5.13 POPULATION AND HOUSING

5.13.1 INTRODUCTION

This section describes the existing regulatory and environmental settings and analyzes the Project's potential to induce substantial unplanned population growth in an area, either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., through extension of roads or other infrastructure) and/or potential to displace substantial numbers of people or housing necessitating the construction of replacement housing elsewhere. Where significant impacts remain despite compliance with the existing regulatory framework, feasible mitigation measures are recommended to avoid or reduce the proposed General Plan and BIG's potentially significant environmental impacts.

Proposed General Plan

Proposed General Plan-related information in this EIR section is based in part on the following technical studies:

- *Barstow Proposed General Plan Methodology for 2023-2048 Population, Housing, and Employment Projections*; see **Appendix 5.13 GP-1: Population, Housing, and Employment Projections Methodology**

Barstow International Gateway

BIG-related information in this section is based in part on the following studies:

- *Economic Impact Report, Barstow International Gateway*; see **Appendix 5.11 BIG-1: Economic Impact Report.**

Summary of Findings – Proposed General Plan

The proposed General Plan would induce population and job growth directly through the update to the Land Use Plan that would facilitate construction of new homes and businesses; however, this population and job growth would not be considered unplanned. By virtue of the fact that the proposed General Plan is the long-range blueprint for the City's growth and development, the population growth (both in housing and employment) anticipated to occur as a result of the proposed General Plan would be considered planned growth. Additionally, through advanced utility/resource/facility planning directed by the proposed General Plan policies, there is no potential for unplanned growth to occur indirectly through extension of infrastructure. Therefore, the proposed General Plan would result in a less than significant impact concerning substantial unplanned population growth either directly or indirectly.

Nothing in the proposed General Plan would require displacement of existing people or the reduction of housing that would necessitate the construction of replacement housing elsewhere. The proposed Land Use Map was prepared in part to ensure no net loss of overall housing capacity compared to the 2015 General Plan. Therefore, the proposed General Plan would not displace substantial numbers of existing people or housing and a less than significant impact would occur.

Summary of Findings – Barstow International Gateway

BIG would affect the City's population, housing and employment landscape. While BIG would remove some dwelling units, the City's existing housing stock and planned growth under the updated General Plan are expected to absorb this impact without requiring replacement housing. BIG would also generate approximately 16,000 direct and indirect new jobs by 2048, which could lead to new households forming in Barstow. This growth is planned for in the City's long-term proposed General Plan. Infrastructure improvements—such as roads and utilities—would be sized specifically for BIG and are not expected to trigger additional development beyond the BIG site. Overall, BIG would increase employment and shift some housing patterns, but these changes are anticipated and managed within the City's growth strategy, resulting in less than significant impacts.

5.13.2 REGULATORY SETTING

5.13.2.1 Federal

There are no federal regulations concerning population and housing that are applicable to the proposed Project.

5.13.2.2 State

California Government Code § 65300

California Government Code § 65300 requires each city and county to prepare, adopt, and amend a general plan for future growth. Communities prepare general plans to guide the long-term physical development of the jurisdiction and any land within the jurisdiction's sphere of influence. At a minimum, California Government Code requires general plans to address land use, circulation, housing, noise, conservation, open space, and safety issues.

The California Government Code assigns equal importance to each general plan element and requires general plan elements to be internally and externally consistent, meaning that policies between elements should not conflict with one another, nor should subsequent plans or implementation programs, such as the zoning ordinance, capital improvement plan, or specific plans, conflict with general plan policies.

General plans are required to be updated as needed, either as directed by State law or as determined necessary by the jurisdiction. Housing Elements are required to be updated on a regular basis per State law (typically every eight years), with Safety Elements required to be updated in connection with the Housing Element update, and the topic of Environmental Justice addressed (if required) upon the updating of two or more elements. The proposed reorganization of a large area of unincorporated lands into a city would necessitate an update to a city's general plan, to evaluate and reflect the proposed changes.

California Government Code §§ 65580–65589 require each city and county to identify and analyze existing and projected housing needs within its jurisdiction and prepare goals, policies, and programs to further the development, improvement, and preservation of housing for all economic segments of the community commensurate with local housing needs. The City of Barstow's Housing Element was adopted on November 4, 2024, and certified by the California Department of Housing and Community (HCD) on

December 20, 2024. The proposed General Plan does not propose any updates to the Housing Element and no changes in the proposed General Plan require amendments to the adopted Housing Element.

California Health and Safety Code

In addition to the laws set forth in the California Government Code, provisions related to housing and local policy are set forth in California Health and Safety Code Division 13, Housing, and Division 24, Community Development and Housing. Division 13 provides laws related to employee housing, manufactured housing, mobile home parks, elderly housing, access for persons with disabilities, and building standards for new, existing, and historic structures to ensure the health, safety, and welfare of all California residents.

California Relocation Assistance Act

The California Relocation Assistance Act (California Public Resources Code § 7260[b]) requires the fair and equitable treatment of persons displaced as a direct result of programs or projects undertaken by a public entity. The Act requires agencies to prepare a relocation plan, provide relocation payments, and identify substitute housing opportunities for any resident that is to be displaced by a public project.

Sustainable Communities and Climate Protection Act of 2008 (Senate Bill 375)

The Sustainable Communities and Climate Protection Act of 2008 requires California's 18 metropolitan planning organizations (MPO) to adopt a sustainable communities strategy (SCS) or alternative planning strategy (APS) as part of their regional transportation plans (RTP). The purpose of the SCS or APS is to reduce greenhouse gas (GHG) emissions from automobiles and light trucks within each region to meet emissions targets set by the California Air Resources Board.

Additionally, SB 375 aligns the existing Regional Housing Needs Assessment (RHNA) planning process with the SCS in an effort to encourage local jurisdictions to plan for housing development consistent with the SCS. SB 375 also allows for CEQA streamlining for development projects consistent with the SCS.

Emissions targets for the SCAG region include reduction of emissions by 8 percent per capita by 2020 and 13 percent per capita by 2035 as compared to 2005.

Pursuant to California Government Code § 65080(b)(2)(B), the SCS or APS shall:

(i) Identify the general location of uses, residential densities, and building intensities within the region.

(ii) Identify areas within the region sufficient to house all the population of the region, including all economic segments of the population, over the course of the planning period of the RTP, taking into account net migration into the region, population growth (including unplanned population growth), household formation, and employment growth.

(iii) Identify areas within the region sufficient to house an 8-year projection of the regional housing need for the region pursuant to § 65584.

(iv) Identify a transportation network to service the transportation needs of the region.

(v) Gather and consider the best practically available scientific information regarding resource areas and farmland in the region, as defined in subdivisions (a) and (b) of § 65080.01.

(vi) Consider the State housing goals specified in §§ 65580 and 65581.

