

BARSTOW PROPOSED GENERAL PLAN

Methodology for 2023–2048 Population, Housing, and Employment Projections

1. Purpose, Design, and Limitations

The following summarizes the methodology and factors used to calculate existing and projected conditions at the 2048 planning horizon for the proposed General Plan and its analysis through an environmental impact report (EIR). All numbers are estimates generated using the best available data for analysis for the entire General Plan area, which is comprised of the incorporated City and Barstow’s unincorporated sphere of influence (SOI).

Whenever possible, reliable/authoritative data sources were used directly or cited as references. These sources have their own error rates and may cover data at different geographic levels or in different categories. When more precise data was not available, existing and projected data were compared to aggregated or citywide totals from authoritative sources, understanding that such comparisons are primarily for the purpose of determining general accuracy.

It is important to understand that the proposed General Plan’s 25-year planning horizon of 2048 represents an informed but estimated projection of a future condition. The actual construction of development will likely vary by timing, location, and mix of land uses. The analysis of the proposed General Plan in the EIR provides a programmatic assessment of potential impacts, enabling tiering for future projects that are consistent with the proposed General Plan and the assumptions analyzed in this EIR, as permitted under the California Environmental Quality Act (CEQA). Tiering is a process of streamlining environmental review of future projects by avoiding repeating an analysis of issues already addressed by a broader EIR. Future projects that are consistent may still need to evaluate project-level impacts for environmental clearance as required by CEQA.

The amount of potential development permitted by a general plan is determined primarily by the land use plan and density/intensity standards (dwelling units per acre or floor area ratio) for each land use category (e.g., Diverse Use, Single Family Residential, etc.). However, density and intensity standards convey an overall range indicating the minimum and maximum scale and intensity of potential development. Barstow is a suburban community with an ample supply of vacant land and a local context that consists of rural communities, open desert, and a 30-minute drive to the nearest urban area. Based on this, land that contains existing development is unlikely to intensify, new development has plenty of land to accommodate building space while addressing parking requirements and other development standards, and market conditions (population and spending power) are not high enough to support multi-story construction or structured parking that would be needed to approach the higher end of the density and/or intensity range over a broad swath of the City.

Accordingly, the following projections were developed based on assumptions of what is reasonably likely to occur by 2048 (the planning horizon for the proposed General Plan). Overestimating horizon-year conditions (aka “worst-case scenario” or “max buildout”) can lead to unnecessary and misleading concerns, mitigation measures, and planning efforts, as well as a misallocation of current and future public funds. This approach and the

methodology described herein is supported by the California Court of Appeal's decision in the case of *Sierra Club v. County of Tehama* (2012).¹

1.1 Existing Conditions

Existing conditions, also referred to as baseline conditions, reflect the built environment at a specific point in time for purposes of evaluating proposed changes, particularly for technical studies and impact analyses conducted in parallel with and/or as part of the EIR. Under CEQA, this baseline is typically defined as the conditions existing when the City published the NOP on February 15, 2024.

After the NOP was published, the City requested data from various agencies and service providers and initiated technical modeling. The latest available data at that time represented information from either 2022 or 2023, depending upon the topic and source. While data was released for subsequent years for some data points after the release date of the NOP and before the publication of the Draft EIR, overall baseline/existing conditions will remain and are referred to as representing the year 2023. The amount of time and work needed to prepare technical and environmental analyses necessitates that existing conditions data remains unchanged unless new data is published that would have a substantial and meaningful impact on the analysis and its conclusions.

As updated data for some 2022/2023 data points was released, the City evaluated whether the amount of change would substantively alter the technical analysis and/or conclusions but found that no subsequent release of data from authoritative sources merited new analysis or findings. For example, while the California Department of Finance (DOF) updates population and housing estimates on an annual basis², the changes between January 1, 2023, and January 1, 2024, estimates were nominal (substantially less than one percent): +17 people (+0.07 percent), -6 households (-0.07 percent) and +0.005 person per household (+0.18 percent). As documented in the City's 2024 annual progress report submitted by City of Barstow to the State Department of Housing and Community Development, only three units received certificates of occupancy in 2024, but all certificates of occupancy were issued after the NOP publication date. The City also reviewed the 2024 annual progress report submitted by the County of San Bernardino (County). Of the six units in the Barstow SOI that were issued building permits by the County in 2024, all units received their building permits after February 2024, and none received certificates of occupancy in 2024.

As of the date of this documentation, no other data sources cited below have released updated data. The published release schedule for 2024 American Community Survey data is September 11, 2025, for 1-Year data and December 11, 2025, for 5-Year data.³ Based upon past release schedules, the US Census is expected to release employment statistics for 2023 in November 2025.⁴ The City conducted an evaluation of changes in employment

1 *Sierra Club v. County of Tehama* (2012) 2012 Cal.App.Unpub.Lexis 8813, No. C066996. "However, as we have seen, "[t]he level of specificity of an EIR is determined by the nature of the project and the 'rule of reason'" [citation] "Where a lead agency is using the tiering process in connection with an EIR for a large-scale planning approval, such as a general plan or component thereof (e.g., an area plan or community plan), the development of detailed, site-specific information may not be feasible but can be deferred, in many instances, until such time as the lead agency prepares a future environmental document in connection with a project of a more limited geographical scale, as long as deferral does not prevent adequate identification of significant effects of the planning approval at hand." (Guidelines, § 15152, subd. (c).) General Plan EIRs may be used in a tiering situation. (Guidelines, § 15152, subd. (h).) The GPU EIR was not required to analyze environmental impacts for speculative hypothetical future development as part of the "project" (i.e., the GPU)."

2 California Department of Finance, Report E-5, Population and Housing Estimates for Cities, Counties, and the State, January 1, 2021-2025, with 2020 Benchmark (released May 1, 2025). Unless otherwise stated, all references to data published by the Department of Finance (DOF) are derived from this source.

3 Expected release schedule published by the US Census, as viewed on July 21, 2025, at <https://www.census.gov/programs-surveys/acs/news/data-releases/2024/release-schedule.html>

4 This data is referenced elsewhere as LEHD, which stands for Longitudinal Employer-Household Dynamics, and may also be referenced as LEHD Origin-Destination Employment Statistics (LODES). The 2022 dataset was released on November 19, 2024, with the expected release schedule

throughout the City from 2022 through February 2024 and did not identify substantive increases or decreases in employment activity. This is also consistent with the City's planning permits history, as a limited number of commercial development permits were issued in this period.

The traffic analysis of existing conditions, the currently adopted plan, and the proposed plan used the latest version of the San Bernardino Transportation Analysis Model (SBTAM) available at the time the NOP was published and when the traffic modeling was conducted (February 2025). This version of the model is referred to as SBTAM+. The model uses math and computer simulations to represent and predict how vehicular traffic will move in the real world. The population, households, and employment estimates documented in this section represent the inputs for the SBTAM+ version of the traffic model.

Households

Existing conditions estimates reflect the built environment as of 2023, based on the latest available data for the incorporated City from DOF, and for the unincorporated SOI based on data from SBTAM+. While the SBTAM+ dataset uses 2019 as a baseline year and reports 8,714 households for the incorporated City, this dataset was updated to reflect 2023 conditions and align with DOF's 2023 estimates of 8,778 households for the incorporated City.⁵ In some instances (i.e., tables or narratives), this estimate is shown as 8,769 households when discussed along with the BIG Specific Plan area, which contains nine dwelling units that are within the unincorporated County.⁶

SBTAM+ reported 3,149 households for the unincorporated SOI in 2019. This estimate was updated using information from BNSF and the County. BNSF identified an estimate of 99 households for the unincorporated portion of the BIG Specific Plan area. In the County's annual progress reports submitted to the State of California between 2020 and 2023, a total of eight additional units were constructed and received certificates of occupancy in the City's unincorporated SOI. Of these eight units, four were in Barstow Heights, two were in Lenwood, one was near Soap Mine Road, and one was in the Sylvan neighborhood.

Precise population and housing data for the unincorporated portions of the City's SOI is somewhat difficult to obtain as the SOI boundary generally does not align with census boundaries, apart from Lenwood, which is a census-designated place (CDP). Additionally, while the American Community Survey does report annual estimates beyond the decennial census down to the block group level, the published error rates increase substantially at the block level, making it harder to confidently estimate 2023 conditions for portions of the City's unincorporated SOI. Finally, the City has gathered data from the County regarding the eight additional units that would be a net increase above 2020 Census estimates. Accordingly, the City considers the 2020 Census data to be the best available data from which to draw information, primarily as a check on overall estimates for housing units, households, and persons per household rates.

The area known as Barstow Heights is within census block group 2 of tract 118.01 (see Figure 1. 2020 Census Boundaries – Barstow Environs for census tract and block group boundaries for the Barstow environs). While this block group covers a much larger area beyond Barstow Heights, an aerial review of existing land uses indicates no permanent homes currently (2023) elsewhere in that block group. Block groups 1 and 2 of tract 119 cover areas north of the Mojave River and provide data that can be associated with the unincorporated community of Hinkley.

