

**CITY COUNCIL**

**ATTACHMENT B**

General Plan – Land Use Element



# 2045 LAND USE ELEMENT

December 2022

## TABLE OF CONTENTS

---

<b>1. INTRODUCTION .....</b>	<b>1</b>
1.1 PURPOSE OF THE LAND USE ELEMENT.....	1
1.2 STATUTORY REQUIREMENTS .....	3
1.3 SCOPE AND CONTENT .....	3
1.4 RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS.....	4
1.5 RELATED PLANS AND PROGRAMS .....	4
1.6 COMMUNITY OUTREACH.....	6
<b>2. GOALS, OBJECTIVES, AND POLICIES .....</b>	<b>10</b>
2.1 BALANCED GROWTH .....	10
2.2 ECONOMIC PROSPERITY .....	18
2.3 QUALITY OF LIFE.....	20
2.4 COMMUNITY CHARACTER .....	23
<b>3. LAND USE PLAN.....</b>	<b>26</b>
3.1 OVERVIEW.....	26
3.2 TERMINOLOGY .....	26
3.3 LAND USE POLICY MAP AND CLASSIFICATION SYSTEM.....	28
3.4 LAND USE DESIGNATIONS .....	33
3.5 DEVELOPMENT FOCUS AREAS .....	47
3.6 RELATIONSHIP WITH ZONING .....	56
3.7 ACCOMMODATING FUTURE GROWTH .....	58

## Figures

---

FIGURE LUE-1: VICINITY MAP .....	2
FIGURE LUE-2: ILLUSTRATION OF FAR .....	28
FIGURE LUE-3: LAND USE MAP .....	29
FIGURE LUE-4: DEVELOPMENT FOCUS AREA MAP .....	48

## Tables

---

TABLE LUE-1: LAND USE DESIGNATION SUMMARY .....	30
TABLE LUE-2: RELATIONSHIP BETWEEN LAND USE DESIGNATIONS AND ZONING DISTRICTS .....	57
TABLE LUE-3: 2045 LAND USE ELEMENT BUILD-OUT PROJECTIONS.....	58

## Appendix

---

APPENDIX A: FISCAL AND ECONOMIC IMPACT ANALYSIS.....	A-1
--	-----

This page intentionally left blank

# I. INTRODUCTION

---

## I.1 Purpose of the Land Use Element

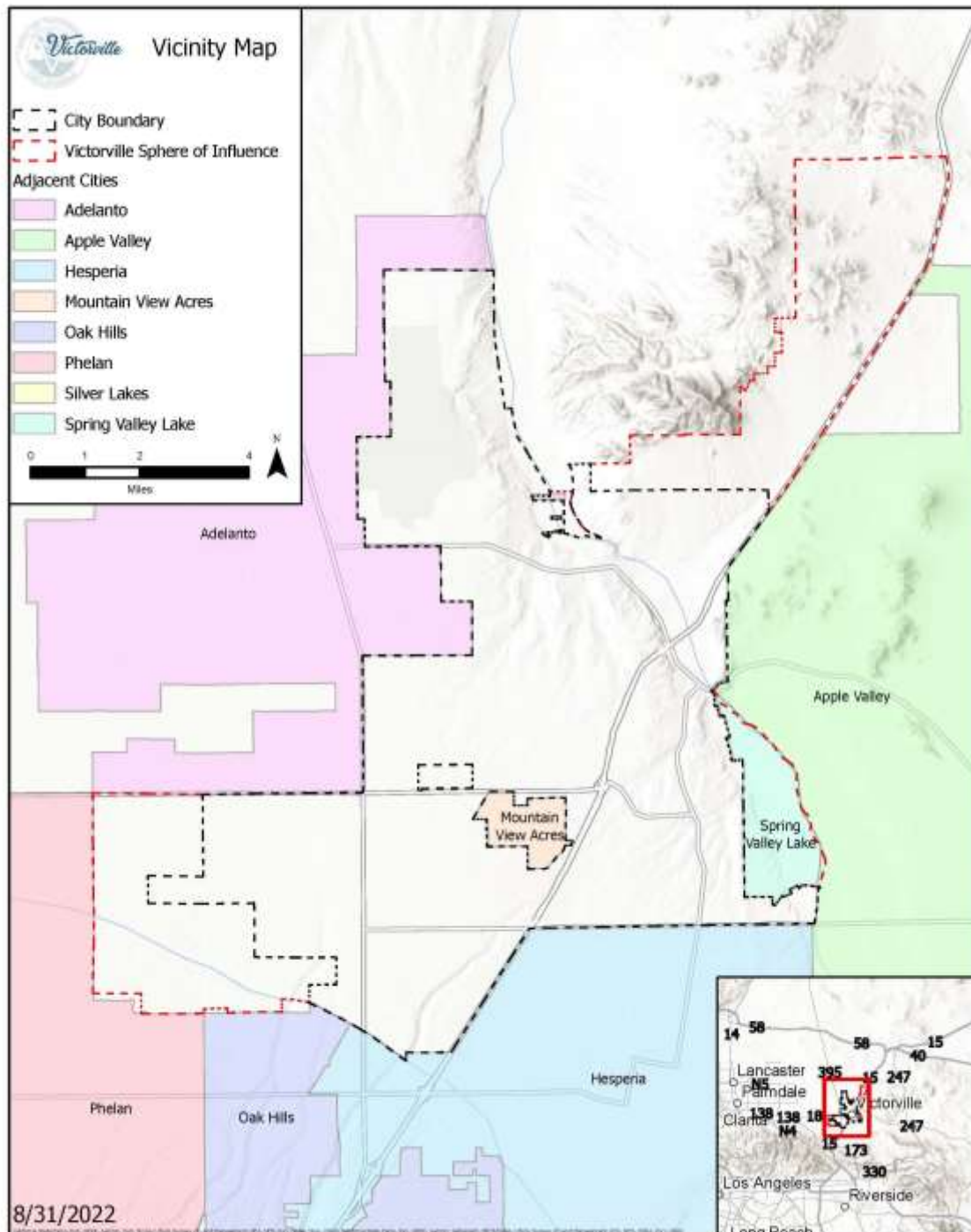
State law requires all jurisdictions in California to prepare and adopt a General Plan as a tool to manage growth and development. The Land Use Element is a mandatory element of the General Plan. The primary purpose of the Land Use Element is to establish the policy foundation that will direct future land use decision-making for Victorville and its Sphere of Influence (SOI) to achieve the community's long-range goals. It functions as a guide to policy makers, decision makers, the general public, and planners in the City regarding the desired pattern of land use and development through the 2045 planning period.

To assist local governments in preparing general plans and the public in participating in that process, the Governor's Office of Planning and Research (OPR) is required to develop and adopt guidelines for the preparation and content of the mandatory elements in general plans (Gov. Code § 65040.2) and periodically revises them. OPR adopted a comprehensive update of the guidelines in 2017, upon which this update is based. The General Plan Guidelines provide an excellent synopsis of the purpose of a Land Use Element and its long-term value to a community.

The Land Use Element requirements provide an opportunity to determine the future of a community. By ensuring thoughtful, equitable, and accessible distribution of different densities, intensities, and land uses and by aligning with other General Plan elements, the Land Use Element can address long term environmental issues such as climate change and air quality; enhance local economies; reduce infrastructure costs; facilitate healthy lifestyles; increase transportation choices; and create community resilience. It also can address emerging developments in technology, such as connected and autonomous vehicles and resulting changes in land use, and promote quality housing for all residents of the community. (OPR General Plan Guidelines, pg. 53)

The Victorville Land Use Element is required to plan for future development both within the City's legal boundary as well as its sphere of influence. A "sphere of influence" (SOI) is a plan for the probable ultimate physical boundaries and service area of a local governmental agency, as determined by the Local Agency Formation Commission (LAFCo) in accordance with State law. SOIs are determined and amended solely at the discretion of LAFCo. Note that Victorville's SOI has been amended since the last update of the Land Use Element. Figure LUE-1 shows Victorville in proximity to adjacent communities as well as its location within the region.

Figure LUE-1: Vicinity Map



## I.2 Statutory Requirements

California Government Code Section 65302(a) states that a Land Use Element must designate the proposed general distribution, location, and extent of land uses for:

- Housing (including sites identified in the Housing Element to meet the City's fair share of regional housing needs at all income levels as mandated by State law), business, and industry
- Open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty
- Recreation facilities and opportunities
- Educational facilities
- Public buildings and grounds
- Future solid and liquid waste disposal facilities
- Greenways (as defined in Section 816.52 of the Civil Code)
- Timberland Preserve Zone lands, if applicable
- Areas subject to flooding, identified by either flood plain mapping prepared by the Federal Emergency Management Agency (FEMA) or the Department of Water Resources or mapped flood areas adopted by the local community on Flood Insurance Rate Maps
- Military land use compatibility and impacts to military readiness, if applicable
- Other categories of public and private uses of land

The Land Use Element also must include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan.

## I.3 Scope and Content

The City of Victorville Land Use Element complies with the requirements for Land Use Elements mandated in Government Code Section 65302(a) and the General Plan Guidelines. The Land Use Element is comprised of three chapters: 1) Introduction, 2) Issues and Citywide Goals and Policies, and 3) the Land Use Plan, which includes the Land Use Policy Map that graphically identifies the planned land uses within Victorville and the SOI for the 2045 planning period.



## **I.4 Relationship to Other General Plan Elements**

State law requires internal consistency among the various elements of the General Plan. As a part of this project, the Safety Element is being updated and a new Environmental Justice Element is being prepared in accordance with Government Code Section 65302(h)(2). The policies and plans for both documents have been directly coordinated with the update of the Land Use Element.

State Government Code Section 65581 requires every city and county to prepare a Housing Element as part of its General Plan to adequately “plan” to meet the housing needs of everyone in each jurisdiction at all income levels. Each jurisdiction must demonstrate land use capacity to accommodate its share of the region’s housing needs—this “share” is called the Regional Housing Needs Allocation (RHNA). Housing Elements are required to be updated according to a State-mandated schedule, commonly referred to as a “cycle.” The City adopted its 6<sup>th</sup> Cycle Housing Element on January 18, 2022. While not a component of this General Plan update, the timing of updating the Land Use Element provided the City with the opportunity to coordinate the update of the City’s 6<sup>th</sup> Cycle Housing Element with the Land Use Element to accommodate the City’s share of the RHNA in a manner that ensures new residential development occurs in a sustainable manner and incorporates environmental justice policies.

The existing Circulation Element was not updated as part of the 2022 General Plan update. However, the impacts of the new Land Use Element were considered as part of the preparation of the Environmental Impact Report (EIR) for the General Plan update project. The EIR that was prepared for the 2022 General Plan update (the EIR “proposed project”) concluded that implementation of the proposed project would increase traffic volumes and demand for public transit, bicycle, and pedestrian facilities, which would require the improvement and expansion of the circulation system. However, the Circulation Element incorporates goals, objectives, policies, and implementation measures to achieve the vision of the 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.

## **I.5 Related Plans and Programs**

There are a number of related plans and programs that are considered in the formulation, adoption, and implementation of local land use policy; although not an exhaustive list, key plans and programs are summarized below.



### **1.5.1 California Environmental Quality Act**

The California Environmental Quality Act (CEQA) is a State statute that requires State and local agencies to identify the significant environmental impacts of their actions and to avoid or mitigate those impacts, if feasible. CEQA applies to certain activities of State and local public agencies. A public agency must comply with CEQA when it undertakes an activity defined by CEQA as a "project." A project is an activity undertaken by a public agency or a private entity that must receive some discretionary approval from a government agency, which may cause either a direct physical change in the environment or a reasonably foreseeable indirect change in the environment.

Most proposals for physical development in California are subject to the provisions of CEQA, as are many governmental decisions which do not immediately result in physical development (such as adoption of a general or specific plan). Every development project which requires a discretionary governmental approval will require at least some environmental review pursuant to CEQA unless an exemption applies.

### **1.5.2 Southern California Association of Governments**

The Southern California Association of Governments (SCAG) is a Joint Powers Authority under California state law. It was established in 1965 as an association of local governments and agencies that voluntarily convene as a forum to address regional issues. SCAG is responsible for the regional planning in Southern California, within the SCAG region of counties, which provides a framework for coordinating local and regional decisions regarding future growth and development.

The SCAG region encompasses six counties (Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura) and 191 cities in an area covering more than 38,000 square miles. Under federal law, SCAG is designated as a Metropolitan Planning Organization (MPO) and under State law as a Regional Transportation Planning Agency and a Council of Governments.

The agency develops long-range regional transportation plans, including the region's Sustainable Communities Strategy, growth forecasts and growth policies for the SCAG region, regional transportation improvement programs, regional housing needs allocations for the Housing Element, and a portion of the Mojave Desert Air Quality management plans.

SCAG adopted the 2020-2045 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS)—a plan known as Connect SoCal—in September 2020. Connect SoCal sets the framework for how transportation tax dollars will be spent in the SCAG region over the coming years and decades.

### **I.5.3 City Plans**

The following existing City plans were considered as a part of this update.

#### **I.5.3.1 Parks and Recreation Master Plan (2008)**

A Parks and Recreation Master Plan, which was prepared in 2008, calls for parks and recreational facilities to be within ½-mile of residential uses and includes the standard of five (5) acres per 1,000 residents. Based on SCAG's population projection of 194,500 residents by 2045, with a parks/recreation standard of five acres per 1,000 residents, the City will need to provide for approximately 972.5 acres of parks and recreation facilities over the next 23 years. The Land Use Element includes policies for creative and innovative methods to provide parks, recreation, open space, and public gathering spaces to more than double the existing number of parks and recreational space in the city by 2045.

#### **I.5.3.2 Climate Action Plan (2015)**

The Climate Action Plan (CAP) for the city of Victorville provides greenhouse gas (GHG) inventories, identifies the effectiveness of California initiatives to reduce GHG emissions, and identifies local measures that were selected by the City to reduce GHG emissions under the City's jurisdictional control to achieve the City's identified GHG reduction target. The Land Use Element promotes land use and development patterns, policies, and practices that are sustainable and consistent with smart growth principles, conserve natural resources, and reduce pollution and GHG emissions.

#### **I.5.3.3 Non-Motorized Transportation Plan (2010)**

The Non-Motorized Transportation Plan provides a safe network of facilities for pedestrians, hikers, bicyclists, wheelchair users, and health enthusiasts that will link public facilities, such as parks, open spaces, golf courses, the Victor Valley Transportation Center, the Old Town Specific Plan area, the Victor Valley Community College, the Mojave Narrows Regional Park, and other destinations. The goals, objectives, and policies of the Land Use Element, including the newly designated Greenway/Utility Corridor, are all intended to support implementation of the Non-Motorized Transportation Plan.

## **I.6 Community Outreach**

Community outreach is an important component of the development of the General Plan, and is especially critical to inform the preparation of the Land Use Element. In order to reach a broad spectrum of residents and stakeholders, the approach to engaging the community was varied and included a project website, social media posts, focus group meetings and four community

workshops. To ensure the efforts were inclusive, project materials were translated into Spanish and interpretation services were offered for the public workshops.

### **1.6.1 Project Website**

The General Plan Update project website was accessible on the City's website. A flyer explaining "What is a General Plan" was placed on the front page, in both English and Spanish. A link to the Land Use Element page provided basic information, such as what a Land Use Element is and why it was being updated, the difference between the Land Use Element and the Zoning Ordinance, definitions of common terminology, and announcements of public meetings and opportunities to get information and provide input.

### **1.6.2 Social Media**

Notices of community workshops were sent using the City's social media networks, including Facebook, Twitter, and Instagram, with posts in both English and Spanish. The City live-streamed the community workshops from the City's website and Facebook page.

### **1.6.3 Community Workshops**

The Planning Commission adopted the role of advisory body for the General Plan update. Since the Planning Commission is an established advisory body familiar with General Plan and land use and housing issues, they were the ideal host for the community workshops, and having the Community Workshops during Planning Commission meetings increased community participation. All workshops were virtual Zoom meetings that featured a PowerPoint presentation and allowed participants to provide comments and ask questions during the meeting. The Planning Commission hosted four community workshops. Real time Spanish interpretation was offered for most of the meetings, and positive feedback was received from the public who benefitted from the interpretation services. Full video of the four community workshops was available on the website until the adoption hearings for the Land Use Element were completed.

#### **1.6.31. Land Use Element Workshop #1, February 24, 2021**

The purpose of the first Land Use Element workshop was to introduce the Land Use Update to Planning Commission and public. At the time of the first Land Use Element workshop, the Housing Element was also in the beginning stages of preparation, so the connection between the Land Use Element and Housing Element was explained. The various housing types were discussed, including housing types not found in Victorville. Workshop #1 concluded with a Visioning Exercise that polled the residents of Victorville, asking what makes Victorville unique; what they like the most about their City and would like to stay the same; what is missing that they would like to have by 2045; and what they would like to see changed. Residents expressed

a strong interest in seeing more mixed-use development in their city in the future. Many stated that Victorville's parks are an important asset to the community, and the city's central location in the state is both unique and desirable. Others said they appreciate that more people can afford a single-family home with a yard in Victorville than in most other parts of California. Some residents did not like parking in front yards in the City, and thought better code enforcement was needed. Traffic congestion was also noted as something residents would like to see changed and improved.

### **I.6.3.2 Land Use Element Workshop #2, May 26, 2021**

Proposed land use strategies were presented and discussed at the second Land Use Element Workshop. Strategies considered included expanding the list of residential land use designations, adding mixed-use designations, adding a Health and Wellness Overlay, and encouraging infill development in the core of the City before expanding into less developed areas. The Sites Inventory for the Housing Element was reviewed, and nine Opportunity Areas were presented as areas where future potential change could or should occur as the City continues to grow and prosper. Residents, developers, and the Planning Commissioners voiced support for the flexibility provided by the mixed-use land use designation. There was general agreement that higher density residential development should locate in proximity to commercial development. Participants stated support for the proposed Health and Wellness Overlay and there were requests to expand the overlay to encompass additional areas. Input was received that the Land Use Plan needs to include guidelines for quality development, especially for infill projects.