(vii) Set forth a forecasted development pattern for the region, which, when integrated with the transportation network and other transportation measures and policies, will reduce the GHG emissions from automobiles and light trucks to achieve, if feasible, the GHG emission reduction targets approved by the State board.

(viii) Allow the RTP to comply with § 176 of the federal Clean Air Act (42 United States Code § 7506).

The RTP identifies the region's transportation needs, including specific projects to meet those needs, and it establishes the basis for distributing federal, State, and local funding to implement those projects. Legislation such as SB 375 is intended to require the MPOs such as SCAG to direct transportation funding toward investments that would reduce GHG emissions and away from investments that would not.

SB 375 grants no new land use powers to the MPOs. However, to meet the assigned emissions reduction targets, the SCS or APS would call for more-compact development patterns that can be served by transit and other modes of transportation. These development patterns will be encouraged by the requirement that the SCS or APS both reduce GHG emissions, which are linked to vehicle miles traveled, and plan to accommodate regional housing needs, which would continue to increase.

Pursuant to SB 375, MPOs are expected to work with city and county authorities responsible for adopting general plans to guide community development, including by adopting housing elements that are described in more detail in the following paragraph.

The regional housing needs allocation is statutorily linked to the housing element that must be adopted by each city and county as part of its general plan. The housing element must provide opportunities for the housing need assigned to the city or county to be filled through new construction or rehabilitation of housing. The housing need includes specific allotments for very low- and low-income housing.

SB 375 promotes consistency between RTPs and regional housing policy. It requires the RTP to plan for the RHNA, and the RHNA to be consistent with an RTP's forecast development pattern. SB 375 also aligned the RHNA with the regional transportation planning process and created an eight-year planning period for cities within MPOs. Allocation of housing share to various cities and counties must be consistent with the SCS. Preparation of the SCS is mandated by law, and the ability of each SCS to meet the emissions reduction target for the planning area must be reviewed and approved by the California Air Resources Board. If SCS implementation would not meet the target, then the MPO must adopt an APS that would. However, the APS is not a required component of the RTP and therefore would be less likely to be implemented.

5.13.2.3 Regional

Southern California Association of Governments and Regional Housing Needs Assessment

SCAG is a council of governments representing Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura counties. The SCAG region includes 24 cities located within the County of San Bernardino (County), including Barstow, and the unincorporated areas governed by the County. SCAG is the federally recognized MPO for this region, which encompasses over 38,000 square miles. It serves as a forum for addressing regional issues concerning transportation, the economy, community development, and the

environment. SCAG develops, refines, and maintains SCAG's regional and small area socioeconomic forecasting/allocation models. SCAG is responsible for analyzing the region's transportation system, the future of growth in the region, and potential funding sources to address housing, transportation, and livability issues for the roughly 19 million residents that call Southern California home. In this role, SCAG reviews proposed development and infrastructure projects to analyze their impacts on regional planning programs. SCAG also coordinates with the South Coast Air Quality Management District, the California Department of Transportation, and other agencies in preparing regional planning documents.

The socioeconomic estimates and projections are used for federal and state-mandated long-range planning efforts such as the 2020-2045 Regional Transportation Plan/Sustainable Communities Strategy ("2020-2045 RTP/SCS" or "Connect SoCal 2024"), Air Quality Management Plan, Federal Transportation Improvement Program, and RHNA. As part of the RTP process that occurs every four years, SCAG is responsible for projecting growth in households, population, and employment across the region and for identifying efficient and effective methods to accommodate that growth. According to Connect SoCal 2024, SCAG estimates the region's population will increase to roughly 20 million by 2035 and 21 million by 2050, with a substantial portion of the growth projected to occur in Riverside and San Bernardino counties.

The RHNA is an assessment process performed periodically as part of housing element and general plan updates at the local level. The RHNA quantifies the need for housing within each jurisdiction during specific planning periods—for Barstow and other SCAG jurisdictions, an eight-year planning period. For the 2021-2029 planning period (i.e., 6th Cycle), the City of Barstow's RHNA allocation was a total of 1,520 housing units. The City's Housing Element identifies the land and zoning needed to accommodate this potential growth. The RHNA for the 7th Cycle will be produced and finalized around 2028. The RHNA, with its eight-year planning period, and the RTP, with its 20+ year planning period, are designed to be consistent. The City considers its current and potential future RHNA allocations when planning for the long-term planning horizon of its General Plan, identifying land use patterns that will enable Barstow to accommodate future growth in subsequent RHNA cycles.

SCAG 2024-2050 Regional Transportation Plan/Sustainable Communities Strategy

On April 4, 2024, SCAG's Regional Council adopted "Connect SoCal 2024" or "2024-2050 RTP/SCS". Connect SoCal 2024 provides for the development, integrated management and operation of transportation systems and facilities that will function as an intermodal transportation network for the SCAG metropolitan planning area. Connect SoCal 2024 provides the goals which guide growth within the region including growth projections for the region's cities and counties. The County and the City are member agencies within SCAG along with Imperial, Los Angeles, Orange, Riverside, and Ventura counties and their associated cities. The Connect SoCal 2024 vision encompasses a long-range visioning plan that balances future mobility and housing needs with economic, environmental, and public health goals. The Connect SoCal 2024 includes a strong commitment to a healthy, prosperous, accessible and connected region for a more resilient and equitable future. This long-range plan, required by the State of California and the federal government, is updated by SCAG every four years as demographic, economic, and policy circumstances change. The Connect SoCal 2024 is a living, evolving blueprint for the region's future.

In Connect SoCal 2024, SCAG provides growth forecasts for population, households, and employment for year 2045.

5.13.2.4 Local

County of San Bernardino Countywide Plan

The County adopted the Countywide Plan (CWP) in October 2020. The CWP Policy Plan addresses the physical, social, and economic issues facing the County's unincorporated portions. **Table 5.13-1: Countywide Plan Policy Plan – Relevant Population and Housing Goals and Policies** includes the population and housing-related goals and policies relevant to the proposed General Plan and BIG. For applicability of the CWP goals and policies to the proposed General Plan and BIG, see **Section 5.0: Environmental Analysis**.