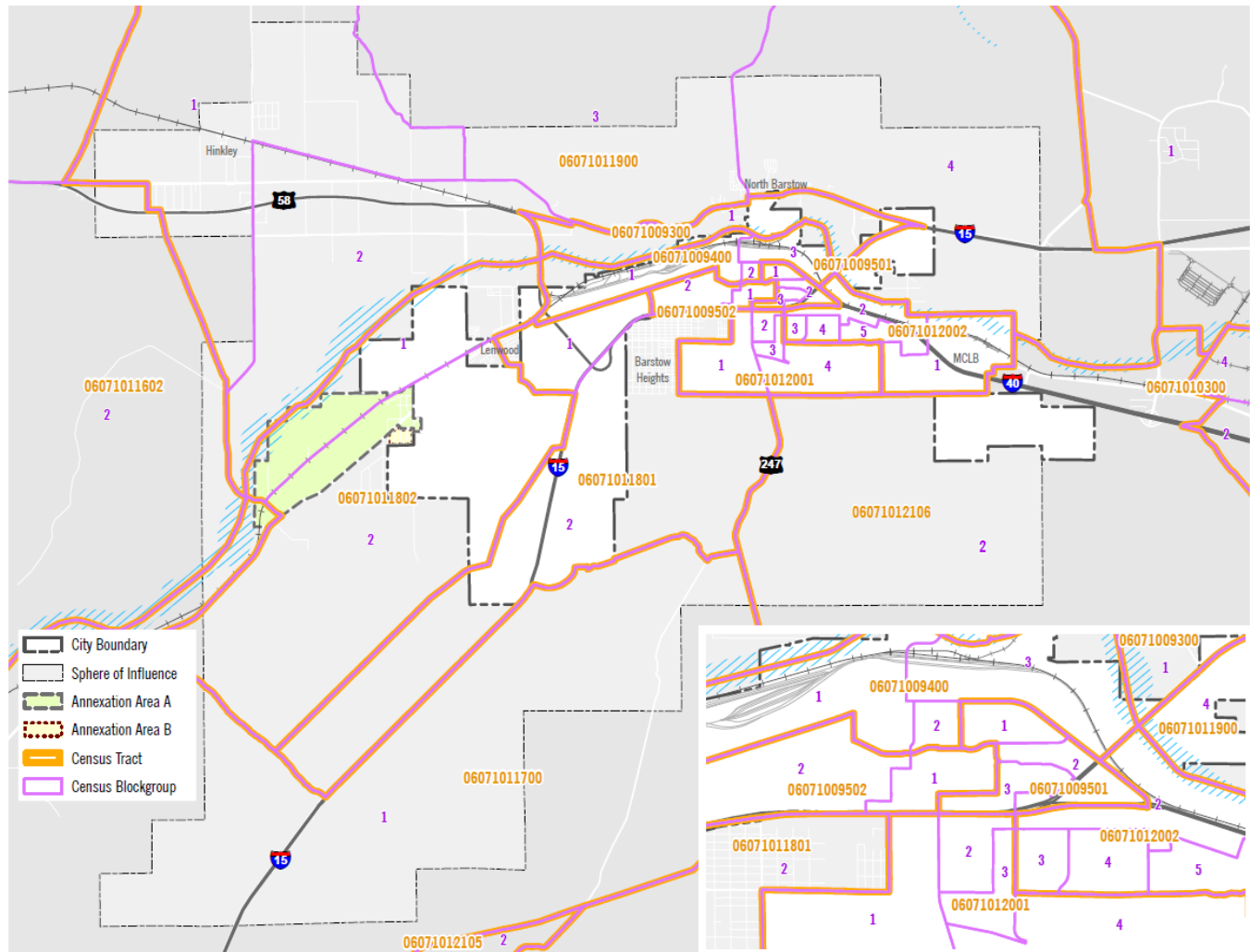
for the 2023 dataset based upon announcements published by the US Census, as viewed on July 21, 2025, at <https://lehd.ces.census.gov/announcements.html#111924>

5 California Department of Finance, Report E-5, Population and Housing Estimates for Cities, Counties, and the State, January 1, 2021-2025, with 2020 Benchmark (released May 1, 2025).

6 Household estimate for the BIG Specific Plan area provided by BNSF, 2024.

Block groups 3 and 4 of tract 119 and block group 1 of tract 93 reflect the unincorporated neighborhoods just north of the City. Block groups in tract 119 extend far beyond the City's unincorporated SOI boundaries, though there are few, if any, homes north of the SOI boundary. To the east in block group 4 of tract 119, there are roughly 60 homes that are within the City and roughly 100 homes that are to the east (and outside) of the proposed General Plan area. In block group 1 of tract 93, approximately 50 homes are within the City.⁷ After accounting for this and applying the 2023 vacancy rate reported by DOF for Barstow of 8.78 percent, the aggregate number of households reported in the 2020 Census for these block groups and the Lenwood CDP is 3,103, which is essentially the same as City's estimate of 3,109 households for the unincorporated SOI (excluding the BIG Specific Plan area). When the eight units reported by the County are added to the estimate derived from the 2020 Census, the estimates are nearly identical (3,109 vs 3,111 households), indicating that the household data derived from STBAM+ (with corrections from BNSF and additional data from the County) is accurate.

⁷ The number of homes within the block groups that are outside of the proposed General Plan area were estimated based on a review of aerial imagery published by Google Maps, as viewed on July 17, 2025.

Figure 1. 2020 Census Boundaries – Barstow Environs

Source: US Census (2020) and PlaceWorks. Labels can be read as follows: 060710118012 = census tract 118.01.

Based on this updated information, there were an estimated 11,986 households in the proposed General Plan area in 2023: 8,769 within the City boundary, 108 within the BIG Specific Plan area (nine incorporated and 99 unincorporated), and 3,109 within the balance of the City's unincorporated SOI.

Various technical analyses of the proposed General Plan will consider the number of occupied housing units (households) to be more relevant than all housing units as a projection statistic because nearly all activities and service needs are generated by the people living in housing units rather than the housing structures. While there is some consideration for services such as fire protection, the vast majority (76 percent⁸) of service calls provided by the Barstow Fire Protection District are for emergency medical services (serving people, not houses) and the risk of wildfire in Barstow is relatively low (not within a high or very high fire hazard zone).

Housing Units

The number of housing units within the incorporated City (occupied and vacant) for existing 2023 conditions is provided by DOF, which reported 9,623 units within the incorporated City (including the nine that are within the BIG Specific Plan area). The number of housing units in the unincorporated SOI is not reported independently by

⁸ Barstow Fire Protection District Chief Cisneros, email correspondence, July 17, 2025.

DOF or the Census. Excluding the BIG Specific Plan area, the City estimated that there were 3,408 housing units in the unincorporated SOI by applying the vacancy rate reported by DOF for Barstow to the household estimate. The 2023 vacancy rate reported by DOF for Barstow (8.78 percent) was more applicable to households in Barstow's unincorporated SOI compared to the vacancy rate reported by DOF for the entire unincorporated County (25.5 percent). The unincorporated County's vacancy rate is distorted by the extremely high vacancy rate in the Mountain region where many homes are traditionally used as vacation/seasonal homes. A comparison of the City's estimate (3,408 housing units) to aggregated 2020 Census and 2020-2023 County data (3,403 housing units) for the unincorporated SOI (excluding the BIG Specific Plan area) indicates that the City's estimate is accurate.

For the 108 households within the BIG Specific Plan area, BNSF provided data that assumed zero vacancy (100 percent occupancy) and indicated that all were single-family homes. The eight additional units that were constructed and received certificates of occupancy in the County between 2020 and 2023 are all also assumed to be occupied and were identified as single-family homes.

Based on this updated information, there were an estimated 13,130 housing units in the proposed General Plan area in 2023: 9,614 within the City boundary, 108 within the BIG Specific Plan area (nine within City limits and 99 within unincorporated County land), and 3,408 within the balance of the unincorporated SOI.

Population

The population estimate for 2023 was calculated by multiplying the total number of households throughout the proposed General Plan area by the average persons per household rates for both single-family and multifamily households, 2.97 and 2.57 respectively, consistent with 2023 ACS data (5-year estimates, Table B25124, Tenure by Household Size by Units in Structure; Table B25008, Total Population in Occupied Housing Units by Tenure). Population in group quarters was taken directly from DOF. The resulting estimated City population of 24,894 persons (including 27 within the BIG Specific Plan area and 305 in group quarters) was sufficiently comparable (within 1 percent) to total population estimates reported by ACS (25,198 persons) and DOF (24,930 persons). For the purposes of growth projections and comparisons to ACS/DOF data, single-family households are considered to live in detached single family homes while all other households are considered to live in multifamily housing (attached housing or more than one unit per lot, including mobile homes).

