and wastewater services within the city limits of Victorville. The extent of the services currently provided and those that are planned into the future are detailed in the City's 2020 Urban Water Management Plan (UWMP) and 2016 Sewer Master Plan. Water resources in the region are under the control of the Mojave Water Authority, which regulates groundwater resources, and the importation of water from the State Water Project. Regional wastewater treatment is provided by the Victor Valley Water Reclamation Agency providing conveyance and treatment to Victorville and several other local communities. Approximately 20% of the wastewater generated in the City is sent to the City-owned Industrial Wastewater Treatment Plant. Licensed engineers from Harris & Associates reviewed the UWMP and 2016 Sewer Master Plan and concluded that the existing infrastructure can accommodate the City's RHNA target of 8,165 housing units. Such findings are explained in this section.

As stated in the UWMP, the Victorville Water Division (VWD) has adequate water supplies to meet demands during average, single dry, and multiple dry years throughout the 25-year planning period. VWD will continue aggressive water conservation efforts, increased use of recycled water to offset potable water demand, and participation in new water supply projects with the Mojave Water Authority to ensure supplies continue to meet current and projected demands.

A check with the Victor Valley Water Reclamation Agency indicated it had adequate wastewater treatment capacity, but could not offer a planning horizon for how long the capacity would be available. The Victor Valley Water Reclamation Agency is in the process of developing a master plan for its conveyance and treatment system. No time frame was offered when the master plan would be completed.

Through the UWMP and the 2016 Sewer Master Plan, the City plans the extension of water mains and sewer lines over the 25-year planning horizon into undeveloped and under-developed areas of the City and into its Sphere of Influence. New water mains and sewer lines in previously undeveloped and under-developed areas are installed by developers/property owners as part of the construction project. Connection fees are also assessed at the time of connection to the water main or sewer line that the developer/property owner purchases a portion of the water supply and treatment and the wastewater treatment and disposal. Water main service may or may not be immediately available at the proposed sites in the Sites Inventory, as the City does not make this information readily available for security reasons. However, the UWMP states the City has adequate supplies to meet the growth demands of the City through the UWMP 25-year planning horizon. A comparison of the Sites Inventory with an existing sewer line indicates that all sites are reasonably near or adjacent to active sewer lines, except for Site 28, which appears to be a considerable distance from an active sewer line. Site 28 is included in the Sites Inventory

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because it is the site of a recently approved entitlement and is surrounded by developed sites on all four sides.

The UWMP does state that “VWD will not deny or put unreasonable conditions for water services, or reduce the amount of services applied for by a proposed development that includes housing unit affordable to households with lower incomes unless one of the following occurs:

- “VWD specifically find it does not have sufficient water supply.
- “VWD is subject to a compliance order issued by the State that prohibits new water connections.
- “The applicant has failed to agree to reasonable terms and conditions relating to the provision of services.”

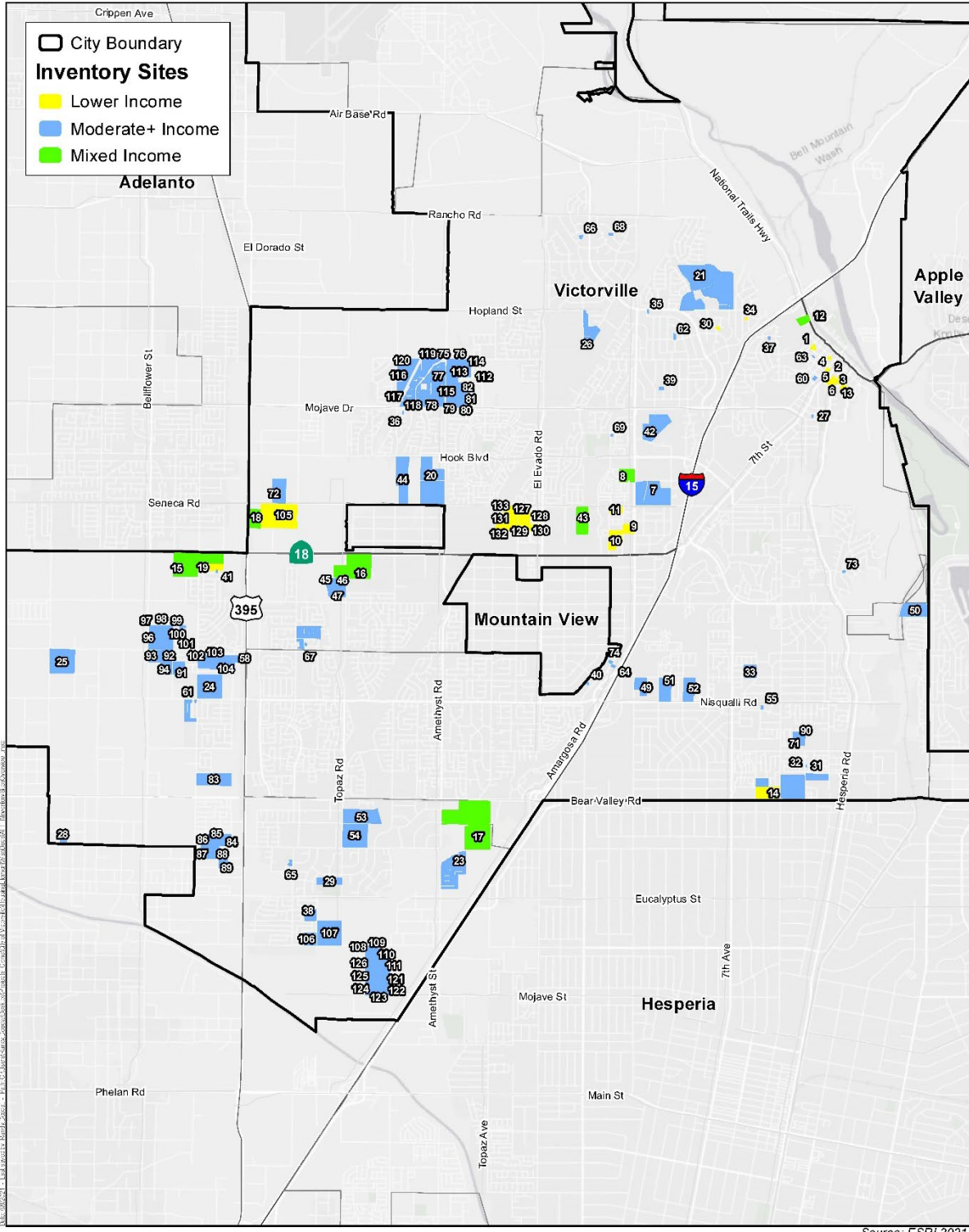
8.18.2 Dry Utilities

All sites in the inventory lie within the city limits of Victorville and are provided electrical service by Southern California Edison and natural gas service by Southwest Gas. Additional dry utilities include telecommunications providers, cable providers, and solid waste collection (Victorville Disposal). As with water and sewer services, with development in the City gradually shifting to be more infill, new development will largely occur as infill in areas with existing utility infrastructure or in the newly developing areas that are located near developed areas with existing utility infrastructure.

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Figure 8-1. Inventory Sites



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Resource Element



Resource

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Resource Element

PURPOSE

The Resource Element is intended to function as a guide to the protection, use and maintenance of the City's natural and cultural resources and a variety of open space lands, and to fulfill the state mandated requirements for a Conservation Element and an Open Space Element.

Section 65302(d) of the Government Code requires that a General Plan include a Conservation Element for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources. In the Victorville Planning Area, there are no waterfalls, dams, or other types of natural or man-made water resources that would enable economic uses of hydraulic force(s) of water. There are no forests, no harbors, and no fisheries in the Planning Area. This element will not, therefore, discuss any of those types of natural resources.

Government Code Section 65560 requires that the General Plan include an Open Space Plan for the comprehensive and long-range preservation and conservation of "open space land". Open-space is defined in the Land Use Element as land that is to remain undeveloped due to severe development constraints, reserved public open space in parks, and lands that support rare, threatened or endangered plants and wildlife.

Given the range of natural and cultural resources, natural hazards, and outdoor recreation resources and opportunities that occur in the Planning Area, this Resource Element encompasses the following topics:

- Water Supply and Water Quality

- Cultural Resources, including archaeological, paleontological resources and historic resources
- Biological Resources, including floral and faunal resources and the West Mojave Coordinated Management Plan
- Air Quality
- Mineral Resources
- Outdoor Recreation
- Natural Hazards
- Agricultural Resources
- Solid Waste Management

RELATIONSHIP TO OTHER ELEMENTS

Open space resources are also addressed in the Land Use Element; the same lands are designated in this element and the Land Use Element for the same conservation and open space purposes. Policies and implementation measures supporting conservation and open space goals and objectives in this element reinforce and provide additional direction concerning these issues, beyond the policy framework expressed in the Land Use Element.

VISION – CONSERVATION AND OPEN SPACE

Without a thorough and forward-looking Conservation and Open Space Plan, the process of urbanization could damage natural and cultural resources that provide important scenic, recreational and environmental assets for the community, or could

expose new development to significant natural hazards. The goals, policies and implementation measures of this Resource Element envision a Victorville that has each of the following characteristics:

- Conservation of the Mojave River corridor for flood hazard protection, wildlife habitat and movement, and aesthetic value.
- Expansion and linkage of recreational and visual open space throughout the developed community
- A plentiful variety of outdoor recreation opportunities, for existing and future residents
- Conservation of endangered species and habitat
- Preservation of important archaeological, historical, and paleontological resources.
- Flood control and watershed protection
- Protection and enhancement of water resources
- Avoidance and mitigation of natural hazards
- Consideration of mineral resources in land use planning decisions.

EXISTING CONDITIONS

Water Supply and Water Quality

Water Supply



The City of Victorville is located within and draws all of its water supply from the Alto (or “Upper Mojave”) sub-basin of the Mojave River Ground Water Basin. The depth to groundwater ranges from fifty feet near the Mojave River to approximately five hundred and fifty feet in the western portion of the Planning Area. Infiltration from precipitation from watersheds in the San Bernardino and San Gabriel Mountains is the source of this regional ground water storage area. Over drafting began during the late 1950's, resulting in an average annual decline in the water table of one to two feet.

The City of Victorville is within the service area of the Mojave Water Agency / Water master (MWA), which is one of twenty-nine (29) State Water Contractors in the State of California. The MWA was formed in 1959 through legislative action and a vote by the affected residents. The Agency was empowered to purchase, protect, conserve and reclaim water to ensure availability for present and future uses. In 1963, the MWA entered into a contract with the California Department of Water Resources (DWR) to purchase a maximum annual entitlement of 50,800 acre feet from the State Water Project (SWP) for all regions within MWA jurisdiction. On March 26, 1996, the MWA approved a water transfer of 25,000 acre feet/year of SWP entitlement from the Berrenda Mesa Water District in Kern County, thereby increasing the entitlement within the MWA jurisdiction to 75,800 acre feet/year. The MWA has several projects that are using SWP Water and have two additional projects under design that will bring additional water into the Victor Valley. MWA is also pursuing other opportunities to bring additional entitlement to their service area.

Victorville Water District

Water service is provided to a majority of the Victorville Planning Area by the Victor-

ville Water District (VWD), which was recently formed (August 15, 2007) by the consolidation of the Baldy Mesa Water District and the Victor Valley Water District. Both of the previous Districts had current (2005) Urban Water Management Plans (UWMPs). As stated above, the sole source of water for the City is the groundwater aquifer located in the High Desert.

Within the VWD, two improvement districts exist: Victorville Water District Improvement District #1 (VWD ID#1), formerly known as the Victor Valley Water District, and Victorville Water District Improvement District #2 (ID#2), formerly known as the Baldy Mesa Water District.¹

The VWD ID#1 operates the larger of the two improvement districts within the city of Victorville and serves potable water to approximately 72,000 customers. The infrastructure system at the end of 2005 for the VWD ID#1 included nearly 400 miles of distribution and transmission mains, 23 active wells, 1 booster pumping station (3 booster pumps), 18 water storage reservoirs, and 8 pressure-regulating stations. The VWD ID#1 has four primary pressure zones, three sub-zones and one small, isolated pressure zone in an elevation range between 2700-feet and 3200-feet.

The Victorville Water District Improvement District #2 (VWD ID#2) serves a portion of the City of Victorville which encompasses 26.7 square miles. There are three pressure zones within the district from 3180-feet to 3680-feet, governed by level of water in reservoirs. The district is generally bounded by Palmdale Road to the north, Mesa Street to the south, Caughlin Road to the west and Interstate 15 to the east.²

¹PB. City of Victorville General Plan Infrastructure Summary. May 2008.

²Ibid.

Water supply is currently pumped from forty (40) well pumping plants with a combined capacity of 52 million gallons per day (MGD). The water system has twenty-seven (27) above ground storage reservoirs with a capacity of approximately seventy-five (75) million gallons. This extensive storage capacity allows the Water District to operate the well pumping plants during off peak times, which saves in power costs and meet fire flow requirements throughout the City. The water distribution system consists of over 500 miles of pipelines ranging in size from 4-inch (current minimum diameter is 8-inch) to 30-inch.

VWD currently has a Free Production Allowance from the MWA of 15,542 AF / year. VWD produced 30,515 AF of water for the 2006-2007 Water Year. VWD will pay MWA over \$4,000,000 for the 2006-2007 Water Year to compensate for the difference between Free Production Allowance and actual production. The MWA will use this money to purchase replacement water from the SWP and to construct additional water storage (percolation) facilities. This money may also be used to purchase additional entitlement from other State Water Contractors.

Water System Interconnections

To ensure that the water demands are met during short-term emergencies or planned shutdowns, interconnecting pipelines to share water supplies are available between neighboring water systems. VWD has interconnections with the City of Adelanto, Apple Valley Ranchos Water Company, and San Bernardino County Service District.

Water Recycling

Recycled wastewater is a viable alternative water supply and sales of recycled water can be used to offset the costs of treating wastewater. (The terms “recycled water”

and “water recycling” are now used in the California Water Code in place of the formerly used terms “reclaimed water” and “water reclamation”.) Residential gray water use decreases residential water demand. Recycled water has a wide variety of applications. The applications include agricultural irrigation, landscape irrigation (including highway landscape, parks and golf courses), impoundments for landscape, recreational and/or wildlife uses, wetland and wildlife enhancement, industrial processes (e.g., cooling water, process water, wash water, dust control), construction activities and ground water recharge.

Section 13.60 of the City Municipal Code, *Water Conservation*, establishes standards for water conservation and water recycling. Pursuant to the code, all new residential tracts in the City must install reclaimed water pipes (purple pipes) to facilitate future connects to reclaimed water when it becomes available.

Water Consumption

Residential land uses consume the highest volume of water, followed by commercial and industrial uses respectively. As shown in RE-1, production in FY 2005 was 27,600 acre-feet per year (afy) or 24.6 million gallons per day (mgd). Of this 24.6 mgd, 19.44 mgd was produced for VWD ID#1 and 5.17 mgd produced for VWD ID#2. In 2005/2006, based on a 2005 population of approximately 100,900, the average annual per capita demand, including unaccounted-for water, was 244 gallons per capita per day (gpcd).

Alternatives to Address Water Supply Deficiencies

To reduce the demands on the local ground water basin and to ensure adequacy of water supplies to support the City’s long-term

community development objectives, several approaches are underway to conserve and expand water supply resources. These include: water conservation, water reuse, installation of additional wells, and importing water from the SWP, via the California Aqueduct. Six new well pumping plants were recently constructed and five more wells have been drilled and designs to equip the wells are under way.

VWD’s Water Conservation Department currently provides the following services:

- Water Audits
- Residential plumbing retrofits
- Rate Structure which encourages conservation
- Public Information Programs
- Awareness Events With Alliance for Water Awareness and Conservation (AWAC)
- Community Outreach
- Education Programs
- Developer Incentives
- Water Conservation Specialists
- Water Waste Prohibition Ordinance
- Cash-for-Grass
- Water Smart Landscaping
- Low water use appliance rebates



VWD’s conservation department has aggressive new programs that pay the existing customers to remove their turf and replace it with Water Smart landscaping. The City of Victorville has a recent ordinance which requires new homes to be constructed with Water Smart landscaping. The average usage for the new homes is approximately 0.65 AF/residential connection which is

down from 0.90 A/F residential connection for customers with traditional landscaping. The Conservation Department also has rebate programs for low flow toilets and low usage washing machines. Programs like these will allow the City of Victorville to grow without increasing their water usage.

**Table RE-1
Historical Annual Water Production and Service Connections**

Fiscal Year	Service Connections	Total Annual Water Production	
		(afy)	(mgd)
1995-96	19,452	19,126	17.07
1996-97	19,222	19,196	17.14
1997-98	19,209	17,190	15.25
1998-99	19,496	18,364	16.39
1999-2000	20,034	20,164	18.00
2000-01	20,962	20,000	17.85
2001-02	21,645	20,699	18.48
2002-03	23,388	21,622	19.30
2003-04	25,708	23,853	21.29
2004-05	29,416	24,216	21.62
2005-06	30,685	27,567	24.61

Source: Table 1. Carollo Engineers. Final Water Supply Assessment. Draft General Plan. July 2008.

Even with conservation, the existing basin extraction rate has increased rapidly within the past few years. With the future population and land use increasing over time, the constant supply of water within the aquifer may not be sufficient to keep up with the consumer demands. An additional 5 wells are scheduled to come online in the near future to help alleviate the need for water within the City of Victorville. Alternative water sources may have to be investigated, such as the California Aqueduct, to provide enough water to the Victorville Water District service areas.

VWD is moving forward with plans to use State Water Project (SWP) water to recharge the groundwater basin and has conducted pilot recharge projects to determine the feasibility of variations of this supply option. The Oro Grande Wash Recharge Project will take water from the SWP aqueduct into percolation ponds. The water then percolates into the groundwater basin, increasing local supplies. Piloting has indicated that percolation is a feasible method to replenish the aquifer. The Oro Grande Wash Recharge Project will be fully operational by 2015, augmenting the aquifer with 8,000 afy of surface supply

The Regional Recharge and Recovery Project, or R3, was studied for feasibility and found to be an effective method of increasing groundwater supplies. MWA will construct percolation ponds and extraction wells along the Mojave River. The wells will discharge into a distribution system that will serve the Town of Apple Valley, City of Hesperia, City of Victorville, City of Adelanto, and unincorporated areas of San Bernardino County. R3 is anticipated to be fully operational by 2015 augmenting the District supply with 12,000 afy of SWP supply.

Groundwater injection through the aquifer storage and recovery (ASR) is already in place. Wells are currently injecting treated SWP water in partnership with the High Desert Power Project. The City is planning for a 50 mgd water treatment plant by 2020. The new facilities would allow the City to treat raw SWP water from the California Aqueduct and directly distribute the treated water to its customers. As with the recharge projects, SWP supply would be obtained through MWA, the SWP contractor. Several sites for the facilities are being considered at this time; the decision will be based on the best hydraulically suited site, taking into account land availability. This new treatment plant will be operated conjunctively with groundwater wells providing a base supply of water to reduce pumping.

Water Quality

The quality of water in Victorville is of high importance to the VWD and meets the state and federal potable water standards. Groundwater within the Planning Area is generally of good quality, as evidenced by annual water quality reports produced by the water district. One problem area is the Southdown Portland Cement Plant located in the Central City Planning Area. Southdown's Well Pumping Plants, which serve only the cement plant, have been polluted by unauthorized discharges of waste at one

or more sites along "D" Street. The Lahontan Regional Water Quality Control Board (Lahontan RWQCB) is pursuing remediation of these sites involving contaminated soils and/or groundwater along "D" Street.

In 1999, the VWD ID#1 started a chlorination program to ensure that the water is safe for consumers. According to the annual publication provided on VWDs website titled *The Water Resource, 2005 Consumer Confidence Report*, an average of 0.60 parts per million (ppm) of chlorine are added to the wells prior to distribution into the system. The Maximum Residual Disinfectant Level (MRDL) for chlorine is 4 ppm, set forth by federal and state regulatory agencies. In January 2006, the EPA allowable maximum contaminant requirements for arsenic were lowered from 50mg/L to 10mg/L. In 2005, the average arsenic levels were approximately 7.26 parts per billion (ppb), with levels as high as 17 ppb being detected at some wells. Arsenic is an inorganic contaminant caused from erosion of natural deposits, runoff from orchards, and is a byproduct of glass and electronics production wastes. With the decrease in allowable maximum contaminant requirements for arsenic, the VWD now provides four arsenic treatment plants to reduce the contaminants in the water.³ The location of the treatment plants include: (1) the intersection of El Evado Road and Dos Palmas Road (coagulation filtration), (2) Balsam & Nisqualli at Reservoir 20 (coagulation filtration), (3) Avenal St. near the Aqueduct (ion exchange), and (4) La Mesa Road east of Topaz Road (ion exchange).