Table 5.13-1: Countywide Plan Policy Plan – Relevant Population and Housing Goals and Policies

Goal or Policy	
LAND USE ELEMENT	
Goal LU-1	**Growth and development that builds thriving communities, contributes to our Complete County, and is fiscally sustainable**
Policy LU-1.1	We support growth and development that is fiscally sustainable for the County. We accommodate growth in the unincorporated county when it benefits existing communities, provides a regional housing option for rural lifestyles, or supports the regional economy.
Policy LU-1.2	We prefer new development to take place on existing vacant and underutilized lots where public services and infrastructure are available.
HOUSING ELEMENT	
Goal H-1	**A broad range of housing types in sufficient quantity, location, and affordability levels that meet the lifestyle needs of current and future residents, including those with special needs.**
Policy H-1.1	**Appropriate range of housing.** We encourage the production and location of a range of housing types, densities, and affordability levels in a manner that recognizes the unique characteristics, issues, and opportunities for each community.
Policy H-1.2	**Concurrent infrastructure.** We support the integrated planning and provision of appropriate infrastructure (including water, sewer, and roadways) concurrent with and as a condition of residential development to create more livable communities.
Policy H-1.3	**Income-restricted multifamily.** Where infrastructure and public services are available, we encourage the production of affordable multifamily housing by providing assistance and incentives for projects that include new affordable units reserved for lower income, moderate income, or special needs households.
Policy H-1.4	**Accessory dwelling units.** We incentivize and encourage the construction of accessory dwelling units through various methods, including but not limited to public education, fee modification, and making necessary resources available.
Policy H-1.5	**RHNA transfers with annexation.** We work with the Southern California Association of Governments, Local Agency Formation Commission, and incorporated jurisdictions to develop agreements for the transfer of the regional housing need allocation as a precondition for annexations.
Goal H-2	**An efficient administrative process that recognizes the need for efficient and timely review of residential projects while also ensuring and valuing the need for quality design, environmental review, and planning.**

Table 5.13-1: Countywide Plan Policy Plan – Relevant Population and Housing Goals and Policies	
Goal or Policy	
Policy H-2.1	**Streamlining development regulations.** We review the County Development Code regularly for possible revisions that might unduly constrain the production or rehabilitation of residential development. We also advocate for changes in state law, state and federal tax codes, and funding vehicles that will make market rate and affordable housing more feasible.
Policy H-2.2	**Small lot sizes.** We continue to utilize Planned Development density bonus and density transfer provisions as described in the Development Code to allow the development of lot sizes less than that normally required by residential land use districts.
Policy H-2.3	**Flexible standards and incentives.** We maintain development incentives and allow flexibility in the application of residential and mixed-use development standards to gain benefits such as exceptional design quality, economic advantages, sustainability, or other benefits that would not otherwise be realized.
Policy H-2.4	**Certain and transparent process.** We maintain a residential development review process that provides certainty and transparency for project stakeholders and the public, complies with streamlining provisions in state law, and provides sufficient review to ensure safe and high quality housing development.
Policy H-2.5	**Critical infrastructure.** We ensure that the efficient provision of critical infrastructure accompanies residential development and the building of complete communities, and ensure that the costs are fairly apportioned to the development community.
Goal H-3	**Neighborhoods that protect the health, safety, and welfare of the community, and enhance public and private efforts in maintaining, reinvesting in, and upgrading the existing housing stock.**
Policy H-3.1	**Public Services, amenities, and safety.** We support the provision of adequate and fiscally sustainable public services, infrastructure, open space, non-motorized transportation routes, and public safety for neighborhoods in the unincorporated area
Policy H-3.4	**Housing rehabilitation and improvement.** We seek funding to facilitate the rehabilitation, repair, and improvement of single family homes, multiple family housing, and mobile homes and, if needed, the demolition of substandard housing through available loan and grant programs.
Policy H-3.6	**Neighborhood improvements.** We support comprehensive neighborhood efforts to address housing conditions, property maintenance, infrastructure repair, public safety, landscaping, and other issues affecting the livability of neighborhoods.
Goal H-4	**The development, maintenance, modernization, and preservation of affordable housing; and the provision of assistance, where feasible, for residents to rent or purchase adequate housing in San Bernardino County.**
Policy H-4.1	**At-risk units.** We seek funding to preserve income-restricted housing units that are at risk of converting to market rents within 10 years due to the expiration of affordability covenants or funding contracts. In establishing or extending affordability requirements, we prefer the preservation of affordability in perpetuity.
Policy H-4.2	**Rental assistance.** We support the provision of rental assistance to qualified extremely low, very low, and low income households and special needs households served by the County Housing Authority, Department of Behavioral Health, and other County entities.
Policy H-4.3	**Homeowner assistance.** We support the expansion of homeownership opportunities and preservation by offering financial assistance when available, working in collaboration with partners to increase funding, and supporting foreclosure prevention programs.

Table 5.13-1: Countywide Plan Policy Plan – Relevant Population and Housing Goals and Policies	
Goal or Policy	
Policy H-4.4	**Modernize and replace multiple-family projects.** We support the Housing Authority's efforts to modernize and replace, where needed, existing multiple-family projects to provide safe, sound, and affordable housing options for qualified low income individuals and families.
Policy H-4.5	**Nonprofit partnerships.** We continue to form and strengthen partnerships with nonprofit organizations, public agencies, community-based organizations, and housing developers in order to increase housing opportunities for very low and low income and special needs households.
Goal H-5	**Equal housing opportunities for all persons regardless of race, age, religion, sex, marital status, disability status, ancestry, national origin, or color.**
Policy H-5.3	**Higher resource areas.** In census tracts identified by the state as high/highest resource areas, we facilitate the production of new income-restricted housing and target rental assistance for lower income households overpaying for housing costs in high/highest resource areas.
Policy H-5.4	**Transitional, supportive, and emergency housing.** We encourage the production of transitional and permanent supportive housing to serve special needs groups in unincorporated communities. We promote access to emergency housing for individuals and families living throughout the county by coordinating with cities and incorporated towns to facilitate the production of emergency shelters and low barrier navigation centers in incorporated areas that are close to public services, transit, and food stores.
ECONOMIC DEVELOPMENT ELEMENT	
Goal ED-1	**Increased business investment in land and facilities and job growth in key unincorporated areas.**
Policy ED-1.1	**Infrastructure improvements.** We support and facilitate the establishment of special funding and financing mechanisms for road, water, sewer, and drainage infrastructure improvements in order to generate private investment in employment and commercial focus areas.
Policy ED-1.3	**Site aggregation.** We may assist in aggregating smaller lots and parcels to create more marketable and developable sites in employment focus areas.
Policy ED-1.4	**Planned business park and industrial areas.** We prefer master planned approaches through specific and area plans for business park and industrial development and redevelopment. We facilitate master planned approaches in order to discourage incremental general plan amendments that introduce or expand business park or industrial development.
Policy ED-1.5	**Mineral resources**. We support the extraction of mineral resources in unincorporated areas and the establishment and operation of supporting businesses throughout the county.
Policy ED-1.6	**Industrial redevelopment**. We facilitate and promote redevelopment in the industrial redevelopment focus areas to provide land and facilities for non-mining industrial development.
Goal ED-2	**A skilled and educated labor force that helps businesses compete in the regional and global economy**
Policy ED-2.1	**Education pathways.** We collaborate with school systems and civic organizations to support countywide education pathways (P-14) to prepare students for jobs in high-skill, high-wage careers and/or to prepare for college.
Policy ED-2.3	**Industry-driven workforce training.** We support countywide education and workforce training programs with a demonstrated ability to expand skills and improve employment