The existing population for the BIG Specific Plan area was estimated at 325 persons by applying average household size rates for the respective areas. For the nine single-family units within the City, the household size rate of 2.97 persons per household derived from the 2023 ACS was applied to generate a population estimate of 27 persons. For the 99 single-family units in the unincorporated County, the household size rate of 3.01 persons per household was derived from 2020 Census data for block group 2 of tract 118.02. This block group contains the majority of homes that overlap with the BIG Specific Plan area. The adjacent block group 1 of tract 118.02 contains very few homes in the BIG Specific Plan area and overlaps with the majority of the Lenwood CDP.

For the balance of the City's unincorporated SOI, the City applied the average persons per household rates for incorporated City areas for both single-family and multifamily households, 2.97 and 2.57 respectively, consistent with 2023 ACS data. The City also compared these rates with those identified at the block group level in the 2020 Census. Based upon 2020 Census data, the average household size rates for Lenwood and Barstow Heights was 3.12 and 3.01 persons per household, respectively. Other areas that overlap with the City's unincorporated SOI (excluding the BIG Specific Plan area) include Hinkley and neighborhoods just to the north and east of the northern City limits, with a reported household size rate of 2.72 persons per household according to 2020 Census data. When the population and household data is evaluated in aggregate for the block groups that include Lenwood

(2020 population of 3,623 persons), Barstow Heights (2020 population of 2,216 persons), and Hinkley/North Barstow (2020 population of 3,796 persons), an approximate aggregate average household size rate for the City's unincorporated SOI is 2.92 persons per household. The eight new units identified by the County constructed and occupied after the 2020 Census are generally dispersed (four in Barstow Heights, two in Lenwood, one near Soap Mine Road, and one in the Sylvan neighborhood) and are assumed to have no material effect on the average household size estimates from the 2020 Census.

The City's application of 2023 ACS persons per household rates generates an average household size of 2.93 persons per household, indicating that the City's estimates are appropriate for the purposes of generating an estimated existing population of 9,116 persons for the City's unincorporated SOI (excluding the BIG Specific Plan area, but including 54 average daily residents in group quarters as reported for 2019 by SBTAM+, with updates based upon data reported by the federal government⁹).

In total, the City estimates an existing population of 34,302 persons for the entire proposed General Plan area in 2023: 24,867 within the City, 325 within the BIG Specific Plan area, and 9,110 within the City's unincorporated SOI.

Employment

Total employment was determined by reviewing citywide job counts identified for Barstow in SCAG's 2024-2050 Regional Transportation Plan/Sustainable Communities Strategy (Connect SoCal 2024), sub-city level data contained in SBTAM+ (2019 base year) for the entire proposed General Plan area, and City records of development activity between 2020 and 2023.^{10,11}

Additional refinements were added to account for more accurate employment estimates for the Marine Corps Logistics Base (MCLB) Barstow (approximately 1,500 jobs)¹² and BNSF Barstow Yard (approximately 1,000 jobs). Within the proposed General Plan area, there are an estimated 14,416 jobs: 13,560 jobs in Barstow, 92 jobs within the BIG Specific Plan area, and 764 jobs within the balance of the City's unincorporated SOI.

1.2 Proposed Project (Proposed General Plan and Barstow International Gateway)

Households & Employment

For the Barstow, the discussion of household and employment growth are uniquely linked. Over the past decade, the number of households and jobs within the City and surrounding unincorporated communities has remained relatively constant, as the development boom occurring in the southerly portion of the high desert has not made

⁹ Mountain View Post Acute skilled nursing care facility is in Barstow Heights. The federal Centers for Medicare & Medicaid Services reported that this facility contains 59 certified beds and serves an average daily population of 48 for November 2023.

¹⁰ Employment data published by the US Census (LEHD LODS data) uses unemployment insurance (UI) wage records and information from the U.S. Office of Personnel Management (OPM) to provide detailed information on jobs and workers. However, certain categories of employment are not covered by UI or OPM records, such as independent contractors, salespersons primarily paid on commission, railroad workers, and many federal jobs, including civilian employees of the Department of Defense. Source: Matthew Graham & Erika McEntarfer & Kevin McKinney & Stephen Tibbets & Lee Tucker, 2022. "LEHD Snapshot Documentation, Release S2021_R2022Q4," Working Papers 22-51, Center for Economic Studies, U.S. Census Bureau.

¹¹ Although the gap in US Census LODS data may represent less than five percent of all jobs across a county or large region, this data gap can be more substantial for jurisdictions that contain a concentration of railroad and/or military jobs, such as Barstow. Accordingly, the City opted to draw from SCAG, SBTAM+, and City records of employment activity for the purposes of estimating existing citywide employment. US Census LODS data is cited elsewhere in this documentation when used in the formulation of growth projections for non-railroad and non-military employment.

¹² Provided at a meeting between the City of Barstow and MCLB representative, February 15, 2023.

its way north. However, BNSF's proposed Barstow International Gateway (BIG) project is anticipated to catalyze growth throughout the community.

The total number of households projected for 2048 represents existing households as of 2023 plus anticipated household growth. Total employment represents existing jobs as of 2023 plus the following: anticipated direct jobs generated by the BIG Specific Plan; other new jobs expected through unrelated commercial, industrial, and institutional development; and local-serving jobs supported by household growth (induced jobs) in the General Plan area through 2048. Total households and employment were calculated in a linked, multistep process as described below.

Step 1 – Calculate direct employment growth

The first step in the process added the number of jobs expected to be created by large-scale future projects in the development pipeline and known interest from local property owners and developers.

Employment for the BIG Specific Plan's railyard and transload warehouse center were obtained directly from BNSF. The proposed railyard is estimated to generate 860 onsite jobs by 2028, increasing to 1,125 on-site jobs by 2048. The transload warehouse center is estimated to generate approximately 2,767 on-site jobs by 2028, increasing to 4,248 on-site jobs by 2048. Jobs associated with BIG's construction are temporary and are not included in the 2048 projections. According to estimates provided by BNSF, development of the BIG Specific Plan would replace approximately 93,724 square feet of existing non-residential land uses that generate roughly 92 jobs: 85,887 square feet of commercial uses (approximately 85 jobs) and 7,837 square feet of industrial uses (approximately 7 jobs).

A second large project is the proposed Los Coyotes Band of Cahuilla and Cupeño Indians Fee-To-Trust and Hotel-Casino Project (Los Coyotes Casino Project), with estimates derived from the Final EIS/Tribal EIR (FEIS/TEIR) issued and finalized in April 2014/December 2016 and the Supplemental Information Report (SIR) issued in May 2023. The FEIS/TEIR and SIR evaluated both an Alternative A that would consist of a casino with approximately 88,500 square feet of gaming floor, a 160-room hotel, and associated facilities, with 1,309 employment positions; and an Alternative B that would consist of a 164,400 square foot casino building, a 100-room hotel, and associated entertainment, retail, and services facilities, with 1,038 employment positions. The 2023 SIR was prepared to determine whether a Supplemental EIS (SEIS) was warranted based on changes to existing conditions, the project, or regulatory settings. The SIR concluded that a SEIS was not necessary. Per page 1 of the 2023 SIR, "Although the Tribe intends to move forwards with Alternative B, consistent with the determination of the FEIS, this document conservatively analyzes Alternative A, which is the higher intensity and more impactful alternative." The intention to move forward with Alternative B is restated in a Municipal Services Agreement executed on October 29, 2024, between the City of Barstow and the Los Coyotes Band of Cahuilla and Cupeño Indians. The proposed General Plan projections assume a rounded average of Alternatives A and B in terms of employment (1,200) to enable the City to accommodate some potential increase beyond Alternative B; however, the City opted not to assume the full development of Alternative A.

A third large source of future employment is a series of cannabis facilities (approved by the City in January 2023) to be located at the former outlet mall, which are anticipated to generate an estimated 355 jobs at their full build-out.

The resulting 6,836 jobs constitute direct net job growth that is independent of household growth during the 2023-2048 planning period.

Step 2 – Calculate employment based on long-term regional market trends (independent of the proposed General Plan’s Land Use Plan)

The North American Industry Classification System (NAICS) is a standardized method for classifying businesses by industry, allowing researchers, businesses, and government agencies to identify patterns, benchmark performance, and project future workforce needs based on reliable, comparable statistics. The NAICS divides the entire economy into 20 main sectors, with each sector representing a large area of economic activity and business based on similar types of economic activities or production processes, such as manufacturing, retail trade, or professional services.

Employment growth for 12 of the 20 sectors is largely independent of household growth and changes in the proposed General Plan’s Land Use Plan and are instead driven by long-term regional market trends as the income for businesses in these sectors is largely or exclusively derived from customers outside of the local area.

Projected employment growth in the Transportation and Warehousing sector was informed by the 20-year trendline and known interest from local property owners and developers. Truck-based logistics operations are assumed to occur in the City’s southern and northeastern portions, immediately adjacent to Interstate 15. The truck-based logistics facilities would be wholly independent of the BIG Specific Plan and BNSF’s planned operations and the truck-based logistics facilities represent the broader logistics industry’s desire to expand into the northern part of the County for regional distribution centers. When projecting growth, the City considered how truck-based logistics could be accommodated by the local roadways without compromising desired intersection/roadway levels of service.