To prevent potential groundwater contamination due to subsurface septic systems, the City requires all new developments to connect to a public sewer, except rural subdivisions not located within two hundred feet

³Ibid.

of a sewer line. Sewer trunk lines are available for use by new development throughout the majority of the incorporated area of the City, including some areas where rural subdivisions containing lots in excess of 18,000 square feet exist.

To help avoid illegal dumping of hazardous materials, the City of Victorville Fire Department operates a household hazardous waste collection center next to the San Bernardino County Fairgrounds. Residents are encouraged to deposit household materials such as motor oil, paints, herbicides and fertilizers at the local hazardous waste collection center at Fire Station No. 311 (located at 16200 Desert Knolls Drive). Illegal dumping of hazardous materials could leach into the soil and potentially infiltrate and contaminate groundwater aquifers that support local potable water supplies. To combat illegal dumping, the City recently implemented a vehicle impounding ordinance for those caught illegally dumping.

Protecting the water quality of surface and ground waters throughout the entire Mojave River basin is the responsibility of the Lahontan. Through its Basin Plan, Lahontan establishes water quality standards and administers a variety of regulatory programs to achieve the basin-wide non-degradation objective. Programs address both point (direct discharges, e.g. pipeline outlet from an industrial facility or wastewater treatment facility) and non-point (indirect discharges such as runoff from a construction site or a street) sources of water pollution. The City of Victorville conditions all projects to comply with local water quality control programs consistent with Lahontan policies. These programs include:

- Regulation of discharges to and from its municipal storm drainage system in accordance with its Municipal Storm water NPDES Permit,
- Erosion and sediment control standards

for grading operations, and

- Requirements to incorporate best management practices into site design and maintenance to control and minimize water quality impacts associated with runoff from new development and redevelopment projects.

Biological Resources

Plant Communities



The Victorville Planning Area contains the following plant communities: Mojave creosote bush scrub, desert saltbush scrub, rabbit bush scrub, Mohavean juniper woodland and scrub, ruderal (disturbed) communities, Joshua tree woodland, and riparian communities associated with the Mojave River and its flood plain, including transmontane alkali and freshwater marsh, Mojave riparian forest, and southern willow scrub. The noted riparian communities are classified as "communities of highest inventory priority" by the California Department of Fish and Game. These communities are described below.

Creosote Bush Scrub

This characteristic community of the western Mojave Desert is dominated by Creosote Bush (*Larrea tridentata*). Other native species often present include the smaller White Bursage (*Ambrosia dumosa*) and a robust species of native grass, Big Galleta (*Pleuraphis rigida*), as well as various annual grasses and wildflowers.

Mojave Desert Saltbush Scrub

This widespread vegetative association is dominated by three species of saltbush: Allscale (*Atriplex polycarpa*), Shadscale (*A. confertifolia*), and Desert Holly (*A. hymenelytra*).

Rabbitbrush Scrub

This low-growing native community is dominated by Rubber Rabbitbrush (*Chrysothamnus nauseosus*) and may contain other species of *Chrysothamnus* along with other low-growing plants.

Joshua Tree Woodland

Joshua Trees (*Yucca brevifolia*) are distributed on gentle slopes and on valley floors of upper bajadas and sandy areas. The understory of this highly variable community typically includes Creosote Bush and/or species of saltbush. The Joshua Tree is an archetypal plant of the Mojave Desert that may live several hundred years and that provides valuable habitat for a variety of native wildlife species. Off-road vehicle use and illegal dumping appear to have adverse effects on the health of Joshua Trees. Joshua trees are protected by the "California Desert Plant Protection Act", which requires a tag through the Department of Food and Agriculture if five or more trees are to be removed. In addition, Joshua trees are protected by Chapter 13.33 of the Victorville Municipal Code, which prohibits the destruction or removal of Joshua trees without written consent from the Director of Community Services.

Mojave River Riparian Communities

Mojave Narrows Regional Park supports extensive native riparian woodlands dominated by Fremont Cottonwood (*Populus fremontii*), Black Willow (*Salix gooddingii*), and Honey Mesquite (*Prosopis glandulosa*). Other native tree species found locally include Sandbar Willow (*Salix exigua*), White Alder (*Alnus rhombifolia*), and California Sycamore (*Platanus racemosa*). Desert Willow (*Chilopsis linearis*) grows along the river's drier ephemeral reaches. The other native communities that they mapped

along the river include cottonwood-willow woodland, monotypic cottonwood woodland, mesquite bosque, a willow-baccharis streamside community, and hydrophytes.

Importance of Mojave River Habitat

The Mojave River is in many ways the most prominent landscape feature of the West Mojave desert. The central and southeastern regions reflect the Pleistocene history of the Mojave River, which flows from the San Bernardino Mountains north to Barstow, then east to Soda Lake and the Mojave National Preserve. In the last Ice Age, extending from 30,000 to 10,000 years ago, the Mojave River discharged to the south into the Mojave Valley, Lavi Lake, Dale Lake, Bristol Lake, and other playas extending nearly to the Colorado River. The now-dry river and playas supported species of invertebrates, fish, amphibians, and pond turtles, and attracted migratory birds dependent on water. Remnant populations of these animals are still present today, and comprise many of the rare species in need of conservation. The ancient river and lakes formed sandy beaches and prevailing winds carried the finer particles to the east, forming hummocks and dunes. These blow-sand areas now support unique species of insects, plants, and reptiles, including the Mojave fringe-toed lizard, whose entire distribution can be traced to the former path of the ancient Mojave River and Amargosa River.

The Mojave River has been substantially altered within the past 100 years by two primary human-dependent uses: 1) flood control provided by the Mojave Forks dam, and 2) groundwater extraction within the basin. The effects on wildlife habitat are primarily the reduction in the extent of the riparian woodland and forest along the banks, but also include fragmentation of habitat for the arroyo toad, interruption of ecosystem processes associated with infre-

quent flooding, and drying of associated wetlands, as at Turner Springs near Victorville. In addition, introduction of non-native species, including fish, bullfrogs, cowbirds, and starlings, has displaced some of the species targeted for protection in the West Mojave Plan.

Despite these changes, the Mojave River remains an outstanding desert stream, supporting abundant wildlife where the groundwater surfaces at the upper and lower narrows and downstream at Camp Cady and Afton Canyon. Endemic species, including the Mojave River vole, the Mojave shoulderband snail, and the Mojave fringe-toed lizard are found along the river. Limited-range species, primarily birds dependent on the riparian habitat, are a major wildlife feature. These birds are either limited to desert riparian habitats, disjuncts with a wider overall range, or species at the edge of their distribution. A disjunct population of the San Emigdio blue butterfly is known from the edge of the river near Victorville. The river also serves as a water source for wide-ranging species, including bats, which are abundant in certain locations.

The river is used as a flyway stopover for some migratory birds, most notably turkey vultures and Swainson's hawks. These raptors can be seen in the spring and fall using the Regional Park as a night roost. Near Victorville, the river is a West Mojave 'hotspot,' containing over fifteen of the species addressed by the West Mojave Plan (see discussion later in this section). It is also a center of endemism, being the sole locality for the Mojave River vole and the Mojave shoulderband snail and formerly for the Mojave tui chub.

Sensitive Wildlife Species

The Victorville Planning Area contains numerous wildlife species considered threatened or endangered as listed by either or both the California Department of Fish and Game (CDF&G) and the United States Fish and Wildlife Service (USF&WS). Table RE-2, below identifies each sensitive wildlife species known to occur in the City of Victorville and/or adjacent areas, or that are judged to have at least moderate potential to occur there. Three of the species, all birds (Yellow-billed Cuckoo, Willow Flycatcher, Least Bell's Vireo), are found within the riparian habitat of the Mojave River.

The Desert Tortoise is classified as a threatened species and is covered by a federal species recovery plan (USFWS 1994). Desert Tortoises have occurred within Victorville's city limits. The species' recovery plan recommends conservation and management of several tortoise-occupied areas covering approximately 1000.4 square miles each, but none of the proposed areas extend into the City of Victorville.



Table RE-2
Sensitive Wildlife Species

Species	Status	
	USFWS	CDFG
Listed/Proposed Species		
Amphibians		
Arroyo Toad <i>Bufo microscaphus californicus</i>	E	CSC
Reptiles		
Desert Tortoise <i>Gopherus agassizii</i>	T	T
Birds		
Bald Eagle <i>Haliaeetus leucocephalus</i>	T	E
Yellow-billed Cuckoo <i>Coccyzus americana</i>	—	E
Willow Flycatcher <i>Empidonax traillii</i>	E	E
Least Bell's Vireo <i>Vireo bellii pusillus</i>	E	E
Mammals		
Mohave Ground Squirrel <i>Spermophilus mohavensis</i>	FSC	T
Species Not Listed or Proposed for Listing		
Plants		
Small-flowered Androstephium <i>Androstephium breviflorum</i>	—	—
Booth's Evening-Primrose <i>Camissonia boothii</i> ssp. <i>boothii</i>	—	—
Desert Cymopterus <i>Cymopterus deserticola</i>	FSC	—
Mojave Monkeyflower <i>Mimulus mohavensis</i>	FSC	—
Short-joint Beavertail <i>Opuntia basilaris</i> var. <i>brachyclada</i>	FSC	—
San Bernardino Aster <i>Symphotrichum defoliatum</i>	—	—
Gastropods		
Victorville Shoulderband <i>Helminthoglypta mohaveana</i>	FSC	—
Reptiles		
Western Pond Turtle <i>Clemmys marmorata</i>	FSC	CSC

**Table RE-2
Sensitive Wildlife Species**

Species	Status	
	USFWS	CDFG
Coast Horned Lizard <i>Phrynosoma coronatum</i>	FSC	CSC
Birds		
Northern Harrier <i>Circus cyaneus</i>	—	CSC
Sharp-shinned Hawk <i>Accipiter striatus</i>	—	CSC
Cooper's Hawk <i>Accipiter cooperii</i>	—	CSC
Ferruginous Hawk <i>Buteo regalis</i>	FSC	CSC
Golden Eagle <i>Aquila chrysaetos</i>	—	CSC
Prairie Falcon <i>Falco mexicanus</i>		CSC
Burrowing Owl <i>Athene cunicularia</i>	FSC	CSC
Long-eared Owl <i>Asio otus</i>	—	CSC
Brown-crested Flycatcher <i>Myiarchus tyrannulus</i>	—	CSC
Loggerhead Shrike <i>Lanius ludovicianus</i>	FSC	CSC
Bendire's Thrasher <i>Toxostoma bendirei</i>	—	CSC
Le Conte's Thrasher <i>Toxostoma lecontei</i>	—	CSC
Yellow Warbler <i>Dendroica petechia</i>	—	CSC
Yellow-breasted Chat <i>Icteria virens</i>	—	CSC
Summer Tanager <i>Piranga rubra</i>	—	CSC
Tricolored Blackbird <i>Agelaius tricolor</i>	FSC	CSC
Mammals		
Mojave River Vole <i>Microtus californicus mohavensis</i>	FSC	CSC
Pallid Bat <i>Antrozous pallidus</i>	FSC	CSC

Biological Surveys as Part of Routine Project Review Process

An assessment of biological habitat and potential impacts to listed or sensitive species is required as part of the City's routine California Environmental Quality Act (CEQA) compliance program, for new development projects in undeveloped areas. The City, with concurrence from USFWS, has designated an area within the urbanized part of the community, where surveys to detect Desert Tortoise are not required, based on past negative survey results and the characteristics of the land and nearby improvements that have eliminated tortoise habitat or represent significant barriers to tortoise movement and sustainability.

West Mojave Plan

This habitat conservation plan and federal land use plan amendment, released in December 2004, provides a comprehensive framework for the conservation of the Desert Tortoise, the Mohave Ground Squirrel, and nearly 100 other sensitive plant and wildlife species—and the natural communities of which they are a part—while providing a streamlined program for complying with the requirements of the California and federal Endangered Species Acts. The West Mojave Plan covers the 6.2-million-acre West Mojave Plan Area (WMPA)—including 3.2 million acres of public land and 3.0 million acres of private land—in portions of San Bernardino, Inyo, Kern and Los Angeles counties. The entire Victorville Planning Area lies within the WMPA.

The proposed West Mojave Plan presents a multi-species conservation strategy applicable to public and private lands throughout the WMPA. It would amend the Bureau of Land Management's California Desert Conservation Area (CDCA) Plan for public lands, and would serve as a habitat conservation plan for private lands. Local jurisdic-

tions and state agencies that become signatories to the West Mojave Plan would be issued "incidental take" permits covering 49 listed, threatened, or otherwise sensitive plant and wildlife species. In exchange, such jurisdictions would require the payment of a development fee (currently \$770 per acre) to cover the West Mojave Plan's costs for land acquisition, land management, and other operations. This would streamline the City's CEQA review process by providing a simplified means of mitigating impacts to sensitive plant and wildlife species potentially impacted by development projects within City limits. If the City chooses not to sign on to the West Mojave Plan, the City will be required to determine appropriate mitigation for potentially significant biological impacts on a case-by-case basis.

Appendix B to the West Mojave Plan identifies the following specific conservation responsibilities for the City of Victorville. These actions would be required if the City agrees to become a signatory to the Plan:

Burrowing Owl: (RAP-6) Abbreviated surveys at sites where Desert Tortoise clearance surveys are required.
(RAP-10) Eviction or relocation if Burrowing Owls are found. (RAP-9) Provide educational brochures to landowners.
(M-15) Report incidental take and relocations annually.

Desert Tortoise: Follow tortoise conservation strategy as outlined in EIS Section 2.2.4.2

Ferruginous Hawk: (Rap-1,14) Require raptor-safe electrical distribution lines. (M-23, AM-22, AM-105). Retrofit problem poles based on monitoring results.

Mohave Ground Squirrel: Follow conservation strategy as outlined in EIS Section 2.2.4.3

Mojave River Species:⁴ (AM-14, MR-1) Cooperate with water management agencies to maintain ground water levels in the Mojave River.

Prairie Falcon: (RAP-2) Require development projects to stay 1/4 mile away from occupied nests, unless the line-of-sight from the edge of development is obscured. Prohibit construction or disturbance near nest sites during the nesting season. (RAP-3) Impose blasting restrictions on new mines.

Cultural Resources

The term "cultural resource" refers to any physical evidence of human activities that possesses potential historical, archaeological, or traditional cultural value. Among the examples that are most frequently noted as cultural resources are buildings, structures, historic districts, archaeological sites, and such objects as statues and street fixtures. In recent years, cultural resources also began to include non-traditional property types, including historical landscapes and natural features that have acquired cultural significance in history. In order to be considered potentially significant, cultural resources usually need to meet a certain age criterion. In the State of California, the age threshold is generally set at 50 years from the present time. Remains of prehistoric Native American cultures are of particular concern to modern day tribal descendants, particularly with respect to 'sacred' sites.



Cultural resources also include paleontological resources, which are more commonly known as "fossils" and are physical remains of life forms found on earth in past geological periods. Such resources include 'pre-humans', as well as long-extinct forms of plants and animals.

The cultural setting of the Planning Area is described below, followed by an assessment of those areas considered most likely to yield important resources during the land alteration process, and thus most appropriate for consideration of conservation measures.

Prehistoric/Native American Culture

To understand Native American cultures prior to European contact, archaeologists have devised chronological frameworks on the basis of artifacts and site types that go back some 12,000 years. Currently, the chronology most frequently applied in the Mojave Desert divides the region's prehistory into five periods marked by changes in archaeological remains, reflecting different ways in which Native peoples adapted to their surroundings. According to Warren (1984) and Warren and Crabtree (1986), the five periods are as follows:

The Lake Mohave Period, 12,000 years to 7,000 years ago; the Pinto Period, 7,000 years to 4,000 years ago; the Gypsum Period, 4,000 years to 1,500 years ago; the Saratoga Springs Period, 1,500 years to 800 years ago; and the Proto-historic Period, 800 years ago to European contact.

⁴Southwestern Pond Turtle, Brown-crested Flycatcher, Least Bell's Vireo, Southwestern Willow Flycatcher, Summer Tanager, Yellow Warbler, Yellow-breasted Chat, Mojave River Vole.

The first Native American group to historically occupy the Mojave Desert was the Shoshoneans. This group was comprised of a broad band of people who spoke similar languages. These bands moved west from the Great Basin, a vast inland region of the Western United States, into the Mojave Desert.

It is believed that these bands were well established 1200 to 1500 years ago and possibly as early as 3000 years ago. One of these bands of people, the Serrano, occupied an area from the southern fringe of the San Bernardino Mountains, east to 29 Palms and north into the Mojave Desert. The Serrano practiced a hunting- and gathering-based subsistence focusing on the collection of seasonally available food sources.

Prehistoric settlements in the Victorville Planning area centered on the Mojave River drainage, with longer, more permanent habitation occurring on the first and second terraces of the river flood plain. These settlements subsisted on the fruit of Joshua trees, mesquite beans, tule bulbs, and small game such as rabbit and lizard. The more permanent settlements included formal tools of a non-portable nature such as ground stone tools. Rock art and shelters were also associated with these sites.

The more recent Native American history in California, beginning with the first European contact, is chronologized by anthropologists and historians as follows:

1500-1770s	Long-distance contact with Europeans
1770s-1830s	Mission Period
1830s-1850s	Rancho Period
1850s-1880s	American migration to California
1880s-present	Reservation Period

Pursuant to California Senate Bill 18, the City consulted with tribal representatives from several Native American communities to request their input to identify sacred sites in the Planning Area, so they can be recognized and addressed in this Resource Element. No such sites were identified by any of the tribes; however, each tribe requested an ongoing consultation process with the City, to ensure that planning and construction future development projects include adequate investigations and monitoring efforts to identify and protect potential Native American resources.

Historic Context

The introduction of the Spanish mission system in the mid to late 1700's gradually eroded the Serrano's way of life. Villages were abandoned, hunting and gathering were disrupted by agricultural practices and Indian populations were significantly reduced by European diseases. In the late 1700's, the Spanish, led by the famed Spanish explorer Francisco Garcés, explored the Western Mojave Desert in an unsuccessful search for an overland route from the Colorado River to Monterey. The Spaniards traveled through the Victor Valley along an ancient Indian trading route, known today as the Mojave Trail. In the early 1830s, part of this trail was incorporated into a pack-train road known today as the Old Spanish Trail, which extended between southern California and Santa Fe, New Mexico. Some 20 years later, when the historic wagon road known as the Mormon Trail or Salt Lake Trail was established between Utah and southern California, it followed essentially the same route across the Victor Valley area. Since then, the Victor Valley has always served as a crucial link for a succession of major transportation arteries, where the heritage of the ancient Mojave Trail was carried on by the Santa Fe Railroad since the 1880s, by the National Old Trails Highway and U.S.

Route 66 during the early and mid-20th century, and finally by today's I-15.

Mining became an important part of the local economy with the discovery of gold as well as silver, copper, marble, limestone, and borax in the 1860's. Settlement within the area resulted from transportation and local mining activities. Victorville, known as the Town of Victor, was a railroad station named in 1885 after California Southern Railroad (Santa Fe Railroad) construction superintendent Jacob Nash Victor. On January 18, 1886, the plan of the Town of Victor was prepared which created the grid pattern of the original town. The name was changed to Victorville in 1901 by the United States Post Office to avoid confusion with Victor, Colorado.

Agricultural development occurred as a result of available water and rich river bottom lands. During the late 19th and early 20th centuries, settlers in the valley attempted a number of money-making endeavors, such as growing alfalfa and deciduous fruits and raising poultry, with only limited success. Around the turn of the century, large deposits of limestone and granite were discovered, prompting cement manufacturing to become the leading industry in the valley. In 1916, the Southwestern Portland Cement Company (SPCC) began operation in Victorville.

In 1926, U.S. Route 66 was designated utilizing the existing National Old Trails Highway system, which was to create a "ribbon of pavement" from Chicago, Illinois to California. The route originally went through Hesperia, but was realigned in 1924 to create a more efficient and safe route to Victorville. A portion of this famous highway provided a major transportation corridor through Victorville in which Seventh Street and "D" street were a part. In July of 1941 the Army Corps of Engineers began construction of the Victorville Army Flight Train-

ing School. On January 30, 1942, upon completion of structures and runways, the Victorville Army Air Field formally opened with a contingent of 10,000 men. Following World War II, activity at the Air Field declined until its reactivation in 1950 in response to the Korean Conflict. The Facility was renamed George Air Force Base in honor of Brigadier General Harold H. George. Pursuant to the Base Closure and Realignment Act, the base was deactivated December 15, 1992. Since its deactivation, the Base has been converted for civilian use as the Southern California Logistics Airport.

Historic Resources

Past cultural resources surveys conducted in the Planning Area determined that approximately one-third of the total acreage within the Planning Area has been covered by project-related surveys, leaving most of the Planning Area yet to be surveyed systematically and intensively. Due in part to some of these previously completed surveys, at least 178 historical/ archaeological sites have been discovered within and adjacent to the Planning Area and recorded into the California Historical Resource Information System, including 50 prehistoric—i.e., Native American— sites and 128 historic-period sites. A total of 16 additional pending sites have been reported within the boundaries of the Planning Area, including 3 prehistoric resources and 13 historic-period sites. As development increases, and as more of the Planning Area is surveyed systematically for cultural resources, it is expected that additional resources will be identified.