Table 5.13-1: Countywide Plan Policy Plan – Relevant Population and Housing Goals and Policies	
Goal or Policy	
	opportunities, and we also promote innovative approaches that address the diversity of education, job skills, geography, and socioeconomics of the countywide labor force.
Policy ED-2.4	**Business engagement.** We engage with businesses throughout the county to identify current and future skill and education needs. We assist businesses with recruitment, hiring, on-the-job training, and short-term training needs.
Policy ED-2.5	**Individual assistance.** We provide job search and application assistance to residents countywide, and we provide training and education assistance to eligible individuals.
Goal ED-3	**Growth of new businesses, improved profitability of existing businesses, and increased number and quality of jobs in the county.**
Policy ED-3.2	**Business assistance.** We collaborate with economic development service providers to offer training and other assistance to existing businesses and business startups countywide.
Policy ED-3.3	**Site selection assistance.** We coordinate with agencies, incorporated cities and towns, and service providers to assist existing and prospective businesses in identifying and selecting sites and facilities countywide. We also assist businesses with permitting, licensing, incentives, and other regulatory requirements.
Policy ED-3.4	**Site and facilities inventory.** We collaborate with real estate brokers, developers, municipalities, and building owners to maintain a countywide inventory of available sites and facilities for businesses.
Policy ED-3.5	**Countywide marketing**. We regularly analyze economic and market conditions and trends to identify target economic sectors and actively market sites and facilities countywide to prospective businesses.
Source: County of San Bernardino. 2020. *Countywide Policy Plan*. https://countywideplan.sbcounty.gov/policy-plan/	

Codified Ordinances of the County of San Bernardino

The Codified Ordinances of the County of San Bernardino (County Code) regulations addressing population and housing are provided below. For applicability of County Code standards to the proposed General Plan and BIG, see **Section 5.0**.

County Code 110.0403: Replacement Housing. The purpose of this section is to only allow for the removal of existing dwelling units inhabited by persons of very low, low, or moderate income for public works construction or private development that is subject to a written agreement with the County, or that is financed by the County. The County shall require construction of an equal number of replacement dwellings, provide relocation assistance, and ensure that removal of dwelling units does not take place until there has been full compliance with the relocation assistance requirements.

City of Barstow 2015-2020 General Plan

The City adopted the City of Barstow 2015-2020 General Plan (2015 General Plan) in February 2015, which looked at an abbreviated planning horizon of 2020. Although the planning horizon year has passed, the 2015 General Plan remains valid and continues to serve as the overarching guide for making City decisions and implementation activities. The City updated its Housing Element in 2021 and 2024 and it is part of the Barstow's currently adopted 2015 General Plan, despite the differences in date and planning horizon.

Table 5.13-2: 2015 General Plan Relevant Goals and Policies – Population and Housing includes the population and housing-related goals and policies relevant to the proposed Project. For applicability of the above 2015 General Plan goals and policies to the proposed General Plan and BIG, see **Section 5.0**.

Table 5.13-2: 2015 General Plan Relevant Goals and Policies – Population and Housing	
Goal or Policy	
LAND USE ELEMENT	
Goal 4	Enhance the Prosperity and Economic Vitality of Barstow.
Policy 4.B	Expand opportunities for well-paying jobs by growing and diversifying the City's industrial workforce.
Goal 6	The City shall consider supporting annexation of unincorporated lands to the extent that such annexations would consolidate and improve services, accommodate anticipated population growth, improve the range and diversity of the City's housing stock, expand the property and sales tax bases and promote economic growth and prosperity.
Policy 6.B	Annex lands adjacent to the City limits at such time as viable development proposals consistent with General Plan land use designations are submitted and approved.
HOUSING ELEMENT (updated in 2024)	
Goal H-1	**A diverse range of housing types that meets the City's housing needs.**
Policy H-1.1	Provide a variety of residential development opportunities in the City, through zoning and land use designations, which permit housing to meet the needs of current and future residents.
Policy H-1.2	Encourage the development of multifamily housing with three or more bedrooms per unit to accommodate large families and address unit overcrowding in Barstow.
Policy H-1.3	Encourage the development of housing for older adults and those with special housing needs by offering regulatory or financial incentives, where feasible.
Policy H-1.4	Encourage the development of residential units that are accessible to persons with a disability or are adaptable for conversion to residential use by persons with a disability.
Policy H-1.5	Encourage housing production through incentives and the removal of regulatory barriers, especially accessory dwellings, affordable housing for lower income residents, and planned developments that provide homes for families and seniors.
Goal H-2	**Improved and well-maintained housing stock that provides a safe, healthful, and suitable living environment for residents.**
Policy H-2.1	Ensure that all new housing construction adheres to applicable building, safety, and health requirements that protect the health, safety, and welfare of residents.
Policy H-2.2	Promote housing and residential property maintenance through education, building inspections, code compliance, and financial assistance where feasible.
Policy H-2.3	Pursue removal of abandoned substandard housing in flood-prone areas and limit and discourage housing development in areas subject to significant geologic, flooding, blow sand, noise, and fire hazards.
Policy H-2.4	Assist lower income households, where feasible, in maintaining and improving the quality and livability of their homes.
Policy H-2.5	Facilitate, where feasible, the preservation of existing affordable housing to maintain the housing security of lower income residents, including those with special needs.
Goal H-3	**Quality residential neighborhoods that complement both the built and natural environment.**

Table 5.13-2: 2015 General Plan Relevant Goals and Policies – Population and Housing	
Goal or Policy	
Policy H-3.1	Support the provision of adequate and fiscally sustainable public services, infrastructure, open space, non-motorized transportation routes, and public safety for neighborhoods in the unincorporated area
Policy H-3.2	Facilitate high-quality design in development to ensure land use compatibility and the health and safety of residents through methods such as appropriate setbacks and buffers, and to discourage housing in areas prone to natural hazards.
Policy H-3.3	Encourage lower income and mixed-income housing production in areas served by infrastructure, public transit, recreation, quality schools, shopping and services, and in proximity to employment.
Policy H-3.4	Maintain the provision of needed capital improvements, such as parks, water and service infrastructure, and public safety services that are essential to quality of life.
Policy H-3.5	Engage with housing stakeholders to foster conversations surrounding housing; provide transparent internal practices to facilitate new housing.
Policy H-3.6	Improve the health of residential neighborhoods by addressing and remediating environmental contamination, installing active transportation improvements, protecting residents from noise, and maintaining water quality.
Goal H-4	**Equal opportunities for all residents to reside in the housing of their choice.**
Policy H-4.1	Coordinate with developers to facilitate housing production and strive to connect them with relevant information as it relates to fair housing.
Policy H-4.2	Continue to support nonprofit organizations through available incentives to provide assistance to those experiencing homelessness.
Policy H-4.3	Continue collaboration with other public agencies involved in the enforcement of laws aimed at promoting fair access to housing (fair housing laws) and nondiscrimination.
Policy H-4.4	Encourage the expansion of opportunities for housing access, homeownership, and/or rental for lower income households and those with special needs.
Policy H-4.5	Administer municipal programs and activities relating to housing and community development in a manner consistent with affirmatively furthering fair housing; seek to remove barriers to housing and services based on protected characteristics.
Source: City of Barstow. 2015. *City of Barstow 2015-2020 General Plan.* https://www.barstowca.org/home/showpublisheddocument/5359/636607004808630000.	