For 11 additional sectors, future employment was estimated by analyzing historical employment trends and projecting growth through to the year 2048. For example, the number of jobs in the Utilities sector has fluctuated over the past 20 years (2003 to 2022) from a low of 21 to a high of 73, with an average of 37. The City assumed that over the next 25 years, employment in this sector will revert to its 20-year average, which would result in a net increase of 10 jobs over 2022’s estimated employment of 27 jobs. As another example, for the Administration & Support, Waste Management & Remediation sector, the 20-year average is 384 jobs, but the 10-year average (2013-2022) is 92, which diminishes the validity of an assumption of reverting to the 20-year average. In these instances, the City carried forward the 2022 employment estimate (157 for the example sector) and assumed no job growth.

In the Manufacturing sector, the number of jobs has fluctuated over the past 20 years (2003 to 2022) from a low of 62 to a high of 147, with an average of 99. While this average is slightly lower than the 2022 estimate of 104, the City opted to carry forward the 2022 estimate instead of a loss of five jobs. Finally, in two sectors (as shown below), only one or two jobs were ever reported in a given year, and the 20-year average was essentially zero. For these sectors, no job growth was assumed and the 2022 employment estimate of zero was carried forward. The **Table 1** below lists the trend-based job growth by sector (along with the corresponding SBTAM+ category).

Table 1. 2048 Projections of Trend-Based Employment, Proposed General Plan Area

Industry Sector (NAICS)¹	SBTAM+ Category	Trend-Based Job Growth²	Assumption³
Transportation and Warehousing	Transportation and Warehousing and Utility	1,250	Augmented 20-year trendline
Agriculture, Forestry, Fishing and Hunting	Agriculture and Mining	0	20-year average close to zero
Mining, Quarrying, and Oil and Gas Extraction	Agriculture and Mining	0	20-year average close to zero
Utilities	Transportation and Warehousing and Utility	10	Difference between 20-year average and 2022 existing
Construction	Construction	18	Difference between 20-year average and 2022 existing
Manufacturing	Manufacture	0	Carried forward 2022 estimate; 20-year average slightly below 2022 existing
Wholesale Trade	Wholesale Trade	110	Difference between 20-year average and 2022 existing
Information	Information	0	Carried forward 2022 estimate, which is between the 20-year and 10-year averages
Professional, Scientific, and Technical Services	Professional and Business Services	30	Difference between 20-year average and 2022 existing
Management of Companies and Enterprises	Professional and Business Services	4	Difference between 20-year average and 2022 existing
Administration & Support, Waste Mgmt & Remediation	Professional and Business Services	0	Carried forward 2022 estimate, which is between the 20-year and 10-year averages
Accommodation & Food Services	Leisure and Hospitality	199	Difference between 20-year average and 2022 existing
TOTAL		1,621	
Notes: 1. Of the 20 industry sectors, as categorized by the North American Industry Classification System (NAICS), 12 are included in this table and correlated to the applicable category evaluated by the traffic model (SBTAM+). Note that the remaining 7 are addressed in Step 5, which identifies employment projections for the retail sector and other sectors based on projected household growth (see Table 2 for a breakdown of the non-retail sectors). 2. Trend-based job growth is independent of and in addition to direct employment growth identified in Step 1. 3. Employment data retrieved from the US Census Bureau LODES data for the years 2003-2022 (latest available). Sources: City of Barstow, PlaceWorks, 2025.			

Step 3 – Comparison to regional growth projections

The number of new jobs anticipated through 2048 was compared to the demographics and growth forecast associated with SCAG's Connect SoCal 2024)—see **Figure 3** later in this document. SCAG's growth forecasts are based on recent and past trends, expert-derived demographic and economic assumptions, and individual meetings with jurisdictions to understand the vision for the future. The analysis and jurisdictional meetings took place throughout 2022, and the planning horizon years (2048 vs 2050) are similar. It was determined that SCAG's projection of 5,400 jobs was representative of potential growth without the presence of the BIG Specific Plan, associated induced growth, and other development opportunities identified during the proposed General Plan process. With the BIG Specific Plan and other direct employment growth, the City estimated an additional 3,151 jobs could be generated above SCAG's projection.

The City provided a preliminary household growth estimate of 3,465 to SCAG as part of the local input process for the Connect SoCal 2024. The County forecasted 43 housing units of growth in its 2021-2029 Housing Element for Barstow's unincorporated SOI. After considering the eight units that have been constructed and received certificates of occupancy between 2020 and 2023 in Barstow's unincorporated SOI, the net household growth is 35.¹³ The adopted Connect SoCal 2024 reflected household growth of 3,500 for Barstow. This estimate of 3,500 aligns with the City's preliminary household growth estimate plus the County's net growth estimate for Barstow's unincorporated SOI.

Step 4 – Calculate household growth generated by:

4a. Net increase in direct employment growth

The City next estimated the percentage of projected employees that will both live and work in the proposed General Plan area (live-work share factor). While US Census LODES data is an incomplete representation of the City's employment context (e.g., it does not include railroad workers), the dataset offers an understanding of employment by both the location of jobs and the residence of workers. In other words, the dataset can identify where people who work in the proposed General Plan area live: within the City, the unincorporated SOI, or outside of the proposed General Plan area. Trends in the LODES data can be used to generate an assumption of the number of future workers that will work and live in the proposed General Plan area.

While other datasets are not publicly available to determine the proportion of existing railroad workers and civilian and military personnel that live and work in the proposed General Plan area, the City's travel distance from the nearest urban area (at least 30 miles) and the presence of base housing at MCLB (for both single individuals and those with dependents), make it reasonable to assume that live-work patterns may be similar to employment categories that are covered by the LODES data. Accordingly, for the purposes of determining growth projections, the City considers the LODES data to be sufficiently representative of existing conditions for the proposed General Plan area and suitable for use in generating assumptions for future workers.

The live-work share factor published in the 2022 LODES data is 29.4 percent for Barstow, meaning nearly 30 percent of people that work in the City also live in the City. The live-work share factor increases to 39.8 percent when you include the population and employment on land within both the incorporated areas and adjacent unincorporated block groups with boundaries that 1) do not extend beyond the SOI boundary, and 2) contain unincorporated communities (e.g., Lenwood and Barstow Heights) and/or clusters of existing or planned residential or employment uses.

Additionally, the 2022 estimates are slightly lower compared to 10- and 20-year averages for both geographies. The 10- and 20-year average live-work share factors for Barstow are 30.3 and 32.5 percent, respectively. The 10- and 20-year average live-work share factors for portions of the City's unincorporated SOI are 40.6 and 43.4 percent, respectively.

The proposed General Plan's goals, objectives, and policies are expected to increase the concentration of new jobs and housing within the City limits and bring new amenities that will enhance Barstow as a place to live.

¹³ The 35 households represent the net growth for Barstow's unincorporated SOI according to the County. The County projected 43 units of housing growth in its 2021-2029 Housing Element; see Table 10, PEIR Growth Projections vs 2021-2029 Housing Element Inventory, 2021-2029 Housing Element and Hazards Element Update Addendum (February 2022). In the County's annual progress reports submitted to the State of California between 2020 and 2023, a total of eight additional units were constructed and received certificates of occupancy in Barstow's unincorporated SOI. These eight approved and occupied units were subtracted from the 43 projected units to arrive at a net growth of 35 units. While the eight units received certificates of occupancy and the other projected 35 units were assumed to be 100 percent occupied, the net number of projected units in the City's unincorporated SOI was increased from 35 to 37 units to ensure consistency with future (2048) forecasts.

Additionally, the City's unique location (e.g., 30 miles from the Victor Valley cities) means that there are fewer housing opportunities within a relatively short commute (less than 30 minutes). The nearest cities in Los Angeles and Kern Counties are Lancaster (approximately 90 miles) and California City (approximately 60 miles), respectively. Furthermore, existing and new housing in Barstow is expected to continue to be more affordable compared to nearby communities that offer some measure of amenities such as Helendale and Victorville.^{14,15}

Based upon this information, while a range of live-work share factors that represents the broader proposed General Plan area (2022, 10-year average, or 20-year average) may be suitable to apply to future employment growth, the City opted for a more conservative approach to account for the possibility of lower live-work share estimates for employment not covered in the LODES data. The City instead chose to apply a rounded live-work share factor of 35 percent that represents both the most recently available data (2022) and the lowest average of both geographies (the 10- and 20-year averages are 36 and 38 percent, respectively).

Once a live-work share factor was developed, SCAG's projected job growth from the Connect SoCal 2024 planning period was subtracted from the job growth calculated in Step 1 and Step 2 and identified in Step 3. The resulting estimate (3,151), which represents the anticipated job growth in excess of SCAG's projection, was then multiplied by the work-live share factor of 35 percent to estimate the number of households (1,103) generated by the net difference in employment. A work-live share factor of 35 percent means that approximately one out of every three additional workers employed in Barstow will choose to live in the City as well. The calculated number of additional households was then added to SCAG's projected household growth for the planning period (3,500), resulting in a total of 4,603 new households.