### **I.6.3.3 Land Use Element Workshop #3, September 29, 2021**

The primary topics of discussion for the third Land Use Element Workshop were the possible repeal of the Desert Gateway Specific Plan (DGSP), and a replacement land use plan consisting of a combination of prior and new land uses. The Planning Commission and residents were polled during the workshop and asked for specific feedback regarding the proposal. In general, positive feedback was received in favor of repealing the DGSP, with participants recognizing that it would make future development easier.

The proposed small lot subdivision overlay was discussed at Workshop 2; however additional discussion was held over to Workshop 3. Specifically, the increase in density from 0-7 dwelling units per acre to 0-9 dwelling units per acre in the Low Density Residential Infill Overlay was further considered. Examples of development at both densities were presented. The majority of the comment was in favor of raising the density in the overlay to 0-9 dwelling units per acre. Several developers in attendance shared that the smaller lots can result in a greater diversity of housing types, more affordable home prices, and homeowner associations that provide amenities. Some participants were reluctant to increase the density, citing problems with residents parking cars and motorhomes in their front yards and lack of design guidance.

#### **I.6.3.4 Land Use Element Workshop #4, May 11, 2022**

The final Land Use Element Workshop (#4) entailed a discussion of the Goals, Objectives, and Policies and a presentation of the final revisions to land use designations and the land use map for input, discussion, and direction. The four focus areas of the Land Use Element were presented, which were developed from the input received, including: Balanced Growth, Economic Prosperity, Quality of Life, and Community Character, along with the associated goals, objectives, and sample policies. The proposed changes to each of the Opportunity Areas were reviewed, and changes made to the land use plan as a result of requests from members of the public were presented. A range of feedback was heard, including comments and questions regarding landscape maintenance in the City and how it gets funded; the need to improve aesthetics along the I-15 freeway corridor and beautification city-wide; positive feedback for greening the utility corridors and turning them into walking/biking paths; and support for mixed use development and the flexibility it provides.

#### **I.6.4 Focused Input Sessions**

One focused input session was held with representatives from the Building Industry Association (BIA). The BIA representatives expressed interest in the City allowing smaller lot subdivisions with higher densities. BIA members stated that they are seeing demand for this type of development in other cities in the region and think it would benefit Victorville.

A separate focused session was held with a representative of Providence Health. Providence Health owns vacant land in Victorville and is considering building a new campus. Discussion centered on creating a complete community around a new hospital, focused on health and wellness so that the surrounding land uses can support and encourage healthy lifestyles. Preliminary ideas for the area include the hospital building, senior housing, a mix of housing types including those that would serve the future employees, commercial office, retail, and medical offices. The discussion prompted the creation of the new Health and Wellness Overlay.

## 2. GOALS, OBJECTIVES, AND POLICIES

---

The goals, objectives, and policies provide the framework for the Land Use Element and guide future decision-making for the planning period.

**Goals** are general statements of desired outcomes that reflect the community's aspirations for the future of Victorville. **Objectives** are more specific statements of purpose, while **policies** provide a bridge between goals and objectives and implementation actions.

This chapter has been organized by topic, including:

- Balanced Growth
- Economic Prosperity
- Quality of Life
- Community Character

Each topic includes a summary of associated issues and opportunities, followed by related goals, objectives, and policies that have been established to address these issues and opportunities at the citywide level. The issues, opportunities, goals, objectives, and policies have been developed based on background research and public, Planning Commission, and City Council input received through workshops and stakeholder discussions.

### 2.1 BALANCED GROWTH

The Victorville Land Use Element provides a diverse mix of residential, commercial, industrial, mixed use, public and civic, and park, recreation, and open space opportunities for people to live, work, shop, and play. As a growing city, achieving and maintaining the ideal balance of these land uses to achieve the community's overall vision is a fundamental goal of the Land Use Element.

A diverse range of land use types is necessary to generate public revenues to ensure the City's fiscal stability and provide needed public services and facilities, while creating a healthy and aesthetically pleasing community that meets the social and economic needs of Victorville's residents. For example, an appropriate balance of land uses allows people to live and work in the same community (also known as a jobs/housing balance). Not only does this improve residents' quality of life and reduce the cost burden of a long commute, but it also reduces travel time, which in turn reduces the level of air pollution and GHGs.

## **Goal I: A balanced land use pattern to accommodate Victorville's future housing, commerce, industry, recreation and open space, education, employment, social, and health needs.**

**LU Objective A: Achieve and maintain an appropriate balance, variety, and distribution of commercial uses that provide for the retail, business, professional, medical/dental, and other commercial and service needs of the City's residents and will attract customers and visitors from the region and beyond.**

### **Policies:**

- **LU-A.1:** Maintain Victorville as the regional destination for shopping, entertainment, and tourism and hospitality for the Victor Valley.
- **LU-A.2:** Encourage the development of local-serving commercial uses in proximity to adjacent residential neighborhoods to serve the day-to-day needs of Victorville's residents.
- **LU-A.3:** Maintain and enhance the role that Old Town Victorville plays in distinguishing the City's uniqueness through implementation of the Old Town Victorville Specific Plan and other policies and strategies that capitalize on its strengths and embrace its opportunities.
- **LU-A.4:** Prioritize infill commercial development before redesignating non-commercial property to commercial land uses.
- **LU-A.5:** Monitor commercial land use trends during the planning period and adjust as necessary to position Victorville to remain strategic, flexible, and responsive regarding the type, quantity, and location of commercially designated land to support Victorville's economic prosperity and fiscal strength.

**LU Objective B: Achieve and maintain an appropriate balance, variety, and distribution of industrial uses support the City's economy and provide employment opportunities.**

### **Policies:**

- **LU-B.1:** Ensure that industrial land use designations accommodate a variety of traditional, innovative, and creative industrial land uses, including manufacturing,



warehousing and distribution, aviation/airport, technological land uses, with standards and incentives that enable Victorville to attract new jobs and revenues without compromising the environment or negatively impacting quality of life.

- **LU-B.2:** Provide an appropriate amount of industrially designated land to ensure long-term opportunities for a range of employment options that support a diverse economy and provide well-paying job opportunities.
- **LU-B.3:** Promote the development of small-scale and artisan manufacturing uses that support entrepreneurship.
- **LU-B.4:** Allow the integration of compatible uses that complement the industrial uses and serve the needs of employees, such as restaurants, health clubs, business service uses, and other similar supportive uses as secondary uses in industrial areas.
- **LU-B-5:** Continue to implement the Southern California Logistics Airport Specific Plan and encourage new airport, aviation, industrial, and commercial uses to locate there.
- **LU-B-6:** Prohibit the development of manufacturing uses that operate in a manner or use materials that may impose a danger on adjacent uses or are harmful to the environment.

## **LU Objective C: Accommodate a range of housing opportunities that allow people of all ages, socio-economic status, family size, and abilities to live in Victorville.**

### **Policies:**

- **LU-C.1:** Encourage a wide variety of residential development at a range of densities and price points to meet the housing needs of all economic segments of the community, accommodate anticipated growth, and implement the Housing Element.
- **LU-C.2:** Expand the types of housing in Victorville, including, but not limited to, single-family attached and detached units, accessory dwelling units, duplexes, triplexes, quadplexes, townhomes, and multi-family developments.
- **LU-C.3:** Encourage applicants of new residential Specific Plans to provide a range of housing types and a mix of incomes within the development, rather than limiting the developments to single-family residential projects. Consider providing incentives to promote mixed density and mixed income developments.

"Diversity in housing types for homeowners is needed."

Comment from member of the public during a workshop

- **LU-C.4:** Provide housing that attracts a broad range of income levels.
- **LU-C.5:** Promote opportunities for both ownership and rental housing.
- **LU-C.6:** Implement the new Low Density Residential Infill Overlay (LDRIO) land use designation to provide new options for smaller lot single-family residential housing in the city's developed core. The City will implement the LDRIO via updating the Zoning Code. To utilize the allowances of the LDRIO the developer shall provide design elements/amenities in accordance with the Zoning Code as revised and that are privately maintained (e.g., HOA) as opposed to City maintained, as applicable.
- **LU-C.7:** Facilitate housing for seniors and special needs groups, including the developmentally disabled, by allowing a diverse and flexible range of housing configurations that are Americans with Disabilities Act (ADA) compliant.
- **LU-C.8:** Encourage the development of housing for seniors in areas that are accessible to public transit, commercial service, and health and community facilities.
- **LU-C.9:** Promote development of housing types that support multi-generational households and opportunities to age in place.
- **LU-C.10:** Address the special needs of persons experiencing homelessness.
- **LU-C.11:** Encourage housing in areas and along corridors designated for mixed-use to provide for a variety of housing opportunities within proximity of employment centers, resident-serving uses, and transit.

**LU Objective D: Expand and encourage opportunities for mixed use centers and corridors within Victorville to provide development flexibility, respond to recent development trends, foster sustainable land use practices supported by alternative modes of transportation, encourage revitalization of certain areas, and implement housing policies and programs.**

**Policies:**

- **LU-D.1:** Encourage Opportunity Areas identified as mixed-use centers to be developed as integrated, multi-use areas that provide a variety of residential, commercial, service, civic, open space/recreational, and other supportive land uses in an integrated, human-scale, walkable environment.

- **LU-D.2:** Encourage development of local, citywide, and regional mixed-use centers that address different community needs and market sectors, and that complement and are well connected and integrated with surrounding neighborhoods.
- **LU-D.3:** Encourage mixed-use development as a strategy to revitalize underutilized or under-performing commercial areas and corridors in the city, such as the 7<sup>th</sup> Street Corridor.
- **LU-D.4:** Require that streets, sidewalks, parking lots, building setbacks, building facades, and landscaping within mixed use centers and corridors are designed to create human-scaled, walkable environments while still accommodating cars, loading, and similar necessities.
- **LU-D.5:** Promote linkages within and around mixed-use projects and areas using a multi-modal circulation network, including transit, pedestrian sidewalks, paths and paseos, and bicycle and trail networks, to ensure safe, convenient access between uses and to minimize vehicular traffic.
- **LU-D.6:** Encourage flexibility of design in development by allowing both a vertical and/or horizontal mix of uses.
- **LU-D.7:** Ensure that gathering areas or plazas are incorporated within mixed-use projects and areas to allow for social interaction and community activities.

"Mixed-use developments could include opportunities for jobs, parks, biking and walking trails."

Comment from member of the public during a workshop

## **LU Objective E: Provide land for parks, recreational facilities, open space, and bikeways and trails to serve the current and future needs of the community.**

### **Policies:**

- **LU-E.1:** Maintain and expand parks, recreational trails, bikeways, and pedestrian corridors and linkages throughout the city in accordance with the City's Parks and Recreation Master Plan.
- **LU-E.2:** Promote recreational use through the development of a system of trails (per Objective 3.5 of the Parks and Recreation Master Plan) within Victorville and between the city and adjacent municipalities.
- **LU-E.3:** Pursue use of utility and other easements to implement the Greenway/Utility Corridor.

- **LU-E-4:** Ensure that new development contributes its fair share toward the establishment and maintenance of parks, bikeways and recreational trails, and recreational facilities and provides integrated pedestrian and bicycle linkages to the City's bicycle/trails network.
- **LU-E-5:** Encourage new developments to incorporate plazas and other flexible outdoor spaces that provide opportunities for gathering, outdoor dining, pop-up retail, and music venues. Incorporate amenities such as shade structures, shade trees, seating, and community art.
- **LU-E.6:** Work closely with the school districts serving Victorville to encourage the joint use of facilities as centers for recreation and cultural activities for the City's residents.

## **Goal 2: An efficient, fiscally responsible, and sustainable growth strategy.**

### **LU Objective F: Direct and control growth within the City boundary to maximize the efficient use of public roadways, infrastructure, services, and facilities.**

#### **Policies:**

- **LU-F.1:** Encourage infill development, redevelopment of underutilized sites and reuse of existing commercial and industrial buildings before expanding in undeveloped areas within Victorville to enhance community character, optimize infrastructure investments, support increased transit use, promote non-motorized transportation, and enhance commercial viability.
- **LU-F.2:** When considering requests to amend the Land Use Map within the City boundary, discourage "leapfrog development," which is characterized by proposals for development in areas which are functionally separated from developed portions of the City by lack of infrastructure (including roads and utilities) and services (such as police and fire); expanses of vacant land; significant topographic, jurisdictional, or other barriers; or other similar constraints.
- **LU-F.3:** Encourage residential infill in the Low-Density Residential Infill Overlay. Discourage small-lot single-family residential development in areas of Victorville that are

#### **Leapfrog Development**

A discontinuous pattern of urbanization, resulting in unsustainable infrastructure costs, lack of public services, inconsistency with VMT requirements, and negative environmental impacts.

not already served by municipal facilities and services, unless they are proposed as part of a mixed density Specific Plan.

- **LU-F.4:** Consider providing incentives to encourage infill development, especially in Opportunity Areas. Examples include reduction of fees, expedited permit processing, improvement bonding, grants, and other economic development strategies.
- **LU-F.5:** Plan and manage expansion of the City's infrastructure to support growth of businesses and commerce.
- **LU-F.6:** Facilitate residential, industrial, and business growth in those areas where public infrastructure and services are available, including Opportunity Areas.
- **LU-F.7:** Provide mechanisms through which development can fund the cost of City services related to public safety (police and fire) and infrastructure maintenance needs (e.g., parks, landscaping, streets, and drainage facilities.) Pursue a variety of funding strategies, such as Community Facilities Districts (CFDs), assessment districts, and other finance strategies, to cost-effectively support ongoing safety and maintenance needs, as deemed necessary by the City Council.
- **LU-F.8:** Discourage speculation in the undeveloped portions of the City.
- **LU-F.9:** Continue to utilize Specific Plans to ensure that new development achieves carefully planned comprehensive communities with a number and variety of amenities, is sustainable, provides a multi-modal transportation network, and incorporates and integrates appropriate General Plan goals, objectives, and policies.

**LU Objective G: Consider annexation of land within the City's Sphere of Influence (SOI) where it can be determined to be in the City's interest to promote orderly development, implement goals and objectives, and /or to expedite facilities and services.**

#### **Policies:**

- **LU-G.1:** Encourage infill development within the City boundary before annexing property from the City's SOI to the extent feasible to make efficient use of land and existing facilities and services.
- **LU-G-2:** Consider annexation of land within the City's SOI only where it can be determined to be in the City's interest to promote orderly development, implement goals and objectives, and/or expedite facilities and services, and that such expansion of the city will not have unacceptable adverse fiscal or environmental impacts to existing City services or residents.

- **LU-G.3:** Coordinate with the County and Local Agency Formation Commission (LAFCo) during review and development of projects within the City's SOI to ensure that new development is compatible with existing development and occurs in appropriate locations when adequate public services and facilities are or can be made available.
- **LU-G.4:** Ensure that all undeveloped property that is annexed to the City pays for costs associated with providing required public improvements and services, to the satisfaction of the City, unless the City determines there are demonstrated benefits to the City that outweigh some or all the associated costs.

**LU Objective H: Promote land use and development patterns, policies, and practices that are sustainable and consistent with Smart Growth principles, conserve natural resources, and reduce pollution and GHG emissions.**

**Policies:**

- **LU-H.1:** Coordinate the land use and mobility plans and policies to reduce vehicle miles traveled (VMT) and emphasize walking, biking, use of transit, and other types of low-emission, local-use modes of transportation as viable and affordable alternatives to the use of the personal automobile.
- **LU-H.2:** Encourage the provision of multi-modal access to activity centers, such as public and civic facilities, commercial centers and corridors, employment centers, schools, parks and recreation facilities, tourist attractions, and transit stops.
- **LU-H.3:** Incorporate sustainable and Smart Growth principles in all new developments and when updating existing developments to the extent possible, to minimize adverse impacts of development on air quality, traffic, open space, water quality, energy, and other resources and optimize walkability, quality of life, and community vitality.
- **LU-H.4:** Encourage new industrial development to use best available control technology to limit GHG emissions from stationary sources.
- **LU-H.5:** Ensure that development projects are designed to divert waste from landfills to the extent possible, such as providing adequate space to accommodate sufficient storage for recycling, green waste, and food waste (as appropriate).
- **LU-H.6:** Incentivize new buildings to maximize energy conservation designs to promote passive solar energy generation, natural ventilation, effective use of daylight, and on-site electricity generation.

- **LU-H.7:** Identify opportunities to expand green infrastructure and encourage implementation of environmentally-friendly development techniques through the development review process to protect natural resources, reduce GHGs, and promote a climate-resilient community.
- **LU-H.8:** Support water-efficient landscaping (xeriscaping) in all publicly owned and maintained landscaping projects and encourage use of xeriscaping for all private developments.

## 2.2 ECONOMIC PROSPERITY

Economic prosperity refers to a city's economic growth, security and competitiveness. Economic prosperity is a key element of quality of life and is also necessary for Victorville to be competitive in the regional economy.

This Land Use Element update considers recent economic issues and trends that could affect land use and addresses them via goals, objectives and policies, and changes to the Land Use Plan. The intent is to promote a healthy and diverse local economy and help the City maintain a reliable revenue base. For example, the Land Use Element encourages economic growth with land use policies that retain and expand existing businesses; promote the emergence of new businesses, both small and large, in locations that provide optimal benefits to the community while protecting the environment; encourages entrepreneurship; and capitalizes on Victorville's unique character and history by promoting cultural tourism.