Many of the prehistoric sites represent relics from thousands of years of Native American habitation in the Planning Area before Europeans arrived. The recorded Native American sites are situated along or near the banks of the Mojave River, near the conflu-

ence of seasonal drainages such as the Oro Grande Wash and the Bell Mountain Wash, or near springs in the Turner Springs area.

Among the historic-period sites recorded in the Planning Area are several prominent early roads, including the Old Spanish Trail, the Mormon Trail, the Mojave Road, the National Trails Highway, and U.S. Routes 66 and 395; power and telephone transmission lines from the early 20th century; the remains of past mining activities; late-19th century homesteads, ranches, and town-sites; commercial, industrial, and residential buildings and foundations; irrigation features, wells, and reservoirs; military structures from World War II; and numerous refuse scatters, all indicative of early settlement and land development activities. Many of these sites are situated in Victorville's downtown area, along National Trails Highway, within and near the Southern California Logistics Airport, and in the Mojave Heights/Turner Springs areas.



Of the previously recorded historical/archaeological sites in the Planning Area, 10 have been previously evaluated and determined eligible for listing on the National Register of Historic Places, while three others have been proclaimed as California Historic Landmarks. The most notable concentration of early 20th century buildings, both residential and commercial, is found in the downtown area around Victorville's traditional town center, including A through E Streets, 1st through 11th Streets, and southwest from A Street along 6th Street,

7th Street, Yucca Avenue, and Forrest Avenue. A number of local historical sites have been designated by the Victorville Chamber of Commerce, including the first school and the first church in Victorville.

Existing Programs to Protect Cultural Resources

Section 106 of the National Historic Preservation Act mandates that federal agencies or HUD-designated local agencies with jurisdiction over federal or federally assisted undertakings take into account the effect of the undertakings on any "historic properties" during the planning process (16 USC 470f). For projects with no federal involvement, the California Environmental Quality Act (CEQA) similarly requires lead agencies to take the necessary action to prevent substantial adverse changes to "historical resources" (PRC §21084.1).

Although termed differently in NHPA and CEQA, "historic properties" and "historical resources" both refer to a special class of cultural resources that meet the definitions set forth in the statutes and their implementation regulations. "Historic properties," as defined by the Advisory Council on Historic Preservation, include "prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places maintained by the Secretary of the Interior" (36 CFR 800.16(l)). "Historical resources," according to PRC §5020.1(j), "includes, but is not limited to, any object, building, site, area, place, record, or manuscript which is historically or archaeologically significant, or is significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California." More specifically, CEQA guidelines state that the term "historical resources" applies to any such resources listed in or determined to be eligible for listing in the California Register of

Historical Resources, included in a local register of historical resources, or determined to be historically significant by the Lead Agency (Title 14 CCR §15064.5(a)(1)-(3)). A local register of historical resources, as defined by PRC §5020.1(k), "means a list of properties officially designated or recognized as historically significant by a local government pursuant to a local ordinance or resolution."

At this time, the City does not maintain a list of designated historic sites. However, the City made a number of attempts to establish such a list. The Victorville Chamber of Commerce has designated 17 sites in the downtown area as points of local historical interest. In 1988 the Historic Advisory Committee was established to make recommendations to the City Council regarding evaluation, declaration, preservation and maintenance of historic sites and points of interest. To date, twenty-seven sites have been identified by the Committee. These sites represent distinctive eras of growth, architectural style and/or are associated with locally significant events or persons. The sites were reviewed for potential State Historic Landmark Registration; however, none of the sites or structures has been considered eligible for such designation. Therefore, these sites have potential to be locally significant only.

The City Zoning Ordinance has been modified to add a historic combining land use district zone intended to apply to areas containing a potential landmark or point of interest, to date no properties have been designated. The purpose of the historic district is to protect and promote the preservation, maintenance and/or improvement of landmarks or points of interest as well as assure new structures within the district are compatible with the character to be preserved.

Paleontologic Resources

Paleontologic resources within the City include nine ancient lake bed deposits estimated to date back to the Pleistocene Epoch (10,000 to 900,000 years ago). These lake beds contain numerous mammalian fossils, including teeth, limb fragments, phalanges and metacarpal from horses, camels and other large animals. As a result of requiring monitoring during earth disturbance activities, several resources have been identified and recovered. The most recent significant find was a mammoth discovered in June of 1993. The fossil bearing rock layers are essentially level due to their formation from an ancient lake bed. All of the Planning Area, excepting those areas above the 2,985 foot contour or below the 2,727 foot contour, is located upon fossil bearing strata. The entire Planning Area is considered to be sensitive regarding paleontological resources due to the existence of recovery sites throughout. The Department of Community and Cultural Resources will not identify the location of recovery sites in order to protect them from damage or loss of resources.

Mineral Resources

Sand, Gravel and Stone Deposits

The City of Victorville received a Mineral Land Classification Report from the State Department of Conservation, Division of Mines and Geology, entitled "Mineral Land Classification of Concrete Aggregate Resources in the Barstow - Victorville Area, San Bernardino County, California". According to Section 2762(a) of the Surface Mining and Reclamation Act of 1975, affected lead agencies must establish mineral resource management policies in their General Plan. The policies must: (1) recognize the Mineral Land Classification information; (2) assist in the management of land uses

that affect areas containing mineral resources of state-wide or regional significance; and (3) emphasize the conservation and development of identified mineral resources.

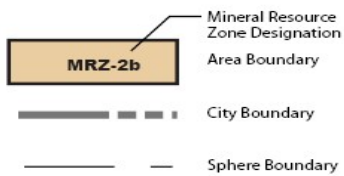
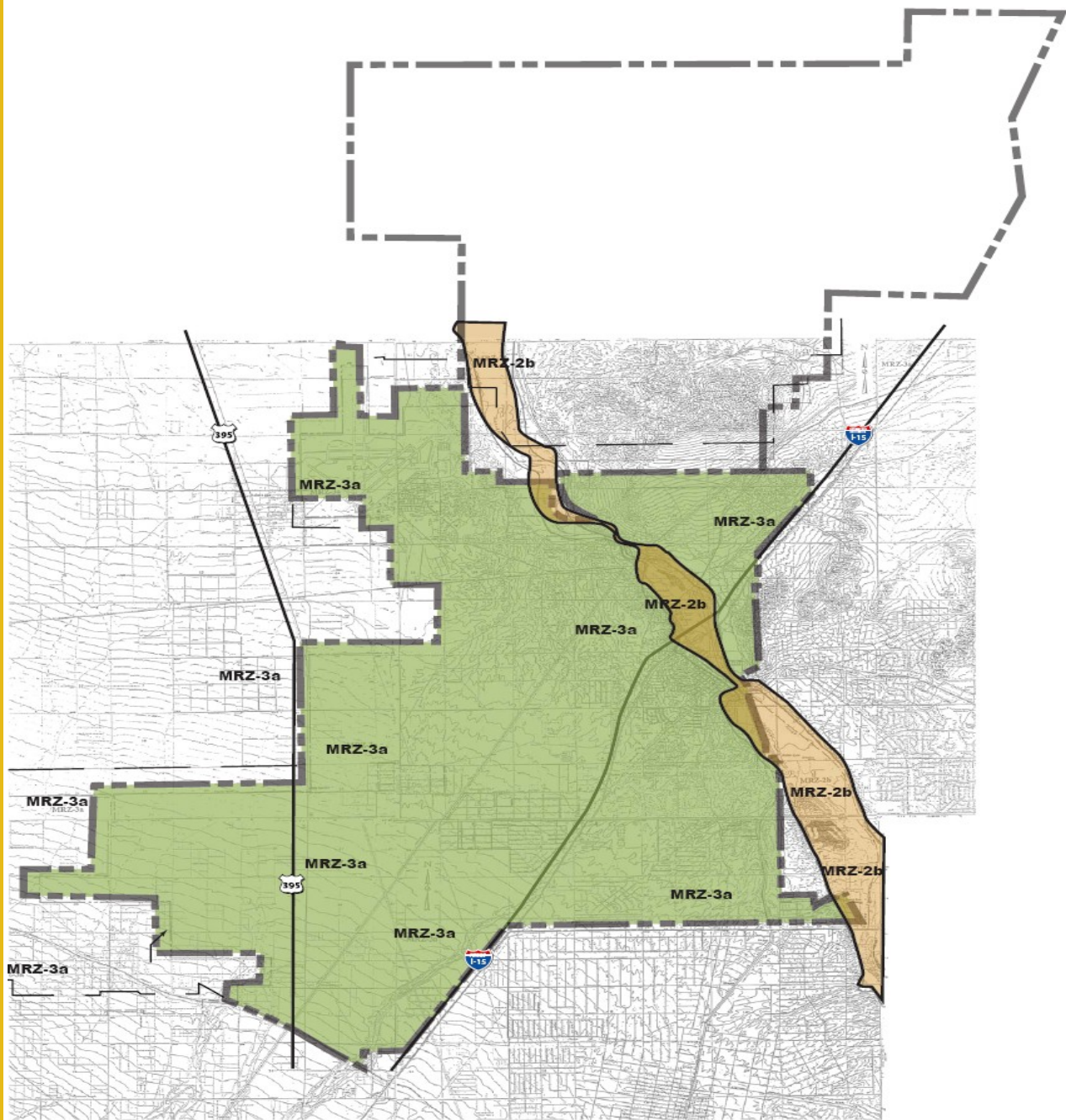
The California Surface Mining and Reclamation Act of 1975 (SMARA) requires that all cities incorporate into their general plans mapped mineral resources designations approved by the State Mining and Geology Board. SMARA was enacted to limit new development in areas with significant mineral deposits. The State Geologist classifies land in California based on availability of mineral resources. Because available aggregate construction material is limited, five designations have been established for the classification of sand, gravel and crushed rock resources:

Naturally occurring mineral resources within the Planning Area include sand, gravel or stone deposits that are suitable as sources of concrete aggregate, located primarily along the Mojave River (See RE-1). Based on the above listed designations, the Division of Mines and Geology has classified the naturally occurring sand, gravel or stone deposits in the Planning Area as follows:

MRZ-2a: Areas underlain by mineral deposits where geologic data indicate that significant measured or indicated resources are present. Areas classified as MRZ-2a contain discovered mineral deposits that are either measured or indicated reserves as determined by such evidence as drilling records, sample analysis, surface exposure, and mine information. Land included in the MRZ-2a category is of prime importance because it contains known economic mineral deposits.

MRZ-2b: Areas underlain by mineral deposits where geologic information indicates that significant inferred resources are present. Areas classified as MRZ-2b contain discovered mineral deposits that are significant inferred resources as determined by their lateral extension from proven deposits or their similarity to proven deposits. Further exploration work could result in upgrading these areas to MRZ-2a.

MRZ-3a: Areas containing known mineral occurrences of undetermined mineral resource significance. Further exploration work within these areas could result in the reclassification of specific localities into MRZ-2A or MRZ-2b categories.



MR-1 No Significant Aggregate Deposits
 MRZ-2a Significant Aggregate Deposits
 MRZ-2b High Likelihood of Significant Aggregate Deposit
 MRZ-3a May Contain Significant Aggregate Deposit
 (See text for additional explanation of MRZ symbols)

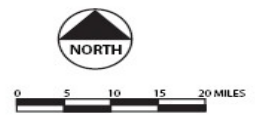


Figure RE-1. Victorville Planning Area Mineral Land Classification Map

Gas and Oil

According to information provided by the United States Bureau of Land Management (BLM), numerous petroleum test wells have been drilled in the West Mojave Desert since 1900 and all have been abandoned. Geologically, the Victorville Planning Area is not within the over thrust belt and does not contain known marine source beds, two factors that contribute to the presence of petroleum. Consequently, it is highly unlikely that petroleum in commercial quantities exists in the Western Mojave Desert region, inclusive of the Planning Area.

Natural Hazards

Flooding

The City occupies the broad surface of a large alluvial fan referred to as the Cajon Fan (or Victorville Fan). The Mojave River runs along the fan's eastern margin and is the City's most notable topographic feature. This river is very unusual in that it flows from south to north, conveying runoff out of the San Gabriel and San Bernardino Mountains for about 80 miles, until it empties at Soda Lake. Surface flows fluctuate seasonally, and are affected by discharges from Lake Arrowhead, Silverwood Lake and Mojave Forks Reservoir. The river's natural floodplain is up to a mile wide, and its waters flow below the surface for most of its length, except following storms. At Mojave Narrows, however, the river encounters an impenetrable layer of bedrock that forces water to the surface - even during dry periods. Oro Grande Wash, the City's second-largest drainage course, conveys surface flows only following intense storms. It originates in the San Gabriel Mountains near the Cajon Pass, where it parallels Interstate 15 before crossing to the east, just north of La Mesa and Nisqualli Roads. There is a potential for flooding from all of these streams

in the event of a 100-year flood.

Several intermittent streams drain the Planning Area and flow into the Mojave River. Two of these, Ossom Wash and West Fork Ossom Wash, drain a large part of the city, west of the I-15 Freeway. Three smaller, unnamed intermittent streams drain areas south of the Southern California Logistics Airport. Bell Mountain Wash is north of the Mojave River and drains part of the North Mojave Planning area.

The river has a highly variable annual flood series, with some years having either base flow or zero discharge and other years having floods as high as 70,600 cubic feet per second. The largest flood in the gauging record occurred in 1938, which was not an El Niño year; other years with large floods include 1891, 1905, and 1916, all of which were El Niño years. In recent decades, the relation between flooding and El Niño has strengthened, with large floods in 1978, 1983, 1993, and 1998. The Mojave River only flows continuously from its source to its terminus in the Soda Lake.

The Mojave River and its tributaries have three dams that store water and provide some flood control for the reaches in the Mojave Desert. The Mojave River Forks Reservoir and Silverwood Lake reservoir, both completed in 1971, likely attenuate flood peaks, although they have no effect on annual runoff volume (Lines 1996). The presence of these reservoirs may be the reason why the size of floods appears to have declined in the latter part of the 20th century, although this decline also could be the result of climatic fluctuations. Lake Arrowhead reservoir, built in 1922, provides only minimal flow regulation.

Flood hazard mapping has been completed by the Federal Emergency Management Agency (FEMA), for the National Flood Insurance Program. These mapped flood

hazards are described in more detail and are illustrated in the Safety Element. Development has been and will continue to be prohibited and/or restricted within the Mojave River floodplain and along its tributaries, where flood hazards also have a potential to occur. Flood hazard areas are, therefore, considered part of the City's open space network.

Seismic and Geological Hazards

As discussed in the Safety Element, there are no earthquake faults in the Planning Area and the threat of surface rupture from an earthquake is not present. No areas of subsidence have been identified during the City's history of community development. Other geologic and soils constraints such as liquefaction, expansive soils, steep slopes, etc. occur in a variety of locations, but routine engineering methods and construction techniques are available to mitigate these constraints and allow development to occur. The City's open space network does not need to include land constrained by seismic or geological hazards.

Water Courses and Lakes

Mojave River

There are no regular public or private water recreation uses in those portions of the Mojave River where surface flow regularly occurs. Water levels are rarely deep enough to support swimming, fishing, or boating, except in periods following heavy rainstorms when flood conditions are present and it is too dangerous for recreational activities.

Lakes

Mojave Narrows Regional Park is a County-owned/operated park located in the center of the Planning Area. Encompassing 840 acres, the park contains two lakes open to

the public (for a fee) for fishing. Victor Valley College contains one lake that is available for passive public use on weekends and a fish



hatchery that is used to stock the Mojave Narrows Regional Park lakes. It is a central design feature of the campus and functions primarily as a passive recreational amenity for students and faculty. In the Spring Valley Lake residential community, there is a 200-acre, private lake that is available for recreational use to residents of that private community only. Because it is restricted to private use and does not conserve a natural resource for the public benefit, it is not considered an open space resource.

Outdoor Recreation

Outdoor recreation resources in the Victorville Planning Area include public parks, public golf courses, public access lakes, bicycle paths and pedestrian trails, and ground-level linkages between recreation areas and urbanized places. The City currently maintains 198.4 acres of park land throughout the Planning Area. There are two public golf courses: the 18-hole, 150-acre Green Tree Golf Course, and a 9-hole 60-acre golf course within the Southern California Logistics Airport, plus a 172 acre potential expansion area within the airport site. The City also maintains paseo systems within specific plan communities that link neighborhoods to local parks and to other neighborhoods.

The primary opportunity for recreational linkages is the Los Angeles Department of Water and Power (LADWP) electrical power line corridors. LADWP has indicated that bicycle paths and pedestrian trails may occur within those easements, provided

such activities do not interfere with their ability to maintain their lines and structures. Some of these easements cross roads that carry a significant amount of traffic; therefore, trail/path designs must carefully consider potential conflicts between automobile traffic, bicyclists and pedestrians.

Solid Waste Management

Non-Hazardous Waste

Non-hazardous solid and liquid waste generated in the Planning Area is currently deposited in the Victorville Landfill, which is operated by the County of San Bernardino Public Works Department, Solid Waste Management Division. This landfill is located at 17080 Stoddard Wells Road in the northeastern quadrant of the City.

The Victorville Landfill property area is approximately 491 acres in total, with an approximately 80-acre parcel currently in use for landfill operations. The 80-acre parcel includes 67 acres that are in active use for land filling, a 7-acre expansion area that was formerly used as septic ponds, and 6 acres of former "borrow pit" (excavation area) which had been used to generate daily cover for refuse. The landfill site is within the area of the City's Southern California Logistics Airport (SCLA) Specific Plan area. In November 2007, the City sent a letter to the San Bernardino County Solid Waste Management Division, regarding the future operation of the Victorville Landfill. Since the City is in the midst of developing the SCLA into an inland port, and given that landfills are known for attracting birds, the City informed the County of their concerns regarding landfill operation and aviation safety. The City expressed its interest in having the County close the landfill, and recommended numerous goals be included within the Countywide Integrated Waste Management Plan five year review.

Materials Recycling Facility and Related Programs



The Victor Valley Materials Recovery Facility (MRF), located in Victorville at 17000 Abbey Lane, is co-owned by the Town of Apple Valley and City of Victorville. Residential and commercial curbside recyclable materials are picked up by the contractor for the City and taken to the MRF. The MRF serves the City by reducing waste in order to comply with the requirements of state law AB 939 which mandates a 50% reduction in the amount of waste sent to landfill by the year 2000 and beyond. In support of this program the City of Victorville has established a number of recycling programs for its residential and commercial customers. Materials targeted for collection include papers, bottles, cans, and plastic containers. The facility, operating since 1995, has a residential curbside recycling program and business recycling programs. The facility also processes recyclables from adjacent communities and serves as a drop off and recycling buy-back center for residents and businesses.

Hazardous Waste

Hazardous waste is defined in the California Health and Safety Code, Section 25117, as: "...a waste or combination of waste which because of its quantity, concentration, or physical, chemical, or infectious characteristics, may either: cause, or significantly contribute to an increase in mortality or an increase in serious irreversible, or incapacitating reversible illness, or pose a substantial present or potential hazard to human health or environment when improperly treated, stored, transported or disposed of or otherwise managed." Federal and State laws mandate an improvement in the management of hazardous waste including a reduc-

tion in the amount generated. In addition, jurisdictions, where hazardous waste generators operate, were required to adopt hazardous waste management plans. The City of Victorville adopted a plan in June 1991. To date, no hazardous waste facilities have been proposed or developed within the Victorville Planning Area.

Future Disposal Options

Rail Cycle

Rail Cycle is a proposed waste collection, recycling, transportation and disposal project. The system would begin with the collection of refuse and recyclables from homes and businesses which would be transported to materials recovery facilities located along existing rail lines. Recyclable materials, including yard and green waste, would be processed and marketed for reuse. The remaining waste materials would then be transported by rail to a landfill (Bolo Station) to be located near Amboy, eighty miles east of Barstow. This landfill would be a Class III facility accepting only non-hazardous municipal solid waste with the capacity to handle up to 21,000 tons per day.

MRF Future Phases

The existing MRF was approved in three phases with phase two including the capability of accepting mixed municipal solid waste for baling and transporting to landfill facilities other than Victorville landfill in the event this facility closes. The third phase would include the capability of accepting and processing yard and wood waste to further reduce municipal waste disposal which in turn would reduce potential costs to the City and impacts to landfill facilities.

Conversion to Energy/Composting Waste

Conversion to Energy/Composting Waste to energy refers to the conversion of solid waste to energy through processes such as combustion, including discarded tires, or ground wood chips or the collection of methane gas. Composting is the biological degradation of organic matter which yields a humus-like material with potential use as a soil conditioner or top dressing on landscape or gardens to reduce weeds and water evaporation. According to the Mojave Desert and Mountain Solid Waste Joint Powers Authority Administrator, conversion to energy, or "transformation" technology and composting are being monitored for potential future use.