4b. Development Interest and City Housing Element Capacity

During the process of drafting the proposed General Plan, the City was approached by a large residential developer with plans to purchase significant acreage north and east of the Outlets to develop a master planned residential community, which would include single family and multifamily product types. The acquisition would also include a land swap with the Bureau of Land Management.

Furthermore, the City desires to prepare for future RHNA cycles. The RHNA (regional housing needs assessment) is a state-mandated process that determines the number of housing units each local jurisdiction must plan for in its Housing Element to accommodate anticipated residential growth at all income levels. To reduce the need for future land use amendments and ensure that Barstow's housing stock provides a diversity of options, both in location and type, additional multifamily capacity is being accounted for separately from Step 4a. An additional 1,000 multifamily households were included to bring total projected household growth for the planning period up to 5,603.

¹⁴ Only 21.6% of ownership households are cost burdened, which is the lowest rate among all jurisdictions in Riverside and San Bernardino counties. See UC Riverside (2022). Housing Affordability in Riverside and San Bernardino Counties. Table 2, Ranking Cities by Percentage of Cost-Burdened Households by Tenure. Additionally, SCAG reported in its 2023 Local Profiles Data that the percentage of income spent on housing in Barstow in 2022 averaged 22% across all households (14% for owners and 28% for renters). Of the 23 jurisdictions in San Bernardino County, SCAG indicates that only Needles and Big Bear Lake were more affordable (and less than 20% of Big Bear Lake's housing units are occupied by permanent residents). In Lancaster, the percentage of income spent on housing was reported to be 27.4% across all households (22% for owners and 41% for renters).

¹⁵ Over the past two years, the median price of homes sold in Barstow was roughly \$100,000 lower than homes in nearby Helendale, a master planned community that would offer housing stock comparable to new homes to be built in Barstow. Median home prices were over \$150,000 higher in Victorville, the nearest city. Rocket (May 2025). Barstow Housing Market Report. <https://rocket.com/homes/market-reports/ca/barstow>, accessed July 2025.

Step 5 – Calculate employment growth induced by household growth

The next step was to determine the number of jobs induced by the household growth calculated in the previous step. The focus of this analysis was on eight NAICS sectors that are associated with household growth, as they provide goods and services to local residents. The number of jobs for each industry sector was calculated as described below, and the estimates were added to the job growth calculated in Step 1 and Step 2 to arrive at the total number of new jobs projected during the planning period.

Retail Sector

To estimate the number of new jobs in the retail sector, the total number of new households calculated in Step 4 was first multiplied by an industry-standard factor of 50 square feet per household. The resulting estimate represents the total amount of retail building square footage that can be expected to be supported by the new households' demand for retail goods. Next, the resulting building square footage was divided by an employment generation factor (EGF) of 532 square feet per employee, to estimate the number of jobs supported by the building square footage. This factor was derived from the median square feet per worker by principal building activity data published in the Energy Information Administration's 2018 Commercial Buildings Energy Consumption Survey (latest available version, released in 2021 and updated in 2022). More specifically, the future retail sector for Barstow was assumed to consist of the following principal building activities (median square feet per worker in parentheses): strip shopping center (684), fast food (433), restaurant or cafeteria (480). The new household growth is projected to support an additional 527 retail jobs.

Other Local-Serving Sectors

To estimate the number of jobs generated across the seven local resident-serving industries, the household growth calculated in Step 4 was multiplied by a unique employment generation factor (EGF) for each industry sector. The employment generation factors quantify the number of jobs per 1,000 households for each sector and were determined by evaluating past trends and future market projections.

Table 2. 2048 Projections of Employment Induced by Household Growth, Proposed General Plan Area

Industry Sector (NAICS) ¹	SBTAM+ Category	Jobs EGF ^{2,3}	Assumption ⁴
Finance and Insurance	Financial Activity (FIRE)	21 jobs 3.67 jobs per 1,000 households	20-year trendline projected forward 25 years
Real Estate and Rental and Leasing	Finance, Insurance, and Real Estate (FIRE)	28 jobs 4.97 jobs per 1,000 households	20-year trendline projected forward 25 years
Educational Services	Education and Health Services	520 jobs 92.74 jobs per 1,000 households	2012-2022 average; substantial drop-off in 2012 from previous years with stabilization to 2022
Health Care and Social Assistance	Education and Health Services	915 jobs 163.32 jobs per 1,000 households	20-year trendline projected forward 25 years
Arts, Entertainment, and Recreation	Leisure and Hospitality	13 jobs 2.26 jobs per 1,000 households	20-year average
Other Services	Other Services	155 jobs 7.63 jobs per 1,000 households	2013-2022 average; substantial drop-off in 2013 from previous years with stabilization to 2022
Public Administration	Public / Administration	183 jobs 32.58 jobs per 1,000 households	2015-2022 average; substantial drop-off in 2015 from previous years with stabilization to 2022
TOTAL		1,835	
Notes:			

1. Of the 20 industry sectors, as categorized by the North American Industry Classification System (NAICS), 7 are included in this table and correlated to the applicable category evaluated by the traffic model (SBTAM+). The retail trade sector is calculated separately. Note that the remaining 12 are addressed in Step 2, which identifies employment projections for the sectors based on long-term local and regional trends (see Table 1).
2. Employment data retrieved from the US Census Bureau LODES data for the years 2003-2022 (latest available).
3. Household data retrieved from the California Department of Finance population and housing estimates tables E-4 and E-5 for the years 2003-2022.
4. Twenty-year trendlines were applied except in cases where trends would be distorted by large fluctuations (e.g., a substantial drop off in employment levels), in which case an average of the most recent continuous extended periods of stable employment trends was used. For Arts, Entertainment, and Recreation, a 20-year average was used as the trendline projection suggested a decrease compared to 2022, but the sector is underdeveloped and likely to expand alongside projected household growth.

Sources: City of Barstow, PlaceWorks, 2025.

Step 6 – Calculate household growth generated by induced employment

Finally, the number of jobs created by demand from the household growth calculated in Step 5 (527 retail + 1,835 other local serving sectors = 2,362) was multiplied by the same work-live share factor of 35 percent that was applied in step 4, to estimate the number of households generated by the additional jobs. The resulting household growth estimate, 827, was then added to the household growth estimate calculated in Step 4 (5,603) to arrive at the net citywide growth anticipated during the planning period, 6,430 households. However, the loss of 108 units (and therefore households) due to the BIG Specific Plan reduces the growth estimate to 6,322 for the entire proposed General Plan area. This growth estimate was adjusted marginally (by 49 households) to 6,371 to ensure the 2048 projections were internally consistent between the proposed General Plan and what was studied in the traffic and infrastructure analyses.

Existing housing units (in the incorporated and unincorporated portions of the proposed General Plan area) are projected to retain a vacancy rate of 8.78 percent (DOF, 2023) but new housing units are projected to have a lower vacancy rate between 4 and 5 percent.

The decision to calculate new housing unit vacancy at a rate lower than existing housing units was informed by the trends observed in other high desert cities. In general, a balanced vacancy rate for a housing market is typically around 4 percent to 6 percent for ownership units and 5 percent to 8 percent for rental units. Over the past 20+ years, occupancy rates in Victorville, Hesperia, and Apple Valley increased as the jurisdictions experienced significant growth, ultimately stabilizing at vacancy rates between 4 and 5 percent (DOF, 2000-2023). Based on general trends for a balanced housing market and historical localized trends of nearby cities after experiencing growth, vacancy rates for future housing units in Barstow were assumed to be 4 percent for ownership units and 5 percent for rental units.

Applying these assumptions results in a total number of estimated housing units in the proposed General Plan area of 19,738, an increase of 6,608 over the existing 2023 total.

Theoretically, the resulting household growth calculated in this step could itself generate additional induced employment, but the result would be nominal and unnecessary for inclusion.

Population

The total population in 2048 was estimated by adding the projected household population growth to the existing population estimate for 2023.

Based upon DOF data, Barstow experienced an average annual increase of 0.15 percent in household size between 2011 and 2020 and household size in jurisdictions throughout San Bernardino County grew an average of 0.14 percent per year in that same time period. Jurisdictions in Imperial County, which may be an appropriate comparison in terms of desert context, proximity to other urban centers, and low cost of housing, also saw a sustained average increase in household size of 0.69 percent per year between 2011 and 2020.

Though DOF reported that average household size decreased between 2020 and 2023, this trend may be considered an impact of COVID¹⁶, and the City's average household size may revert to prior trends in the post-pandemic world. Despite the overall projection of a downward trend of household size in the broader region, the goals, objectives, and policies of the proposed General Plan are expected to attract more family households due to the comparably lower cost of living and more affordable housing options that are currently available and would be built¹⁷. Furthermore, in connection with this expectation, the City is applying a more conservative assumption that potentially overestimates future population growth compared to regional trends.