### **Goal 3: A thriving and resilient economy with a range of well-paying employment opportunities and a diversified and sustainable tax base.**

#### **LU Objective I: Support Victorville as a major regional center for business, commerce, employment, and entertainment.**

##### **Policies:**

- **LU-I.1:** Encourage development of land uses and infrastructure to support growth of businesses and commerce.
- **LU-I.2:** Support Victorville's economic development strategies by providing an appropriate mix of land uses that supports existing industries, attracts growth sectors in the Victor Valley, and provide jobs for those who choose to both live and work within the city.
- **LU-I.3:** Ensure that land uses are flexible enough to respond to changes in market conditions and can accommodate new desirable uses.



- **LU-I.4:** Balance the need to support existing businesses and encourage infill and reuse of existing underutilized or vacant properties within Victorville with need to position the City to attract new commercial, industrial, and tourism-focused uses.
- **LU-I.5:** Maintain Victorville as the commercial center for the Victor Valley.
- **LU-I.6:** Promote development and expansion of logistic operations at the Southern California Logistics Airport (SCLA) and leverage economic opportunities.
- **LU-I.7:** Encourage the revitalization of existing commercial areas and consider developing programs to incentivize building upkeep and maintenance, signage, and façade improvements, especially for small locally owned businesses.
- **LU-I.8:** Repeal the Desert Gateway Specific Plan and rezone the area to implement the revised land use designations.
- **LU-I.9:** Support new technologies that may increase business opportunities in the City.
- **LU-I.10:** Promote cultural tourism by incorporating the city’s history, arts, culture, and entertainment into Victorville’s economic development strategy.
- **LU-I.11:** Encourage continued development of tourist related activities.
- **LU-I.12:** Conduct periodic economic analyses to ensure that land use plans and policies are aligned with local, regional, national, and international economic factors.
- **LU-I.13:** Foster opportunities for small-scale manufacturing and the “maker economy” to grow local entrepreneurship and small businesses, develop or enhance new and existing economic sectors, and revitalize key Opportunity Areas.
- **LU-I.14:** Provide and maintain a variety of outdoor recreational opportunities and venues and encourage tourism.
- **LU-I.15:** Consider annexations that will improve the City’s economic base and contribute to quality development.
- **LU-I.16:** Ensure adequate and appropriately designated and zoned land to support large tax generating uses, such as the Victorville Auto Park, large retailers, etc.



## 2.3 QUALITY OF LIFE

Quality of life entails a number of important factors, including the opportunity for a healthy lifestyle, to live in a safe and secure community, and a place where opportunities for lifelong learning are available to all. The impact of the COVID 19 pandemic, which began during the update process of the General Plan, illustrates how significant an impact community health has on the well-being of residents and how so many facets of community life can be disrupted quickly, including medical services, education, employment, the availability of food and other goods necessary for day-to-day living, and gathering together to socialize, celebrate, play, and worship.

Issues related to equity and environmental justice, and mitigation of adverse environmental effects also have an impact on the quality of life, health, and safety of the community. The Land Use Element is usually associated with development; however, the goals, objectives, policies, and Land Use Plan have direct impacts on the qualities that make Victorville a desirable place to live and work, and the degree to which the residents feel connected to and safe in their community.

**Goal 4: A safe city where community members have a high quality of life and healthful lifestyle, and where equity is routinely considered in land use policies and decision-making.**

**LU Objective J: Promote a community environment that supports the overall health and well-being of those who live and work in Victorville and Victor Valley.**

### Policies:

- **LU-J.1:** Ensure that there is adequate land for state-of-the-art medical facilities to support the needs of the population as it grows and changes over time.
- **LU-J.2:** Facilitate the implementation of new Health and Wellness Overlay Districts that integrate medical facilities with housing and other supportive uses to create planned districts that encourage and promote community health.

"We need more hospital beds in our community."

Comment from member of the public during a workshop

- **LU-J.3:** Encourage the incorporation of healthy community design principles in all new private and public development.
- **LU-J.4:** Support a community-based approach to improve community health and well-being for all segments of the community and provide opportunities for people to make healthful lifestyle choices.
- **LU-J.5:** Encourage the creation and operation of community gardens, especially in neighborhoods that do not have convenient access to grocery stores. Encourage large-scale projects to include open space for edible gardens.
- **LU-J.6:** Encourage the development of facilities and venues for arts and entertainment.

#### Healthy Community Design Principles

Mix of land uses—homes, shops, schools, work—that are close together

Availability of medical facilities

Developments that are pedestrian- and bicycle-friendly

Availability of public transit

Housing for different incomes, preferences, and stages of life

Green spaces that are safe and easy to walk or bike to

Fresh, healthy food outlets

Community spaces to gather for social interaction and connectivity

### **LU Objective K: Ensure that equity and environmental justice are considered when making and implementing land use policies.**

#### **Policies:**

- **LU-K.1:** Ensure that public facilities, services, and infrastructure are available to serve the needs of the community in an equitable manner as the City grows.
- **LU-K.2:** Periodically monitor and respond to the changing needs of the population, including age, family composition, economic and social factors, health, and environmental impacts as they relate to land use policies.
- **LU-K.3:** Ensure that the housing, transportation, health, education, and social needs of vulnerable populations (e.g., the economically disadvantaged, racial and ethnic minorities, the elderly, the homeless, and those with chronic health conditions) are considered in land use policies and decision-making.
- **LU-K.4:** Consider and promote equitable access to open space and recreation, venues for community events, and other opportunities in land use decision-making, subdivision design, and development to facilitate involvement in healthful activities and social interactions.

- **LU-K.5:** Encourage the development of grocery stores and other healthful food establishments in food deserts (neighborhoods that have limited access to affordable and nutritious food) and in areas with a high concentration of fast-food restaurants, convenience stores, and liquor stores.
- **LU-M.6:** Implement the objectives, strategies, and policies in the Environmental Justice Element to further promote equity and environmental justice when making and implementing land use policies.

### **LU Objective L: Encourage and support opportunities for lifelong learning for people of all ages and income ranges in Victorville.**

#### **Policies:**

- **LU-L.1:** Allow for and encourage the development of land uses that provide educational opportunities for the City's residents.
- **LU-L.2:** Continue to require that new residential development contributes toward providing adequate educational facilities to support the demand created by new housing.
- **LU-L.3:** Encourage vocational schools and colleges to locate in Victorville.

### **LU Objective M: Continue to protect the public's safety by evaluating land use and environmental constraints prior to development and requiring that projects mitigate potential negative environmental and safety impacts.**

#### **Policies:**

- **LU-M.1:** Provide a wide range of accessible public facilities and community services, including fire and police protection; flood control and drainage; educational, cultural, and recreational opportunities; and other governmental and municipal services to meet the current and future needs of the community.
- **LU-M.2:** Implement goals, objectives, and policies in the Safety Element to protect persons and property from potential safety hazards.
- **LU-M.3:** Emphasize public safety considerations for existing and proposed public and private projects, including lighting, keeping vegetation trimmed (e.g., keeping tree canopies trimmed up and shrubs trimmed low for improved visibility), and require the incorporation of CPTED (Crime Prevention Through Environmental Design) safety design techniques in all new and renovated developments.

- **LU-M.4:** Incorporate methods to provide shade and help mitigate heat impacts in public and private development and facilities to the extent possible.
- **LU-M.5:** Require land uses and developments to be sited and designed to mitigate potential health and safety impacts related to odors, dust, noise, chemicals, hazardous materials and wastes, and other negative externalities on adjacent uses, with special consideration for sensitive receptors (e.g., hospitals, schools, daycare facilities, senior housing and convalescent facilities, etc.) and vulnerable populations.
- **LU-M.6:** Ensure that future development in areas impacted by aircraft operations is consistent with the Comprehensive Land Use Compatibility Plan (CLUP) for the Southern California Logistics Airport (SCLA).
- **LU-M.7:** All relevant land use policies of the SCLA Specific Plan and the CLUP for the SCLA, as well as any future updates, are hereby incorporated into the Land Use Element by reference.
- **LU-M.8:** Improve the climate resiliency and energy efficiency of new and existing buildings, site design, and public infrastructure and develop adaptation strategies for areas vulnerable to climate change-related impacts.
- **LU-M.9:** Continue to encourage greener, more efficient, and climate resilient construction practices locally.

Providing Shade and Thermal Comfort in a Desert Climate



## 2.4 COMMUNITY CHARACTER

Community character refers to the distinct identity of a place. How a community looks, from its neighborhoods and businesses to its streets, sidewalks, parks, and civic spaces, contributes to the collective impression a neighborhood or City makes on its residents and visitors, and has an impact on its livability and ability to attract investment. While health and safety issues take precedence, ensuring that a community is attractive, well-maintained, and distinctive, with a strong “sense of place,” is also an important consideration as these factors reflect the community’s history and traditions, and encourage residents to take pride in their city. Quality design also supports economic development in many ways, such as encouraging private investment and promoting tourism. The Land Use Element recognizes the importance that

aesthetics, design and community character have on strengthening Victorville's uniqueness in the Victor Valley.

## **Goal 5: An aesthetically pleasing community.**

**LU Objective N: Promote a distinctive identity and image for Victorville with high quality design of the built environment to increase its desirability as an attractive place to live, work and play.**

### **Policies:**

- **LU-N.1:** Promote high standards of building design, site planning, landscaping and hardscaping, and signage that reflect the character of Victorville and strengthen the City's economic vitality.
- **LU-N.2:** Promote the development of high-quality regional and freeway-serving land uses that are adjacent to and in the vicinity of the I-15 corridor to generate a sense of place and arrival into Victorville, particularly at the key interchanges with I-15.
- **LU-N.3:** Consider development and implementation of a coordinated gateway, wayfinding, and streetscape program for the City that incorporates design features that highlight Victorville's unique identity and history, including design themes developed for key corridors, key areas near interchanges with I-15, and Opportunity Areas. Incorporate public art to the extent feasible, such as using as metal sculpture in lieu of or in addition to vegetation.
- **LU-N.4:** Work with Caltrans to develop and implement design specifications for the State Highway System improvements (on I-15, SR 395, and SR 18) and on-going maintenance that promote an attractive, high quality, and distinctive identity and image for Victorville. Utilize walls instead of chain link fencing. Consider unique

"Cities gain value through public art – cultural, social, and economic value."

([https://www.americansforthearts.org/sites/default/files/PublicArtNetwork\\_GreenPaper.pdf](https://www.americansforthearts.org/sites/default/files/PublicArtNetwork_GreenPaper.pdf))



Metal Joshua trees provide unique, memorable, and locally identifiable public art



Mural in Old Town, Victorville, by Evan Meyer (Photo Credit—Rene Ray De La Cruz, The Daily Press)

design features for walls, overpasses, entrance and exit ramps, landscaping, hardscape, etc.

- **LU-N.5:** Ensure that new development is sensitive to natural features, including washes, views of the mountains, and surrounding desert areas and preserves and protects Joshua trees.
- **LU-N.6:** Encourage public art installations on public and private property and incorporate it in the City's capital improvement projects.
- **LU-N.7:** Ensure properties are adequately maintained, both for safety and aesthetic reasons, by encouraging voluntary compliance whenever possible, and utilizing Code enforcement as necessary.
- **LU-N.8:** Ensure City-maintained Landscape Maintenance Assessment Districts (LMADs) are funded appropriately for the long-term. Include escalator clauses in all new LMADs and seek methods to fund existing LMADs that do not have escalator clauses.

### **LU Objective O: Protect existing development from intrusion by new incompatible land uses.**

#### **Policies:**

- **LU-O.1:** Ensure that the integrity of each land use district is maintained.
- **LU-O.2:** Require that new development in higher-density and intensity centers and corridors provide appropriate transitions in the scale and massing and that building height and bulk are sensitive to the physical and visual character of lower density adjoining neighborhoods.
- **LU-O.3:** Require developments to mitigate impacts on adjacent residential uses, such as making sure the uses and scale are compatible, installing vegetation and/or block walls at property lines, using setbacks, and ensuring site and building design mitigates potential noise generation.
- **LU-O.4:** Utilize vegetation to help mitigate the impact of air pollution, including wind-born pollution and particulates. Require the installation of trees and/or vegetative buffers along the property lines of new development that is between existing areas of incompatible uses, and in and near activity areas where people gather.



## 3. LAND USE PLAN

---

### 3.1 Overview

A wide range of factors provided the framework for the update of the Victorville Land Use Plan, including community and Planning Commission input, the nature and character of existing development, Victorville's setting within the larger region, environmental considerations, and correlation with the public infrastructure, with a focus on the interrelationship of land use and mobility. The Land Use Plan establishes clear and logical patterns of land use as well as provides direction to guide future development in a manner that will preserve and enhance Victorville's quality of life and enhance its economic viability. The Land Use Plan addresses future development within Victorville's legal boundary as well as in its SOI.

The Land Use Plan includes the following sections:

- 3.2 Terminology
- 3.3 Land Use Policy Map and Classification System
- 3.4 Land Use Designations
- 3.5 Development Focus Areas
- 3.6 Relationship with Zoning
- 3.7 Accommodating Future Growth

### 3.2 Terminology

The land use designations depicted on the Land Use Policy Map identify the type and nature of development allowed for a particular location. The land use designations, which are described in greater detail in Section 3.3, use certain urban planning terminology to define the extent to which the land use types can be developed—they are described by the terms *density* and *intensity*.

#### 3.2.1 Density

Density is used for residential uses and refers to the development capacity of residential land. Within the Land Use Element, density is described in terms of dwelling units per acre of land (du/ac), inclusive of existing and proposed streets and rights-of-way. For example, 50 dwelling units occupying 5 acres of land is a density of 10 dwelling units per acre. The density that is applied to the various land use designations controls the number of dwelling units that can be

constructed on a parcel. Where a density range is provided, the larger number controls the maximum number of parcels while the smaller number controls the minimum number of parcels that can be constructed on the property. It is also used to describe the population capacity of land by multiplying the density by the average number of persons per household.

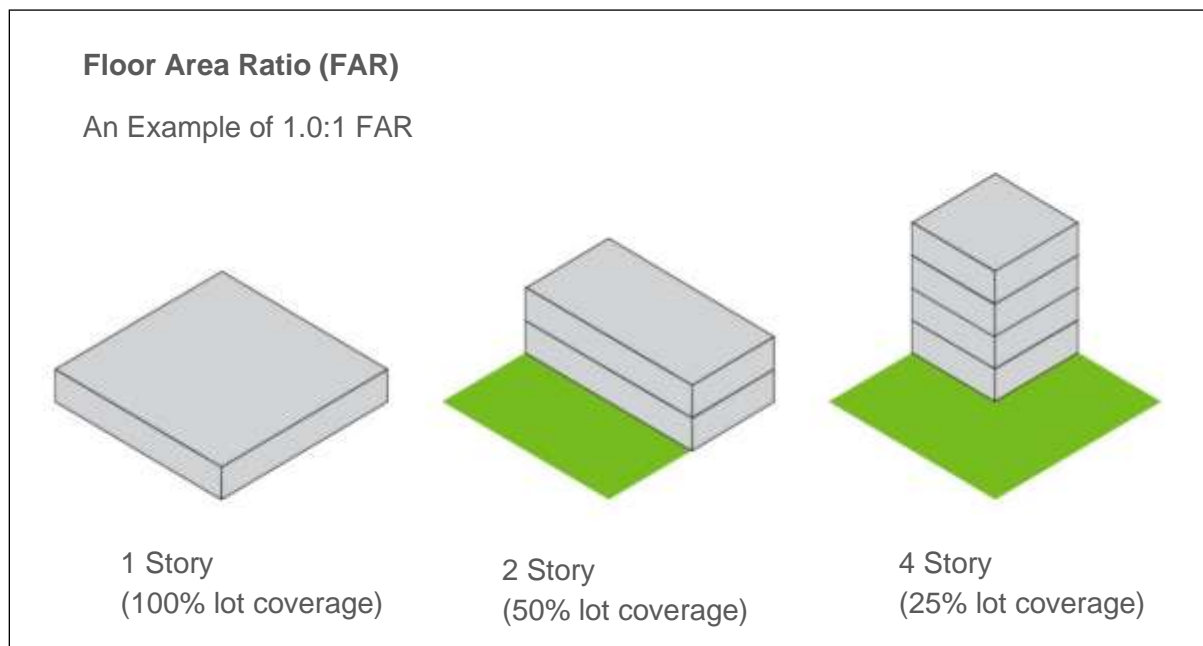
### **3.2.2 Intensity**

Intensity is used for non-residential development and refers to the extent of building square footage within a development on a lot. Although most often used to describe non-residential development levels, in a broader context, intensity also can be used to describe overall levels of both residential and non-residential development types. In this Land Use Element, floor area ratio (defined below) and building floor area square footage are used as measures of non-residential development intensity.

### **3.2.3 Floor Area Ratio**

Floor area ratio (FAR) expresses the intensity of development on a lot. FAR is expressed as a ratio between the total gross floor area (total square footage) of all buildings on a lot by the total land area of that lot. For example, a 20,000 square foot building on a 40,000 square foot lot yields an FAR of 0.5:1. The FAR standard controls the maximum floor area allowed regardless of the number of stories in the building. For example, a 1:1 FAR describes a single-story building that covers the entire lot, a two-story building covering 50 percent of the lot, or a four-story building covering 25 percent of the lot (see Figure LUE-2). Other development standards in the Zoning Code, such as maximum lot coverage, minimum setbacks, and maximum building height, will dictate how the allowable FAR is translated in the building's form.