Air Quality

Hot summers, mild winters, infrequent rainfall, moderate afternoon breezes and generally fair weather characterize the climate of the Victor Valley, an interior sub-climate of Southern California's Mediterranean climate. The clouds and fog that form along the Southern California coastline rarely extend across the mountains to Victorville. The most important local weather pattern is associated with the funneling of the daily onshore sea breeze through El Cajon Pass into the upper desert to the northeast of the heavily developed portions of the Los Angeles Basin. This daily airflow brings polluted air into the area late in the afternoon from late spring to early fall. This transport pattern creates both unhealthful air quality as well as destroying the scenic vistas of the mountains surrounding the Victor Valley.

The Clean Air Act Amendments (CAAA) of 1970 established national Ambient Air Quality Standards (AAQS) with states retaining the option to adopt more stringent standards or to include other pollution species. California, largely because of its

unique meteorological conditions, had standards in existence before the Federal AAQS were established. In California, air quality is regulated by the California Air Resources Board (CARB). In the Victorville Planning Area, federal and state air quality regulations are monitored by the Mojave Desert Air Quality Management District (MDAQMD).

Criteria Pollutants

Air quality in the Planning Area is affected by a variety of pollutants, generated from a variety of sources, both man-made and natural. Primary air pollutants in the Victorville region include carbon monoxide (CO), oxides of nitrogen (NO₂ and NO_x), sulfur dioxide (SO₂), particulate matter (PM₁₀ and PM_{2.5}), and volatile organic compounds (VOCs). Most primary air pollutants are generated from the burning of fossil fuels which emit CO, NO_x, and VOCs). Secondary pollutants include ozone (O₃), which is a product of the reaction between NO_x and VOC in the presence of sunlight.

The MDAQMD has adopted numerical emissions thresholds as indicators of potential impacts. The MDAQMD thresholds are as follows:

Carbon Monoxide (CO) 548 pounds/ day

Nitrogen Oxides (NO_x) 137 pounds/day

Sulfur Oxides (SO_x) 137 pounds/day

Reactive Organic Gases (ROG) 137 pounds/day

Particulate Matter (PM-10) 82 pounds/day

The MDAQMD CEQA Handbook also states that additional indicators should be used as screening criteria to determine the need for further analysis with respect to air quality. The additional indicators relevant

to the General Plan update are as follows:

- Generates total emissions (direct and indirect) in excess of the MDAQMD thresholds.
- Generate a violation of any ambient air quality standard when added to the local background
- Creates odors that could be considered a nuisance by any substantial number of people.
- Represents a level of growth not previously anticipated in regional air quality planning.

These thresholds are the levels of air quality considered safe, with an adequate margin of safety, to protect the public health and welfare. They are designed to protect that segment of the public most susceptible to respiratory distress or infection such as asthmatics, the elderly, the very young, people weak from other disease or illness, and persons engaged in heavy work or exercise, all called "sensitive receptors."

Healthy adults can tolerate periodic exposure to air pollution levels somewhat above these standards before adverse health effects are observed. Recent research has shown, however, that chronic exposure to ozone even at the federal clean air standard level can create unhealthful reactions through pulmonary distress. Just meeting clean air standards may therefore ultimately not be enough to protect human health. An additional margin of safety is needed to achieve all clean air objectives and protect human health.

Greenhouse Gas

Recent legislation in the State of California has focused on reducing emissions of "Greenhouse gases" (GHGs), so called because of their role in trapping heat near the

surface of the earth. GHGs emitted by human activity are implicated in global climate change, commonly referred to as “global warming.” These greenhouse gases contribute to an increase in the temperature of the earth’s atmosphere by transparency to short wavelength visible sunlight, but near opacity to outgoing terrestrial long wavelength heat radiation. The principal greenhouse gases (GHGs) are carbon dioxide, methane, nitrous oxide, ozone, and water vapor. Fossil fuel consumption in the transportation sector (on-road motor vehicles, off-highway mobile sources, and aircraft) is the single largest source of GHG emissions, accounting for approximately half of GHG emissions globally. Industrial and commercial sources are the second largest contributors of GHG emissions with about one-fourth of total emissions.

Energy Conservation

In California, energy use is divided into four primary sectors: (1) transportation; (2) industrial; (3) commercial; and (4) residential. More than 80 percent of the energy consumed in the State comes from two fossil fuels; natural gas and petroleum. Coal-fired plants, nuclear, solar, wind, hydroelectric, geothermal and liquefied natural gas provide the remaining 20 percent.

To reduce energy, consumption must address all four sectors. For the transportation sector, reducing vehicle miles traveled through land use design or use of alternative energy vehicles, locating jobs close to residences, and improving alternative transportation systems is needed.

For the industrial sector, industrial energy systems account for 80 percent of all energy used by industry. Efforts to reduce electrical loss in industrial facilities and installation of more energy-efficient equipment in industrial facilities are two effective strategies for reducing total energy.

For commercial and residential sectors, reducing electrical use is needed. Efforts to reduce heating and cooling usage in commercial and residential buildings are the most effective strategy for reducing total energy.

Expanding generation of electricity from other sources other than natural gas, including solar energy and wind energy, is a priority that would reduce energy consumption in each of the four sectors.

GOALS, OBJECTIVES, POLICIES AND IMPLEMENTATION

The following goals, objectives, policies and implementation measures are intended to achieve the Vision of this Resource Element and to guide the City’s efforts to preserve natural resources, protect the community from significant natural hazards, and provide ample active and passive open space and recreational opportunities for all members of the Planning Area.

GOAL #1: SUFFICIENT, SAFE WATER SUPPLY— MAINTAIN ADEQUATE WATER SUPPLY RESOURCES AND WATER DELIVERY SYSTEM TO SUPPORT THE IMPLEMENTATION OF THE CITY’S LAND USE POLICIES AND FIRE PROTECTION STANDARDS, AND TO MEET ESSENTIAL NEEDS DURING EMERGENCIES AND SEVERE DROUGHT CONDITIONS

Objective 1.1: Reduce Rate of Groundwater Extraction for Municipal Water Supply to no more than 80% of 2006 levels, by the year 2012, and maintain or reduce that lower level over the long term

***Policy 1.1.1:** Require water conservation measures in the design of new development and major redevelopment, for both*

public and private projects, such as low-water consuming indoor plumbing devices and use of xerophytic landscape materials that require minimal irrigation.

Implementation Measure 1.1.1.1: Offer incentives for projects that demonstrate significant water conservation through use of innovative water consumption technologies. For example, offer discounted water rates for projects that achieve U.S. Green Building Council LEED standards for certification relative to water efficiency.

Implementation Measure 1.1.1: The City will periodically revise development standards in its zoning and subdivision regulations, and in its building and plumbing codes, to include a range of water conservation measures to be incorporated into site design, building construction, landscaping and irrigation systems.

Implementation Measure 1.1.2: The City will continue to maintain a list of xerophytic plant materials and publications providing guidelines and methods for establishing and maintaining xerophytic landscapes and irrigation systems. This information shall be readily available to the public.

Policy 1.1.2: *Penalize high volume water consumers that operate with wasteful water consumption practices*

Policy 1.1.3: *Support conversions of wasteful water practices to water conserving practices, including public and private water consumers*

Implementation Measure 1.1.3.1: Convert City-owned landscaping in streets, parkways and parks to xerophytic palettes and replace older, inefficient irrigation systems with efficient, water conserving irrigation systems

Objective 1.2: Expand sources of water supply and delivery systems through alternatives to ground water extractions

Policy 1.2.1: *Support VVWRA's development and expansion of recycled wastewater treatment and delivery capacity for appropriate water uses such as irrigation of outdoor landscapes*

Implementation Measure 1.2.1.1: Conduct master planning study to develop program specifications for incorporating recycled wastewater infrastructure into City's existing and future street network, and to develop performance standards to be met by new development projects, to enable ready connection to recycled water infrastructure, when available.

Policy 1.2.2: *Participate in regional efforts to acquire imported water from the State Water Project, along with 'water wheeling' from fallowed agricultural areas and other lands with significant ground water resources*

Implementation Measure 1.2.2.1: Conduct a preliminary engineering study to identify optimal location(s) for a turnout from the California Aqueduct to deliver imported State Water Project water that may be purchased in the future

Objective 1.3: Protect ground water quality

Policy 1.3.1: *Require new development and major redevelopment projects public and private, to prepare and implement water quality management plans that incorporate a variety of structural and non-structural best management practices to minimize, control and filter construction site runoff and various forms of developed site urban runoff, prior to discharge to receiving waters.*

Implementation Measure 1.3.1.1: Assign properly qualified professionals to conduct plan checks and inspections to ensure proper design and implementation of water quality management plans for new development and major redevelopment projects.

Implementation Measure 1.3.1.2: Assess and mitigate impacts on surface and groundwater quality as a routine aspect of the City's CEQA implementation procedures.

GOAL #2: SUFFICIENT PARK LAND

PROVIDE SUFFICIENT LOCAL, COMMUNITY AND REGIONAL PARK LAND TO MEET CURRENT AND FUTURE OUTDOOR RECREATION NEEDS OF THE PLANNING AREA

Objective 2.1: Provide at least three acres of parkland for every 1,000 residents

Policy 2.1.1: *Require new residential subdivision projects to provide parkland on-site or to pay in-lieu fees equal to the value of such parkland, calculated to provide 3 acres of parkland per 1,000 residents*

Implementation Measure 2.1.1.1: Adopt and implement subdivision regulations to require parkland exactions, pursuant to the State Quimby Act

Policy 2.1.2: *Prohibit development on land identified for outdoor recreation purposes in a local or regional parks, trails, and/or open space plan*

Implementation Measure 2.1.2.1: Develop and maintain a city-wide parks master plan that identifies sites of sufficient size, and in optimal locations, to meet a variety of out-

door recreation needs of the community.

Implementation Measure 2.1.2.2: Complete a master recreational trails plan for the Mojave River Corridor, within the Planning Area

Implementation Measure 2.1.2.3: Designate all existing and planned park sites as Open Space-Recreation on the Land Use Policy Map and in the Open Space Plan.

GOAL #3: PROTECTION FROM NATURAL HAZARDS— PROTECT THE COMMUNITY FROM FLOODING AND GEOLOGIC HAZARDS

Objective 3.1: Development is outside of areas exposed to flood hazards

Policy 3.1.1: *Prohibit development within flood hazard areas adjacent to the Mojave River.*

Implementation Measure 3.1.1.1: City will maintain accurate and up-to-date maps of areas exposed to 100-year and 500-year flood hazards, based on National Flood Insurance Program criteria.

Implementation Measure 3.1.1.2: Areas located within 100-year and 500-year flood hazards shall be designated for Open Space-Natural Hazards on the Land Use Policy Map and on the Conservation/Open Space Map. Such lands shall be zoned to correspond to these general plan policy designations, including strong restrictions on land development projects.

Objective 3.2: New development is located and designed to avoid or mitigate seismic and geologic hazards

Policy 3.2.2: *Results of preliminary geotechnical investigations shall be considered by the City's decision-makers, prior to approval of all discretionary actions to allow for public or private development projects.*

Implementation Measure 3.2.2.1: Preliminary geotechnical investigations and reports shall be conducted for all new development and major redevelopment projects, public and private, to identify seismic and other geologic hazards, and to define measures to eliminate or reduce such hazards to an acceptable level.

GOAL #4: CONSERVATION OF IMPORTANT HABITAT

PRESERVE LAND CONTAINING NATIVE HABITAT THAT SUSTAINS RARE, THREATENED OR ENDANGERED PLANTS AND WILDLIFE SPECIES

Objective 4.1: Preservation of natural communities that support rare, threatened and/or endangered plants and wildlife species throughout the Planning Area.

Policy 4.1.1: *Encourage development natural habitat that supports rare, threatened or endangered plants and wildlife (i.e., "sensitive" species), or require restoration of the same type of impacted habitat within an existing, planned or potential conservation area.*

Implementation Measure 4.1.1.1: The City will compile and maintain up-to-date geographical database of the spatial distribution and composition of natural habitat that supports sensitive species throughout the Planning Area.

Implementation Measure 4.1.1.2: Continue to require biological surveys and an assessment of impacts to biological resources for

new "greenfield" projects, as part of the City's CEQA implementation procedures. Update City's database of sensitive habitats with findings of project-level biological surveys and reports.

Policy 4.1.2: *Support and participate in the West Mojave Plan*

Implementation Measure 4.1.2.1: Assign appropriate City staff to monitor and report on West Mojave Plan activities and to develop staff-level procedures to enable effective implementation of the City's responsibilities under the Plan.

Objective 4.2: Permanent Conservation of Mojave River Corridor Ecological Values

Policy 4.2.1: *Generally prohibit private or public development projects or major infrastructure facilities on land within the Mojave River Corridor, where biological surveys have determined there is habitat that supports rare, threatened and/or endangered plants or wildlife. Allow minor encroachments into such habitat, for critical public facilities and recreational trails, where reliable assurances are provided that no loss of sensitive species would occur.*

Implementation Measure 4.2.1.1: Compile and current mapping of biological habitat features and occurrences of sensitive species along Mojave River Corridor.

GOAL #5: PRESERVATION OF IMPORTANT CULTURAL RESOURCES

PROTECT IDENTIFIED ARCHAEOLOGICAL, PALEONTOLOGIC RESOURCES AND HISTORIC RESOURCES WITHIN THE PLANNING AREA.

Objective 5.1: Preserve known and expected cultural resources.

Policy 5.1.1: *Determine presence/absence of and consider impacts to cultural resources in the review of public and private development and infrastructure projects.*

Implementation Measure 5.1.1.1: As a City Planning Department function, maintain maps illustrating areas that have a moderate-high probability of yielding important cultural resources as a result of land alteration projects.

Implementation Measure 5.1.1.2: Establish a transmittal system with the Archaeological Information Center (AIC) at the San Bernardino County Museum, Redlands. When a project is in its initial phase, the City may send a location map to the AIC for a transmittal-level records search. The transmittal identifies the presence or absence of known cultural resources and/or previously performed studies in and near the project area. The AIC also offers recommendations regarding the need for additional studies, if warranted.

Implementation Measure 5.1.1.3: When warranted based on the findings of reconnaissance level surveys by a qualified professional archaeologist and/or transmittals from the AIC, require Phase I cultural resource assessments by qualified archaeologists, historians, and/or architectural historians, especially in areas of high sensitivity for cultural resources, as shown on the maps maintained in the City Planning Department. The scope of such a survey shall include, as appropriate, in-depth records search at the AIC, historic background research, intensive-level field survey, consultation with the Mohave Historical Society, and consultation with the appropriate Native American representatives and tribal organizations.

Implementation Measure 5.1.1.4: Complete a Planning Area-wide assessment of the

paleontological sensitivity, based on a review of geologic formations and a review of paleontological records that identify those formations that have yielded or are expected to yield fossil materials of importance to the scientific community.

Policy 5.1.2: *Prohibit destruction of cultural and paleontological materials that contain information of importance to our knowledge of the evolution of life forms and history of human settlement in the Planning Area, unless sufficient documentation of that information is accomplished and distributed to the appropriate scientific community. Require mitigation of any significant impacts that may be identified in project or program-level cultural and paleontological assessments as a condition of project or program approval.*

Implementation Measure 5.1.2.1: Enact a historic preservation ordinance and/or prepare a historic preservation plan to outline the goals and objectives of the City's historic preservation programs and present an official historic context statement for the evaluation of cultural resources within the City's jurisdiction.

Implementation Measure 5.1.2.2: Assist local property owners in finding and taking advantage of incentives and financial assistance for historic preservation that are available through various federal, state, or city programs.

Implementation Measure 5.1.2.3: Require paleontological monitoring of land alteration projects involving excavation into native geologic materials known to have a high sensitivity for the presence of paleontological resources.

GOAL #6: GOOD AIR QUALITY

PROMOTE CLEAR AIR WITH LOW POLLUTANT CONCENTRATIONS THAT DO

NOT ADVERSELY AFFECT RESPIRATORY HEALTH

Objective 6.1: Contribute to regional air quality plan attainment

Policy 6.1.1: *Encourage planning and development activities, that reduce the number and length of single occupant automobile trips*

Implementation Measure 6.1.1.1: Create a Transit-Oriented Development Plan: Identify ideal locations for residential housing near public transportation, identify areas for mixed use development, walkable development near transportation hubs.

Implementation Measure 6.1.1.2: Require dust abatement actions for all new construction and redevelopment projects.

Implementation Measure 6.1.1.3: Maintain parking standards that encourage and facilitate alternative transportation modes, including reduced parking standards for transit-oriented developments, mixed-use developments, and preferential parking for carpoolers.

Implementation Measure 6.1.1.4: Replace existing gasoline powered City vehicles and equipment with clean fuels and vehicles and equipment.

Implementation Measure 6.1.1.5: Replace fleet vehicles with more efficient vehicles with a goal of 100% low emission vehicle fleet.

Implementation Measure 6.1.1.6: Any City-operated parking facility must have carpool passes (reduced rate or preferential parking for vehicles with two or more passengers to be verified by attendant)

Implementation Measure 6.1.1.7: Designate preferential parking for hybrid vehicles

at City buildings

Implementation Measure 6.1.1.8: Adopt Diesel Engine Idling Restrictions to limit idling at all commercial facilities.

Implementation Measure 6.1.1.9: Encourage the provision of on-site electrical outlets at all commercial facilities.

Objective 6.2: Reduce health risks associated with air pollution

Policy 6.2.1: *Encourage compliance with the California Air Resources Board (CARB) "Air Quality and Land Use Handbook: A Community Health Perspective", which provides guidelines for siting new sensitive land uses in proximity to air pollutant emitting sources*

Implementation Measure 6.2.1.1: Avoid siting new sensitive land uses within 500 feet of a freeway, urban roads with 100,000

vehicles/day, or rural roads with 50,000 vehicles/day.

Implementation Measure 6.2.1.2: Avoid siting new sensitive land uses within 1,000 feet of a distribution center (that accommodates more than 100 trucks per day, more than 40 trucks with operating transport refrigeration units [TRUs] per day, or where TRU operations exceed 300 hours per week).

Implementation Measure 6.2.1.3: Avoid siting new sensitive land uses within 1,000 feet of a major service and maintenance rail yard.

Implementation Measure 6.2.1.4: Avoid siting new sensitive land uses within 300 feet of any dry cleaning operation. For operations with two or more machines, pro-

vide 500 feet. For operations with three or more machines, consult with the Mojave Desert Air District prior to placement.

Implementation Measure 6.2.1.5: Avoid siting new sensitive land uses within 300 feet of a large gas station (defined as a facility with a throughput of 3.6 million gallons per year or greater). A 50 foot separation is recommended for typical gas dispensing facilities.

GOAL #7: ENERGY CONSERVATION

PROMOTE ENERGY SUSTAINABILITY BY DEVELOPING ALTERNATIVE POWER SUPPLIES AND REDUCING ENERGY USE

Objective 7.1: Promote alternative energy sources

Policy 7.1.1: Support development of solar, hybrid, wind and other alternative energy generation.

Implementation Measure 7.1.1.1: Continue to work with energy companies and energy developers to develop non-fossil fuel reliant power generation plants within the Planning Area.

Implementation Measure 7.1.1.2: Through the Victorville Municipal Utility Services (VMUS), continue to expand the amount of energy generated and the distribution of that energy to all Planning Area power consumers.

Implementation Measure 7.1.1.3: Establish a photovoltaic target and require new construction to contribute to that target.

Implementation Measure 7.1.1.4: Require all new commercial or industrial development to generate electricity on site to maximum extent feasible.

Implementation Measure 7.1.1.5: Require all residential projects over 100 units to generate electricity on site to maximum extent feasible.

Objective 7.2: Promote energy conservation

Policy 7.2.1: Support energy conservation by requiring sustainable building design and development.

Implementation Measure 7.2.1.1: Incorporate green building principles and practices, to the extent practicable and financially feasible, into the design, development and operation of all City owned facilities.

Implementation Measure 7.2.1.2: Minimize energy use of new residential, commercial and industrial projects by requiring high efficiency heating, lighting and other appliances, such as cooking equipment, refrigerators, furnaces, overhead and area lighting, and low NOx water heaters.

Implementation Measure 7.2.1.3: Require drought tolerant landscaping in all new private developments.

Implementation Measure 7.2.1.4: Implement Assembly Bill 811: Financing for Residential Solar, to the maximum extent feasible.

Implementation Measure 7.2.1.5: Require all new construction to be 15% more efficient than 2008 Title 24 Standards.

Implementation Measure 7.2.1.6: Establish a program for retrofitting existing residential and commercial projects to bring existing structures into compliance with 2008 standards.

Implementation Measure 7.2.1.7: Any new multifamily residential construction over 20 dwelling units install solar water heating.

Implementation Measure 7.2.1.8: All new residential construction be pre-plumbed for solar water heating to the maximum extent feasible.