Accordingly, the 2048 population projections are based upon an assumption that new households moving to General Plan area will be slightly larger than existing households. The resulting assumptions include an average of 3.0 persons per new single-family household, which is a rounding of the existing 2.97 persons per household to account for a stable and even slight increase in household size to reflect family households. For new multifamily households, the assumption was 2.77 persons per household, which is an average of the existing single family and multifamily household sizes and reflects an assumption that more families will choose to move to Barstow in more affordable, higher density housing options. These factors were multiplied by the projected household growth estimates, calculated in the Households & Employment section above, and result in 18,751 new residents. In 2048, the total population for the proposed General Plan area is projected to be 52,833 residents.

The BIG Specific Plan does not propose or permit residential development and therefore no population projection was assumed for 2048 conditions within that area. The population projection for 2048 for the unincorporated SOI did not assume any increase in housing development from 2023 conditions due to the assumption that new housing development, and therefore new households, would occur within the City boundary, closer to existing and future public amenities and services.

Table 3. Proposed General Plan – Existing Conditions and 2048 Projections

Statistic	City of Barstow (excluding BIG)	BIG SP & Annexation	Balance of SOI	Total
HOUSEHOLDS				
Existing (2023)	8,769	108	3,109	11,986
Single Family	5,055	108	2,666	7,829
Multifamily	3,714	0	443	4,157
Future (2048)	15,170	0	3,144	18,314
Single Family	8,983	0	2,701	11,684
Multifamily	6,187	0	443	6,630
Projected Growth	6,401	-108	35	6,328
Single Family	3,928	-108	35	3,855
Multifamily	2,473	0	0	2,473
HOUSING UNITS				
Existing (2023)	9,614	108	3,408	13,130
Single Family	5,542	108	2,922	8,572
Multifamily	4,072	0	486	4,558
Future (2048)	16,293	0	3,445	19,738
Single Family	9,623	0	2,959	12,582
Multifamily	6,670	0	486	7,156
Projected Growth	6,679	-108	37	6,608

¹⁶ Shrinking household size strains California's housing market. (November 17, 2022). <https://www.ppic.org/blog/shrinking-household-size-strains-californias-housing-market/>

¹⁷ See information and footnotes in explanation of calculating household growth (Step 4a).

Table 3. Proposed General Plan – Existing Conditions and 2048 Projections

Statistic	City of Barstow (excluding BIG)	BIG SP & Annexation	Balance of SOI	Total
Single Family	4,081	-108	37	4,010
Multifamily	2,598	0	0	2,598
POPULATION				
Existing (2023)	24,867	325	9,110	34,302
Single Family	15,025	325	7,924	23,274
Multifamily	9,537	0	1,138	10,675
Group Quarters	305	0	48	353
Future (2048)	43,618	0	9,215	52,833
Single Family	26,926	0	8,029	34,955
Multifamily	16,387	0	1,138	17,525
Group Quarters	305	0	48	353
Projected Growth	18,751	-325	105	18,531
Single Family	11,901	-325	105	11,681
Multifamily	6,850	0	0	6,850
Group Quarters	0	0	0	0
NON-RESIDENTIAL SQUARE FOOTAGE				
Existing (2023)	10,157,592	0	913,999	11,071,592
Commercial	4,112,807	0	156,556	4,269,362
Industrial	2,965,058	0	527,279	3,492,337
Institutional	3,079,728	0	230,165	3,309,893
Future (2048)	16,592,514	9,150,000	820,275	26,562,790
Commercial	6,089,524	0	70,669	6,160,192
Industrial	6,350,020	9,150,000	519,442	16,019,462
Institutional	4,152,971	0	230,165	4,383,136
Projected Growth	6,434,922	9,150,000	-93,724	15,491,198
Commercial	1,976,717	0	-85,887	1,890,830
Industrial	3,384,962	9,150,000	-7,837	12,527,125
Institutional	1,073,243	0	0	1,073,243
EMPLOYMENT				
Existing (2023)	13,560	92	764	14,416
Commercial	6,171	85	174	6,345
Industrial	2,458	7	334	2,792
Institutional	4,931	0	348	5,279
Future (2048)	19,098	5,373	764	25,235
Commercial	8,386	0	89	8,474
Industrial	4,163	5,373	327	9,865
Institutional	6,549	0	348	6,897
Projected Growth	5,538	5,281	0	10,819
Commercial	2,215	-85	0	2,130
Industrial	1,705	5,366	0	7,071
Institutional	1,618	0	0	1,618
Sources: City of Barstow, PlaceWorks, 2025.				
Note: The projected negative growth of 93,724 square feet is the non-residential land uses the BIG Specific Plan would remove/replace.				

Table 4. Breakdown of Projected Job Growth (2023-2048)

BIG Direct Employment	Building Square Feet	Jobs
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Table 4. Breakdown of Projected Job Growth (2023-2048)

Commercial	0	0
Industrial	9,150,000	5,373
Institutional	0	0
Total	9,150,000	5,373
Other Direct Employment (non-BIG)	Building Square Feet	Jobs
Commercial	1,439,922	1,471
Industrial	3,384,962	1,705
Institutional	0	0
Total	4,824,884	3,176
Induced Employment	Building Square Feet	Jobs
Commercial	536,795	744
Industrial	0	0
Institutional	1,073,243	1,618
Total	1,610,038	2,362
Employment replaced by BIG	Building Square Feet	Jobs
Commercial	-85,887	-85
Industrial	-7,837	-7
Institutional	0	0
Total	-93,724	-92
TOTAL GROWTH	BUILDING SQUARE FEET	JOBS
Commercial	1890,830	2,130
Industrial	12,527,125	7,071
Institutional	1,073,243	1,618
Total	15,491,198	10,819

Sources: BNSF, City of Barstow, and PlaceWorks, 2025.

Cumulative Projects

Projects within 30 miles of the City's unincorporated SOI were considered, but have either been completed or are so small as to be irrelevant, with two exceptions. There are two projects that are under consideration by the County within the City's unincorporated SOI. Because the County would remain the local agency with land use authority for these projects, these two projects are not considered part of the City's proposed General Plan but are instead considered probable future projects producing related or cumulative impacts (State CEQA Guidelines 15130). Accordingly, these two projects are included in the traffic analysis and cumulative impact analysis portion of the EIR. The two County projects are:

- Diamond Road Solar Facility, situated on 120 acres south of the incorporated City boundaries near Highway 247 (APNs: 0428-181-13, 15, and 20)
- Lenwood Electric Vehicle Charging and Logistics Facility consisting of (1) an EV Charging station to serve light duty/passenger vehicles and medium and heavy-duty trucks, and (2) a state-of-the-art concrete tilt-up logistics facility of 1,341,432 square feet in three buildings on 99.85 acres in the unincorporated Lenwood community (APNs: 049-714-203, 204, 214, and 215)

1.3 Marginal Differences in Technical Analyses

Once the Notice of Preparation was released in February 2024, traffic and infrastructure analyses were initiated to support the City's evaluation of the proposed General Plan. These studies leverage modeling tools to study

existing conditions and the potential implications of forecasted changes, with the results feeding directly into other technical studies and associated modeling on topics such as air quality and greenhouse gas emissions. The traffic and infrastructure analyses were initiated in 2024 and used existing conditions and growth projections developed in 2024. The modeling for these analyses was largely completed by the end of 2024.

In early- and mid-2025, minor adjustments were made to existing conditions and growth projections based on updated data and input from BNSF as well as new data published by DOF. These adjustments were evaluated to assess whether they would represent or yield differences in the analysis or conclusions that were substantive or meaningful. The City concluded that the slight differences between the estimates presented in **Tables 3** and **4** of this methodology documentation and those analyzed in the traffic and infrastructure analyses are nominal and do not materially affect the potential implications or conclusions of the City's evaluation of the proposed General Plan or potential environmental impacts. To provide additional clarity, the following narrative summarizes the minor differences in the estimates for existing (2023) conditions, projected growth, and future (2048) conditions presented in this methodology documentation and those found in other technical studies associated with the proposed General Plan and EIR.

Most estimates vary by less than one-half of a percent and only three estimates (with one exception) vary by one percent in total (across the entire proposed General Plan area): a 1.14 percent variance/increase in projected growth of single-family units; a 1.04 percent variance/increase in projected growth of population; and a 0.98 percent variance/increase in projected growth and future (2048) building square footage (no change in employment; see additional discussion provided later in this section).

Additionally, the household estimates were based in part on the refinement of the location of existing and future households based upon data published by the County. The variance in households was 0.05 percent for existing conditions and 0.78 percent for projected growth, with the additional 35 households of growth in the City's unincorporated SOI distributed across four different traffic analysis zones (a difference that was confirmed by the traffic consultant to be nominal).