**Figure LUE-2: Illustration of FAR**



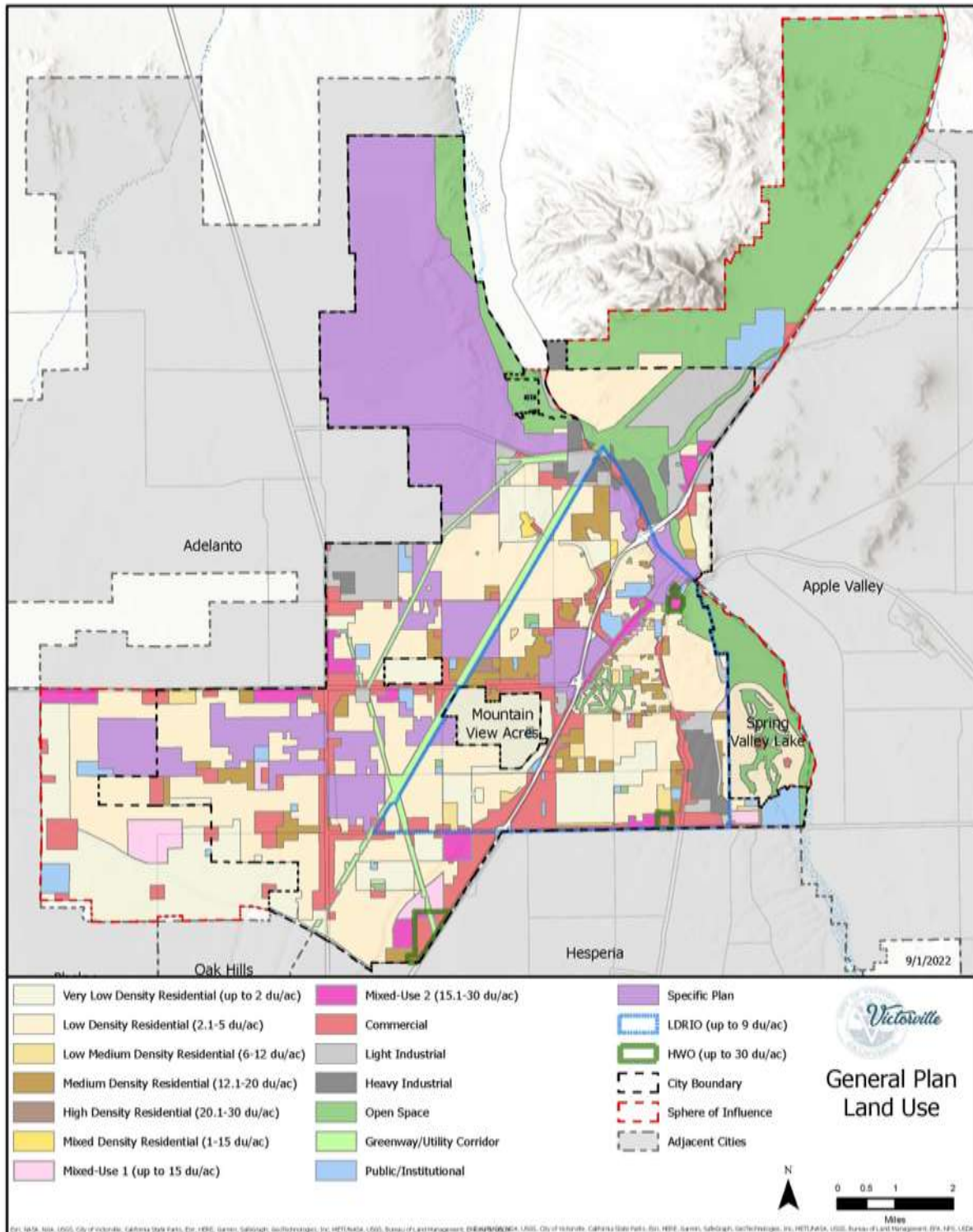
### 3.3 Land Use Policy Map and Classification System

The Land Use Policy Map (Figure LUE-3) illustrates the intended use and distribution of land in the Victorville Planning Area, which includes all property within both the city limit and the SOI, during the planning period of this Land Use Element. The parcel-based Land Use map can be found at: <https://www.victorvilleca.gov/government/city-departments/development/planning/land-use-plans>

The color-coded land use designations on the Land Use Policy Map are organized via a classification system that has 14 land use designations and two overlay designations. This classification system provides an ordered approach to land use development and maintenance of public uses and open space by identifying the types and nature of uses and development allowed in particular locations throughout the Planning Area.

The land use designations are grouped according to the following general categories: Residential, Mixed Use, Commercial, Industrial, Public/Institutional/Open Space, Overlays, and Specific Plans. Each land use designation provides general categories of permissible uses and development densities and/or intensities allowed. The maximum allowable development on

### Figure LUE-3: Land Use Map



individual parcels is governed by these indicators of density and/or intensity (as described in Section 3.2), which provide policy-level guidance for future development within the city and SOI.

A summary of the land use designations with their corresponding density/intensity indicators is provided in Table LUE-1. Section 3.4 describes the land use designations within the Victorville Planning Area in greater detail.

**Table LUE-1: Land Use Designation Summary**

Land Use Designation Summary		
LAND USE DESIGNATIONS	SUMMARY DESCRIPTION OF LAND USE DESIGNATIONS <sup>1</sup>	DENSITY/INTENSITY STANDARDS <sup>2</sup>
<b>Residential Land Uses:</b>		
Very Low Density Residential (VLDR)	Generally characterized by single-family detached homes located on lots with a minimum area of one-half acre, which allows for a maximum of two (2) dwelling units per acre.	Density: 0-2 du/ac
Low Density Residential (LDR)	Generally characterized by single-family detached residential development.	Density: 0-5 du/ac
Low-Medium Density Residential (LMDR)	Generally typified by single-family detached units; duplex, tri-plex, and fourplex structures; patio homes, cottage/bungalow court housing, and attached townhomes.	Density: 5.1-12 du/ac
Medium Density Residential (MDR)	Generally characterized by cottage/bungalow court housing, attached townhomes, and garden apartments.	Density: 12.1-20 du/ac
High Density Residential (HDR)	Generally typified by garden apartments and low- to mid-rise multi-family buildings.	Density: 20.1-30 du/ac
Mixed Density Residential (MXDR)	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.	Density: 1-15 du/ac for infill
<b>Mixed Use Land Uses:</b>		
Mixed Use 1 (MU-1)	Provides for a mix of neighborhood- and community-serving commercial, service, and other complementary and supportive uses with a variety of lower to medium density housing to	Density: 0-15 du/ac Non-Residential FAR: 0.5

City of Victorville General Plan Update  
*Land Use Element*

	encourage infill development and/or revitalization of existing areas.  MU-1 allows mixed use, stand-alone commercial, and stand-alone residential	
Mixed Use 2 (MU-2)	Provides for a mix of community- and regional-serving commercial, service, and other complementary and supportive uses with a variety of medium- to high-density housing to encourage infill development and/or revitalization of existing areas.  MU-2 allows mixed use, stand-alone commercial, and stand-alone residential	Density: 15.1-30 du/ac  Non-Residential FAR: 1.0
<b>Commercial Land Uses:</b>		
General Commercial (GC)	Provides for a wide range of retail commercial, service commercial, and office commercial activities, as well as large-scale planned shopping districts serving the local and regional area and population, “big box” retailers, motels/hotels, and public assembly uses.	FAR: 2.0  (Note: FAR of certain uses, such as hotels, convention centers, etc., may be increased on a case-by-case basis)
<b>Industrial Land Uses:</b>		
Light Industrial (LI)	This category of land use is characterized by industrial development either located in industrial and/or business parks or in mixed industrial/business park 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.	FAR: 1.0
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.	FAR: 1.0
<b>Public/Institutional/Open Space Land Uses:</b>		
Public/Institutional (P-I)	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.	Minimum Density: N/A  FAR: Development intensity determined on a case-by-case basis

City of Victorville General Plan Update  
*Land Use Element*

Open Space (OS)	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, golf courses, or other lands with an open space character that protect public safety and/or conserve public resources.	Minimum Density: 1 du/5 ac on property outside the flood plain FAR: N/A
Greenway/Utility Corridor (GUC)	A designation along the City's utility corridors. Intended to promote the creation of continuous trails and multiple public access points, whether or not the land is owned by a public entity, a nonprofit, or is made available by private owners through a voluntary conservation easement or other mechanism.	Minimum Density: N/A FAR: N/A
<b>Overlays:</b>		
Low Density Residential Infill Overlay (LDRIO)	Applies to VLDR and LDR properties in the area included within the overlay	0-9 du/ac <sup>3</sup>
Health and Wellness Overlay (HWO)	Promotes health and wellness for all segments of the community, (local & regional-serving), including those who are ill, those who are aging, and health-conscious individuals of all ages  Applies to existing and proposed hospitals/medical facilities	Density: 20-30 du/ac Non-Residential FAR: 2.0 (Note: Density and FAR may be modified based on approval of an implementing PUD)
<b>Specific Plan:</b>		
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 uses, regulations, and development standards shall be those as set forth in the adopted specific plan.
<sup>1</sup> Refer to Section 3.4 for a more detailed description of each land use designation <sup>2</sup> Density, expressed as dwelling units per acre (du/ac), refers to the allowable residential density range for a stand-alone residential or the residential portion of a mixed-use project, not including any density bonus as allowed per California Government Code Sections 65915 – 65918 and the Victorville Zoning Code. Intensity, expressed as floor area ratio (FAR), refers to the maximum non-residential square footage allowed on a site including Mixed Use designations, unless otherwise approved by the applicable City reviewing authority. <sup>3</sup> Maximum allowable density may be reduced to 7 du/ac unless certain design/amenity benchmarks are met, pursuant to the Zoning Code.		



## 3.4 Land Use Designations

### 3.4.1 Residential Land Use Designations

The Victorville Land Use Plan provides for a wide variety of housing types, densities, and affordability options to meet the personal and financial needs of Victorville's existing and future residents. The Land Use Plan includes six residential land use designations and one overlay, which are geographically indicated on the Land Use Policy Map. The residential designations range from the lowest density single-family residential designation allowing a maximum density of two dwelling units per acre to a high density multi-family residential land use designation that allows up to 30 dwelling units per acre.

In addition to identifying the distribution of residential uses in Victorville, the residential land use designations also implement housing policy in the City's Housing Element, which should be considered in association with the Land Use Element. Note that wherever residential uses are allowed, maximum density may be exceeded in accordance with density bonus provisions of Section 65915 of California Government Code and Article IV, Division 4, of Title 29 of the ECMC). The residential designations are described below.

#### Very Low Density Residential (VLDR)

**Description:** The Very Low Density Residential designation is characterized by single-family detached homes located on lots with a minimum area of one-half acre. This is the lowest density land use designation in Victorville and supports a more rural or estate type of residential neighborhood. Properties with this designation are scattered throughout the city, although the majority of properties are located within Victorville's SOI.

**Density:** 0-2 dwelling units per acre. Maximum allowable density may be exceeded in accordance with Section 65852.21 of the Government Code and Section 66411.7 (per SB 9, which became effective on January 1, 2022).

**Allowable Land Uses:** Uses are primarily single-family residential. Uses such as accessory dwelling units, guest houses, workshops, second garages, pool houses, family day care homes, public facilities, churches, schools, and other uses that are determined to be compatible with and oriented toward serving the needs of rural, low-density neighborhoods, also may be allowed.



### Low Density Residential (LDR)

**Description:** The LDR designation is characterized by single-family detached residential development on lots and within neighborhoods that are typical of conventional suburban neighborhoods.

**Density:** 0-5 dwelling units per acre

**Allowable Land Uses:** In addition to detached single-family residences, uses such as accessory dwelling units, guest houses, family day care homes, public facilities, churches, schools, and other uses which are determined to be compatible with and oriented toward serving the needs of suburban low-density neighborhoods, also may be allowed.



### Low-Medium Density Residential (LMDR)

**Description:** The LMDR designation is characterized by single-family detached and attached units; duplex, tri-plex, and fourplex structures; patio homes; cottage/bungalow court housing; and attached townhomes. The intent of the LMDR land use designation is to provide opportunities for a wider range and type of residential units that provide alternatives to single-family residential units, also known as “Missing Middle” housing.

**Density:** 5.1-12 dwelling units per acre

**Allowable Land Uses:** In addition to a range of attached and detached residences, uses such as accessory dwelling units, guest houses, family day care homes, public facilities, churches, schools, and other uses which are determined to be compatible with and oriented toward serving the needs of lower-density neighborhoods, also may be allowed.



### Medium Density Residential (MDR)

**Description:** The MDR designation is characterized by patio homes, cottage/bungalow court housing, attached townhomes, and garden apartments. The

intent of the MDR land use designation is to provide a transition from suburban-style single-family residential neighborhoods to neighborhoods that provide greater opportunities for a wide range and type of “Missing Middle” housing than are provided for in the LMDR designation. Residential developments at this density support moderate-income units as provided for in the Housing Element, as well as for households of any income who may not desire a typical single-family dwelling.



**Density:** 12.1-20 dwelling units per acre

**Allowable Land Uses:** In addition to the range and type of units noted above, uses such as accessory dwelling units, guest houses, family day care homes, public facilities, churches, schools, and other uses which are determined to be compatible with and oriented toward serving the needs of moderate density neighborhoods, also may be allowed.

### High Density Residential (HDR)

**Description:** The HDR designation is characterized by garden apartments and low-to mid-rise multi-family buildings. The intent of the HDR land use designation is to provide opportunities for multi-family residential development that supports moderate- and lower-income units as provided for in the Housing Element, as well as for households of any income who may not desire a typical single-family dwelling.



**Density:** 20.1-30 dwelling units per acre

**Allowable Land Uses:** In addition to the range and type of units noted above, uses such as accessory dwelling units, guest houses, family day care homes, public facilities, churches, schools, and other uses which are determined to be compatible with and oriented toward serving the needs of moderate density neighborhoods, also may be allowed.

### Mixed Density Residential (MXDR)

**Description:** The MXDR designation 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.

**Density:** 1-15 dwelling units per acre for infill

**Allowable Land Uses:** In addition to the range and type of units noted above, uses such as accessory dwelling units, guest houses, family day care homes, public facilities, churches, schools, and other uses which are determined to be compatible with and oriented toward serving the needs of moderate density neighborhoods, also may be allowed.

### 3.4.2 Mixed-Use Land Use Designations

The City has two designations—Mixed Use 1 and Mixed Use 2—to provide for and encourage mixed-use development within Victorville. They are applicable within key activity centers and along certain transportation corridors. These designations promote creative mixes of commercial retail, office, housing, civic, institutional, and entertainment uses that vary in composition and intensity based upon location, accessibility, and the surrounding development context.

Mixed-use land use designations allow and encourage a variety of compatible residential and non-residential land uses in proximity to create or reactivate vibrant areas for living, working, shopping, and recreating. Mixed use principles serve four key purposes in Victorville:

- ✓ First, they have generally been applied to actively developing areas, some with vacant parcels, which allows the benefits of mixed use to create well-integrated projects.
- ✓ Second, they have been applied to existing underperforming areas and corridors to provide an incentive for redevelopment and revitalization; the introduction of residential uses is intended to further activate the areas

#### Mixed Use Development

“Mixed-use makes for three-dimensional, pedestrian-oriented places that layer compatible land uses, public amenities, and utilities together at various scales and intensities. This variety of uses allows for people to live, work, play and shop in one place, which then becomes a destination for people from other neighborhoods.”

Source:

<http://www.placemakers.com/2013/04/04/mixed-up-on-mixed-use/>



Horizontal Mixed Use



Vertical Mixed Use

and support multi-modal transportation options.

- ✓ Third, mixed use land use designations provide flexibility to support changing land use trends.
- ✓ Finally, they provide sites identified in the Housing Element that support opportunities for moderate- and lower-income housing in proximity to transit, employment, and goods and services needed by households on a daily basis.

The typical land uses are a combination of residential with retail and service commercial, artisan industrial, civic, and civic/public/quasi-public uses. The mix of uses can occur within a single structure, on a single parcel but not within a single structure, or within an area of multiple individually owned parcels, such as along a corridor or in an existing or new activity center. Mixed use development may be vertical (residential above non-residential uses) or horizontal (residential behind or beside non-residential uses).

Note that each parcel is not required to include a specified percentage of a mix of uses—instead, the mixed-use designations allow for mixed use, stand-alone residential, and stand-alone non-residential on any parcel. The intent is to achieve a center or corridor that functions as a mixed-use area. All uses and development will be evaluated for land use compatibility with adjacent uses. Design should support walkability within an individual project and/or throughout the mixed use development, corridor, or activity center, with an emphasis on facilitating pedestrian, bicycle, and transit connections. Refer to LU Objective D regarding policies that provide further guidance as to how these mixed-use areas should be developed.

### Mixed-Use I (MU-I)

**Description:** The MU-1 designation provides for a mix of neighborhood- and community-serving commercial, service, and other complementary and supportive uses with a variety of lower to medium density housing to encourage infill development in certain undeveloped or developing areas or revitalization of existing areas. The intent is to encourage an active, neighborhood- and local-serving corridor, area, or activity center. Because mixed use development includes both residential and non-residential uses, the designation includes both density and intensity standards, as follows.



**Density:** Up to 15 du/ac

**FAR:** Non-residential FAR: 0.5



**Allowable Land Uses:** The MU-1 designation allows a mix of non-residential and multi-family residential uses on the same parcel or in the same development. In addition to mixed-use development, stand-alone multi-family residential development is permitted, as is stand-alone non-residential development. The MU-1 designation allows smaller-scale commercial uses that serve and are compatible with residential neighborhoods, such as retail, grocery stores, pharmacies, financial institutions, cafés and restaurants, offices, personal service uses, and dry cleaners and laundromats. Outdoor gathering spaces are encouraged, as is outdoor dining. Artisan manufacturing and small motels/hotels also may be appropriate. “Big box” retail is prohibited. A variety of housing options along a continuum of low-medium to medium densities are allowed to provide a range of housing types for a variety of household needs and income levels.

### Mixed-Use 2 (MU-2)

**Description:** The Mixed Use 2 designation provides for a mix of community- and regional-serving commercial, service, entertainment, and other complementary and supportive uses with a variety of medium- to high-density housing to encourage infill development and/or revitalization of existing areas. Accommodates lower income RHNA default density as provided for in the Housing Element, as well as for households of any income who may prefer higher density housing in proximity to goods, services, and transit. The intent is to encourage an active, community- and regional-serving corridor, area, or activity center. Because mixed use development includes both residential and non-residential uses, the designation includes both density and intensity standards, as follows.