Implementation Measure 7.2.1.9: Set target to retrofit city streetlights with goal of 100% replacement (high pressure sodium cut-off or similar rated street lights)

Implementation Measure 7.2.1.10: Incandescent lighting is discouraged for all new construction; all city facilities should replace incandescent lighting with CF or LED lighting unless light fixture does not exist for particular use.

Implementation Measure 7.2.1.11: Replace traffic signals with LED lighting

Policy 7.2.2: Support energy conservation by using low-emission non-fossil fuel reliant vehicles.

Implementation Measure 7.2.2.1: Convert all City owned vehicles to low-emission non-fossil fuel vehicles and continue to update City fleets to the meet new and better low-emission technologies.

Implementation Measure 7.2.2.2: Require drought tolerant landscaping in all City public developments, including buildings, parks and street rights-of-way.

Policy 7.2.3: Establish a Climate Action Plan.

Implementation Measure 7.2.3.1: Create an inventory of all greenhouse gas emissions from all sources to the maximum extent possible.

Implementation Measure 7.2.3.2: Set a reduction target for greenhouse gas emissions, such as 15% by 2015. Establish a threshold of significance and standards for CEQA project review.

Implementation Measure 7.2.3.3: Establish Climate Protection Measures for Electricity/natural gas consumption and transportation.

Noise Element



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Noise Element**PURPOSE**

The Noise Element is intended to limit exposure of the community to excessive noise levels. Noise is generally defined as unwanted or unpleasant sound. Excessive noise is associated with an interference with speech and other communication, a distraction at home and at work, the disturbance of rest and sleep, and the disruption of various recreational pursuits.

To ensure that noise does not affect the health and serenity of Victorville residents, this element provides a systematic approach to identifying and appraising excessive noise in the Planning Area, quantifying noise levels, and addressing excessive noise exposure, and community planning for the regulation of noise. This element includes policies, standards, criteria, programs, diagrams, a reference to action items, and maps related to protecting public health and welfare from noise.

Section 65302(f) of the Government Code requires that a General Plan include a Noise Element to guide decisions concerning land use and the location of excessive noise sources. Issues to be addressed in the Noise Element include:

- Major noise sources, both mobile and stationary
- Existing and projected levels of noise and noise contours for major noise sources
- Existing and projected land uses and locational relationship to existing and projected noise sources
- Existing and proposed sensitive receptors, including:
 - Hospitals
 - Convalescent homes

- Schools
- Churches
- Sensitive wildlife habitat, including the habitat of rare, threatened, or endangered species.

Major noise sources in a community include the following:

- Highways and freeways
- Primary arterials and major local streets
- Passenger and freight on-line railroad operations and ground rapid transit systems
- Commercial, general aviation, heliport, helistop and military airport operations, aircraft over-flights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation
- Local industrial plants, including, but not limited to railroad classification yards
- Other ground stationary sources identified by local agencies as contributing to the community noise environment.

RELATIONSHIP TO OTHER ELEMENTS

The Noise Element has a direct relationship with other General Plan elements, most notably the Land Use Element. Through the Land Use Map and Land Use Element policies, land uses that will be occupied by sensitive receptors are located away from excessive noise sources. These policies that focus on placing residential uses away from major noise sources also are reflected in the Housing Element. The Noise Element also relates to the Circulation Element, because the location and design of new roads and transit could impact existing and planned land uses. Finally, the Noise Element also relates to the Resource Ele-

ment because excessive noise may have a detrimental effect on sensitive habitats and the community's enjoyment of open spaces.

VISION – NOISE

The Noise Element of the City of Victorville's General Plan lays the foundation for balancing the placement of noise sensitive land uses with the need for infrastructure and activities that generate excessive noise. The goals, objectives, policies, and implementation measures of this element envision a Victorville that minimizes noise-land use incompatibilities and supports the health and serenity of its citizens.

EXISTING CONDITIONS

Definition of Noise

Noise is usually defined as unwanted or excessive sound. Noise consists of any sound that may produce physiological or psychological damage and/or interfere with communication, work, rest, recreation, and sleep.

To the human ear, sound has two significant characteristics: pitch and loudness. Pitch is generally an annoyance, while loudness can affect the ability to hear. Pitch is the number of complete vibrations, or cycles per second, of a wave, resulting in the tone's range from high to low. Loudness is the strength of a sound and describes a noisy or quiet environment; it is measured by the amplitude of the sound wave. Loudness is determined by the intensity of the sound waves, combined with the reception characteristics of the human ear. In an urban environment, sound that becomes noise is typically a byproduct of transportation systems, certain land uses and on-going human activity.

Definitions of acoustical terms are provided in Table N-1.

Noise Measurement

The common unit for measuring sound (or noise) to the faintest level detectable by a person with good hearing is called a decibel (dB).

Because sound or noise can vary in intensity by over one million times within the range of human hearing, a logarithmic loudness scale is used to keep sound intensity numbers at a convenient level. Since the human ear is not equally sensitive to all sound frequencies within the entire spectrum, noise levels at maximum human sensitivity are factored more heavily into sound descriptions in a process called A-weighting, written as dBA. References to noise levels in this Section are in dBA. Ambient sounds generally range from 30 dBA (very quiet) to 100 dBA (very loud).

Because community receptors (e.g. residents, the infirm, convalescents, children) are more sensitive to unwanted noise during the evening and night, state law requires that nighttime noise be more heavily weighted than noise occurring during the day. To measure this noise variation during different times of the day, an artificial dB increment is added to quiet time noise levels for planning purposes in a 24-hour noise descriptor called the Community Noise Equivalency Level (CNEL). The CNEL takes average sound levels at an observation point and adds a weighting penalty to those sounds that occur during the evening and night hours. A penalty of 5 dBA is added between 7 PM and 10 PM, and a 10 dBA penalty is added between 10 PM and 7 AM. CNEL noise levels are often reported as 65 dB CNEL or 65 CNEL.

When evaluating changes in 24-hour community noise levels, a 3 dBA increase is

barely perceptible to most people. While a 5 dBA increase is readily noticeable, a 10 dBA increase would be perceived as a doubling of loudness (US DOT 1980).

Effects of Noise

Noise measurements are meaningless without an understanding of the relationship to human sensitivity. The human response to noise is varied and extremely complex. Noise effects have been divided and described in terms of physiological effects, behavioral effects, and subjective effects. Physiological effects include both temporary effects such as startle reactions and temporary hearing threshold shifts, along with enduring effects such as those from prolonged sleep loss or permanent hearing damage. Behavioral effects involve interference with ongoing activities such as speech, learning, listening, or distraction from the performance of various tasks. Subjective effects are a combined result of behavioral and physiological effects and

are described in such terms as "annoyance," "nuisance," "disturbance," or "dissatisfaction."

Table N-2, Common Noise Sources and Sound Levels, provides examples of some common sound levels and their noise sources.



Demolition of a portion of City Hall

Table N-1

Definitions of Acoustical Terms

Term	Definition
Decibel (dB)	A unit of level that denotes the ratio between two quantities that are proportional to power; the number of decibels is 10 times the logarithm (to the base 10) of this ratio.
Frequency (Hz)	Of a function periodic in time, the number of times that the quantity repeats itself in one second (i.e., number of cycles per second).
A-Weighted Sound Level (dBA)	The sound level obtained by use of A-weighting. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the frequency response of the human ear and correlates well with subjective reactions to noise. All sound levels in this report are A-weighted, unless reported otherwise.
L_{02} , L_{08} , L_{50} , L_{90}	The fast A-weighted noise levels that are equaled or exceeded by a fluctuating sound level 2 percent, 8 percent, 50 percent, and 90 percent of a stated time period, respectively.
Equivalent Continuous Noise Level (L_{eq})	The level of a steady sound that, in a stated time period and at a stated location, has the same A-weighted sound energy as the time-varying sound.
Community Noise Equivalent Level (CNEL)	The 24-hour A-weighted average sound level from midnight to midnight, obtained after the addition of 5 decibels to sound levels occurring in the evening from 7:00 PM to 10:00 PM and after the addition of 10 decibels to sound levels occurring in the night between 10:00 PM and 7:00 AM
Day/Night Noise Level (L_{dn})	The 24-hour A-weighted average sound level from midnight to midnight, obtained after the addition of 10 decibels to sound levels occurring in the night between 10:00 PM and 7:00 AM
L_{max} , L_{min}	The maximum and minimum A-weighted sound levels measured on a sound level meter, during a designated time interval, using fast time averaging.
Ambient Noise Level	The all-encompassing noise associated with a given environment at a specified time, usually a composite of sound from many sources at many directions, near and far; no particular sound is dominant.
Intrusive	The noise that intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency, and time of occurrence and tonal or informational content as well as the prevailing ambient noise level.
Source: <i>Handbook of Acoustical Measurement and Noise Control, 1991.</i>	

**Table N-2
Common Noise Sources and Sound Levels**

Noise Source	A-Weighted Sound Level (dB)	Noise Effect
Near jet engine	140	Deafening
Civil defense siren	130	Threshold of pain
Hard rock band	120	Threshold of feeling
Accelerating motorcycle at a few feet away	110	Very loud
Pile driver; noisy urban street/ heavy city traffic	100	Very loud
Ambulance siren; food blender	95	Very loud
Garbage disposal	90	Very loud
Freight cars; living room music	85	Loud
Pneumatic drill; vacuum cleaner	80	Loud
Busy restaurant	75	Moderately loud
Near freeway auto traffic	70	Moderately loud
Average office	60	Quiet
Suburban street	55	Quiet
Light traffic; soft radio music in apartment	50	Quiet
Large transformer	45	Quiet
Average residence without stereo playing	40	Faint
Soft whisper	30	Faint
Rustling leaves	20	Very faint
Human breathing	10	Very faint

Standards for Land Use Compatibility

Activity, or land use, also is a factor in sensitivity to noise. Excessive noise could prevent sleep. As sleep is a primary activity in residences and hospitals, these land uses are also sensitive to noise. Noise can distract from activities that require quiet and human concentration, such as reading,

studying, and listening, making schools and libraries vulnerable to noise intrusion. Noise is tolerated to a much greater extent in commercial and industrial areas, where it does not interfere with quiet human activities as much. Table N-3 illustrates acceptable and unacceptable noise levels for various land uses as established by the U.S. Department of Housing and Urban Development and State of California Guidelines.

**Table N-3
Victorville Land Use Compatibility Standards**

Land Use Categories	Community Noise Exposure Ldn or CNEL, dB						
	55	60	65	70	75	80 +	
Residential - Low Density, Single Family, Duplex, Multi-family, Mobile Home	1	1	2	2	3	4	4
Transient Lodging - Motels, Hotels	1	1	2	2	3	3	4
Schools, Libraries, Churches, Hospitals, Nursing Homes	1	1	2	3	3	4	4
Auditoriums, Concert Halls, Amphitheaters	2	2	3	3	4	4	4
Sports Arena, Outdoor Spectator Sports	2	2	2	2	3	3	3
Playgrounds, Neighborhood Parks	1	1	1	2	3	3	3
Golf Courses, Riding Stables, Water Recreation, Cemeteries	1	1	1	2	2	4	4
Office Buildings, Business Commercial, Retail Commercial and Professional	1	1	1	2	2	3	3
Industrial, Manufacturing, Utilities	1	1	1	1	2	2	2
Agriculture	1	1	1	1	1	1	1

Legend:

1. **NORMALLY ACCEPTABLE:** Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
2. **CONDITIONALLY ACCEPTABLE:** New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and Schools, Libraries, Churches, Hospitals, Nursing Homes 1 needed noise insulation features included in the design. Conventional construction, with closed windows and fresh air supply systems or air conditioning will normally suffice.
3. **NORMALLY UNACCEPTABLE:** New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
4. **CLEARLY UNACCEPTABLE:** New construction or development should generally not be undertaken.

Noise exposure is "normally acceptable" if the level of exposure does not require any special noise insulation or special construction techniques to reduce interior noise levels. The maximum exterior noise level considered to be normally acceptable for residential development is 65 dBA.

The State also provides additional standards through the implementation of the State Noise Insulation Standards. These standards apply to new multiple-family residential development located in areas exposed to ambient noise levels that exceed 65 dB (CNEL or Ldn). New multiple-family development in these areas must reduce exterior to interior noise levels through insulation, construction, or design.

Noise Environment

The primary sources of noise in the Victorville Planning Area are freeways and roadways, railroad traffic, SCLA aircraft operations, and stationary sources, as described below.

Freeways and Roadways: The dominant sources of noise throughout the Planning Area are transportation-related. Motor vehicle noise commonly causes sustained noise levels, often in close proximity to sensitive land uses. The major sources of traffic noise in the Planning Area are the I-15, US-395, SR-18, Route 66, Bear Valley Road, Palmdale Road, Mojave Drive, 7th Street, Amethyst Road, El Evado Road, Green Tree Boulevard, Hesperia Road, and La Mesa Road.

Vehicular noise along these routes comes from both cars and trucks. The following roadways are designated truck routes, and are expected to have notably higher levels of truck related Noise: Air Expressway; National Trails Highway / D Street; Hesperia Road from Bear Valley Road to D Street; Green Tree Boulevard from 7th Street to

Hesperia Road; Mariposa Road from Bear Valley Road to Green Tree Boulevard; Bear Valley Road within the City limits; Amargosa Road from Bear Valley Road to Dos Palmas Road; Nisqualli Road from Hesperia Road to I-15.

Railroad Traffic: The Burlington Northern Santa Fe Company (BNSF) operates freight rail services through the City of Victorville, with a double main line and lead tracks for industrial uses. Union Pacific Railroad also operates on the double main line and Victorville is within its service area. The rail lines bisect the eastern portion of the City. In the future, with the expansion of the SCLA, Victorville plans to function as a major hub for cargo transfer and distribution. The City has begun construction of the first phase of rail lines leading to a new inter-modal/multi-modal rail yard. This facility will be located in the northwestern portion of the City, allowing transfer of freight from rail-to-truck and rail-to-rail.

SCLA Airport Noise: The SCLA site encompasses approximately 2,762 acres in the northwestern part of Victorville. It is bordered by the Mojave River to the east, a federal correctional facility to the south, and the City of Adelanto to the west. Aircraft noise is an important component of determining land use compatibility with airport operations. Aircraft activity noise contours have been calculated based upon long range SCLA utilization projections.

The existing aircraft noise contours presented in the "Comprehensive Land Use Plan for Southern California Logistics Airport" (Draft December 2007) are depicted in Figure N-1. Future Noise Contours are presented in Figure N-2. For existing activity levels, the 70 and 75 CNEL contours remain entirely on airport property. The 65 CNEL noise contour extends off airport property to the south. This area is presently

undeveloped. The 60 CNEL noise contour extends off airport property to the north, south, and southwest. The 55 CNEL noise contour extends off airport property to the north, south, northeast, and southwest.¹

SCLA is proposing to update its master plan and increase aircraft flight operations. As proposed, SCLA's long-term forecast activity, expected in year 2025, would extend its noise contours (75, 70, 65, 60, 55 CNEL) beyond airport property. As shown in Figure N-2, the contours that are considered to have a significant noise effect are the 75, 70, and 65 CNEL contours. The 75

CNEL noise contour extends a short distance beyond the airport property line to the north and south. To the east and west this contour does not go beyond the airport property line. The 70 CNEL noise contour extends north and south of airport property approximately one mile. This contour does not extend beyond the property line to the east or west. The 65 CNEL noise contour extends south of the airport property line approximately three miles to Mojave Drive. It extends north of airport property approximately 2.5 miles. Additionally, this contour extends beyond airport property west of Adelanto Road.

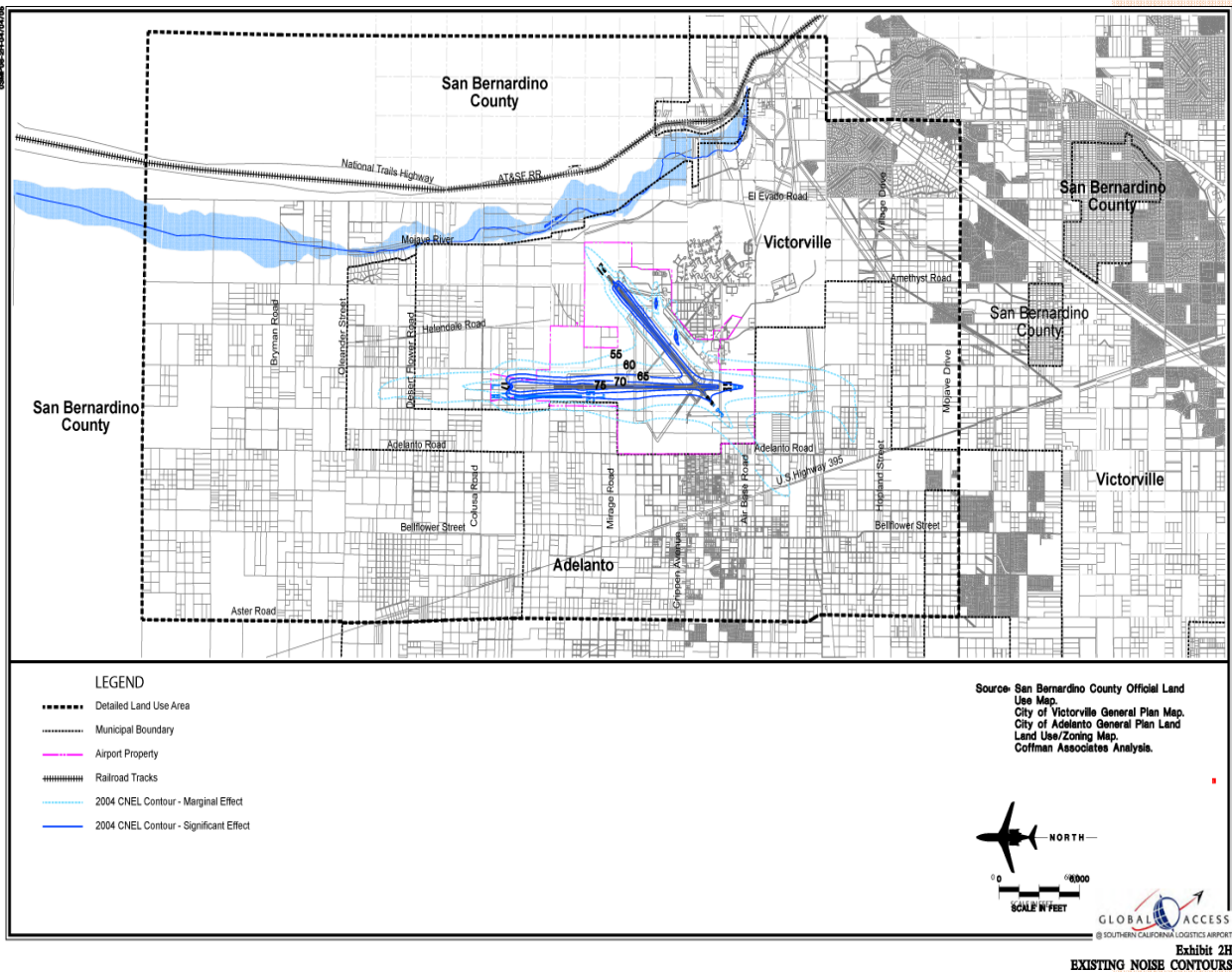


Figure N-1. SCLA Existing Airport Noise Contours

¹Comprehensive Land Use Plan for Southern California Logistics Airport, Draft December 2007, Coffman Associates.

GOAL #1: NOISE SENSITIVITY
IDENTIFY SIGNIFICANT NOISE
SOURCES THAT COULD ADVERSELY
AFFECT COMMUNITY.

Objective 1.1: Locate noise sensitive land uses away from existing excessive noise sources, and locate new excessive noise generators away from existing sensitive land uses

Policy 1.1.1: *Implement Table N-3 regarding placement of new land uses.*

Implementation Measure 1.1.1.1: Continue to assess projects through the subdivision, site plan, conditional use permit, and other development review processes and incorporate conditions of approval which ensure noise compatibility where appropriate.

Implementation Measure 1.1.1.2: Prohibit new single family residential land uses in areas with a CNEL of 65 dB or greater.

Implementation Measure 1.1.1.3: Require a noise study to be performed and appropriate noise attenuation to be incorporated prior to approving any multifamily or mixed-use residential development in an area with a CNEL of 65 dB or greater.

Policy 1.1.2: *Continue to ensure that there is no conflict or inconsistency between the operation of the Southern California Logistics Airport and future land uses within the Planning Area.*

Implementation Measure 1.1.2.1: Continue to monitor Southern California Logistics Airport operations to ensure there is no conflict or inconsistency between the operation of the Southern California Logistics Airport and future land uses within the Planning Area.

Implementation Measure 1.1.2.2: Work closely with Southern California Logistics Airport planners to ensure that future master plan expansions do not impact sensitive Victorville land uses.

Implementation Measure 1.1.2.3: Require Southern California Logistics Airport to update its Specific Plan as directed by the City to accommodate changes in its master plan.