The only variance that was greater than one percent was an update of population living in group quarters based on updated data published by DOF and the federal Centers for Medicare & Medicaid Services. The variance was a decrease from 470 to 353 persons living in group quarters in the proposed General Plan area. Not only is this a small variance compared to the overall population (0.34 percent change for existing conditions), but also the traffic analysis does not leverage population estimates for group quarters (it instead relies upon employment estimates, as the occupants often do not drive vehicles). The infrastructure analysis relies upon data reported by the City and service providers for actual water and infrastructure usage.

Moreover, the future 2048 conditions presented in **Tables 3** and **4** of this methodology documentation remain the same as those analyzed in the traffic and infrastructure analyses, with two exceptions. The first exception is a variance of one job out of thousands due to a rounding related to the BIG Specific Plan. The second variance is the 150,000 square feet of the railyard's administrative building square footage above the transload warehouse center. However, the number of administrative jobs is independent of administrative building square footage and is instead incorporated into the employment generation factors BNSF applies to the non-administrative building square footage. Accordingly, this difference in administrative building square footage did not change employment estimates and thus did not affect the traffic or infrastructure analyses.

Finally, as mentioned in the discussion of cumulative projects, the traffic analysis and cumulative impact analysis portion of the EIR evaluated an additional 1,269 employees that are associated with projects that are under consideration by the County within the City's unincorporated SOI. These 1,269 employees consist of 1,161 in the

Transportation and Warehousing sector, 78 in the Retail sector, 17 in the Public Administration sector, 11 in the Other Services sector, and 2 in the Finance, Insurance, and Real Estate sector.

1.4 2015-2020 General Plan (No Project)

The City also identified projections for the City’s 2015-2020 General Plan (2015 General Plan) to represent the “No Project” alternative analysis in the EIR. As of March 2025, there were no amendments that substantively changed the General Plan (for the purposes of projections) from its 2015 adoption date.

The number of households, residents (population), and employees cited in the 2015 General Plan was initially compared to the demographics and growth forecast associated with SCAG’s Connect SoCal 2020 (2020–2045 Regional Transportation Plan/Sustainable Communities Strategy)—see **Figure 2**. SCAG’s growth forecasts are based on recent and past trends, expert-derived demographic and economic assumptions, and individual meetings with jurisdictions to understand the vision for the future. The analysis and jurisdictional meetings took place between 2017 and 2019, and the planning horizon years (2045 vs 2048) are similar.

As part of SCAG’s Connect SoCal 2024 process, a similar methodology was undertaken by SCAG, with consideration given for economic and household implications influenced by the COVID Pandemic and a slightly extended horizon year of 2050 (very close to the proposed General Plan’s horizon year of 2048). In 2022, the City reviewed the draft Connect SoCal 2024 projections (prepared and distributed by SCAG) and submitted local input of 12,180 households and 17,021 jobs for the 2050 horizon year forecast. SCAG confirmed its agreement with the City’s forecast based on the 2015 General Plan, with the final (adopted in April 2024) Connect SoCal 2024 forecast displayed in **Figure 3**. Accordingly, the City’s local input estimates are considered appropriate projections of growth for the incorporated areas for a No Project alternative through 2048 and generally align with SCAG’s Connect SoCal 2024 forecast.

Figure 2. Connect SoCal 2020 Growth Forecast

TABLE 14 Jurisdiction-Level Growth Forecast - Continued							
County	Jurisdiction	Population		Households		Employment	
		2016	2045	2016	2045	2016	2045
San Bernardino	Barstow city	24,200	36,900	8,400	12,800	11,700	18,500

Source: Connect SoCal 2020, Demographics and Growth Forecast Technical Report

Figure 3. Connect SoCal 2024 Growth Forecast

Table 13. Jurisdiction-level growth forecast

		Population		Households		Employment		
County	Jurisdiction	2019	2035	2019	2050	2019	2035	2050
San Bernardino	Barstow city	25,300	8,600	10,700	12,100	11,700	15,000	17,000

Source: Connect SoCal 2024, Demographics and Growth Forecast Technical Report

While population is not a direct input in the traffic model, population estimates are used in determining other outputs (e.g., service levels per capita). Although the latest traffic model (STBAM+) reflects a lower persons per household rate, the City considered the population estimates from SBTAM+ to be a more accurate representation of future growth under the 2015 General Plan.

The City did not submit local input to SCAG on projected growth for its unincorporated SOI; local input on the City’s unincorporated SOI was left to the County of San Bernardino. The growth forecast for Barstow’s

unincorporated SOI under the 2015 General Plan were derived from the more detailed data available from SBTAM+, which is designed to align with SCAG's Connect SoCal 2024.

The following table compares the projected growth under the 2015 General Plan with the projected growth under the proposed General Plan, with the differences attributable primarily to the BIG Specific Plan and the associated direct and induced growth.

Table 5. 2048 Growth Projections under the 2015 and Proposed General Plans			
Statistic	2015 General Plan	Proposed General Plan	Difference (2015 vs Proposed)
HOUSEHOLDS			
Existing (2023)	11,986	11,986	--
Future (2048)	15,566	18,314	2,768 (+18%)
Projected Growth	3,560 (+30%)	6,328 (+53%)	
HOUSING UNITS			
Existing (2023)	13,130	13,130	--
Future (2048)	16,868	19,738	2,870 (+17%)
Projected Growth	3,738 (+29%)	6,608 (+50%)	
POPULATION			
Existing (2023)	34,302	34,302	--
Future (2048)	45,603	52,833	7,230 (+16%)
Projected Growth	11,301 (+29%)	18,531 (+53%)	
EMPLOYMENT			
Existing (2023)	14,416	14,416	--
Future (2048)	19,810	25,235	5,425 (+27%)
Projected Growth	5,394 (+37%)	10,819 (+75%)	
Note: Growth projections under both General Plan scenarios include the entire Barstow SOI (incorporated City and unincorporated SOI) Sources: City of Barstow, PlaceWorks, 2025.			

1.5 Comparison of 2015 General Plan and Proposed General Plan 2048 Land Use Distribution

The following table summarizes the total acreage of each land use designation under the currently adopted 2015 General Plan compared to that under the proposed General Plan. This table is intended to illustrate the overall nature of change on the Land Use Plan. However, it should be noted that the designation of a specific land use on a property does not necessarily translate into growth during or beyond the planning period. The amount and nature of growth projected through 2048 remains exclusively identified in the table that illustrates 2048 projections. Additionally, the residential capacity analysis (related to SB 330 – see No Net Loss Analysis below) is separate and distinct from the following acreage breakdown.

The primary reason for change in the proposed General Plan's land use designations in the Land Use Plan's incorporated portion is the transition of residential designations (including Diverse Use) from the City's western to eastern portions (with I-15 and SR-58 serving as the general dividing line between the west and east). The eastern part of the City contains less land within incorporated boundaries and to retain the same residential

capacity, the lands identified for lower density residential designations were converted into higher density residential designations (including a new High Density Residential designation). The former residential designations in the western part of the City's Land Use Plan were replaced primarily by a new Business Park designation.

The reduction of areas designated for some category of open space primarily reflects the elimination of the Interim Open Space designation (which actually allowed development) and the Resource Conservation Open Space designation, with the former changed to a combination of Business Park and Industrial and the latter changed to Public. Accordingly, while the numbers may appear to indicate a loss of open space, the planned nature of development for these areas remains essentially consistent under the 2015 and proposed General Plans.

The change in the type and acreage of land use designations in the proposed General Plan's unincorporated SOI is due exclusively to the proposed BIG Specific Plan, which also led to land use designation changes on areas adjacent to the BIG Specific Plan identified for future annexation. While the balance of the SOI was symbolized in the 2015 General Plan using City symbology, the County retained land use authority. Additionally, little to no growth was projected in the balance of the City's unincorporated SOI by either the City or the County in their currently adopted general plans (see Exhibit L-2 in the 2015 General Plan (2015) and Table 10 in the County of San Bernardino's 2021-2029 Housing Element and Hazards Element Update Addendum (2022)). Accordingly, while a breakdown is provided in this table for information purposes, there is fundamentally no change in land use despite the difference in mapping symbology.