**Density:** 15.1-30 du/ac

**FAR:** Non-residential FAR: 1.0

**Allowable Land Uses:** The Mixed Use 2 designation allows a mix of multi-family residential and non-residential uses on the same parcel or in the same development, including live/work units. In addition to mixed-use development, stand-alone multi-family residential development is permitted, as is stand-alone non-residential development. The mix of uses in a mixed-use development can be vertical or horizontal. A variety of housing options along a continuum of medium- to high-densities are encouraged to provide a range of housing types for a variety of household needs and income levels. The MU-2 designation provides for larger-scale commercial uses that serve surrounding residential neighborhoods and the larger

community, such as general retail, business, and consumer services; cafes and restaurants; entertainment venues; and national chain motels/hotels. Outdoor gathering spaces are encouraged, as is outdoor dining. “Big box” retail is prohibited.

### 3.4.3 Commercial Land Use Designation

One commercial land use designation (described below) is provided for in the Land Use Element and geographically indicated on the Land Use Policy Map.

During the past decade, Victorville has been the dominant retail center for the Victor Valley. This dominance is attributable to the City’s strategic location along Interstate 15, several State routes, and major arterials, and its large residential and employment population. To maintain this dominance in the future, commercial development continues to be concentrated at key nodes along major arterial roadways, particularly at arterial intersections and near freeway interchanges. The Land Use Element also continues to provide for a variety of commercial uses along key corridors, although the introduction of mixed uses (discussed above) along previously commercial-only corridors is intended to mitigate the impacts that commercial uses have on traffic and air quality.

#### General Commercial (GC)

**Description:** The General Commercial land use designation provides for a wide range of commercial uses to serve the day-to-day needs of Victorville residents, as well as to support the City’s economy by attracting and serving the regional population and long-distance travelers and tourists.



**FAR:** 0.5 (Note: Certain uses, such as hotels, convention centers, and entertainment venues, may be increased on a case-by-case basis)

**Allowable Land Uses:** The General Commercial land use designation allows retail, office, and professional and personal services. It also may allow small- to large-scale planned shopping centers and districts, “big box” retailers, motels/hotels, restaurants, entertainment venues, and public assembly uses in accordance with the City’s Development Code.

### 3.4.4 Industrial Land Use Designations

The Industrial category includes two land use designations: Light Industrial and Heavy Industrial, which are geographically defined on the Land Use Policy Map. Industrially



designated land provides employment opportunities and supports long-term economic viability and revenue generation.

### Light Industrial (LI)

**Description:** The Light Industrial land use designation is characterized by industrial development either located in industrial and/or business parks or in mixed industrial 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.

**FAR:** 1.0

**Allowable Land Uses:** The Light Industrial land use designation allows industrial uses that include the fabrication, manufacturing, assembly, or processing of materials that are in refined form and which do not, in their transformation, create smoke, gas, odor, dust, noise, vibration of earth, soot, or lighting to a degree that is impactful or produce products that pose a danger when located in proximity to nearby non-industrial uses. Provides for warehouses and warehouse distribution centers, and breweries and distilled spirits manufacturers. Also allows for other employment-intensive uses, such as campus-style research and development and business parks, and makerspaces, co-workspaces, and incubator spaces. Most operations within this designation are conducted within enclosed buildings.



### Heavy Industrial (HI)

**Description:** The Heavy Industrial land use category refers to industrial and manufacturing uses that are more specialized in nature than light industrial uses and require special consideration in terms of use of the property as well as impacts on adjacent properties.

**FAR:** 1.0

**Allowable Land Uses:** The Heavy Industrial land use designation allows industrial uses that include the fabrication, manufacturing, assembly, or processing of materials that are either in or not in refined form and which may, in their



transformation, create smoke, gas, odor, dust, noise, vibration of earth, soot, or lighting to a degree that is impactful on non-industrial uses. As a result, the Heavy Industrial designation is applied in suitable locations for certain less restricted types of manufacturing and industrial uses.

### 3.4.5 Public/Institutional/Open Space Land Use Designations

The Public/Institutional/Open Space land use category includes three land use designations—Public/Institutional, Open Space, and Greenway/Utility Corridor. They are described below.

#### Public/Institutional (P-I)

**Description:** The Public/Institutional 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.

**FAR:** Development intensity determined on a case-by-case basis

**Allowable Land Uses:** Allowable uses within this land use designation include city and county buildings, public and private schools, colleges, and public utilities and city yards.



#### Open Space

**Description:** The Open Space land use designation provides for the preservation of natural resources, managed production of resources, outdoor recreation, and public health and safety 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.

**Density:** 1 dwelling unit per minimum 5 acres, only for areas outside the flood plain

**FAR:** Not applicable

**Allowable Land Uses:** Open Space refers to land that is to remain open (undeveloped) due to severe development constraints, lake or river bodies and floodplains; and reserved public open space in parks, golf courses, or other lands with an open space character that protect public safety and/or conserve public



resources. (The Open Space land use designation also supports the Parks and Recreation Master Plan.) Areas outside the flood plain are permitted one single family dwelling on a five-acre minimum lot and agricultural uses.

### Greenway/Utility Corridor (GUC)

**Description:** The Greenway/Utility Corridor is a designation along the City's utility corridors. Intended to promote the creation of continuous trails and multiple public access points, whether or not the land is owned by a public entity, a nonprofit, or is made available by private owners through a voluntary conservation easement or other mechanism.

**Density:** Not applicable

**FAR:** Not applicable

**Allowable Land Uses:** Public utility transmission line towers, non-motorized (walking and biking) paths/trails, nurseries, public art, xeriscape landscaping and xeriscape landscaping demonstration projects, and other similar uses determined by the utility and Community Development Director to be similar and compatible.



Students in Germany transform a transmission line tower into a "lighthouse" along a trail  
(Photo Credit: Julija Nèjè)

### 3.4.6 Overlay Designations

An overlay designation is a designation that is applied over another "base" or underlying land use designation to promote or encourage certain uses and/or types of developments identified in the particular overlay. The Victorville Land Use Plan has two overlays (see Figure LUE-3): the Low Density Residential Infill Overlay (LDRIO) and the Health and Wellness Overlay (HWO). The overlays will be implemented by new sections in the Victorville Development Code.

### Low Density Residential Infill Overlay (LDRIO)

**Description:** The Low Density Residential Infill Overlay designation provides for an increase in density in the core area of the city to encourage infill, promotes the efficient use of existing infrastructure, and provides additional housing opportunities for those desiring a detached single-family residential housing type but who are willing to have or want smaller lots. Applies to the VLDR and LDR designated properties within the LDRIO.

**Density:** Up to 9 dwelling units per acre, except that the maximum allowable density may be reduced to 7 dwelling units per acre unless certain design and/or amenity benchmarks are met pursuant to the Victorville Development Code.

**Allowable Land Uses:** Allows uses in the Very Low Density Residential and Low Density Residential land use designations. Also allows recreational, open space, and other uses and amenities as provided for in the Victorville Development Code.



Residential infill with common recreational amenities

### Health and Wellness Overlay (HWO)

**Description:** The Health and Wellness Overlay designation has been established to provide a unique opportunity to integrate “healthy community” land uses and design principles in a manner that promotes health, wellness, and equity for all segments of the community, (local & regional-serving), including those who are ill, those who are aging, and health-conscious individuals of all ages. One of the features is to encourage the development of multi-family residential development within the Health and Wellness to expand housing options for health care workers, seniors, and others who may benefit from living in close proximity to health care facilities. The HWO also functions as a sustainability hub, promoting active transportation, green infrastructure, open space, EV charging stations, edible landscaping, composting, and other amenities that support a healthy and sustainable lifestyle.

**Density:** 15.1-30 dwelling units per acre

**Allowable Land Uses:** Allows public and private hospitals, medical centers and supportive offices, emerging medical facilities, healthcare clinics, community

centers, extended care and nursing facilities, pharmacies, 24/7 centers (e.g., imaging, dialysis, etc.), senior housing, day care (adult, child, specialized), Alzheimer's care and living, restaurants/cafes and juice bars, markets/grocery stores, other support retail, gyms and fitness studios, and other uses determined by the Zoning Administrator to be similar and supportive. Allows a range of housing integrated into the development.

Requires an integrated development via a Planned Unit Development (PUD) to utilize overlay except as otherwise provided for in the Development Code.

### **3.4.8 Other Land Use and Development Tools**

#### **3.4.8.1 Specific Plans**

A specific plan is a tool allowed for by State law (Government Code Section 65450-65457) that establishes a link between implementing policies of the General Plan and individual development proposals in a defined area covered by the General Plan. The specific plan process provides for a more comprehensive planning process for the target area and improved correlation between land use and mobility; ensures that site design is sustainable and incorporates and integrates appropriate General Plan goals and policies; and allows for flexibility in the design of development plans while addressing unique site issues and opportunities. Due to their unique qualities and implementing regulations, Specific Plans have a special land use designation on the Land Use Policy Map.

The City encourages developers to utilize Specific Plans to maximize the efficient use of public roadways, infrastructure, services, and facilities (see Policy LU-F.9). 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 13 Specific Plans governing land use development in designated areas throughout the City, which are listed below. Note that the Desert Gateway Specific Plan is being repealed as a part of the adoption of the updated Land Use Element and is not included in the list below—see the following discussion regarding its repeal.

#### **Victorville Specific Plans:**

- Brentwood Specific Plan
- Crossings Specific Plan
- Foxfire Ranch Specific Plan
- Mesa Verde Specific Plan

- Mojave Vista Specific Plan
- Old Town Specific Plan
- Parkview Specific Plan
- Rancho Tierra Specific Plan
- Southern California Logistics Airport (SCLA) Specific Plan
- Talon ranch Specific Plan
- Vista Verde Specific Plan
- West Creek Specific Plan
- Civic Center Specific Plan

### **Repeal of the Desert Gateway Specific Plan (DGSP):**

This Land Use Element update includes the repeal of the existing Desert Gateway Specific Plan (see Policy LU-I.8). The DGSP was originally adopted in 2010. Its purpose was to establish a transit-oriented plan for the future high speed rail station that was to be located within its boundaries. At the time the plan was prepared, nearly all the DGSP was in a defined redevelopment area; however, the State abolished redevelopment agencies in late 2011. A single developer funded the preparation of the DGSP.

The reasons for repealing the DGSP are many and varied. The location of the planned high speed rail station has changed and has been relocated to the east of the I-15 corridor, out of the DGSP area. The land use plan for the Specific Plan area does not follow parcel boundaries which would make it a challenge to develop. Implementation would require a single developer, and there has been no expressed interest in building out the DGSP as it is currently planned. Further, the plan includes a large area that is in the City's SOI and outside City boundaries, which means multiple jurisdictions would be involved in any plan to develop the DGSP. The plan was aggressive in that it would develop over 26,000 housing units in an area not well served by utilities. Finally, developers have expressed interest in developing according to the land use plan that was in place prior to the DGSP, which is a further justification to repeal the existing plan. Please see Section 3.5.4 (DFA4: Desert Gateway) for an overview of the land use changes for this area.

The DGSP includes area in the SOI in the central to the northeastern portion of the map. As part of the update of this Land Use Element, it has reverted to the land uses shown in the San Bernardino County General Plan. Much of the land in the SOI is



owned by the federal government and is identified as very low density residential, Bureau of Land Management property, San Bernardino County lands, or other federal government land. A future super arterial, as identified in the Circulation Element, is shown passing through this area roughly paralleling the I-15 Freeway, along with connecting future roadways and interchanges. An open space corridor along Stoddard Wells Road extends northeast to the interchange with I-15 just northeast of the City boundary.

#### **3.4.8.2 Planned Unit Developments**

The City's Development Code allows the use of Planned Unit Developments (PUDs) to provide an opportunity for developments that are unique, alternative, and superior to those that can be accomplished through the rigid standards, yet remain consistent with the goals and objectives of the General Plan and further those goals and objectives beyond that in the inflexible zone districts. It is intended to be applied only to areas which are sufficiently large to allow for overall planning and design in detail so as to secure to the community, the future occupants and the developer, values and amenities greater than those likely to be achieved by the relatively inflexible provisions necessary to regulate the successive development of individual lots by numerous different owners. To offset flexibility in development standards, the City may require PUDs to incorporate amenities and features not normally required of standard residential developments.

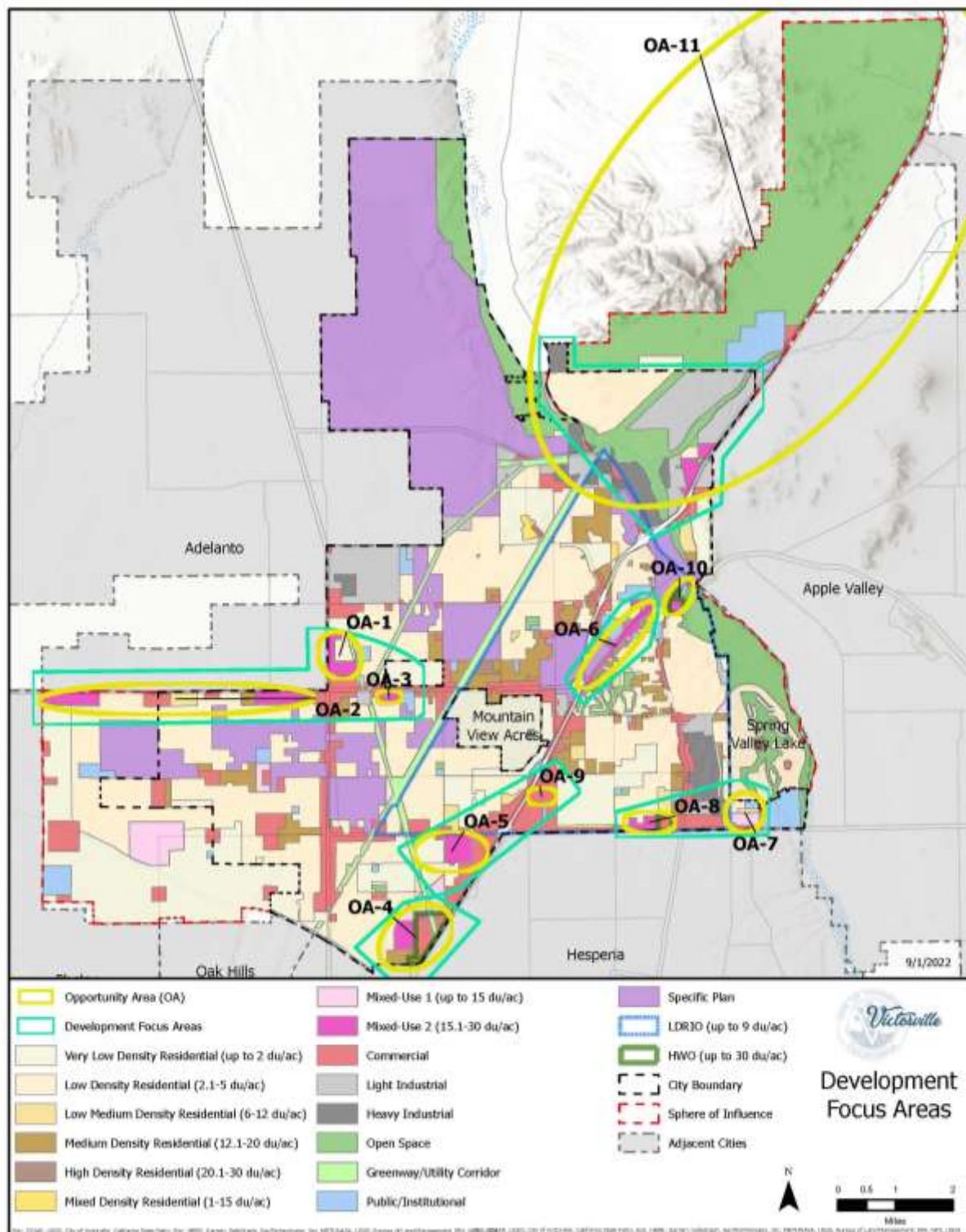


## 3.5 Development Focus Areas

Development Focus Areas (DFAs) identify locations where key changes to the Land Use Map have occurred as a part of the Land Use Element update, representing areas where the City wants or anticipates land use change and/or growth to occur during the planning period (see Figure LUE-4). They do not represent the only areas of expected future development; instead, they identify: 1) areas of existing development that can benefit from targeted planning to help guide transformation, and 2) property that either has not yet been developed and/or where growth is expected or proposed to occur. DFAs include one or more of the 11 Opportunity Areas (OAs) that were identified and considered during the public outreach portion of the update process for the Land Use and Housing Elements (see Section 1.6).

This section provides a description of each DFA, including an overview, a vision, and proposed actions to guide future planning. DFAs emphasize and support the Land Use Element goals, objectives, and policies, emphasizing the principles of “smart growth”/sustainability, community identity and design, and creating physical and social connections. A key element of each DFA is the correlation of land use and site design with proposed improvements to the circulation infrastructure in the Circulation Element and promoting multi-modal transportation options. The DFAs also support the open space and recreation goals identified in the City’s Parks and Recreation Master Plan.

Figure LUE-4: Development Focus Area (DFA) Map with Opportunity Areas



### **3.5.1 DFA I: Palmdale Road/395**

#### **Overview**

The Palmdale Road/395 DFA is located on the south side of Palmdale Road (also known as California State Route 18) generally from the west boundary of Victorville to Cobalt Road and the east side of the intersection with U.S. Route 395 (see Figure LUE-4).