The 2015 General Plan Exhibit L-2 identifies potential locations for future growth in Barstow and provides estimates of the type and scope of development considered most likely to occur. As shown in the exhibit, Site 1 is at the northeastern extent of where BIG proposes the transload warehouse center. Site 1 is further described as the Barstow Industrial Park, a 1,200-acre area, which "is ultimately expected to become the largest conglomeration of industrial uses in the city." Within the 2015-2020 time horizon of the 2015 General Plan, 500,000 square feet of manufacturing space was expected to be built in this area (Barstow, 2015, p. LU-9).

Code of the City of Barstow

The Code of the City of Barstow (Barstow Code) regulations addressing population and housing are provided below (Barstow, 2025).

Barstow Code Chapter 19.06: Development Standards. This chapter sets regulations pertaining to the physical modification of the environment including the size and location of structures in relation to the

lot. The development standards under this chapter include outdoor lighting, off-street parking, signs, and setbacks.

Barstow Code Chapter 19.08: Design Guidelines. The purpose of these design guidelines is to complement the development for the various types of development found in this zoning code with respect to the design of a given project. In addition, the purpose of these guidelines is to assist the developer in understanding the City's goals and objectives for high quality residential, commercial and industrial development, as described in the 2015 General Plan.

Barstow Code Chapter 19.010: Residential Districts. This Chapter serves as a guide to establish development standards for different residential districts concerning lot size, configuration, setbacks, and building heights.

For applicability of the above Barstow Code standards to the Project, see **Section 5.0**.

5.13.1 METHODOLOGY FOR EVALUATING IMPACTS

This section describes the study area (i.e., affected environment) and summarizes the methodology used to analyze potential population and housing impacts. The projections methodology summarized below is described in greater detail in **Appendix 5.13 GP-1**.

5.13.1.1 Definition of Study Area

The study area is the geographic boundary in which the environmental investigations were conducted specific to each resource topic.

Proposed General Plan

The study area for the proposed General Plan's potential direct and indirect impacts concerning unplanned population growth and the displacement of people/housing (e.g., housing availability) is the City of Barstow and its unincorporated Sphere of Influence (SOI); see **Figure 3-1: Regional Vicinity Map** and **Figure 3-2: Local Vicinity Map** in **Section 3:0: Project Description.** As addressed in **Section 3.0**, apart from BIG and San Bernardino County Local Agency Formation Commission (SBLAFCO) Action Areas A and B (see **Figures 3-14** and **3-15**), the CWP land use designations for the City's SOI area would remain as adopted and governed by the County; see **Figure 3-11: San Bernardino Countywide Land Use Designations**.

Barstow International Gateway

The BIG study area for direct and indirect impacts concerning unplanned population growth and the displacement of people/housing (e.g., housing availability) is the City limits (following SBLAFCO action) under the proposed General Plan and the County; see **Figure 3-2: Local Vicinity Map**.

5.13.1.2 Methodology

Proposed General Plan

Nearly all new housing and jobs in the proposed General Plan area are planned to occur within the incorporated City. While some nominal growth may occur in the City's SOI, the location and type of growth would be dictated by the land use and policy planning in the CWP, which is governed by San Bernardino County. As addressed in **Section 3.0**, the Project would annex the portions of BIG currently in the County, and reorganize SBLAFCO Action areas A and B. The City only has jurisdiction over property within its limits.

The proposed General Plan anticipates and allows for growth as a long-term policy document, but it does not directly create development. BIG, which is part of the proposed General Plan, seeks the entitlement detailed in **Section 3.0: Project Description**. New homes and/or businesses that would generate employment are encouraged by the proposed General Plan—primarily through the Land Use Map and the improvement/extension of roads or other infrastructure. Impacts would be considered significant if they constitute "substantial unplanned population growth in the City or the County," or if they displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.

Table 5.13-3: Buildout Under 2015 General Plan Compared to Proposed General Plan Area Projections compares the projected population, housing, and employment growth under existing conditions, the 2015 General Plan, and the proposed General Plan. Following this table is a narrative description of the assumptions and factors used to calculate projected growth between 2023 and 2048 under the 2015 General Plan and proposed General Plan. All forecasts are estimates generated using the best available data for analysis for the proposed General Plan area including the City's SOI.

2015-2020 General Plan Growth Projections

The households, housing units, population (persons), and employment projected through 2048 was derived from the figures cited in the 2015 General Plan compared to the demographics and growth forecast associated with SCAG's Connect SoCal efforts for 2020 and 2024. SCAG developed its growth forecasts in both years based on recent and past trends, expert-derived demographic and economic assumptions, and individual meetings with jurisdictions to understand the vision for the future. For Connect SoCal 2020, the analysis and jurisdictional meetings took place between 2017 and 2019, and the planning horizon years (2045 vs 2048) are similar.

Table 5.13-3: Buildout Under 2015 General Plan Compared to Proposed General Plan Area Projections			
Statistic	**2015 General Plan**	**Proposed General Plan**	**Difference in Projected Growth 2048 (Proposed GP vs. 2015 GP)**
HOUSEHOLDS			
Existing (2023)	11,986	11,986	--
Future (2048)	15,552	18,314	2,762 (+18%)
Projected Growth	3,566 (+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 (+32%)	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%)	
Notes: GP = General Plan			
Source: City of Barstow, 2025.			

As part of SCAG's Connect SoCal 2024 process, the analysis and jurisdictional meetings that influenced the growth forecasts took place between 2021 and 2022, 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 SCAG's draft Connect SoCal 2024 projections and submitted local input of 12,180 households and 17,021 jobs for the 2050 horizon year forecast. SCAG confirmed agreement with the City's forecast based on the 2015 General Plan, with the final (adopted in April 2024) Connect SoCal 2024 forecast assuming 12,100 households and 17,000 jobs for Barstow in year 2050. Accordingly, the City's local input figures are considered appropriate projections of growth for incorporated areas under the 2015 General Plan between 2023 and 2048.

While SCAG does not publish forecasted population figures at a jurisdictional level, the 2015 General Plan primarily supports the continued development of single-family detached housing units. Based on a trendline analysis of household size occupancy in Barstow from 2000 to 2020 using California Department of Finance (DOF) estimates and household size estimates for 2023 (using Census American Community Survey [ACS] data), future 2048 household size was assumed to be 3.0 persons per household.