Table 6. Summary of Land Use Designations by Acreage, Proposed General Plan Area				
Current Plan	Acres	Proposed Plan	Acres	Delta
CITY OF BARSTOW				
Residential				
Estate Residential	-	[to be removed]	-	-
Low Density Residential	592	Low Density Residential	843	251
Single Family Residential	4,733	Single Family Residential	1,830	(2,903)
Medium Density Residential	520	Medium Density Residential	1,389	869
N/A	-	High Density Residential	117	117
<i>Subtotal</i>	<i>5,845</i>	<i>Subtotal</i>	<i>4,179</i>	<i>(1,666)</i>
Mixed-Use				
Diverse Use	3,478	Diverse Use	2,090	(1,388)
Employment Generating				
General Commercial	2,945	Commercial	2,513	(432)
General Industrial	5,240	Industrial	6,451	1,211
N/A	-	Business Park	4,065	4,065
<i>Subtotal</i>	<i>8,185</i>	<i>Subtotal</i>	<i>13,029</i>	<i>4,844</i>
Other				
Public / Quasi-Public	4,291	Public	5,210	919
Resource Cons Open Space	1,349	Open Space	175	(1,174)
Interim Open Space	1,504	N/A		(1,504)
Right of Way	1,775	Right of Way	1,745	(30)
<i>Subtotal</i>	<i>8,919</i>	<i>Subtotal</i>	<i>7,130</i>	<i>(1,789)</i>
City Total	26,427	City Total	26,427	-

Table 6. Summary of Land Use Designations by Acreage, Proposed General Plan Area

Current Plan	Acres	Proposed Plan	Acres	Delta
UNINCORPORATED SPHERE OF INFLUENCE				
Annexation A				
Estate Residential	1,311	N/A	-	(1,311)
Diverse Use	1,225	N/A	-	(1,225)
General Industrial	97	Industrial	2,626	2,530
Interim Open Space	4	N/A	-	(4)
N/A	-	Business Park	10	10
ROW	50	ROW	50	-
Subtotal	2,686	Subtotal	2,686	-
Annexation B				
Diverse Use	93	N/A	-	(93)
Interim Open Space	1	N/A	-	(1)
N/A	N/A	Business Park	94	94
ROW	5	ROW	5	-
Subtotal	99	Subtotal	99	-
Balance of SOI <i>(governed by County under both the 2015 General Plan and proposed General Plan; land uses grouped by similarity in use and intensity)</i>				
City Designations from Current Plan		County Designations to be incorporated into Proposed Plan		
Estate Residential	17,189	Rural Living	31,999	
Low Density Residential	4,822	Very Low Density Residential	1,123	11,828
		Low Density Residential	716	
Medium Density Residential	38	Medium Density Residential	4	(34)
Diverse Use	2,424	N/A	-	(2,424)
N/A	-	Commercial	263	263
General Industrial	1,690	Light Industrial	62	(1,237)
		General Industrial	391	
Public/Quasi-Public	1,830	Public Facility	3,493	1,664
Interim Open Space	49,934	Resource/Land Management	57,820	(10,123)
Resource Open Space	18,009			
ROW	2,015	ROW	2,078	64
Subtotal	97,949	Subtotal	97,949	-
General Plan Area Total	127,160	General Plan Area Total	127,160	-
Notes: 1. All numbers subject to rounding. 2. Right-of-way (ROW) acreage in the Proposed Plan corrects for alignment issues in the Current Plan. 3. While the balance of the SOI was symbolized in the Current Plan using City symbology, the County retained land use authority. Additionally, no growth was projected in the balance of the SOI by either the City or the County in their currently adopted general plans. Accordingly, while a breakdown is provided in this table for information purposes, there is fundamentally no change in land use despite the difference in mapping symbology. Source: PlaceWorks, 2025.				

1.6 No Net Loss Analysis (Housing Capacity)

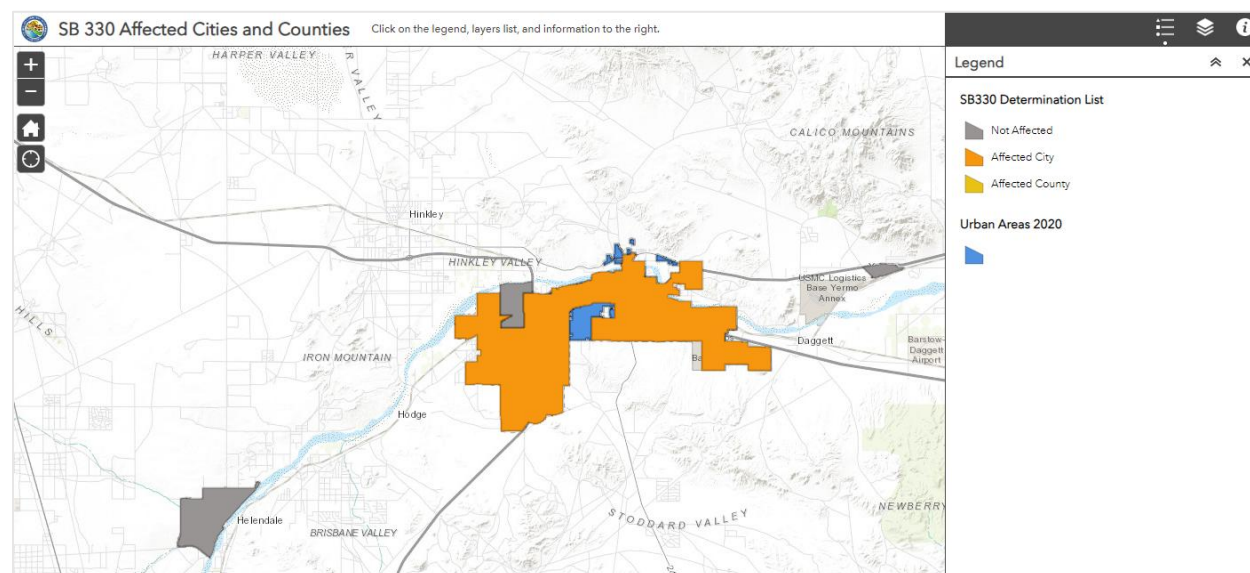
The proposed General Plan's Land Use Plan was prepared in part to ensure no net loss of overall housing capacity compared to the 2015 General Plan, in accordance with the no net loss provisions in state law enacted initially

through Senate Bill 330 (Skinner, 2019) and subsequently amended in 2021 through Senate Bill 8 (Skinner, 2021)—see Section 66300 of the California Government Code. The following documents the methodology and comparison between the 2015 General Plan and the proposed General Plan.

Land Assumptions

The SB 330 analysis only considered land identified by the State Department of Housing and Community Development (HCD) as subject to the provisions of state law enacted through SB 330 (Statutes of 2019). As shown in the screenshot of HCD's web map (see **Figure 4**), SB 330 only applies to land within the City's incorporated boundaries as of 2024. The California Office of Planning and Research (OPR) provides guidance on annexations and indicates state law requires that "the decision of the [LAFCO] commission with regard to a proposal to annex territory to a city shall be based upon the general plan and rezoning of the city" (56375)(a)(7)."¹⁸ As Barstow is identifying the annexation area with an industrial general plan and rezoning land use category, for the purposes of SB 330, the land will be considered designated and zoned for industrial prior to being annexed into the City. Accordingly, there would be no net loss of housing capacity even if the area were to be considered subject to SB 330.

Figure 4. SB 330 Affected Areas Map – Barstow Environs



Source: HCD as viewed on March 14, 2025, <https://www.hcd.ca.gov/planning-and-community-development/statutory-determinations>

Density Assumptions

The total parcelized acreage of each residential designation was multiplied by the maximum corresponding density permitted by-right (excluding density bonus provisions of state law), as stated in the 2015 General Plan and proposed General Plan. Total acreage of the Diverse Use designation was multiplied by half of the maximum permitted density to reflect the existing mix of residential and nonresidential development patterns within the designation. The City anticipates that future development of Diverse Use parcels will likely continue to consist of a mix of standalone commercial and standalone residential uses. **Table 7** and **8** break down the acreages, density assumptions, and residential capacities of the 2015 General Plan and proposed General Plan, respectively. A comparison between the two tables illustrates that the proposed General Plan will create additional housing

¹⁸ OPR (2012). LAFCOs, General Plans, and City Annexations. Page 9.

capacity compared to the 2015 General Plan and therefore ensure compliance with the aforementioned no net loss provisions of state law.

Table 7. Housing Unit Capacity by 2015 General Plan Land Use Designation, City of Barstow

Land Use Designation	Acres	Residential Share	Max Density	Assumed Density	Housing Capacity
Estate Residential	0	100%	0.2 du/ac	0.2 du/ac	0
Low Density Residential	592	100%	1 du/ac	1 du/ac	592
Single Family Residential	4,733	100%	7 du/ac	7 du/ac	33,131
Medium Density Residential	520	100%	20 du/ac	20 du/ac	10,400
Diverse Use	3,478	50%	16 du/ac	8 du/ac	27,824
TOTAL RESIDENTIAL	9,323	--	--	--	71,947
Note: All numbers subject to rounding. Source: City of Barstow and PlaceWorks, 2025.					

Table 8. Housing Unit Capacity by Proposed General Plan Land Use Designation, City of Barstow

Land Use Designation	Acres	Residential Share	Max Density	Assumed Density	Housing Capacity
Low Density Residential	843	100%	1 du/ac	1 du/ac	843
Single Family Residential	1,830	100%	7 du/ac	7 du/ac	12,810
Medium Density Residential	1,389	100%	20 du/ac	20 du/ac	27,780
High Density Residential	117	100%	30 du/ac	30 du/ac	3,510
Diverse Use	2,090	50%	30 du/ac	15 du/ac	31,350
TOTAL RESIDENTIAL	6,269	--	--	--	76,293
Note: Acreage numbers subject to rounding. Source: City of Barstow and PlaceWorks, 2025.					