It includes OAs 1, 2, and 3, all three of which include residential sites on the City's 2021-2029 Housing Element Sites Inventory for lower income, moderate+ income, and mixed income households (see Figure 8.1 in the Housing Element). It functions as a key gateway to Victorville on the west side of the city. There are several residential Specific Plans to the south of Palmdale Road, as well as a considerable amount of vacant land with both residential and commercial land use designations. The northeast corner of the Palmdale Road/395 intersection is developed with a Walmart Supercenter, fast food restaurants, other retail establishments, and a service station. The northwest corner of the intersection is located in Adelanto and is developed with a grocery store and retail uses. Changes to land use designations in the Land Use Element update include introduction of the new Mixed Use 2 land use designation and High Density Residential. The new Greenway/Utility Corridor crisscrosses this DFA.

#### **Vision**

The Palmdale Road/395 DFA provides the City the opportunity to guide expected growth in a manner that promotes an integrated activity center/node that provides commercial uses to serve the surrounding residential neighborhoods while integrating a wide range of housing types and affordability levels into what had been a typical commercial corridor. The introduction of the Mixed Use 2 land use designation provides property owners and developers flexibility for future development. The new Greenway/Utility Corridor serves as a new recreational amenity while providing enhanced non-motorized connections through Victorville. The Palmdale Road/395 DFA also serves as an important gateway to Victorville.

#### **Proposed Actions**

- Revise the Zoning Map and the Development Code as necessary to provide consistency with the Land Use Map.
- Consider adding gateway monument signage.
- Consider developing a streetscape plan for the area.
- Consider incorporating public art in streetscape/entry plans in the public right-of-way and encourage its inclusion in private development.

- Encourage multi-modal connections throughout the area, and especially between residential and non-residential uses.
- Ensure that all new development that is in proximity to the Greenway/Utility Corridor integrates access to it from within the project.
- Seek grants and other funding and/or partnerships to develop active trails along the Greenway/Utility Corridor.

### **3.5.2 DFA 2: 7<sup>th</sup> Street Corridor**

#### **Overview**

The 7<sup>th</sup> Street Corridor (DFA 2) runs along 7<sup>th</sup> Street from the intersection of 7<sup>th</sup> Street and Green Tree Boulevard to Mojave Drive, where it abuts the southwestern edge of the Old Town Specific Plan (see Figure LUE-4). Seventh Street is also Historic Route 66, which an original main route across the United States prior to the construction of Interstate Highways. It started in Chicago and ran approximately 2,000 miles to its terminus in Los Angeles. It is now designated Historic Route 66. The 7<sup>th</sup> Street Corridor continues into the Old Town Specific Plan, which was significantly revised and expanded in 2018. One of the changes was to include the northerly portion of 7<sup>th</sup> Street as the main street of Old Town that serves both tourists and locals.

Due to its history, the 7<sup>th</sup> Street Corridor was a key original commercial corridor in Victorville prior to the City's growth and expansion. As such, it has many older properties and locally owned businesses. Also indicative of the age of the corridor, many properties are smaller than those desired by national chains. As Victorville grew, new commercial development was attracted to new and larger arterials that have larger properties and better access to the I-15. This has resulted in a mix of older properties in various states of maintenance, vacant buildings and vacant sites, and new development along the 7<sup>th</sup> Street Corridor. In order to encourage reinvestment and revitalization, the new Mixed Use 2 land use designation has been applied to the entire 7<sup>th</sup> Street Corridor.

#### **Vision**

The 7<sup>th</sup> Street Corridor is reimagined as a lively, unique area with a mix of new residential uses and commercial uses that attracts both locals and visitors alike. It reflects and celebrates Victorville's history and the "cachet" of being on Historic Route 66. The new Mixed Use 2 land use designation provides both the flexibility and incentive for underutilized properties to recycle into mixed use, commercial, or residential developments. The introduction of housing invigorates the corridor by bringing new residents to the area who appreciate the area's uniqueness and its proximity to Old Town. Local businesses thrive, and entrepreneurs and artisans are attracted to the new opportunities to live and work in the same building or on the same property. The look and feel of the 7<sup>th</sup> Street corridor expresses the corridor's heritage as Historic Route 66.

### Proposed Actions

- Revise the Zoning Map and the Development Code as necessary to provide consistency with the Land Use Map.
- Consider establishing design guidelines to encourage and support a theme for the corridor that promotes interesting and unique building and site design and a contemporary take on the city's historic Route 66 heritage.
- Consider methods to incentivize revitalization of existing sites in accordance with the vision, mix of uses, and theme for the corridor.
- Encourage public art in both the public rights-of-way and on private property.
- Continue the median/streetscape theme already established in the southwest portion of DFA 2 through the remainder of the 7<sup>th</sup> Street Corridor, or consider transitioning to a theme that celebrates the corridor's heritage as Historic Route 66 as the corridor enters Old Town.

### 3.5.3 DFA 3: Medical Center Health and Wellness District

#### Overview

The Medical Center Health and Wellness District DFA is located just to the west of I-15 at the south entrance to Victorville, one of the City's primary gateways (see Figure LUE-4). It was identified as an Opportunity Area (OA-4) during the Land Use Element update process because a single health care provider has expressed interest in developing a new medical center on the property, with supporting land uses that would benefit from close proximity to the medical center to create a comprehensive health and wellness hub.

The new Health and Wellness Overlay (HWO) is applied on this site to facilitate its development focus. Section 3.4.6 has a comprehensive description of the type of development anticipated within the HWO. A Planned Unit Development (PUD) is required to allow for an integrated development to incorporate the important varied components of the HWO. The site is vacant and the underlying land uses are designated commercial for most of the area with Mixed-Use 2 at the north end. The new Greenway/Utility Corridor passes through the area in a diagonal alignment from southeast to northwest, offering a unique opportunity for non-motorized transportation and recreation connections throughout the City. Adjacent land uses to the west and north are intended to support the Health and Wellness District and include high density residential, Mixed-Use 1 and Mixed-Use 2, and commercial land uses extend to the northeast along the freeway corridor.

#### Vision

The Medical Center Health and Wellness District is a master planned, walkable neighborhood that presents a vibrant entrance to the City along the I-15 corridor. A new medical center campus is the

core of the area and medical offices and supportive service are within walking distance. A range of housing is available for families, older adults, medical workers, those with disabilities, and those who are ill that especially benefit from the proximity to health care services. The campus is a sustainability hub and incorporates opportunities for outdoor physical activity due to its recreational amenities and trail connections to and from the greenway utility corridor. Supportive commercial and service uses promote healthy lifestyles and include establishments that sell fresh, local produce, restaurants with healthful offerings, gyms and fitness studios, and pharmacies. A weekly Farmer's Market may be offered to serve the local residents and also as a draw for the broader community.

### Proposed Actions

- Revise the Zoning Map and the Development Code as necessary to provide consistency with the Land Use Map.
- Consider adding gateway monument signage.
- Implement the Health and Wellness Overlay.
- Incorporate the Greenway/Utility Corridor and connections as part of the overall site planning.
- Ensure the development incorporates trees for shade and other landscaping appropriate to the local environment.
- Ensure that all new development that is in proximity to the Greenway/Utility Corridor integrates access to it from within the project.
- Seek grants and other funding and/or partnerships to develop active trails along the Greenway/Utility Corridor.

## 3.5.4 DFA 4: Desert Gateway

### Overview

The Desert Gateway DFA (the portion of OA-11 that is within the jurisdictional boundary of Victorville, excluding the SOI) is located in the northeast portion of Victorville, from northeast of the Mojave River to the northeast jurisdictional boundary of Victorville (see Figure LUE-4). The city's northernmost intersection with the I-15 (Exit 153) is included in this DFA. The Desert Gateway DFA is located within the City boundary of the former Desert Gateway Specific Plan, which is repealed as part of this Land Use Element update (see discussion of the repeal of the Desert Gateway Specific Plan in Section 3.4.7.2.)

The reimagined land use plan for the Desert Gateway area builds on the land uses in place prior to 2010, with additional modifications based on more current property owner and developer interests, future open space corridors, future Circulation Element planned roadways, the City's economic



development goals, objectives, and strategies, and City interest in updating the land use configurations.

A substantial portion of the land in the Desert Gateway DFA is designated for light industrial development, buffered from residential areas, and with good freeway access. One area of heavy industrial is a current recycling plant and reflects their expansion plans. Mixed-use is designated to provide flexibility in areas with existing residential and commercial development. Two roughly parallel open space corridors, one a utility corridor and the other a wash just west of Stoddard Wells Road, are designated in a southwest to northeast direction. Future Circulation Element interchanges are also identified.

Low density residential land uses are planned for the northwestern portion of the area, and also for an existing residential development along Stoddard Wells Road. Grady Trammel Park may be relocated to the east side of Stoddard Wells Road to better serve the residential development in that area. Dante Street is proposed to be extended to the north to provide better access to existing residential uses, the relocated park, and the planned mixed-use land uses.

### **Vision**

The Desert Gateway DFA and its easy freeway access offer excellent opportunities to develop the area in a manner that responds to the growing demand for warehouse and distribution facilities and other light industrial uses. This supports the City's economic development goals, including new employment opportunities. The new mixed use designation provides flexibility to allow a range of commercial uses to support future demand from both new businesses and residential uses, as well as from the traveling public, while offering new higher density residential choices in proximity to commercial services and employment. The open spaces protect natural resources and support the city's goals for passive and active recreational opportunities, including the continuation of greenway corridors within and through the Desert Gateway. As another gateway into Victorville, this area also provides the City the opportunity to enhance Victorville's branding and identity through monument signage, streetscape components, and public art.

### **Proposed Actions**

- Revise the Zoning Map and the Development Code as necessary to provide consistency with the Land Use Map.
- Consider adding gateway monument signage within Victorville from I-15, Stoddard Wells Road, and Route 66.
- Consider developing a streetscape plan for the area as part of future implementation of the proposed Circulation Element improvements proposed for the area.
- Seek grants and other funding and/or partnerships to develop active trails along the Greenway/Utility and open space corridors.



### 3.5.5 DFA 5: Eastern Bear Valley Road Corridor

#### Overview

Two Opportunity Areas, OAs 7 and 8, are located along the eastern Bear Valley Road Corridor on the Victorville side of Bear Valley Road (north side) as shown in Figure LUE-4. The land uses along this corridor can be characterized as a mix of residential and commercial uses with intermittent vacant sites. The south side of this corridor is entirely in the City of Hesperia and the land uses are similar to those in Victorville. A focus for continued development along this corridor can include infill development, landscaping, street furniture and signage that identify Victorville and contribute to its community identity.

OA-7 is a mostly vacant site along the eastern portion of the Bear Valley Road corridor, just west of Victor Valley College. The parcels fronting along Bear Valley Parkway are designated commercial and are not a part of OA-7. The parcels immediately to the north are part of this DFA and were given a new MU-1 designation because the previous land use designation of Office-Commercial was deleted in this update. The MU-1 zone allows flexibility so that new development can be all residential, all commercial or a mix of uses. In the northeastern portion of OA-7 is an area redesignated public institutional to identify an existing school.

OA-8 is the existing Desert Valley Hospital, plus vacant parcels to the east and north of the hospital. The Health and Wellness Overlay (HWO) is applied to the portion of area that includes the hospital and parcels immediately north of the hospital. Section 3.4.6 has a comprehensive description of the type of development anticipated within an HWO. The vacant parcels west of the hospital are designated MU-2 which allows flexibility of uses, and the entire OA abuts single-family residential, and commercial uses along Bear Valley Parkway. Although this area is included in the Low Density Residential Infill Overlay, more intensive uses are permitted by the HWO and MU-2 zoning designations.

#### Vision

Bear Valley Road is a major mixed-use corridor that has a combination of both new infill development around Desert Valley Hospital and Victor Valley College, and well-maintained older retail uses. The corridor is well-served by transit that provides service between the Mall of Victor Valley at the west end of the corridor, and Victor Valley College at the east end, and to Desert Valley Hospital which is roughly in the middle. New housing—perhaps senior housing and supportive health-related services and commercial opportunities—are located in proximity to the hospital. Distinctive street signage and transit benches are designed to identify the City of Victorville, to bolster community identity, and a common landscaping theme is present along the corridor. Farther east along the corridor, new infill lower-density mixed use development supports Victor Valley College and existing residential and commercial uses. Housing appropriate for students may locate here.

### Proposed Actions

- Revise the Zoning Map and the Development Code as necessary to provide consistency with the Land Use Map.
- Implement the Health and Wellness Overlay.
- Consider adopting a landscape, street furniture and signage plan to develop a common landscape theme, and distinctive transit benches and street signage that clearly identify the City of Victorville.
- Encourage public art in both the public rights-of-way and on private property.

### 3.5.6 DFA 6: Bear Valley Road/I-15

#### Overview

DFA 6 generally encompasses the area of Victorville that is in proximity to the intersection of Bear Valley Road and I-15. As one of the most prominent intersections in the city, it attracts “big box” retailers and other national retailers of all sizes, as well as regional and local commercial businesses. Many regional and national chain restaurants are located in the area as well. Due to the variety and concentration of commercial uses and its proximity to I-15, it draws local and regional customers as well as the traveling public. Because it is divided by I-15, it is not an integrated DFA. However, it provides significant growth potential because of its regional draw and the amount of vacant land that is ripe for development.

The Bear Valley Road/I-15 DFA includes OAs 5 and 9 (see Figure LUE-4). OA 5, which is at the southeast intersection of Bear Valley Road and Amethyst Road, just west of the Lowe’s Home Improvement Center, has been redesignated to Mixed Use 2. It has been identified as a mixed income site for housing in the 2021-2029 Housing Element. Surrounding uses include single-family residential development on the west, and vacant land that is designated for single-family development to the south, and the new Greenway/Utility Corridor is nearby to the west.

OA 9 is on the east side of I-15 at the intersection of Pahute Avenue and Balsam Road. OA-9 was given the Commercial land use designation because the previous land use designation of Office-Commercial was deleted in this update. The Commercial land use designation also supports the trend in this area to develop with local and regional-serving commercial uses.

#### Vision

The Bear Valley Road/I-15 DFA is developed with uses that support both the City’s economic development goals and desire to provide flexibility for property owners to respond to current conditions. The west side of the freeway will see new projects with uses compatible to adjacent development according to market forces, which could be all commercial, but more likely all residential

or a mix of uses. Mixed income high density residential development provides new housing opportunities for those who like to live within walking distance to goods, services, and entertainment. New development is sensitive to adjacent land uses, particularly residential development, and features both pedestrian and vehicular connectivity between different types of development. Special consideration is paid to the Oro Grande Wash, ensuring appropriate buffers are maintained from sensitive environmental features. The nearby Greenway/Utility Corridor provides connections to the City's recreational trail system. The east side of the freeway is developed with regional-serving commercial uses, such as restaurants, retail, entertainment, and/or a hotel, that requires a large site and good freeway access. New development features a buffer along its frontage with Balsam Road to ensure compatibility with adjacent residential neighborhoods.

### Proposed Actions

- Revise the Zoning Map and the Development Code as necessary to provide consistency with the Land Use Map.
- Ensure site design includes connectivity both within and through sites for pedestrians, bicycles and vehicles.
- Incorporate principles of sustainability into site design wherever possible and include EV charging stations, bike parking, solar panels in parking lots for shade, and other contemporary energy conservation methods.

## 3.6 Relationship with Zoning

Zoning is the primary regulatory instrument for implementing a jurisdiction's Land Use Element. Zoning divides a community into zoning districts (zones) that specify the permitted, special, and prohibited uses within those zones. Land uses in each zone can be regulated according to type, density, height, lot size, placement, building bulk, and other development standards.

The Land Use Plan is implemented through the City's Development Code (Title 16 of the Victorville Municipal Code). Under California law (Cal. Gov't Code § 65860), zones are required to be consistent with General Plan land use designations. Table LUE-2 shows the relationship between the land use designations in the Land Use Element and the existing Zoning Map. Adoption of this Land Use Element will require updates to the Zoning Code and Zoning Map for consistency and implementation. Table LUE-2 identifies new zones that will be required, while other changes to the Zoning Code may be needed to implement certain policies.

**Table LUE-2: Relationship between Land Use Designations and Zoning Districts**

Relationship between Land Use Designations and Zoning Districts	
Land Use Designations (Land Use Element)	Zoning Districts (Development Code)
<b>Residential Land Use Designations:</b>	<b>Residential Zoning Districts:</b>
Very Low Density Residential (VLDR) (0-2 du/ac)	Exclusive Agricultural (AE) (No maximum density)
Very Low Density Residential (VLDR) (0-2 du/ac)	Agricultural-Residential (A) (No maximum density)
Very Low Density Residential (VLDR) (0-2 du/ac)	(S-R) (Up to 2 du/ac)
Low Density Residential (LDR) (0-5 du/ac)	(R-1) (Up to 5 du/ac)
Low-Medium Density Residential (LMDR) (5.1-12 du/ac)	(R-2) (Up to 8 du/ac)
Medium Density Residential (MDR) (12.1-20 du/ac)	(R-3) (Up to 15 du/ac) / (R-4) (Up to 20 du/ac)
High Density Residential (HDR) (20.1-30 du/ac)	To Be Determined (Implementation Program)
Mixed Density Residential (MXDR) (1-15 du/ac for infill)	Mixed Density Residential (MDR) (Up to 15 du/ac)
<b>Mixed Use Land Use Designations:</b>	<b>Mixed Use Zoning Districts:</b>
Mixed Use 1 (MU-1) (0-15 du/ac; 0.5 non-residential FAR)	To Be Determined (Implementation Program)
Mixed Use 2 (MU-2) (15.1-30 du/ac; 1.0 non-residential FAR)	To Be Determined (Implementation Program)
<b>Commercial Land Use Designation:</b>	<b>Commercial Zoning Districts:</b>
Commercial (2.0 FAR)	Neighborhood Commercial (C-1) (40% Lot Coverage)
Commercial (2.0 FAR)	General Commercial (C-2/C-4) (60% Lot Coverage)
Commercial (2.0 FAR)	Administrative Professional Office (C-A) (50% Lot Coverage)
Commercial (2.0 FAR)	Commercial Manufacturing (C-M) (60% Lot Coverage)
<b>Industrial Land Use Designations:</b>	<b>Industrial Zoning Districts:</b>
Light Industrial (1.0 FAR)	Industrial Park (IPD) (60% Lot Coverage)
Light Industrial (1.0 FAR)	Light Industrial (M-1) (60% Lot Coverage)
Heavy Industrial (1.0 FAR)	Heavy Industrial (M-2) (60% Lot Coverage)
<b>Public/Institution/Open Space Land Use Designations:</b>	<b>Special/Other Zoning Districts:</b>
Public/Institutional (P-I)	Public and Civic (P-C)
Open Space (OS) (1 du/5 ac minimum)	Public and Civic (P-C)
Open Space (OS) (1 du/5 ac minimum)	Conservancy and Flood Plan (FP)
Greenway/Utility Corridor (GUC)	To Be Determined (Implementation Program)
<b>Overlays:</b>	<b>Overlays:</b>
Low Density Residential Infill Overlay (LDIO) (0-9 du/ac, except as otherwise provided for)	To Be Determined (Implementation Program)
Health and Wellness Overlay (HWA)	To Be Determined (Implementation Program)
<b>Other:</b>	<b>Special/Other Zoning Districts:</b>
Specific Plan	Specific Plan

## 3.7 Accommodating Future Growth

Impacts of growth on communities are typically evaluated using projections based on potential build-out of the community's land use plan. Land Use Elements are required provide build-out projections, including the projected number of housing units, projected population (using the potential number of dwelling units multiplied by persons per household), and the projected square footage of non-residential development. Table LUE-3 provides the estimated build-out projections for the 2045 planning period based on build-out assumptions. Note that total build-out of the Land Use Plan at maximum capacity is not expected during the planning period. For planning purposes, build-out assumptions were made to calculate potential development capacity, including average density, average FAR, and percent acreage build-out by land use designation.