The City did not submit local input to SCAG on projected growth for its SOI; local input on the unincorporated portion was left to the County. The growth forecast for the City's SOI under the 2015 General Plan was derived from the more detailed data available from San Bernardino Transportation

Analysis Model (SBTAM+), which is designed to align with SCAG's Connect SoCal 2024. The County's local input submitted to SCAG and presented in SBTAM+ represented nominal growth of 43 housing units in the City's SOI.

Proposed General Plan Growth Projections

Households and Employment

For 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 its way north to Barstow.

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 proposed 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.

Operational employment methodologies and estimates for the BIG Specific Plan are detailed in **Appendix 5.11 BIG-1** and through communication from BNSF Railway (BNSF). Based on discussions with BNSF concerning employment assumptions within the BIG Specific Plan area, the proposed railyard is estimated to generate 860 direct (i.e., on-site) jobs by 2028, increasing to 1,125 direct jobs by 2048. The transload warehouse center is estimated to generate approximately 2,767 direct jobs by 2028, increasing to 4,248 direct jobs by 2048. BIG's construction phase jobs are temporary and are not included in the 2048 projections.

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). Employment estimates are derived from the Final Environmental Impact Statement/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 have a casino with approximately 88,500 square feet of gaming floor, a 160-room hotel, and associated facilities, with 1,309 employment positions; and Alternative B would have 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. "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" (2023 SIR, p. 1). The intent to move forward with Alternative B is restated in a Municipal Services Agreement executed on October 29, 2024 between 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 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 City'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. Employment estimates for these sectors are summarized in **Table 5.13-4: Summary of Trend-Based Employment Projections – Proposed General Plan**.

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 southern and northeastern portions of the City, immediately adjacent to Interstate 15 (I-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. BIG proposes a transload warehouse center where the vast majority of the containers would be processed within an on-site "closed loop" operation between BNSF rail operations and transload warehouse center. 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.

Table 5.13-4: Summary of Trend-Based Employment Projections – Proposed General Plan			
Industry Sector (NAICS)[1]	**SBTAM+ Category**	**Trend-Based Job Growth[2]**	**Methodology[3]**
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 Management and Remediation	Professional and Business Services	0	Carried forward 2022 estimate, which is between the 20-year and 10-year averages
Accommodation and Food Services	Leisure and Hospitality	199	Difference between 20-year average and 2022 existing
	Total	**1,621**	

Notes:
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+). 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 5.13-5** for a breakdown of the non-retail sectors).
Trend-based job growth is independent of and in addition to direct employment growth identified in Step 1.
Employment data retrieved from the U.S. Census Bureau LODES data for the years 2003-2022 (latest available).

Sources: City of Barstow, PlaceWorks, 2025.

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 would 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, 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. **Table 5.13-5: Summary of Employment Induced by Household Growth, Proposed General Plan** lists the trend-based job growth by sector (along with the corresponding SBTAM+ category).

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. 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 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 SOI. After considering the eight units that have been constructed and received certificates of occupancy between 2020 and 2023 in the City's SOI, the net household growth is 35. The adopted Connect SoCal 2024 reflected household growth of 3,500 for Barstow. This estimate aligns with the City's preliminary household growth estimate plus the County's net growth estimate for the Barstow's SOI.

Table 5.13-5: Summary of Employment Induced by Household Growth, Proposed General Plan			
Industry Sector (NAICS)[1]	**SBTAM+ Category**	**Jobs | EGF[2,3]**	**Description[4]**
Finance and Insurance	Finance, Insurance, and Real Estate (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	Average following significant drop-off in 2012 and subsequent stabilization through 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	Average following significant drop-off in 2013 and subsequent stabilization through 2022
Public Administration	Public / Administration	183 jobs | 32.58 jobs per 1,000 households	Average following drop-off in 2015 and subsequent stabilization through 2022
	Total	**1,835 jobs**	

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 5.13-4**).
2. Employment data retrieved from the U.S. 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 4 – Calculate household growth generated by:

4a. Net increase in direct employment growth

The City next estimated the percentage of projected employees that would both live and work in the proposed General Plan area (live-work share factor). While U.S. Census LODES[1] 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 and live within the City, the City's 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 would work and live in the proposed General Plan area.

[1] LEHD LODES: Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics (LODES) (source: U.S. Census).

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 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. 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 amenities such as Helendale and Victorville.

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 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 multi-family product types. The acquisition would also include a land swap with the Bureau of Land Management (BLM).

Additionally, the City desires to prepare for future RHNA cycles. The RHNA 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 multi-family capacity is being accounted for separately from Step 4a. An additional 1,000 multi-family households were included to bring total projected household growth for the planning period up to 5,603 households.

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.

5a. 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.

5b. 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.
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 dwelling units (and therefore households) due to the BIG Specific Plan reduces the growth estimate to 6,322 for the 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 2023 vacancy rate of 8.78 percent (DOF, 2025) 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 figure for 2023.

Based upon DOF data, Barstow experienced an average annual increase of 0.15 percent in average household size (i.e., persons per household) between 2011 and 2020 and jurisdictions throughout the 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 COVID, 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 built. 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 projections are based upon an assumption that new households moving to the proposed General Plan area would 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 and Employment section above, and result in a population growth of 18,531 new residents. In 2048, the population for the proposed General Plan area is projected to total 52,833 residents.

The BIG Specific Plan does not propose and would not permit residential development and therefore no population growth was assumed for BIG associated with new housing. BIG does propose new employment-generating land uses, which could induce population growth in the City; see Step 4a (Net increase in [households from] direct employment growth) and the BIG analyses below.

The population projection for 2048 for the City's SOI did not assume any increase in housing development from 2023 conditions, due to the assumption that new housing development, and therefore new households, assumed to occur within the City boundary, closer to existing and future public amenities and services.

Barstow International Gateway

The potential for BIG to induce unplanned population growth in the City directly by generating construction jobs was evaluated by estimating the number of construction workers, and considering the duration of construction and workforce characteristics (e.g., construction sector and unemployment). The estimated number of construction workers was determined in **Appendix 5.11 BIG-1**. Jobs were estimated by modeling the spending pattern of different sectors and the flow of currency between them (i.e., households, commercial businesses, and governmental institutions). Once defined, modifications to the economic pattern (such as the development of new uses) can be modeled to identify initial impacts as well as direct, indirect, and induced employment effects.

BIG direct construction jobs were calculated by inputting the type of construction, end use, and construction cost into a specialized model (EMSI Lightcast); see **Appendix 5.11 BIG-1**. The methodologies for calculating BIG's indirect and induced construction jobs is detailed in **Appendix 5.11 BIG-1**.