Objective 1.2: Design new transportation facilities to minimize noise impacts on nearby sensitive sources

Policy 1.2.1: *Include noise mitigation measures in the design and use of new roadway projects.*

Implementation Measure 1.2.1.1: Continue to use special paving materials that will buffer roadway noise.

Implementation Measure 1.2.1.2: Incorporate adequate setbacks in roadway design to maximize the distance from sensitive land uses.

Implementation Measure 1.2.1.3: Restrict new truck routes to roadways that are located away from sensitive land uses.

Policy 1.2.2: *Promote noise mitigation measures in the design and use of new rail projects.*

Implementation Measure 1.2.2.1: Continue to coordinate with regional agencies and rail providers to incorporate adequate setbacks in rail line to maximize the distance from sensitive land uses.

GOAL #2 NOISE CONTROL

MANAGE THE AFFECTS OF NOISE EMISSIONS TO HELP ENSURE REDUCTION OF ADVERSE AFFECTS ON THE COMMUNITY

Objective 2.1: Ensure existing and future noise sources are properly attenuated

Policy 2.1.1: *Continue to implement acceptable standards for noise for various land uses throughout the City.*

Implementation Measure 2.1.1.1: Require a noise study to be performed and appropriate noise attenuation to be incorporated prior to approving any multifamily or mixed-use residential development in an area with a CNEL of 65 dB or greater.

Implementation Measure 2.1.1.2: Monitor noise complaints and enforce provisions of the City noise ordinance.

Implementation Measure 2.1.1.3: Discourage location of new educational facilities in areas with noise levels greater than 65 dB CNEL.

Implementation Measure 2.1.1.5: Continue to restrict noise and require mitigation measures for any noise-emitting construction equipment or activity.

Implementation Measure 2.1.1.6: Reduce speed limits on arterial streets if necessary to lower sound to appropriate levels for adjacent and surrounding land uses.

Objective 2.2: Ensure the community is properly informed regarding potential noise from SCLA operations

Policy 2.2.1: *Incorporate current information regarding SCLA operations into the land use planning process.*

Implementation Measure 2.2.1.1: Place the following condition on all new residential projects within the Planning Area: *The applicant/developer shall record an Airport Location Notice, which discloses the direction and distance from Southern California Logistics Airport. This notice shall record with the final map, including legal descriptions for all lots, and shall be subject to staff review and approval.*

Implementation Measure 2.2.1.2: Place the following condition on all development within the airport influence area, roughly north of Mojave Drive and west of Amargosa Road: *The applicant/developer shall record an Avigation Easement, which allows for the continued operation of overhead flights from Southern California Logistics Airport. The Avigation Easement shall be recorded prior to the issuance of any building permits, and shall be subject to staff review and approval.*

Safety Element



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Safety Element

PURPOSE OF THIS ELEMENT

The Safety Element is one of the General Plan elements mandated by State Government Code (Section 65302(g)). It is intended to identify and, whenever possible, reduce the impact of natural and man-made hazards which may threaten the health, safety, and property of the residents living and working in the Victorville Planning Area. It emphasizes hazard reduction and accident prevention and responses for man-made hazards. In addition, the element emphasizes the importance of reducing risk, disaster prevention, and preparedness.

Natural hazards addressed in the Safety Element include seismically induced surface rupture, ground shaking, ground failure, and liquefaction, along with slope instability leading to mudslides and landslides, subsidence, flooding, and wildland fires. The threats of tsunami and seiche hazards do not occur in the Planning Area. Man-made hazards of concern in the Planning Area include aircraft mishap, release of hazardous materials, and fires. Maps are provided to identify locations of known natural hazards, emergency facilities and primary evacuation routes. Peak load water supply requirements, minimum road widths and clearances around structures are discussed, as these pertain to identified fire and geologic hazards.

This element includes maps of known seismic and other geologic hazards. It addresses evacuation routes, peak load water supply requirements, minimum road widths, and clearances around structures, as those items relate to identified fire and geologic hazards (Government Code Section 65302 (g)).

Specifically, this Safety Element addresses the following issues:

- Earthquakes and related ground failure hazards
- Subsidence
- Flooding
- Slope Hazards
- Release of Hazardous Materials
- Aircraft Mishap
- Wildland and Urban Fires
- Emergency Planning (including Hazard Identification and Risk Assessment, Hazard Mitigation, and Emergency Response and Action)
- Fire, Police, and Medical Services.

RELATIONSHIP TO OTHER ELEMENTS

The Safety Element identifies hazards and hazard abatement provisions to guide local decisions related to zoning, subdivisions, and land use entitlement permits. The natural and man-made hazards and risk reduction strategies addressed in this element are incorporated into related mapping and policy frameworks in the Land Use and Resource Elements. Emergency response routes identified in this element are also identified in the Circulation Element.

VISION – SAFETY

The Safety Element of the City of Victorville's General Plan lays the foundation to protect the City from natural and human-induced hazards. The goals, objectives, policies, and implementation measures of this element envision a Victorville that has all of the following characteristics:

- Protection from natural disasters;
- Adequate flood control;
- Protection from the dangers of hazardous materials;
- Protection from fire and crime;
- Adequate medical emergency care; and
- Effective and efficient emergency response.

SAFETY PLAN

Potential Hazards

There are numerous natural and man-made hazards within the Victorville Planning Area and surrounding region that could affect life and property in future years. Safety hazards can be generally grouped into two categories: Naturally-occurring and man-made. An example of a safety hazard which could be categorized as both natural and man-made is flooding. Flooding could occur naturally as a result of intense precipitation over a short duration, causing rivers, natural drainage courses, or flood plains to overflow, affecting surrounding properties. Man-made flooding could occur as a result of such things as dam or levee failure, obstruction of and/or development within a natural drainage or flood plain, or fire hydrant damage from an automobile accident.

The following sections discuss potential hazards within the Planning Area.

Earthquakes

Southern California has the potential for a major earthquake which may result in loss of life, injury, or displacement of many thousands of people. Timing of such an event cannot be accurately predicted.

Five fault systems affect the Victorville Planning Area including the San Andreas, Helendale, North Frontal, Landers, and San Jacinto faults. The San Andreas Fault is located approximately twenty-four miles south of the Planning Area and is considered most likely to produce a major earthquake within the planning period. The Helendale Fault, located approximately nine miles northeast of the Planning Area, could also be responsible for a moderate earthquake with a Richter magnitude of approximately 5.9. A third major fault system, the San Jacinto Fault, is located approximately twenty-six miles south of the Planning Area and runs parallel to the San Andreas Fault. The North Frontal fault zone of the San Bernardino Mountains is located approximately five and one-half miles southeast of the Planning Area along the base of the Ord Mountains. This active fault has the potential to produce a moderate earthquake with a Richter magnitude of 6.2. The Landers fault is located approximately fifty miles southeast of the Planning Area. The Landers Fault was discovered as a result of a 7.4 Richter magnitude sized earthquake on June 28, 1992. Although the epicenter (i.e., a surface point directly above the earthquake's focus) was approximately fifty miles from the Planning Area, intense local ground shaking occurred. However, no substantial damage to buildings or facilities in the Planning Area was reported.

Surface rupture is not anticipated to be a hazard since there are no known or suspected fault traces within the Planning

Area. Although there are no known or suspected fault traces within the Victorville Planning Area, the aforementioned fault systems could produce earthquakes that cause substantial ground motion in the Planning Area that could result in serious injuries or deaths, as well as significant property damage. , The level of impact resulting from any seismic activity will depend on factors such as distance from epicenter, earthquake magnitude, soils characteristics, and subsurface geology. Figure S-1 depicts known regional seismic hazards.

During moderate to strong earthquakes, unreinforced masonry construction may be hazardous to life and property as a result of partial or complete structure collapse. To mitigate this hazard, the City has adopted Chapter 15.38 of the Victorville Municipal Code, in compliance with State law (Government Code Section 8875), which promotes public safety and welfare by reducing the risk of death or injury that may result from such structural damage. The provisions of the chapter set minimum standards for structural seismic resistance established to reduce the risk of life, loss, or injury, but will not necessarily prevent these hazards.

Generally, most unreinforced masonry structures are located in the Old Town area of the City, where buildings were constructed before modern building codes were developed to require design with respect to seismic safety considerations. The City has been actively pursuing funding sources, such as Community Development Block Grant funds, to financially assist property owners with seismic retrofit requirements.

Liquefaction

Portions of the Planning Area, especially those areas along the Mojave River, may be

susceptible to liquefaction. Liquefaction results when water-saturated, sandy, unstable soils are subject to intense shaking, such as that caused by an earthquake. These soils lose cohesiveness causing unreinforced structures to fail. The primary factors for increased liquefaction susceptibility include areas subject to high seismicity, shallow groundwater, and young, poorly consolidated sandy alluvium. When this type of sandy alluvium is present, liquefaction susceptibility is generally considered high if groundwater depth is less than ten feet beneath the ground surface, moderate if ground water depth is between ten and thirty feet, and low if groundwater depth is greater than thirty feet. Liquefaction is usually not considered a hazard if the groundwater table is greater than fifty feet in depth.

Detailed studies have not been prepared to indicate the precise location of areas prone to liquefaction; therefore, the extent of potential impact cannot be stated conclusively at this time. In any case, geologic studies can detect liquefaction problems prior to the construction of any new building. If the City's Building Official determines there is a significant probability that a site is susceptible to liquefaction, a geotechnical investigation is required in accordance with the 2007 California Building Code, Section 1802.2.7.

Flooding

A major portion of the Victorville Planning Area is located on top of a gently sloping alluvial fan situated to the northeast of the San Bernardino Mountains. Local hydrology is dominated by the Mojave River, which drains the mountainous areas located to the south. Several smaller intermittent streams located within the Planning Area drain into the Mojave River.



Figure S-1. Regional Seismic Hazards

The Mojave River originates in the San Bernardino Mountains and flows northeast for approximately 80 miles where it empties into Soda Lake. The surface flow of the river fluctuates seasonally, though it carries discharges from Lake Arrowhead, Silverwood Lake, and Mojave Forks Reservoir. The drainage area of the river is approximately 4,700 square miles. The average annual discharge is 51,440 acre feet and average monthly flow near the Planning Area is 71 cubic feet per second.

The Federal Emergency Management Agency, through the National Flood Insurance Program, has identified and mapped those areas of the Planning Area that are at risk of periodic flooding. Those areas that are subject to flooding, as determined by the Federal Emergency Management Agency on their Flood Insurance Rate Maps (FIRMs) are shown in Figure S-2. The FIRMs are designed for flood insurance and flood plain management applications. They include flood zone designations for specific areas that may be subject to flooding based on engineering and hydrologic studies. The map identifies 100-year and 500-year flood plains, floodways, location of selected cross-sections used in the hydrologic studies, and the anticipated floodwater depths. The following flood zone designations are found on the FIRM produced for the Planning Area:

- Zone A - Areas subject to flooding in the event of a 100-year flood. No base flood elevations determined.
- Zone AE - Areas subject to flooding in the event of a 100-year flood. Base flood elevations determined.
- Zone X - Areas subject to flooding in

the event of a 500-year flood, areas subject to a 100-year flood with average floodwater depths anticipated to be less than one foot or with drainage areas less than one square mile, and areas protected by levees from the 100-year flood.

The principal flood hazard to the developed portions of the Victorville Planning Area is from the Mojave River. In the event of a 100-year flood, flood water will be confined to the river's flood plain. Some of these areas may be subject to flooding in the event of a 100-year flood, assuming base flood elevations on the FIRM are correct. Flood control improvements, including numerous levees and the West Fork Dam, reduce the potential for this flooding.

There are several intermittent streams that drain the Planning Area and empty into the Mojave River. Two intermittent streams, Ossom Wash and West Fork Ossom Wash, drain a large area of the City west of the I-15 Freeway. Three smaller unnamed intermittent streams drain the areas south of Southern California Logistics Airport. The Bell Mountain Wash is located north of the Mojave River and drains a portion of the North Mojave Planning Area. The Oro Grande Wash originates in the San Gabriel Mountains near the Cajon Pass, where it parallels Interstate 15 before crossing to the east, just north of La Mesa and Nisqualli Roads. There is a potential for flooding from all of these streams in the event of a 100-year flood.

Potential threats of dam inundation to the Victorville Planning Area could occur if the dams at Silverwood or Arrowhead Lakes failed and emptied into the Mojave River through Deep Creek. Considerable inundation might also occur from failure of the Mojave River Forks Dam. Due to the distance to the nearest developed areas, and precautions built into the holding basins below Lake Silverwood and in the Deep Creek

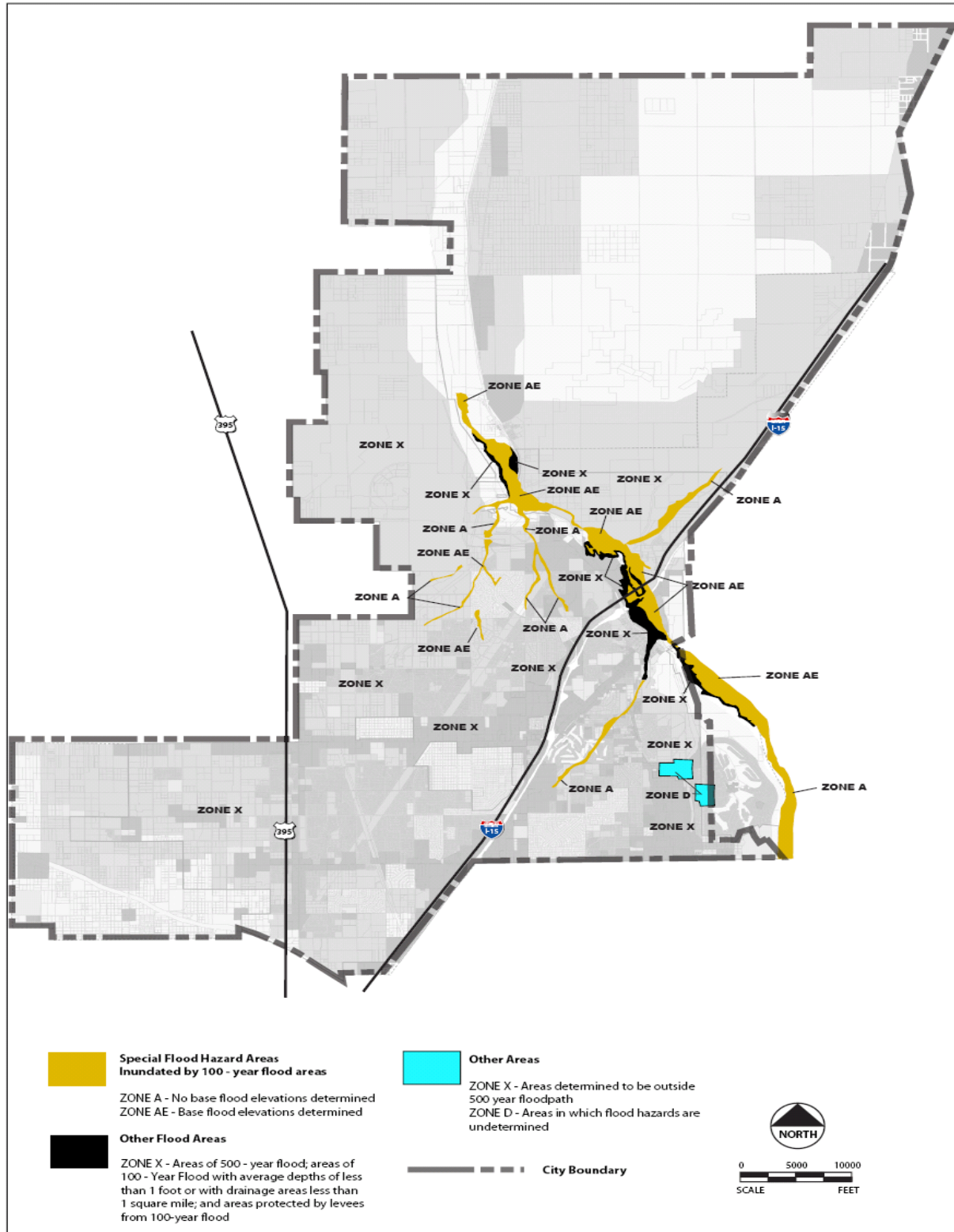


Figure S-2. Flood Hazards Map

area just before the water enters the Mojave River, the probability of extreme flood is unlikely.

Titles 15 and 18 of the Victorville Municipal Code establish required methods of preventing and reducing flood hazards, including:

- Restricting or prohibiting uses which are dangerous to health, safety and property due to water or erosion hazards, or which result in damaging increases in erosion or flood heights or velocities;
- Requiring that uses vulnerable to floods, including facilities which serve such uses, are protected against flood damage at the time of initial construction;
- Controlling the alteration of natural flood plains, stream channels, and natural protective barriers which help accommodate or channel floodwaters;
- Controlling filling, grading, dredging, and other land altering activities that could increase flood damage; and
- Preventing or regulating the construction of flood barriers which will unnaturally divert floodwaters or which may increase flood hazards in other areas.

Slope Hazards

The topography within the Victorville Planning Area varies considerably from gently sloping topography occasionally dissected by an intermittent stream channel, to nearly vertical slopes adjacent to the Mojave River. The major environmental factors controlling

stability of the steeper hillsides include precipitation, topography, geology, soils, vegetation, and man-made modifications to the natural topography.

A method used by the United States Department of Agriculture (USDA) categorizes soil types according to a variety of characteristics including slope. Within the Planning Area, the following slope categories are found:

- Gentle - This category refers to terrain with a slope gradient of less than 9%. Slopes in this category will generally sustain more intensive land uses with the least management.
- Moderate - Slope gradient of 10 to 15%. Terrain generally will support residential and agricultural land use, though caution must be used to prevent serious erosion.
- Steep - Slope gradients above 15%. If plant cover is removed, the slope is highly susceptible to erosion or gully formation. If the gradient is 50% or more, construction activities could cause widespread slope failure.

Those portions of the Planning Area found to have slope gradients in either of the above categories are identified in Figure S-3.

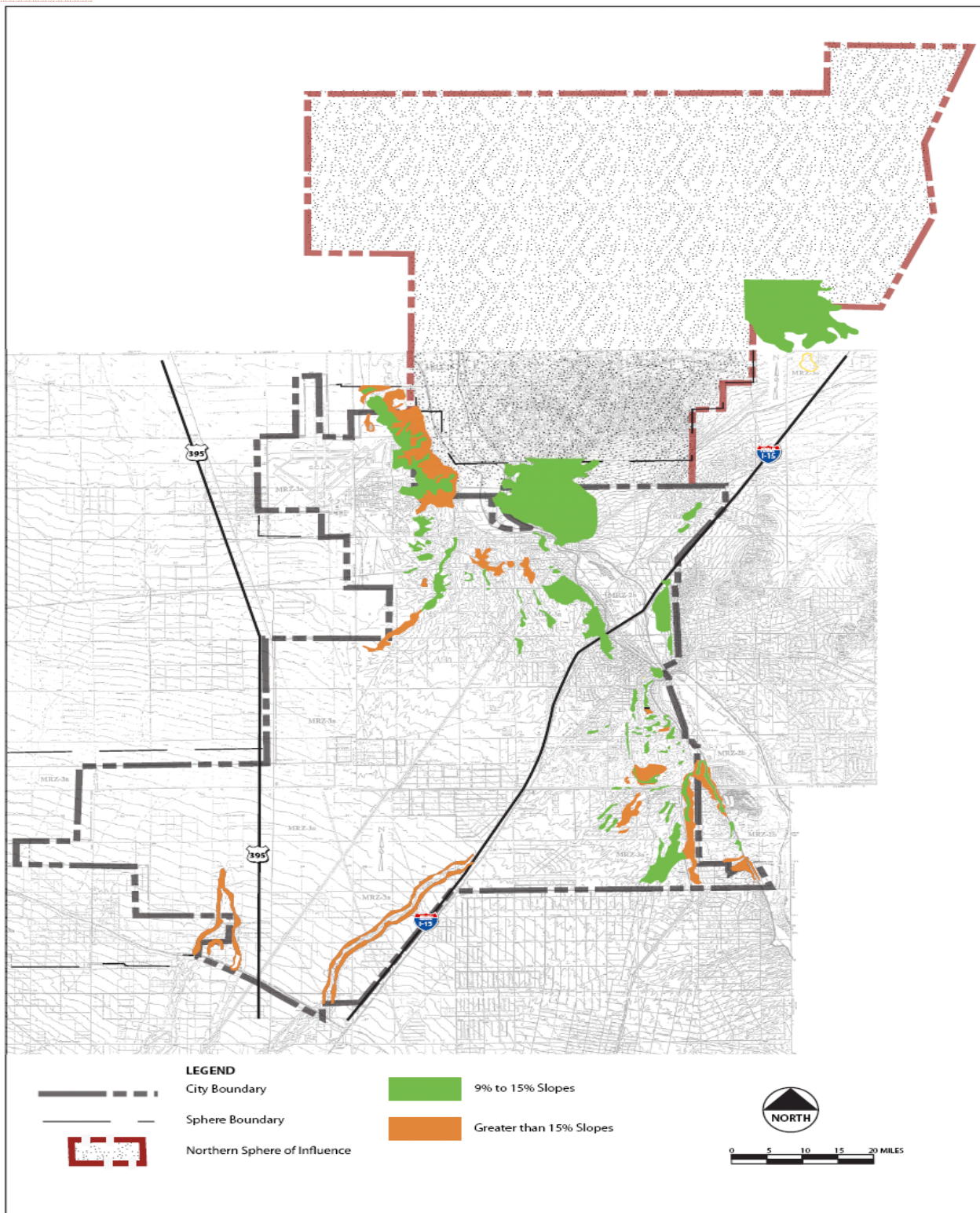
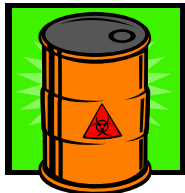


Figure S-3. Slope Hazards

Development on hillside areas when steep slopes are present can increase rates of erosion and exacerbate landslide hazards which may threaten structures. If the City's Building Official determines there is a probability that development in the hillside areas can increase rates of erosion and exacerbate landslide hazards which could threaten structures, a geotechnical investigation will be required in accordance with the 2007 California Building Code (Sections 1805.3 to 1805.3.5). Additionally, the Victorville Municipal Code contains a "slope protection combining district" as part of the zoning regulations, to require landscaping on manufactured slopes greater than five feet high as a way to minimize erosion potential.