**Table LUE-3: 2045 Land Use Element Build-Out Projections**

Land Use Designations	Number of Dwelling Units <sup>1</sup>		Non-Residential Square Feet <sup>2</sup>	
	City	SOI	City	SOI
<b>Residential</b>				
Very Low Density Residential (VLDR) (0-2 du/ac)	3,715	4,420	---	---
Low Density Residential (LDR) <sup>3</sup> (0-5 du/ac)	8,387	2,519	---	---
Low-Medium Density Residential (LMDR) (5.1-12 du/ac)	2,338	---	---	---
Medium Density Residential (MDR) (12.1-20 du/ac)	10,657	13	---	---
High Density Residential (HDR) (20.1-30 du/ac)	1,274	---	---	---
Mixed Density Residential (MXDR) (1-15 du/ac for infill)	700	---	---	---
<b>Commercial</b>				
Commercial	---	---	18,826	1,398
<b>Industrial</b>				
Light Industrial	---	---	8,805	568
Heavy Industrial	---	---	6,733	---
<b>Mixed Use</b>				
Mixed Use 1 (MU-2)	744	402	1,701	3,677
Mixed Use 2 (MU-2)	5,315	320	4,167	314
<b>Public/Institutional/Open Space</b>				
Public/Institutional (P-I0)	---	---	530	253
Open Space	---	---	---	---
Greenway/Utility Corridor	---	---	---	---
<b>Overlays</b>				
Single-Family Neighborhood Overlay <sup>3</sup>	22,356	---	---	---
Health and Wellness Overlay	---	---	---	---
<b>Specific Plans</b>				
Specific Plans	7,909	---	7,252	---

**Notes:** City = City of Victorville; SOI = Sphere of Influence; NA = Not Applicable

<sup>1</sup> Shown in dwelling units per acre (du/ac). Number of dwelling units based on average density at build-out, not maximum allowable density

<sup>2</sup> Shown in thousands of square feet. The non-residential development square footage based on average intensity (average FAR) at build-out, not maximum allowable intensity

<sup>3</sup> Not including Low Density Residential Infill Overlay

# APPENDIX A: FISCAL AND ECONOMIC IMPACT ANALYSIS

## Executive Summary

This fiscal and economic impact analysis (“F&EIA”) report (“Report”) presents the findings from a projection of fiscal and economic impacts from the build out of the 2045 Land Use Element update (“Build Out Projections”) for the City of Victorville (“City”). The Build Out Projections are based on updated land use designations and estimates of new development through 2045.

The F&EIA estimates the increases in revenues and expenditures based on new households and new commercial square footage represented in the Build Out Projections. The findings of this Report are summarized in Table A-1.

Table A-1. Summary of Fiscal and Economic Impact Analysis Findings

	Total Impacts	Direct Impacts	Indirect and Induced Impacts
General Fund Impacts			
Increased Revenue	39,453,000		
Increased Expenditures	(41,534,000)		
Measure P Impacts			
Increased Revenue	9,536,000		
Increased Expenditures	(11,731,000)		
Total Fiscal Impacts			
Increased Revenue	48,989,000		
Increased Expenditures	(53,265,000)		
<b>Net Fiscal Impacts</b>	<b>(4,276,000)</b>		
Economic Impacts			
Increased Jobs	24,217	23,585	632
Increased Labor Income	1,500,543,707	1,463,889,232	36,654,475
Increased Economic Output	5,533,032,737	5,399,232,626	133,800,111

Notes:

1. See Report for explanation of Build Out Projections, methodology, and limiting conditions.

As shown in the table, this Report projects that the Build Out Projections will increase the City’s General Fund and Measure P Fund revenues by a total of approximately \$48,989,000 and expenditures by approximately \$53,265,000, a deficit of approximately \$4,276,000. These



## 2045 Land Use Element

### *Appendix A. Fiscal and Economic Impact Analysis*

estimates are based on continuing the current level of service, which is higher than in previous years due to Measure P revenue. It is also important to note that the City can take steps to reduce or eliminate this deficit while maintaining the level of service by increasing revenues and finding additional funding sources. The Analysis and Options section of this Report elaborates on these options.

Table A-1 also shows the estimated economic impacts of the Build Out Projections. As summarized in Table A-1, the Build Out Projections are associated with 24,217 new jobs, more than \$1.5 billion in increased labor income, and more than \$5.5 billion in increased economic output.

## Methodology and Assumptions

This F&EIA estimates the impacts of anticipated development under the 2045 Land Use Element update on the City's General Fund and Measure P Fund budgets and local economy relative to existing conditions. Specifically, the analysis projects the City's expected increase in General Fund and Measure P Fund revenues resulting from new development and the expected increase in General Fund and Measure P Fund expenditures due to associated public service costs. There are factors outside of the scope of this analysis that will affect the City's budget (e.g., national economic trends). This analysis uses assumptions based on current conditions to provide a projection of impacts most closely associated with the Build Out Projections.

Fiscal impacts measure effects on the operating budget, i.e., revenues and expenditures. Most fiscal impact analyses for cities focus on the General Fund. Typically, cities deposit all general tax revenues and pay most of their operating expenses from the General Fund. All city budgets include other funds besides the General Fund, but these other funds typically represent revenues restricted to specific expenditures. Furthermore, these other funds are often based on user charges billed to customers for service. As a result, cities can adjust the user charges to balance revenues and expenditures, and new development is less likely to create deficits in these other funds.

The General Fund, in contrast, offers the City less control over key revenues—such as property, sales, and transient occupancy taxes—due to state constitution and other regulatory limits. That said, the City does have some influence over General Fund revenues, and there are some charges for services included therein. Examples of City funds excluded from the F&EIA include Enterprise Funds—such as the Sanitary Fund, the Southern California Logistics Authority Fund, and the Victorville Water Funds—and Special Revenue Funds—such as the City Housing Asset Successor, Development Impact Fee Funds, the Fueling Station Fund, and Gas Tax Funds.

In contrast, this Report includes the Measure P Fund. On November 3, 2020, City residents voted to enact Measure P, a one-cent sales tax measure to fund a higher level of City services. Fiscal Year 2021-22 was the first full year of Measure P revenues. While Measure P funding is

## 2045 Land Use Element

### *Appendix A. Fiscal and Economic Impact Analysis*

kept in a separate fund, revenues come almost entirely from sales taxes and the types of expenditures are determined by the City Council and are based on the recommendations of a Citizens' Oversight Committee. The Citizens' Oversight Committee prioritizes and earmarks the allocation of Measure P funds based on community needs and the City Council makes the final allocations through the budget process.

The Report uses the City's Fiscal Year 2022-23 Adopted Budget as a baseline to measure fiscal impacts. A review of the budget suggests that lingering effects of the COVID-19 pandemic on the City's revenues and expenditures are minimal, if any. Therefore, no COVID-19-related adjustments are necessary.

In addition to using the City's General Fund and Measure P Fund budgets, the Report incorporates demographic, land use, assessment roll, and market data from a variety of sources to customize the methodology and findings for the City. Additional assumptions and the methodology for the fiscal impact analysis are described further below.

Economic impacts measure effects on the local economy, i.e., jobs, labor income, and economic output. The economic impacts are estimated using the IMPLAN model. Additional details on the model are provided in the Economic Impact Methodology section.

### **Service Population**

For a complete fiscal impact analysis, it is important to consider both residents and workers. The two groups place a demand on City services, though to different degrees. Therefore, the analysis starts by calculating the City's Full-Time Equivalent (or FTE) "Service Population," which adjusts for the different demands on City services created by residents and workers.

Weighting of the service population is intended generally to approximate the share of time that people spend within the City. Residents employed outside of the City are weighted 67%. Residents employed in the City are split between the resident and worker categories, totaling 100% weighting between the two. All other residents are weighted 100%. The remaining category is people who live outside of the City and work within it, and the category is weighted 33%. Visitors are not included in the service population. This Report estimates that demands for City services from visitors are generally offset by residents traveling outside of the City. Data for residents and workers, including place of work, is based on US Census data, including the 2020 Decennial Census, the American Community Survey, and OnTheMap.

Table A-2 illustrates the City's service population calculation. This calculation accounts for workers who commute into the City and residents who work outside of the City. Per US Census data, the City has 134,810 residents and 36,980 workers, for a total FTE Service Population of 131,106. This figure is used to understand a significant portion of the City's revenues and all of its expenditures on a per-service population basis.

## 2045 Land Use Element

### Appendix A. Fiscal and Economic Impact Analysis

**Table A-2. Victorville Service Population Estimate**

	#	%	Weight <sup>2</sup>	FTE Service Population
<b>Employment Status of Victorville Residents <sup>1</sup></b>				
Not in Labor Force / Unemployed	86,607	64.2%	100%	86,607
Employed in the City <sup>3</sup>	14,268	10.6%	50%	7,134
Employed outside of the City	33,935	25.2%	67%	22,736
<b>Total Residents</b>	<b>134,810</b>	<b>100.0%</b>		<b>116,477</b>
<b>Residence Status of Victorville Workers <sup>1</sup></b>				
Live in the City <sup>3</sup>	14,268	38.6%	50%	7,134
Live outside of the City	22,712	61.4%	33%	7,495
<b>Total Workers</b>	<b>36,980</b>	<b>100.0%</b>		<b>14,629</b>
<b>FTE Service Population Calculation</b>				
Attributable to Residents	116,477	88.8%		
Attributable to Workers	14,629	11.2%		
<b>Total FTE Service Population</b>	<b>131,106</b>	<b>100.0%</b>		

**Notes:**

1. Total Residents based on 2020 Decennial Census. Residents' labor force status based on American Community Survey 2020 5-year estimates. Non-resident employee data based on OnTheMap (a US Census product) 2019 estimates.
2. Harris estimates of various residents' and workers' demand for City services, roughly corresponding to time of day spent in the City.
3. Residents who work in the City and workers who live in the City are the same people. This group is reflected in two categories with their weight split evenly.

Sources: US Census Bureau (LEHD OnTheMap 2019, Decennial Census 2020, American Community Survey 2020)

## Current and Projected Land Uses

The Report focuses on five land use categories with corresponding units to measure development:

1. Single-family residential (households)
2. Multifamily residential (households)
3. Retail (1,000s of square feet)
4. Office (1,000s of square feet)
5. Industrial (1,000s of square feet)

These five land use categories are the most common in fiscal and economic impact analyses. Table A-3 lists the relevant conditions for each land use category.

## 2045 Land Use Element

### Appendix A. Fiscal and Economic Impact Analysis

**Table A-3. Current Land Use Conditions**

Land Use Category	Unit	Residents / Workers per Unit <sup>1</sup>	Service Population per Unit	Estimated Unit Assessed Value	Estimated Unit Market Value
<b>Residential</b>					
Single-Family	1 household	3.47	3.00	\$ 235,000	\$ 404,000
Multifamily	1 household	3.59	3.10	\$ 74,000	\$ 119,000
<b>Non-residential</b>					
Retail	1,000 square feet	1.67	0.66	\$ 34,000	\$ 116,000
Office	1,000 square feet	10.03	3.97	\$ 29,000	\$ 70,000
Industrial	1,000 square feet	0.63	0.25	\$ 7,000	\$ 39,000

**Notes:**

1. Estimates are based on American Community Survey Housing Characteristics and occupational data by industry.

Sources: American Community Survey 2020, San Bernardino County Assessment Roll (FY 2022-23), Zillow.com, ParcelQuest

Data for current land use conditions is estimated using data from the US Census, the Fiscal Year 2022-23 assessment roll, Zillow.com, and ParcelQuest. US Census data is used to estimate residents per single-family and multifamily household, as well as workers per thousand square feet for each of the non-residential categories. Property market values are based on the Zillow home value index, and ParcelQuest data on recent sales. Assessed values, provided for comparison, usually lag behind market values due to California's Proposition 13, which limits annual growth in assessed value to 2% or less, except in the case of new construction or a property sale. New construction can be expected to add its own market value to the total assessed value. Though market values can fluctuate, this analysis uses current market values for simplicity.

The data show average household sizes of 3.47 in single-family homes and 3.59 in multifamily homes. Based on the full-time equivalency of residents, these household sizes correspond to service populations of 3.00 and 3.10 per single-family and multifamily household, respectively. Further, the data show 1.67, 10.03, and 0.63 workers per thousand square feet of retail, office, and industrial land uses, respectively. Based on the full-time equivalency of workers, these numbers correspond to service populations of 0.66, 3.97, and 0.25 per thousand square feet of the respective non-residential land uses. Market values are estimated at \$404,000 per single-family home, per the Zillow Home Value Index, and \$119,000 per multifamily home, per recent property sales. Market values for the non-residential uses are estimated at \$116,000, \$70,000, and \$39,000 per thousand square feet of retail, office, and industrial building area, respectively.

## 2045 Land Use Element

### Appendix A. Fiscal and Economic Impact Analysis

According to UrbanFootprint, a proprietary platform for complex land use-based data analysis, current land use development totals 36,195 residential units and 27,990,000 non-residential square feet. Table A-4 identifies these households and non-residential square feet by land use designation, as analyzed in the UrbanFootprint platform.

**Table A-4. Current Development by Land Use Designation**

Land Use Designation	Households	Non-residential Square Feet
Very Low Density Residential	3,204	172,000
Low Density Residential	18,193	2,036,000
Low Medium Density Res.	1,440	166,000
Medium Density Residential	4,493	441,000
High Density Residential	-	-
Mixed Density Residential	313	50,000
Commercial	195	8,225,000
Light Industrial	74	1,548,000
Heavy Industrial	7	3,468,000
Mixed-Use 1	101	188,000
Mixed-Use 2	140	1,439,000
Public/Institutional	1	2,184,000
Open Space	45	130,000
Greenway/Utility Corridor	4	50,000
Greenway/Utility Corridor PC	82	11,000
Specific Plan	7,903	7,882,000
<b>TOTAL</b>	<b>36,195</b>	<b>27,990,000</b>

Source: Urban Footprint, July 2022

Table A-5 shows current development for each of the five land use categories previously identified. For this analysis, the data is categorized by merging American Community Survey data and commercial real estate market data from JLL and Avison Young for consistency with the UrbanFootprint estimates.

## 2045 Land Use Element

### Appendix A. Fiscal and Economic Impact Analysis

**Table A-5. Current Development by Land Use Category**

<b>Residential</b>	<b>Households</b>
Single Family <sup>1</sup>	30,449
Multifamily	5,746
<b>TOTAL Households</b>	<b>36,195</b>

<b>Non-Residential</b>	<b>Non-residential Square Feet <sup>2</sup></b>
Retail	8,682,000
Office	1,091,000
Industrial	18,217,000
<b>TOTAL Non-residential Square Feet</b>	<b>27,990,000</b>

Notes:

1. Includes mobile homes and "other type of housing," as defined in American Community Survey data.
2. Estimated by modifying JLL and Avison Young 2020 and 2021 market data for consistency with Urban Footprint data.

Sources: Urban Footprint, July 2022; American Community Survey 2020; JLL 2019; Avison Young 2020 & 2021

Single-family residential use makes up approximately 84% of existing City households. It is worth distinguishing here between land use category (single family vs. multifamily) and tenure type (owner vs. renter). The City's home ownership rate of 56% is lower than the rate of single-family homes, indicating there are more single-family home renters than multifamily home (e.g., condominium) owners. Industrial land use makes up 65% of the City's total non-residential land use square feet, retail makes up 31%, and office is the remaining 4%.

Projected development by land use designation is based on the Build Out Projections. As shown in Table A-6, the projections include a total of 63,395 households and more than 48 million square feet of non-residential land use. The projections notably show no households or non-residential development in land use designations that do not permit these types of land uses, in keeping with land use regulations. In contrast, the current development by land use designation (Table A-4) shows small amounts of such development. The non-conforming developments could include "grandfathered" development (i.e., structures built before a land use designation was changed) and structures built with a variance or other exemption from land use regulations. Regardless, these types of developments represent a relatively small portion of total development, and their effect on the analysis is eliminated by the use of the five land use categories.