The potential for BIG to induce unplanned population growth in the City was evaluated by estimating the number of operational jobs, the number of associated households using a work-live share factor of 0.35, average household sizes using City and County averages, considering City unemployment rates, City and

nearby vacancy rates, and the assumptions and forecasts included in the proposed General Plan analysis; see above.

BIG direct operational jobs were provided by BNSF (for the rail yard) or developed based on trip generation (for the transload warehouse center; see **Section 5.15: Transportation**).

The methodologies for calculating BIG's indirect and induced operational jobs is detailed in **Appendix 5.11 BIG-1**.

The potential for BIG to generate significant environmental impacts concerning displacements of people or housing was evaluated by identifying the existing residential and non-residential uses within BIG's footprint that would be displaced to accommodate BIG, then estimating the population and employment associated with these uses, based on household size estimates for 2023 (using Census American Community Survey [ACS] data) and industry employment factors as summarized later in this section in **Table 5.13-14: Occupations of Residents by Industry – County of San Bernardino**. The determination of whether these displacements would be substantial and necessitate construction of replacement housing elsewhere was based on analysis of existing housing vacancies (DOF) for the City and surrounding areas.

5.13.2 ENVIRONMENTAL SETTING

Proposed General Plan

5.13.2.1 Population

The planning horizon for the proposed General Plan is 2048, which represents a 25-year period starting from the year representing existing or baseline conditions as of the publication date of the EIR Notice of Preparation. The following provides population for a similar time period using DOF estimates between 2000 and 2023.

Household population estimates are derived by multiplying the number of occupied housing units by the current persons per household. The persons per household estimates are based on 2020 Census benchmark data and are adjusted by raking the current county population series into these estimates. The group quarters population is based on the Census Bureau's 2020 P.L.94-171 File counts on group quarters and annually adjusted using reported changes for group quarters by State, federal, and local agencies (DOF, 2025). Additionally, DOF refines and revises prior years' population estimate data when releasing new annual reports. These revisions often occur when updated or more complete information becomes available, increasing the accuracy of historical data as new methodologies or sources are incorporated.

Population - County of San Bernardino

DOF population data includes the sum of people living in a jurisdiction within either an occupied housing unit (which is considered a household) as well as group quarters, which are places in which people live or stay with others such as senior housing, care facilities, and college dorms. As shown in **Table 5.13-6: Population and Household Size Trends – County of San Bernardino**, substantial population and household growth occurred between 2000 and 2010, with a slower pace of growth occurring after 2010.

The County's 2023 population estimate of 2,182,351 represents an approximately 28 percent increase over the County's 2000 total population.

Table 5.13-6: Population and Household Size Trends – County of San Bernardino

Unit	Population by Year (persons)				Change from 2000 to 2023	
	2000	2010	2020	2023	Numeric	Percentage
Total Population	1,710,139	2,035,210	2,181,654	2,182,351	+472,212	+28%
Household Population[1]	1,664,402	1,995,156	2,140,452	2,144,746	+480,344	+29%
Group Quarter Population[2]	45,737	40,054	41,332	37,605	-8,132	-18%
Occupied Households	528,594	611,618	667,836	680,169	+151,575	+29%
Persons per Household[3]	3.15	3.26	3.20	3.15	0	0%

Notes:
[1] Household Population = Total Population – Group Quarter Population
[2] Group quarters are places in which people live or stay with others such as senior housing, care facilities, and college dorms.
[32] Persons per Household = Household Population / Occupied Housing Units

Sources:
DOF. 2025. E-8 Population and Housing Estimates for Cities, Counties, and the State – 2000-2010. Sacramento, California, May 2025. https://dof.ca.gov/forecasting/demographics/estimates/estimates-e8-2000-2010/.
DOF. 2025. E-8 Population and Housing Estimates for Cities, Counties, and the State – April 1, 2010-April 1, 2020. Sacramento, California, May 2025. https://dof.ca.gov/forecasting/demographics/estimates/estimates-e8-2010-2020/.
DOF. 2025. E-5 Population and Housing Estimates for Cities, Counties, and the State - January 1, 2021-2025. Sacramento, California, May 2025. https://dof.ca.gov/forecasting/demographics/estimates/e-5-population-and-housing-estimates-for-cities-counties-and-the-State-2020-2025/.

Table 5.13-6 also shows that the County's average persons per household grew slightly between 2000 and 2010 but has been steadily decreasing since 2010 and returned in 2023 to the same average household size associated with 2000. The table also presents County household and group quarter population data. The County's household population increased by approximately 29 percent between 2000 and 2023, while the group quarter population decreased by approximately 18 percent. Group quarters population tends to fluctuate more year-to-year compared to household population, but the overall trend is a declining group quarters population across the County between 2000 and 2023.

Table 5.13-7: Forecast Population – County of San Bernardino presents the DOF's existing County population estimate as of 2023, and SCAG's County population forecasts for 2050. As shown in **Table 5.13-7**, SCAG Connect SoCal 2024 forecasts the County's total population will increase to approximately 2,623,000 persons by 2050, a growth of approximately 20 percent from the County's existing 2023 population estimate of 2,182,351 persons.

Table 5.13-7: Forecast Population – County of San Bernardino

Unit	Population by Year (persons)		Change from 2023 to 2045	
	DOF Existing	SCAG Forecast		
	2023	2050[1]	Numeric	Percentage
Total Population	2,182,351	2,623,000	+440,649	+20%

Sources:
DOF. 2025. E-5 Population and Housing Estimates for Cities, Counties, and the State - January 1, 2021-2025. Sacramento, California, May 2025. https://dof.ca.gov/forecasting/demographics/estimates/e-5-population-and-housing-estimates-for-cities-counties-and-the-State-2020-2025/.
SCAG. 2024. Demographics and Growth Forecast Technical Report. Table 12: Regional and County Forecast of Population, Household, and Employment. https://scag.ca.gov/sites/default/files/2024-05/23-2987-tr-demographics-growth-forecast-final-040424.pdf.

Population - City of Barstow

Table 5.13-8: Historic and Existing Population – City of Barstow presents City population data for 2000, 2010, 2020, and 2023 by totals, households, group quarters, and persons per household. As shown in the table, the City's 2023 population was estimated to total 24,930 persons, which reflects an approximately 18 percent increase over the City's 2000 total population. The average annual growth rate for the City between 2000 and 2023 was 0.73 percent, which is lower compared to the average growth rate of 1.07 percent for the county as a whole.

Table 5.13-8 indicates the group quarter population decreased by approximately 23 percent between 2010 and 2023; group quarters population tends to fluctuate more year-to-year compared to household population. The City's average persons per household grew between 2000 and 2020, decreasing slightly since 2020 to 2023, but still higher compared to 2000.