Release of Hazardous Materials



The Victorville Planning Area is traversed by major transportation arteries including Interstate 15, US Highway 395, State Highway 18, and the Atchison, Topeka, and Santa Fe Railroad right-of-way.

Transportation of hazardous materials along these routes exposes people to potential for catastrophic events. Hazardous chemicals in the form of solids, liquids or gases may be released accidentally at an industrial site or from railcars or trucks transporting hazardous materials. Such an event could require evacuation for a few hours or several days, depending on the hazard and its severity. The release of hazardous materials requires an immediate response in order to

protect human health and safety, and/or the environment.

Recognizing the potential risks of hazardous materials, the City has adopted Chapter 6.49 of the Victorville Municipal Code, in compliance with Chapter 6.95 of the California Health and Safety Code, establishing a hazardous materials release response and inventory program. Additionally, the City of Victorville Fire Department has prepared a Hazardous Materials Incident Emergency Response Plan. This plan is subject to occasional amendment as new procedures develop or situations warrant.

The objectives of this plan are as follows:

- Save lives and protect the environment and property in case of emergency;
- Describe the overall emergency response organization within the City of Victorville and its relationship to those of County, State, and Federal organizations;
- Establish lines of authority and coordination for hazardous materials incidents; and
- Identify and facilitate mutual aid to supplement needs.

Aircraft Mishap

As the Southern California Logistics Airport develops into a commercial aviation center, the possibility of aircraft mishap increases. In response to potential aircraft mishap and in accordance with State law (Public Utilities Code, Section 21670 et seq.) the City of Victorville has prepared a Comprehensive Land Use Plan (CLUP). This plan is necessary because airports present unique public health and safety issues that require special land use planning efforts to ensure protection of public welfare. The intent of this plan is to utilize land use control mechanisms (e.g., zoning and subdivision regulations) to reduce the potential for and effects of an accident.

The purpose of the CLUP prepared for the Southern California Logistics Airport is to:

- Promote the development of compatible land uses in the area influenced by airport operations;
- Safeguard the general welfare of the inhabitants within the vicinity of the airport by minimizing exposure to excessive noise levels;
- Safeguard the general welfare of the inhabitants within the vicinity of the airport by minimizing exposure to crash hazards associated with aircraft operations; and
- Safeguard the general welfare of aviation activities within the vicinity of the airport by imposing appropriate height restrictions for the protection of aircraft operations.

Safety Zones

Aircraft accidents happen infrequently and the time, place, and consequences of their occurrence cannot be predicted. From the standpoint of airport land use planning, the potential for aircraft accidents weighs heavily into the types of land uses that are compatible with airport operations. To minimize the risk and reduce the severity of aviation accidents, the SCLA CLUP establishes a combination of six safety zones and associated policies. The CLUP and safety zones are modeled after the California Airport Land Use Planning Handbook recommended zones, and are intended to limit uses with higher-use intensity (people per acre) from being developed in high-risk areas. The six safety zones are established according to the type of aircraft using the runways; they are illustrated in Figure 5.7-1 and summarized below.

Safety Zone 1: This zone is the Runway Protection Zone (RPZ). For airports with no military operations, this zone is defined by FAA criteria. Because SCLA has military operations, this zone is established using the military's Air Installations Compatible Use Zones (AICUZ) criteria. The resulting zone covers a portion of land at each runway end. This zone is owned and operated by the airport and allows no residential uses. Only low intensity non-residential uses may be permitted on the extreme edges of the zone.

Safety Zone 2: This zone is the Inner Approach/Departure Zone. This zone includes land that is over-flown at low altitudes, typically on approach or departure. According to the AICUZ, the Inner Approach/Departure Zone and the RPZ together encompass the location of 30-50

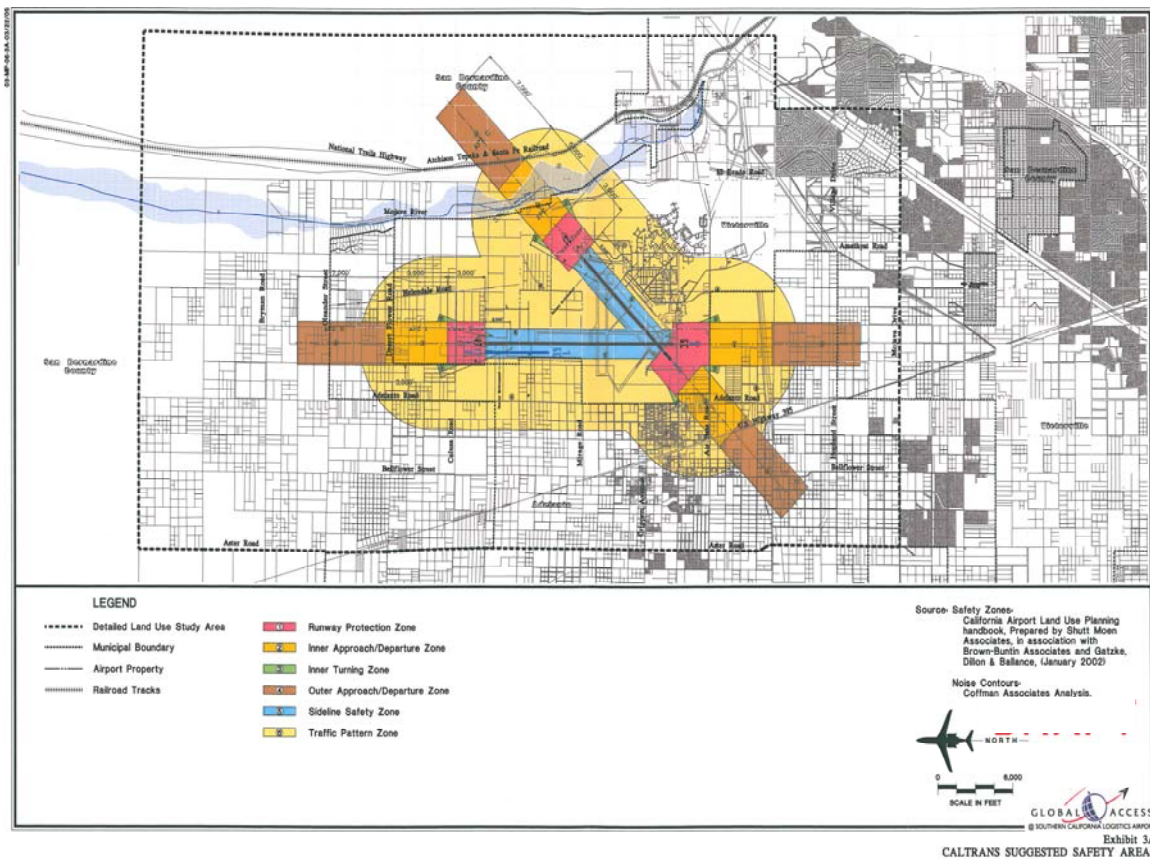


Figure S-4 (5.7-1. SCLA Safety Zones)

percent of near-airport aviation accidents. Residential use is appropriate only on large, agricultural parcels, and only low intensity nonresidential uses may be permitted. Because of the potential for aviation accidents in this zone, schools, day-care centers, hospitals, nursing homes and above ground fuel storage are not appropriate uses.

Safety Zone 3: Safety Zone 3 is the Inner Turning Zone. This zone primarily applies to general aviation airports. For approaches, this zone covers lands where general aviation aircraft typically turn from the base to final approach legs of the standard traffic pattern, and continue

their descent from the traffic pattern altitude. For departures, this safety zone includes the lands where aircraft are typically turning towards their en-route heading. Residential uses should be limited to very low density, unless they are not acceptable due to excessive noise. Non-residential uses should be limited to low intensity uses. Children's schools, day-care centers, hospitals, and nursing homes are some land uses that should be avoided, as well as aboveground storage of bulk fuel.

Safety Zone 4: This zone is the Outer Approach/Departure Zone. This zone is extended beyond Zone 3 along the centerline of the runway. It is generally used

for runways with straight-in approaches, such as the one for Runway 17. Residential uses should be limited to very low density, unless they are not acceptable due to excessive noise. Nonresidential uses should be limited to low intensity uses. Children's schools, daycare centers, hospitals, and nursing homes are some land uses that should be avoided, as well as aboveground storage of bulk fuel.

Safety Zone 5: This zone is the Sideline Zone. This safety zone is parallel to the runway and is established for general aviation aircraft in case directional control is lost on takeoff. Typically this area is part of the airport property. Aviation-related structures should be allowed provided they meet the height limit restrictions. Residential uses should be avoided unless they are related to aviation, such as pilots' quarters. Nonresidential uses should be low intensity and structures such as children's schools, daycare centers, hospitals, and nursing homes should be avoided.

Safety Zone 6: This zone is the Traffic Pattern Zone. It includes all other parts of the regular traffic patterns and pattern entry routes. Generally, there is a low likelihood of an accident in this zone. Residential uses of all densities are allowed, as well as most nonresidential uses. Uses with very high intensity, such as outdoor stadiums or amphitheatres, should be avoided. Children's schools, daycare centers, hospitals, and nursing homes are among the uses that should also be avoided.

Wildland and Urban Fires

Government Code Section 65302(g) identifies the need for a Safety Element to address wildland and urban fires. The National Fire Protection Association defines a wildland fire as "[a]ny forest, grass, brush or tundra fire involving lands not under cultivation." An urban fire is a fire that occurs in developed areas which may include structures and vehicles.

The City of Victorville has adopted a Fire Hazard Abatement Ordinance (Chapter 8.09, Victorville Municipal Code) which requires the abatement of weeds in excess of three inches above the grade in the area of growth on such portion of the lot or premises within one hundred feet of any structure. Russian Thistle (tumbleweeds) are not permitted to grow in excess of three inches within City limits on any property, regardless of surrounding improvements. Adherence to this ordinance reduces the likelihood of fires on undeveloped lands and on vacant lots in the developed portions of the Planning Area.

There are measures in the California Building Code which reduce fire hazards in structures. Some of these measures include use of materials, fire separation walls, building separation, and fire sprinklers. Fire sprinklers are currently required in all structures two (2) stories or more in height, 5,000 square feet or greater in size, and in facilities that are hazardous occupancies as defined in the California Fire and Building Codes. Developmental regulations include requirements for minimum road widths which provide adequate access for fire fighting equipment, evacuation of residents, and clearance around structures to prevent the rapid spread of fire.

Prior to approval of a development project or issuance of a building permit, the City of Victorville Water District verifies that the peak load water supply requirement is not

negatively affected. “Peak load water supply” refers to the sum total of the City’s water supply required for fire flow, operational daily consumption, and emergency storage. The Victorville Water District is the single water purveyor in the Planning Area. It currently has a total water storage capacity of 74.36 million gallons and a daily water production capacity of 54.90 million gallons. As development occurs, peak load water supply reserves will need to be increased. Since increasing demands on groundwater basins can create deficiencies in local water supplies, it will be necessary for the water purveyors to obtain additional water in the future from sources such as the State Water Project to ensure peak load water supply demands are met.

Emergency Planning



This section of the Safety Element discusses risk assessment and emergency preparedness planning in the event of a major catastrophe. This section serves as a mini-emergency preparedness plan in that appropriate actions and response by City staff and community residents are summarized.

Emergency preparedness planning, as considered in this Safety Element, consists of three main components: (1) hazard identification and risk assessment; (2) hazard prevention and abatement; and (3) emergency response and action. The potential hazards section of this Element identifies hazards present in the Victorville Planning Area.

This section focuses on assessing the scope of risk associated with the hazards; emergency preparedness issues are also presented. Additionally, fire, police, and medical facilities and/or staffing are discussed.

An earthquake, or a more localized incident such as a chemical spill or flooding, may require evacuation, affecting a few individuals to thousands of people. Thousands of others may require emergency shelter and medical treatment. The Emergency Response and Action section delineates emergency evacuation routes and emergency shelters. An emergency preparedness strategy will assist existing efforts by the public officials in improving public readiness. The emergency operation procedures described in the following sections outline the responsibilities of City and contract County personnel in the event of disaster. As indicated, this information serves as a mini-emergency preparedness plan.

Hazard Identification and Risk Assessment

Natural and man-made disasters that could impact Victorville Planning Area residents, businesses and property owners are identified in Table S-1. The table also identifies the level of risk, the geographical scope of the potential impact area, and the anticipated level of emergency response that would be required. Each potential hazard to the public safety and welfare has been assessed according to the following levels of risk:

- **Low Risk** - The level of risk below which no specific action is deemed necessary. The occurrence of a specific event is unlikely.

- Medium Risk - The level of risk at which specific action is required to protect life and property, though the probability of the event taking place is low to moderate.
- High Risk - Risk levels are significant and occurrence of a particular emergency situation is highly probable or inevitable. One or more actions are urgently required to protect life, property and/or the environment

The "scope of risk" refers to the geographic area that could be affected with the occurrence of one of the hazards. The scope of risk also includes three levels:

- Local - The affected geographic area is localized or site specific;
- Citywide - The affected area includes a significant portion or all of the City; and
- Regional - The affected area includes the entire City of Victorville and the surrounding region.

The State Office of Emergency Services (OES) has established three levels of emergency response to peacetime emergencies, which are based on the severity of the situation and the availability of local resources in responding to that emergency. The three levels of emergency response include:

- Level 1 - A minor-to-moderate incident wherein local resources are adequate in dealing with the current emergency.

- Level 2 - A moderate-to-severe emergency where local resources are not adequate in dealing with the emergency and mutual assistance would be required on a regional or statewide basis.
- Level 3 - A major disaster where local resources are overwhelmed by the magnitude of the disaster and state and federal assistance are required.

Those hazards of greatest concern to Victorville Planning Area residents are localized risk, as identified in Table S-1.

Hazard Mitigation

Hazard mitigation is concerned with the prevention, reduction or elimination of potential damage, injury, hardship and loss from actual or potential disasters. Federal efforts are primarily concerned with the abatement of hazards in post-disaster situations. However, to be truly effective, hazard mitigation must be taken in advance of a major disaster. The State of California Office of Emergency Service (OES) provides guidelines concerning hazard mitigation measures that should be implemented in the aftermath of a major disaster. A majority of these mitigation measures can also be applied to hazard prevention/mitigation prior to the occurrence of a local emergency or major catastrophic event. The City of Victorville has prepared an Emergency Plan to comply with OES guidelines. It applies to large-scale disasters that pose major threats to life and property. Smaller scale, less urgent emergencies are handled by routine procedures and existing City resources. The Emergency Plan is in conformance with State OES Guidelines and is occasionally updated with new information and procedures.

Table S-1

Environmental Risk Assessment Framework

Environmental Hazard	Potential of Occurrence			Scope of Risk			Emergency Response		
	Low	Me- dium	High	Local	City	Re- gional	Level I	Level II	Level III
Earthquake									
Surface rup-	•								
Liquefaction			•	•				•	•
Ground-			•		•	•		•	•
Slope failure	•			•			•	•	
Dam failure		•		•				•	•
Landslide	•			•			•	•	
Flooding									
Local ponding		•		•			•		
100 year flood	•			•			•	•	
500 year flood	•					•			•
Fire									
Industrial		•		•			•	•	
Chemical		•		•			•	•	
Fuel mains		•		•			•	•	
High-rise	•			•			•	•	
Wildland		•		•			•	•	
Chemical Con- tamination									
Road spill		•		•			•	•	
Airborne		•			•			•	
Subsurface		•		•				•	
Radiological	•			•				•	•
Severe Air- borne Pollution Episode	•					•			
Major Accident									
Industrial	•			•			•	•	
Major Road		•		•			•	•	
Aircraft		•		•			•	•	
Railway		•		•			•	•	
Water Shortage	•			•			•		

Source: Victorville Fire Department

State legislation specifically requires local agencies to formulate plans relating to the handling and release of hazardous materials. As the Certified Unified Program Agency (CUPA), the agency is responsible for implementing a unified hazardous materials and hazardous waste management regulatory program, the Fire Department provides the following services to assist citizens and businesses in the Planning Area:

- Consulting on how to safely store and use hazardous materials
- Responding to hazardous materials complaints and emergencies
- Conducting inspections of facilities that store chemicals or generate hazardous waste
- Reviewing construction/remediation plans involving hazardous materials or wastes

As part of its CUPA responsibilities, the Department implements several programs to monitor the presence, storage, use and disposal of hazardous materials and wastes, to ensure compliance with a variety of state and federal regulations developed to prevent dangerous releases of hazardous materials and to act quickly to contain any such accidental releases. Local CUPA programs include:

- Hazardous Materials Management/Business Plans
- Monitoring Underground Storage Tanks
- Monitoring Above Ground Storage Tanks
- Permitting of Hazardous Waste Generators

- Participation in California Accidental Release Prevention Program (CalARP).

Emergency Response and Action

The final component of the emergency preparedness plan consists of emergency response and action identification. This section will identify the appropriate emergency shelters, evacuation routes, and actions required by City personnel and elected officials to manage emergency operations. The appropriate response and actions required will vary, depending on the nature and scope of the disaster as identified in the City of Victorville Fire Department's Emergency Plan. More importantly, the employment of specific emergency personnel will vary depending on the nature and scope of an emergency.

In the event of a major disaster, shelter may be required for a large number of residents and possibly daytime workers. If an evacuation order is given, residents will be required to proceed to the nearest emergency shelter/facility, unless otherwise directed. Evacuation may be required in response to a disaster. Fire, police, or other public safety officials, will direct persons out of affected areas. Evacuation routes will be determined on a case by case basis and may change from that shown.

The emergency shelters will offer emergency first aid, disseminate information, provide shelter for persons in need, and serve as a community information center where individuals can leave messages for friends and relatives.

Table S-2 lists local public school sites that can function as emergency shelters within the Planning Area. The primary emergency shelter is located at the San Bernardino County Fairgrounds. As the primary emer-

gency shelter reaches capacity, public safety officials will direct displaced persons to alternate shelters. This figure also includes the location of public schools within the Planning Area as emergency shelters. The public schools will be utilized on an as needed basis, depending on the severity of the disaster.

Persons living or working in an area adversely affected by a disaster should report to the appropriate shelters, as directed by local public safety officials.

Persons injured or ill following a major disaster should be taken to a Casualty Collection Point to obtain triage medical services. Victor Valley College is designated as a Casualty Collection Point, a portion of City Hall will be utilized as an Emergency Operation Center, and the Emergency Command Center is located within Fire Station 311. The Department of Emergency Services operates a fully equipped mobile

command and communications trailer for use at major emergencies. Additionally, the City maintains a mobile police station in a converted bus which would be dispatched in the vicinity of disaster sites.

Emergency/public safety facilities include fire stations, police stations, hospitals, a Casualty Collection Point, Emergency Operations Center, and Emergency Command Center. Locations of these facilities are depicted in Figure S-5 and on Table S-3.