## 2045 Land Use Element

### Appendix A. Fiscal and Economic Impact Analysis

**Table A-6. Projected Development by Land Use Designation**

Land Use Designation	Households	Non-residential Square Feet
Very Low Density Residential	3,715	N/A
Low Density Residential	30,743	N/A
Low Medium Density Res.	2,338	N/A
Medium Density Residential	10,657	N/A
High Density Residential	1,274	N/A
Mixed Density Residential	700	N/A
Commercial	N/A	18,825,761
Light Industrial	N/A	8,804,565
Heavy Industrial	N/A	6,733,287
Mixed-Use 1	744	1,701,454
Mixed-Use 2	5,315	4,167,385
Public/Institutional	N/A	529,907
Open Space	N/A	N/A
Greenway/Utility Corridor	N/A	N/A
Greenway/Utility Corridor PC	N/A	N/A
Specific Plan	7,909	7,252,423
<b>TOTAL</b>	<b>63,395</b>	<b>48,014,782</b>

Source: City of Victorville 2045 Land Use Element

Projected development is summarized by land use category based on the Build Out Projections. Table A-7 shows an overall increase of 27,200 households, equivalent to an increase of 75% of existing households, split almost evenly among single-family and multifamily households. This reflects the City's increasing emphasis on multifamily development, including at densities above 30 dwelling units per acre, as required for the 2021-2029 Housing Element update. The projections also include an overall increase of more than 20 million non-residential square feet, equal to approximately 71% of existing non-residential development. The latter increase is anticipated to be greatest in the retail and industrial land use categories, with the office land use category lagging mostly due to changes in office space demand related to an upward work-from-home trend following the COVID-19 pandemic.



## 2045 Land Use Element

### Appendix A. Fiscal and Economic Impact Analysis

Table A-7. Projected Development by Land Use Category

Residential	Total Households	Increase in Households
Single Family <sup>1</sup>	43,248	12,799
Multifamily	20,147	14,401
<b>TOTAL Households</b>	<b>63,395</b>	<b>27,200</b>

Non-Residential	Total Non-residential Square Feet <sup>2</sup>	Increase in Non-residential Square Feet <sup>2</sup>
Retail	15,248,439	6,566,439
Office	1,526,826	435,826
Industrial	31,239,517	13,022,517
<b>TOTAL Non-residential Square Feet</b>	<b>48,014,782</b>	<b>20,024,782</b>

Notes:

1. Includes mobile homes and "other type of housing," as defined in American Community Survey data.
2. Estimated by modifying JLL and Avison Young 2020 and 2021 market data for consistency with Urban Footprint data.

Sources: Urban Footprint, July 2022; American Community Survey 2020; JLL 2019; Avison Young 2020 & 2021

## Fiscal Impact Analysis

With current conditions and underlying assumptions identified, the F&EIA begins to estimate the fiscal impacts of new land use development with an overview of the City's Fiscal Year 2022-23 budgeted ("Current") General Fund and Measure P Fund. Tables A-8 and A-9 summarize the General Fund and Measure P Fund current revenues, how the revenues are expected to change in response to new development, and the projected additional revenues resulting from the 2045 Land Use Element built-out projections.

## 2045 Land Use Element

### Appendix A. Fiscal and Economic Impact Analysis

**Table A-8. General Fund Revenue Summary and Projection**

Revenue Category	FY 22/23 General Fund Revenues	Impact Estimating Factors	Projected Additional Revenues with 2045 Build-Out Projections
General Property Tax	\$ 19,291,500	15.88% of 1% of assessed value	\$ 12,998,000
General Property Transfer Tax	628,750	\$0.55 per \$1,000 in assessed value	196,000
General Sales Tax	31,418,055	1.00% of estimated taxable sales <sup>1</sup>	9,092,000
Transient Occupancy Tax	1,787,700	7% of gross room revenue	1,242,000
Franchise Fees	4,247,500	\$32.40 per service population	2,993,000
Licenses & Permits	3,813,000	\$29.08 per service population	2,686,000
Fines & Forfeitures	82,177	\$0.63 per service population	58,000
Intergovernmental	112,500	Not impacted	-
Charges for Services	6,096,398	\$46.50 per service population	4,295,000
Investment Income	393,875	Not impacted	-
Cost Allocations Received	9,175,278	Not impacted	-
Miscellaneous Revenue	3,223,611	Not impacted	-
Pass Throughs	7,360,225	12% of 60% of 1% assessed value	5,893,000
Transfers In	4,100,491	Not impacted	-
<b>Total Revenues</b>	<b>\$ 91,731,060</b>		<b>\$ 39,453,000</b>

1. The City receives 2% of taxable sales. However, 1% of taxable sales is received per Measure P and is recorded in a City fund separate from the General Fund.

**Table A-9. Measure P Fund Revenue Summary and Projection**

Revenue Category	FY 22/23 General Fund Revenues	Impact Estimating Factors	Projected Additional Revenues with 2045 Build-Out Projections
Sales Taxes	\$ 28,582,686	1.00% of estimated taxable sales <sup>1</sup>	\$ 9,092,000
Licenses & Permits	192,803	\$1.47 per service population	136,000
Intergovernmental	4,202	Not Impacted	-
Charges for Services	436,927	\$3.33 per service population	308,000
Miscellaneous Revenues	297,254	Not Impacted	-
<b>Total Revenues</b>	<b>\$ 29,513,872</b>		<b>\$ 9,536,000</b>

1. 1% of taxable sales is received per Measure P and is recorded in a City fund separate from the General Fund.

Total revenues of approximately \$91.7 million and \$29.5 million in the General Fund and Measure P Fund are projected to increase by approximately \$39.5 million and \$9.5 million. The increases are driven primarily by property tax and sales tax revenues.

Tables A-10 and A-11 summarize the General Fund and Measure P Fund current expenditures, how the expenditures are expected to change in response to new development, and the projected additional expenditures resulting from the Build Out Projections.

## 2045 Land Use Element

### Appendix A. Fiscal and Economic Impact Analysis

**Table A-10. General Fund Expenditure Summary and Projection**

Expenditures by Department	FY 22-23 Budget	Variable Calculation	Variable Amount	Per Service Population	Estimated Additional Expenditures with 2045 Build-Out Projections
City Manager	\$ 5,572,402	10% variable	\$ 557,240	\$ 4.25	\$ 393,000
Finance	3,710,858	20% variable	742,172	5.66	523,000
Human Resources	1,763,487	20% variable	352,697	2.69	248,000
Information Technology	6,649,343	20% variable	1,329,869	10.14	937,000
Recreation & Library	3,802,434	60% recovery, 80% variable	1,216,779	9.28	857,000
Code Compliance	2,313,738	10% recovery, 80% variable	1,665,891	12.71	1,174,000
Planning	1,851,818	10% recovery, 50% variable	833,318	6.36	587,000
Building	4,925,793	80% recovery, 50% variable	492,579	3.76	347,000
Police	33,626,758	5% recovery, 95% variable	30,348,149	231.48	21,382,000
Fire	17,312,110	10% recovery, 95% variable	14,801,854	112.90	10,429,000
Engineering	1,219,465	40% recovery, 90% variable	658,511	5.02	464,000
Public Works & Water	8,817,684	10% recovery, 75% variable	5,951,937	45.40	4,193,000
Economic Development	126,745	0% variable	-	-	-
General	503,666	0% variable	-	-	-
<b>Total</b>	<b>92,196,301</b>				<b>41,534,000</b>

**Table A-11. Measure P Fund Expenditure Summary and Projection**

Expenditures by Department	FY 22-23 Budget	Variable Calculation	Variable Amount	Per Service Population	Projected Additional Expenditures with 2045 Build-Out Projections
City Management	\$ 95,399	16% variable	\$ 15,264	\$ 0.12	\$ 11,000
Recreation & Library	4,048,210	60% recovery, 80% variable	1,295,427	9.88	913,000
Code Compliance	2,428,318	10% recovery, 80% variable	1,748,389	13.34	1,232,000
Planning	7,171,464	10% recovery, 50% variable	3,227,159	24.61	2,274,000
Building	661,440	80% recovery, 50% variable	66,144	0.50	47,000
Police	6,432,659	5% recovery, 95% variable	5,805,475	44.28	4,090,000
Fire	4,728,024	10% recovery, 95% variable	4,042,461	30.83	2,848,000
Public Works & Water	665,403	10% recovery, 75% variable	449,147	3.43	316,000
General	5,146,733	0% variable	-	-	-
<b>Total</b>	<b>31,377,650</b>				<b>\$ 11,731,000</b>

## 2045 Land Use Element

### *Appendix A. Fiscal and Economic Impact Analysis*

Total expenditures of approximately \$92.2 million and \$31.4 million in the General Fund and Measure P Fund are projected to increase by approximately \$41.5 million and \$11.7 million. The expenditures are driven primarily by police and fire department expenditures. Based on maintaining the current level of service and without any additional steps taken by the City, the Build Out Projections are expected to increase General Fund and Measure P Fund expenditures by approximately \$4,276,000 more than their increase to corresponding revenues. This result accounts for maintenance of the City's higher level of service than in prior years made possible by Measure P funding, including setting aside funds from the annual operating budget for future capital purchases. And there are steps the City can take to reduce or eliminate this potential shortfall, discussed later in this Report. The rest of this section elaborates on the methodology used for specific revenues and expenditures.

### **General Property Tax**

The property taxes that accrue to a City are a function of the assessed value of real property and the City's share of the total property tax. Property in California is subject to a base 1% property tax rate, which is shared among local jurisdictions including the County, City, and special districts. In addition to the base 1% tax rate, additional taxes and special assessments apply to most properties to pay for local voter-approved debt or other special purposes. These additional taxes and charges vary by location and are restricted for specific uses. The Report evaluates impacts to the City's General Fund operating budget, which receives a share of the base 1% property tax, but does not receive revenue from additional taxes and special assessments. The City's share of the 1% base property tax rate averages 15.88% Citywide. The Report uses the market value of new development to represent projected assessed value.

### **General Property Transfer Tax**

The property transfer tax is a one-time assessment on property at the time of sale. The standard rate is \$1.10 per \$1,000 of sale price, split evenly between the City and the County. Because this tax is assessed only at the time of sale, the Report assumes that new development that occurs due to the Build Out Projections will sell an average of one time during the projection period and that divides the total anticipated transfer tax revenue by 23 to estimate an annual revenue resulting from 23 years of property sales.

### **General Sales Tax**

Taxable transactions that take place in the City are subject to an 8.75% sales tax. This rate includes the statutory 1% Bradley-Burns sales tax that accrues to the City and the 1% Measure P sales tax rate. The former accrues to the General Fund, while the latter accrues to the Measure P Fund. The Report uses household expenditure data from the American Community Survey and weekly worker spending data from the International Council of Shopping Centers to estimate total spending from new households and workers. The Report then assumes conservative

## 2045 Land Use Element

### Appendix A. Fiscal and Economic Impact Analysis

estimates for how much of that spending will be local and taxable (50% for households, 85% for workers) to calculate total, taxable expenditures.

#### Transient Occupancy Tax

Transient occupancy taxes (“TOT”) are charged on the rental of hotel/motel rooms and other lodging rentals of less than 30 days. The City does not have many hotels and motels, and its TOT rate is 7%. The Report assumes that the increase in hotels and motels in the City will be proportional to the increase in retail and office land uses, because hotels can generally be built in areas designated for office and retail land uses.

#### Pass Throughs

Pass through revenues are distributions received by the City that would have gone to the former Victorville Redevelopment Agency prior to the 2012 dissolution of redevelopment agencies. Since 2012, cities, counties, school districts, and other special districts have received the share of property tax revenues in former redevelopment project areas that would have gone to the redevelopment agencies, but is not needed for the former redevelopment agency’s financial obligations. The City contains areas in the project areas of two redevelopment agencies: Victorville and Victorville Valley Economic Development Authority. The former is expected to have all obligations paid before 2045, while the latter is expected to have debt service obligations through 2055.

After all obligations are paid off, the revenues technically revert to a standard property tax distribution. For simplicity, the Report categorizes the associated revenues as “Pass Throughs” even if they will not be categorized that way in 2045. Approximately 60% of the City’s assessed value is located in the former redevelopment project areas. The City’s share of pass throughs as distributed by the County is approximately 12%. These factors are used to estimate the City’s share of Pass Throughs resulting from the Build Out Projections.

#### Other Revenues

Franchise fees, licenses & permits, fines & forfeitures, and charges for services are estimated on a per service population-basis. Other revenues are projected not to be impacted directly by the Build Out Projections. These include intergovernmental transfers, investment income, cost allocations, “miscellaneous” revenue, and transfers.

#### Expenditures

Growth in expenditures is estimated by applying two factors: recovery potential and variability. Recovery potential is estimated using the revenues by department data in the City’s budget. The more a department can generate revenue from things like charges for services or licenses and permits, the more of its expenditures it can recover without general tax revenues. Variability is estimated based on the nature of each department. For example, the Build Out Projections would

## 2045 Land Use Element

### Appendix A. Fiscal and Economic Impact Analysis

not result in a significant increase in the need for administrative services, like the City Manager, Finance, Human Resources, or Information Technology departments. These departments have relatively low variability. In contrast, the services provided by the Police and Fire Departments generally scale very closely to growth and development, resulting in relatively high variability. Each department's recovery potential and variability led to an estimated variable cost per service population. These amounts are multiplied by the new service population to estimate additional expenditures under the Build Out Projections.

### Economic Impact Analysis

In addition to impacts to the City's operating budget, the Build Out Projections will grow the local economy. The economic impacts are estimated using the IMPLAN model. IMPLAN is an economic input-output modeling application, which allows one to estimate the potential economic impacts of certain activities or development.

To estimate the Build Out Projections, Projected Development by Land Use Category (see Table A-7) was adapted to fit the IMPLAN "Event" types. The 27,200 projected new households were allocated at different income levels based on the City's current distribution of households by income level (taken from the American Community Survey). New workers, estimated based on new non-residential development and data on workers per thousand square feet, were allocated to IMPLAN industries based on current employment in the City, as identified by IMPLAN.

Inputting the new households and workers as described above resulted in the IMPLAN results shown in Table A-12. Over the course of the Land Use Element time period (from the present through 2045), the Build Out Projections are anticipated to involve the creation of 24,217 jobs, including 23,585 directly associated with the non-residential development. Labor income is estimated at more than \$1.5 billion. The value added by the economic activity associated with the Build Out Projections is estimated at more than \$2.4 billion. Economic output is estimated at more than \$5.5 billion.

**Table A-12. Economic Impact Results and Analysis**

Impact	Employment	Labor Income	Value Added	Output
Direct	23,585	\$ 1,463,889,232	\$ 2,347,211,569	\$ 5,399,232,626
Indirect	231	16,942,260	32,567,074	68,889,791
Induced	401	19,712,215	43,683,887	64,910,321
<b>Total</b>	<b>24,217</b>	<b>\$ 1,500,543,707</b>	<b>\$ 2,423,462,530</b>	<b>\$ 5,533,032,737</b>

## Analysis and Options

The land use projections underlying the F&EIA are taken from the City's concurrent 2045 Land Use Element update. The projected increase in residential land use and the corresponding increase in households are notably high due to the City's 2021-2029 Housing Element update and Regional Housing Needs Assessment, which required the City to plan for 8,165 new

## 2045 Land Use Element

### *Appendix A. Fiscal and Economic Impact Analysis*

residential units by 2029. Residential land uses are more likely than commercial uses to result in lower or negative net fiscal impacts to cities. This is due in part to residents typically placing a higher demand on City services than businesses do, while certain City revenues (most notably, sales taxes) are driven more directly by commercial land uses.

In proactively analyzing and identifying the projected negative net fiscal impacts, the City can take action so that the Build Out Projection is net neutral in its budgetary effects. In addition, the revenue and expenditure projections in this Report assume no change in the City's current level of service. To maintain the current level of service while also balancing the City's budget, the City can pursue several options, including the formation of Community Facilities Districts ("CFDs"), increasing tax rates, and pursuing grants and other funding sources to cover City costs.

Revising impact fees and user fees is generally another option for cities to increase operational revenues. However, the City adopted a new impact fee master schedule and updated user fees in 2022. These updated fees were incorporated into the Analysis.

### **Community Facilities Districts**

CFDs, also known as Mello-Roos Districts, are special tax districts, by which either registered voters (generally for developed areas) or property owners (generally for new development) in an established geographic area agree to impose a tax on property within the area to fund services, public improvements or infrastructure. CFDs require a local agency sponsor, such as the City. The City could pursue creating CFDs on developed area(s) or on new development to supplement operational revenues and to continue providing its current level of service. The amount of revenue that could be generated by CFDs depends on the size of the CFD areas. The City would have a broad level of discretion in setting the special tax levy for the CFD, as long as the City could get the CFD approved by the voters or property owners.

### **Tax Rates**

The City could consider increasing certain tax rates. Measure P increased the sales tax rate effective in 2021. An additional increase to the sales tax rate may not be supported. However, the City's transient occupancy tax rate of 7% is relatively low. Two of the City's neighbors (Adelanto and Hesperia) have rates of 10%. The Countywide average is 9.2%, and 13 of the County's 24 cities have a rate of 10% or higher.

Another tax option for the City is the utility user tax ("UUT"), which the City currently does not have. The UUT is imposed on the consumption of utility services, including electricity, gas, water, sewer, telephone (including cell phone and long distance), sanitation, and cable television. Cities can impose the UUT on some or all utility services and can set the rates. Five cities in San Bernardino County impose UUT, ranging from 2.5% to 9.0%.



#### **Outside Funding Sources**

The City has restricted fund accounts for local, state, and federal grants. Being restricted, these funds cannot directly offset General Fund expenditures. However, they may be used for expenses that would otherwise have to be covered by the General Fund. In this way, outside grants may help to reduce the strain on the General Fund budget.