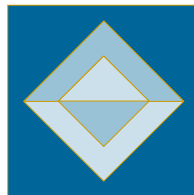


Table S-2

Local Schools That Are Available as Emergency Shelters

Shelter	Location	School District
The Academy Elementary School	15907 South Mojave Drive	Victorville Elementary School District
The Academy Elementary School	15907 South Mojave Drive	
Irwin Elementary School	15907 South Mojave Drive	
Brentwood Elementary School	13962 Hook Blvd.	
West Palms Conservatory	14375 Del Gado	
Del Rey Elementary	15332 Del Rey Drive	
Discovery School of the Arts	13247 Amethyst Road	
Mountain View Montessori Charter School	12900 Amethyst Road	
Sixth Street Prep Charter School	15478 Sixth Street	
Galileo Academy	17000 Silica Drive	
Green Tree East Elementary	17246 Gibraltar Drive	
Challenger School of Sports and Fitness	14777 Hopland Street	
Liberty Elementary	12900 Amethyst Road	
Lomitas Elementary	12571 First Avenue	
Mojave Vista Elementary	16100 Burwood Avenue	
Park View School	13427 Cahuenga Road	
Puesta Del Sol Elementary	15887 Academy Street	
Endeavour School of Exploration	12403 Ridgecrest Road	
Village Elementary School	14711 Mojave Drive	
Vista Verde Elementary	13403 Vista Verde Street	Snowline Joint Unified School District
Mathews (Susie) Academy	16360 Stadium Way	Victor Valley Union High School District
University Preparatory	13382 Dos Palmas	
Cobalt Middle School	13801 Cobalt Road	
Excelsior Education Center	12217 Spring Valley Parkway	
Victor Valley Home Academy	16664 E Street	
Hook Junior High	15000 Hook Boulevard	
Victor Valley Junior High	16925 Forrest Avenue	
Maverick (Goodwill) High	15733 First Avenue	
Silverado High School	14048 Cobalt Road	
Victor Valley High	16500 Mojave Drive	
Eagle Ranch School	12545 Eagle Ranch Parkway	Adelanto School District
Harold George Visual & Performing Arts	17738 Nevada Street	
Mesa Linda Middle School	13001 Mesa Linda Avenue	
Morgan-Kincaid Preparatory	13257 Mesa Linda Avenue	
West Creek School	15763 Cobalt Road	
Hollyvale Elementary	11645 Hollyvale Avenue	Hesperia Unified School District
Victor Valley Community College	18422 Bear Valley Road	Victor Valley Community College

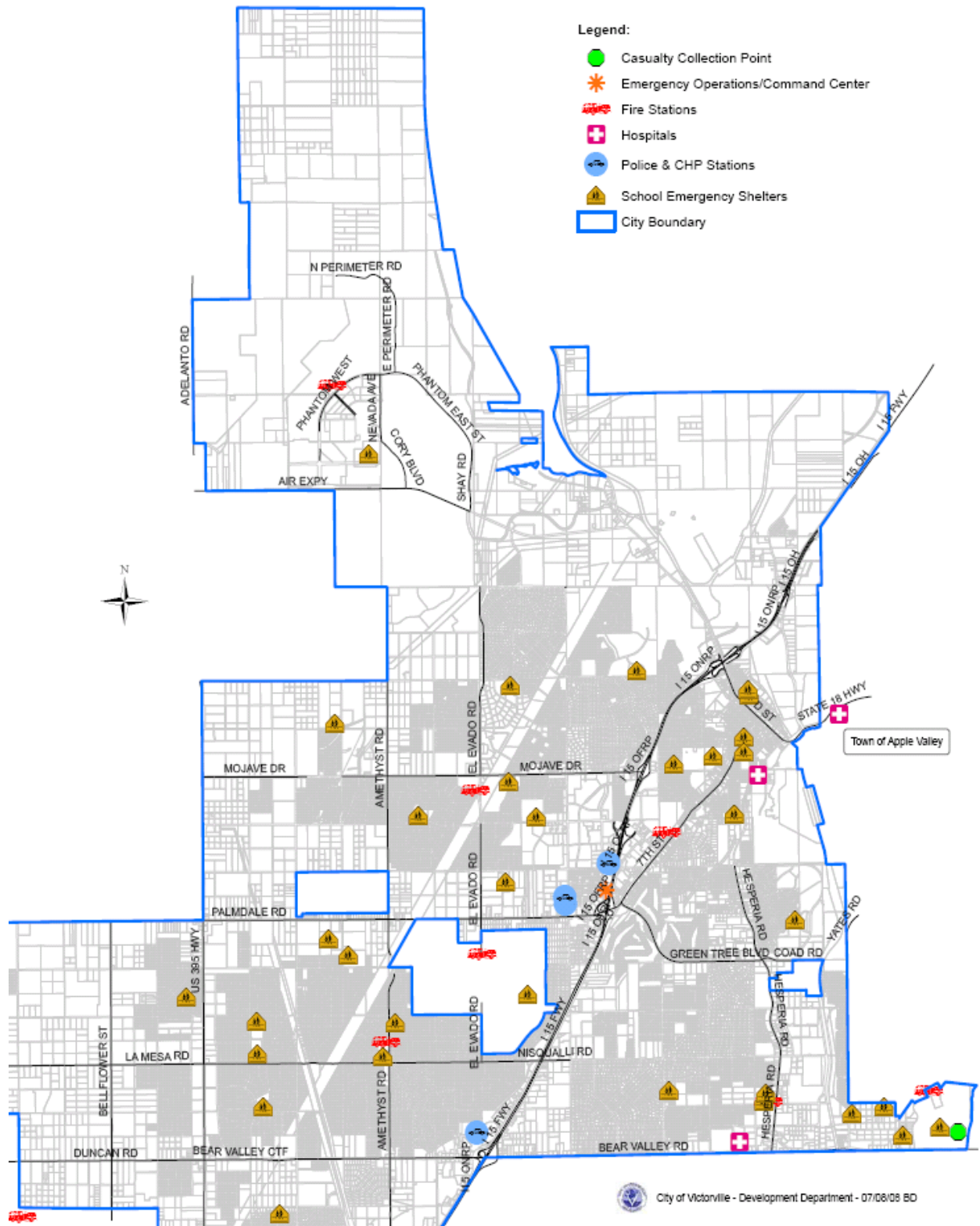


Figure S-5. Emergency/Public Safety Facilities Location Map

**Table S-3
Emergency/Public Safety Facilities**

Emergency/Public Safety Facilities	Location
City Fire Station 311 - Emergency Operations Center	16200 Desert Knoll Drive
City Fire Station 312	15182 El Evado Rd
City Fire Station 313	13086 Amethyst Road
City Fire Station 314	17008 Silica Drive
City Fire Station 319	18500 Readiness Street
County Fire Station 16	11855 Anaconda Avenue
County Fire Station 22	12550 Jacaranda Avenue
County Fire Station 37	13782 El Evado Road
Victorville Police	14177 McArt Road
Victorville Police - Mall Substation	14400 Bear Valley Road
Victorville Mobile Police Station Mobile-County Sheriff	14455 Civic Drive
Desert Valley Hospital	16850 Bear Valley Road
Victor Valley Community Hospital	15248 Eleventh Street
St. Mary Regional Medical Center	18300 Highway 18, Apple Valley
Casualty Collection Point	18422 Bear Valley Road
Emergency Operations Center	14343 Civic Drive
California Highway Patrol	14210 Amargosa Road

The degree of response required will depend largely upon the nature and magnitude of disaster. Some situations will call for emergency action within a limited area, while others may require city-wide response. In addition, facilities at Southern California Logistics Airport, such as the runway and adjacent aircraft hangers, may be available in the event of a disaster. This site has the potential to be designated as a Casualty Collection Point.

Fire, Police, and Medical Services

Fire Protection Services

Fire protection within the City of Victorville is provided by San Bernardino County Fire Department (SBCFD), North Desert Division. Within the City limits, four (4) fire stations are manned and operated by SBCFD. A fifth station is located at SCLA. In addition, three (3) County fire stations are located within the City's existing SOI, providing fire protection services to the City and adjacent unincorporated areas. Fire stations are listed in Table 5.13-1. Currently, there are 58 firefighters serving the City. Each station is equipped with at least one fire engine and three firefighters, with ten staff on call if needed. Fire Station 319 (SCLA) has three dedicated personnel on-site. Paramedics are provided at every fire station.

For response times, the City Council goal is to have the first on scene unit arrive within five minutes. The current average response time is 6.73 minutes, with rescue, traffic accidents and medical responses taking an average of 6.18 minutes, fires, explosions, and hazardous conditions taking an average of 7.06 minutes, and false alarms and investigations taking an average of 7.31 minutes to respond. All 911 calls placed in the City are received by the San Bernardino County Sheriff Desert Control Center within the Victor Valley station complex. Calls involving fires and related emergencies are then routed to the Regional Fire Protection Authority (RFPA) communications center, which responds to all fire service related calls and dispatches the appropriate personnel for eight (8) High Desert and Mountain agencies. The operational management of the RFPA communications center is handled jointly by the Victorville and Apple Valley fire chiefs. The City pays for its share of

costs based on the number of calls it receives.

The Fire Department must also ensure adequate flow of water for fire suppression needs. Minimum fire flow for commercial/industrial land uses is based on many factors including type of building, systems installed, and occupancy, but must never be less than 1,500 gallons per minute at 20 PSI. Most flows are much higher at 3,500 gallons per minute at 20 PSI and may be as high as 6,000 gallons per minute at 20 PSI.

The City has mutual aid agreements with neighboring fire departments including the Apple Valley Fire Protection District and San Bernardino County Fire Department. The Victorville Fire Department and RFPA member agencies participate in a cooperative regional auto aid program for initial response to immediate need incidents. This program provides all participating member agencies with continuous coverage during extensive resource depleting emergencies.

Police Services

Police service in Victorville is provided by the San Bernardino County Sheriff's Department, which has contracted with the City of Victorville since 1962 to provide police services to the City. Operations take place out of the Victorville Police Headquarters and four satellite facilities. Victorville contracts for 80 sworn officers and 22 non-sworn positions. Victorville's police average response time to emergency calls in 2004 was 3.4 minutes. Police Department requests for more officers are based on service needs. Officers have been added annually for the last decade based on professional judgment rather than a formulaic approach with sworn officers per capita. In practice, the City has

consistently increased sworn staffing levels throughout the growth spurt of the last several years. The City plans to continue to increase staffing levels as growth continues, typically increasing staffing levels twice yearly. The City currently has a ratio of 0.84 sworn officers per 1,000 residents. In 2005, there were 90,777 calls for service, or 1,713 service calls per deputy.

Police services are funded through the City's General Fund. The City currently supports capital facilities, including a newly constructed police headquarters building, 35 police vehicles, and equipment such as computers and radios. The City owns its headquarters on Amargosa Road and the Transportation Center on D Street. The other two satellite facilities are leased from private companies. Other facilities include the regional facility located at the Victor Valley Sheriff station, which also services the CHP, Apple Valley, Adelanto, Hesperia and the unincorporated communities of Helendale, Oro Grande, Silver Lakes, El Mirage and Spring Valley Lake. All six police facilities are in good or excellent condition. The police vehicles are owned by the Sheriff's Department, which leases them to the City. The City also performs vehicle maintenance. There are currently no plans for new facilities to serve the City.

The Police Department currently serves area school districts with school resource officers through MOUs, including the Victor Valley Union High School District, the Adelanto School District, and the Victor Elementary School District. The Police Department also provides direct service to local retail merchants with three deputies that serve local malls for major retailers.

Medical Services

Medical services are provided to Planning Area residents by three local hospitals, as well as several urgent care centers and individual doctors' offices. The local hospitals include Desert Valley Hospital on Bear Valley Road in the East Bear Valley Planning Area, Saint Mary Regional Medical Center on Highway 18 in Apple Valley, and Victor Valley Community Hospital on Eleventh Street in the Central City Planning Area. Desert Valley Hospital is a 76-bed facility, Saint Mary Regional Medical Center is a 195-bed facility, and Victor Valley Community Hospital is a 119-bed facility. A hospital facility is located at the Southern California Logistics Airport which was operated by the military prior to the closure of George Air Force Base in December 1992. This facility has the potential to re-open as a hospital or possibly an out-patient clinic. Additional hospitals, such as Barstow Community Hospital, Loma Linda University Medical Center, and Saint Bernardine Medical Center in San Bernardino, are within forty-five miles of the Victorville Planning Area, in the event the patient-load exceeds local hospital capacity.

GOALS, POLICIES & IMPLEMENTATION

GOAL #1: PROTECTION FROM HAZARDS— PROTECT THE COMMUNITY AGAINST NATURAL AND MAN-MADE HAZARDS.

Objective #1.1: Restrict land uses in areas identified as susceptible to natural and man-made hazards

Policy #1.1.1: *Develop and maintain an accurate, up-to-date and complete database that identifies the locations, scope and potential severity of natural and man-made hazards affecting the Planning Area.*

Implementation Measure 1.1.1.1: Establish and maintain a digital database to identify hazards throughout the Planning Area.

Implementation Measure 1.1.1.2: Delineate the flood designations of the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRM) on the General Plan Land Use Map as Open Space and on the Zoning Map as Flood Plain 1 (100-year flood) or Flood Plain 2 (500-year flood).

Implementation Measure 1.1.1.3: Work with federal, state and county agencies to develop, acquire and expand data and mapping of hazards within the Planning Area. This shall occur as part of the annual general plan monitoring/reporting effort, or more frequently, as staffing and funding resources permit.

Policy #1.1.2: *Develop and maintain strategies to restrict development in areas susceptible to flooding hazards.*

Implementation Measure 1.1.2.1: Apply zoning regulations in those areas designated as Flood Plain which contain use restrictions such as prohibition of residential development and other improvements, or structures or developments which would obstruct the natural flow of floodwaters or endanger life or property.

Implementation Measure 1.1.2.2: Prohibit improvements, structures, or developments within the 100-year flood plain which would obstruct the natural flow of floodwaters or which would endanger life or property.

Objective #1.2: Identify and mitigate geologic hazards in the land use and development project planning process.

Policy 1.2.1: *Require an adequate assessment of site specific geologic hazards and required mitigation measures prior to granting discretionary approval for a land use plan, development project or public infrastructure plan or project.*

Implementation Measure 1.2.1.1: Require complete geologic/geotechnical investigations as a standard procedure in the land use and project-level planning process. This applies to all projects subject to CEQA and other projects in areas where the City's Building Official determines there is a possible threat of liquefaction, subsidence, expansive soils, landslides or mudslides. Mitigation of soils/geotechnical constraints shall be defined prior to approval of projects involving discretionary permits, or prior to issuance of grading permits for projects that do not require discretionary approvals.

Implementation Measure 1.2.1.2: Apply the California Building Code slope regulations on all new developments located on slopes in excess of 15 percent.

Implementation Measure 1.2.1.3: Apply the slope protection combining district zoning regulations to development projects proposed on areas with slopes in excess of 15 percent, to protect against erosion on slopes greater than five feet in height.

Implementation Measure 1.2.1.4: Require seismic safety measures identified in the California Building Code to be incorporated into all new development. Examples of these measures include structural bracing, roof system bracing, and increased size of footings.

Objective #1.3: Prevent and Promptly Abate Accidental and Potentially Dangerous Releases of Hazardous Materials and Wastes.

Policy 1.3.1: *Restrict and/or prohibit the siting of land uses that store, use, transport, dispose of or generate significant quantities of hazardous materials and wastes, through land use element policies, zoning and subdivision regulations, and site plan review procedures.*

Implementation Measure 1.3.1.1: Continue Fire Department operation as the local Certified Unified Program Agency with respect to hazardous materials hazards concerns, throughout the Planning Area. This shall include a responsibility to comment on all proposed industrial, medical, research and development or other types of land uses that involve the generation, storage, use, transportation, disposal or recycling of hazardous materials and/or hazardous wastes.

Implementation Measure 1.3.1.2: Continue to cooperate with state and federal agencies and the railroads, to ensure hazardous materials transported through the City do not present additional threats to life and property.

Objective #1.4: Prevent loss of life, serious injury and significant damage to structures critical facilities due to aircraft mishap at the Southern California Logistics Airport (SCLA).

Policy 1.4.1: *Fully implement the land use policies and regulatory provisions of the SCLA Specific Plan.*

Policy 1.4.2: *Avoid conflicts with the Comprehensive Land Use Compatibility Plan (CLUP) for SCLA.*

Implementation Measure 1.4.2.1: Incorporate all relevant land use policies of the SCLA Specific Plan and the CLUP into the Land Use Element of this General Plan, and incorporate all regulatory provisions of both documents into the City's Zoning Ordinance and subdivision regulations.

Implementation Measure 1.4.2.2: Continue to work with SCLA to ensure adequate emergency preparedness to protect the public health and safety from aircraft mishaps. Examples of measures to promote health and safety include, but are not limited to, ensuring aircraft operations comply with established flight patterns and procedures, improving on airport and near airport roadways to benefit public safety, and properly disposing of hazardous waste generated at the airport.

Objective #1.5: Alleviate hazards associated with unreinforced masonry structures erected prior to development of modern building codes.

Policy 1.5.1: *Pursue Community Development Block Grant (CDBG) or other public funding for structural retrofitting of unreinforced masonry structures.*

Implementation Measure 1.5.1.1: Apply CDBG and other funding sources to assist private property owners with structural retrofitting of their unreinforced masonry structures, to meet current Building Code standards for seismic safety.

Implementation Measure 1.5.1.2: Give preference for CDBG funding for structural retrofitting of unreinforced masonry structures to projects located on properties comprising

all or part of a historic site, a historic building or other improvements recognized as historic, as defined in Section 15064.5(a) of the California Environmental Quality Act Guidelines.

Implementation Measure 1.5.1.3: Continue Building Division inspections of buildings which are suspected of being constructed with unreinforced masonry.

GOAL #2: PROTECTION OF PUBLIC HEALTH AND SAFETY— INTEGRATE PUBLIC HEALTH AND SAFETY ISSUES INTO PLANNING AND DEVELOPMENT POLICIES.

Objective #2.1: Achieve Desired Fire Protection, Police and Emergency Medical Services Performance Standards

Policy 2.1.1: *Ensure that new private or public development has sufficient fire protection, police and emergency medical services available. Such developments shall not strain capabilities to a level where service standards could not be met.*

Implementation Measure 2.1.1.1: Define appropriate performance standards for fire protection, police protection and emergency medical services, and update the standards as conditions in the community change, resources are added or eliminated, technological improvements occur, or other information becomes available that indicates a need for revisions to the standards.

Implementation Measure 2.1.1.2: Provide appropriate performance standards for fire protection, police protection and emer-

gency medical services to development applicants to assist in the review of new development plans and projects.

Implementation Measure 2.1.1.3: Require the review of development proposals to determine impacts on emergency services and ensure developments meet appropriate safety standards. Examples of these standards include fire hydrant spacing, sprinkler requirements in certain types of construction, safe vehicular access for evacuation or response, and ensuring the development does not negatively impact response times.

Implementation Measure 2.1.1.4: Ensure that new development is designed and constructed following the requirements of the California Fire Code and the fire safety measures of the Victorville Municipal Code, which includes safety measures such as smoke detector requirements and automatic fire extinguishing systems in certain types of construction.

Implementation Measure 2.1.1.5: Continue to implement the weed abatement program to reduce brush fire hazards.

Objective #2.2: Maintain Optimal Emergency Preparedness

Policy 2.2.1: *Continue to maintain, implement, and update as necessary, emergency preparedness procedures.*

Implementation Measure 2.2.1.1: Maintain and regularly update an emergency preparedness plan that sets forth the organizational framework, communications protocols, key facilities, shelters and evacuation routes, and response/action procedures to be taken in the event of a disaster.

Implementation Measure 2.2.1.2: Maintain, implement, and update as necessary, a hazardous waste emergency response plan.

Implementation Measure 2.2.1.3: Continue to encourage and support the neighborhood watch program.

Implementation Measure 2.2.1.4: Ensure designation of an adequate number of appropriately sized and located facilities as Casualty Collection Points.

Objective #2.3: Maintain Sufficient Peak Load Water Supplies

Policy 2.3.1: *Ensure that new development proposals (private or public) do not over-consume the City's water supplies to the extent that the minimum volume of water storage required to meet the City's peak load water supply standard could not be met.*

Implementation Measure 2.3.1.1: Require a water assessment of all new major developments to ensure that sufficient peak load water supplies are available.

Implementation Measure 2.3.1.2: Prior to approval of any major development project, require water supply assessments in compliance with state law.

Implementation Measure 2.3.1.3: Require any project that will result in consumption of water in excess of available supplies to provide alternative water supply sources or to provide funding that will enable the City to secure adequate water supply prior to project development.

Objective #2.4: Foster Interagency Cooperation and Coordination

Policy 2.4.1: *Continue to share public health and safety concerns with other public agencies, local, regional, state and federal.*

Implementation Measure 2.4.1.1: Continue to pursue efforts to modify the political and administrative structure of the San Bernardino County Flood Control District, to ensure that funds collected in the High Desert area remain in the High Desert area, and are used for appropriate flood control improvements.

Implementation Measure 2.4.1.2: Continue to maintain mutual aid agreements with neighboring jurisdictions, with respect to fire protection, law enforcement and emergency medical services.

Implementation Measure 2.4.1.3: Continue to participate in regional partnerships to provide emergency response services, such as the Regional Fire Protection Authority.

Implementation Measure 2.4.1.4: Continue to coordinate with local, State and Federal agencies to ensure that deposition in the Mojave River does not exacerbate flood damage potential.