Table 5.13-8: Historic and Existing Population – City of Barstow

Unit	Population by Year (persons)				Change from 2000 to 2023	
	2000	2010	2020	2023	Numeric	Percentage
Total Population	21,119	22,639	25,534	24,930	+3,811	+18%
Household Population [1]	20,724	22,271	25,127	24,625	+3,901	+ 19%
Group Quarters Population [2]	395	368	407	305	-90	-23%
Occupied Households	7,647	8,085	8,790	8,778	1,131	+15%
Persons per Household[3]	2.71	2.75	2.86	2.81	+0.10	+4%

Notes:
[1] Household Population = Total Population – Group Quarter Population
[2] Group quarters are places in which people live or stay with others such as senior housing, care facilities, and college dorms.
[3] Persons per Household = Household Population / Occupied Units

Sources:
DOF. 2025. E-8 Population and Housing Estimates for Cities, Counties, and the State – 2000-2010. Sacramento, California, May 2025. https://dof.ca.gov/forecasting/demographics/estimates/estimates-e8-2000-2010/.
DOF. 2025. E-8 Population and Housing Estimates for Cities, Counties, and the State – April 1, 2010-April 1, 2020. Sacramento, California, May 2025. https://dof.ca.gov/forecasting/demographics/estimates/estimates-e8-2010-2020/.
DOF. 2025. E-5 Population and Housing Estimates for Cities, Counties, and the State - January 1, 2021-2025. Sacramento, California, May 2025. https://dof.ca.gov/forecasting/demographics/estimates/e-5-population-and-housing-estimates-for-cities-counties-and-the-State-2020-2025/.

For the balance of the City's SOI (excluding the BIG footprint), 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 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), Barstow Heights (2020 population of 2,216 persons), and Hinkley/North Barstow (2020 population of 3,796), 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 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 government).

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 housing 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 unincorporated single-family housing units in the City's SOI, 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 most of the housing that overlaps with the BIG Specific Plan area. The adjacent block group 1 of tract 118.02 contains very few housing units in the BIG Specific Plan area and overlaps with most of the Lenwood census-designated place (CDP).

The City estimates the total population of the entire proposed General Plan area in 2023 was 34,302 persons.

Table 5.13-9: Forecast Population – General Plan Area presents the existing and forecast City population for 2023 and 2048 based on the assumptions described in **Section 5.13.3** and **Appendix 5.13 GP-1**. As shown in **Table 5.13-9**, the City's population is forecast to grow to 18,751 persons by 2048, which reflects an approximately 75 percent increase over the City's 2023 total population of 24,867 persons (excluding the population that resided within the BIG footprint).

Table 5.13-9: Forecast Population – General Plan Area

	Existing	Forecast	Change from 2023 to 2048	
Unit	**2023**	**2048**	**Numeric**	**Percentage**
City (excluding BIG)	24,867	43,618	+18,751	+75%
BIG	325	0	-325	-100%
Balance of SOI	9,110	9,215	105	+1%
Total	**34,302**	**52,833**	**18,531**	**+54%**

Source: See **Appendix 5.13 GP-1: 2023-2048 Population, Housing, and Employment Projections.**

Population – SBLAFCO Action Areas

The proposed General Plan would include SBLAFCO Actions A and B; see **Section 5.11: Land Use**. SBLAFCO Action A; which totals 2,686-acres, includes a 2,676-acre portion of the BIG Specific Plan area and an additional 10-acre parcel; see **Figures 3-14** and **3-15**. SBLAFCO Action B totals 99 acres.

Table 5.13-10: Existing Population – SBLAFCO Actions Areas summarizes the housing and population for the SBLAFCO Action areas and indicates there are approximately 105 dwelling units within the SBLAFCO Action areas. The estimated 2023 population within the SBLAFCO Action areas is 316 persons (i.e., approximately 298 persons within SBLAFCO Actions A and 18 persons within SBLAFCO Actions B).

Table 5.13-10: Existing Population – SBLAFCO Actions Areas			
SBLAFCO Actions Area	**Housing Units**	**Persons per Household (County)**	**Population Estimate (2023)[1]**
Area A	99	3.01[2]	298
Area B	6		18
Total	**105**	--	**316**

Notes:
[1] Consistent with DOF methodology, population estimates are derived by multiplying the number of housing units by persons per household. Housing units are assumed to be 100 percent occupied.
[2] U.S. Census Bureau. 2020. Census Bureau Profile for Block Group 2 of Census Tract 118.02. Retrieved July 22, 2025, from https://data.census.gov/.

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Population - BIG Footprint

As indicated in **Table 5.13-11: Existing Population – BIG Footprint** there are approximately 108 dwelling units within BIG's footprint, with most (99 dwelling units) within unincorporated County. The estimated 2023 population within the BIG footprint is 325 persons (i.e., 298 persons within the County and 27 persons within the City).

Table 5.13-11: Existing Population – BIG Footprint			
Jurisdiction	**Housing Units**	**Persons per Household**	**Population (2023)[1]**
County	99	3.01[2]	298
City	9	2.97[3]	27
Total	**108**	--	**325**

Notes:
[1] Consistent with DOF methodology, population estimates are derived by multiplying the number of housing units by persons per household. Housing units are assumed to be 100 percent occupied.
[2] U.S. Census. 2023. *5-year ACS estimates, Table B25124, Tenure by Household Size by Units in Structure; Table B25008, Total Population in Occupied Housing Units by Tenure).* Retrieved February 6, 2025 from https://data.census.gov/.
[2] U.S. Census. 2020. *Census Bureau Profile for Block Group 2 of Census Tract 118.02. Retrieved July 22, 2025 from* https://data.census.gov/.

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5.13.2.2 Housing

Housing - County of San Bernardino

The DOF produces household estimates for California cities and counties using existing housing units as the baseline housing stock and adding any new residential construction projects and land annexations while subtracting residential unit demolitions. This updated value then defines the City or jurisdiction's estimated housing units (DOF, 2025). The DOF's 2023 housing estimates are based on 2020 Census benchmark data, which is the most recent data available, and American Community Survey data, which is used to distribute 2020 Census housing units into the analyzed housing types.

As identified in **Table 5.13-12: Existing Housing and Households – County of San Bernardino and City of Barstow**, the County's housing stock as of January 1, 2023, totaled approximately 746,006 units, of which a little over 91 percent were estimated to be occupied (households) and 8.8 percent were estimated to be vacant.

Table 5.13-12: Existing Housing and Households – County of San Bernardino and City of Barstow

Unit Type	County (2023)		Barstow (2023)	
	Housing Units	Percentage	Housing Units	Percentage
Single-Family Detached	531,182	71%	5,551	58%
Single-Family Attached	27,009	4%	212	2%
Two to Four Units	46,720	6%	1,298	13%
Five Plus Units	98,838	13%	1,745	18%
Mobile Homes	42,257	6%	817	8%
Total	**746,006**	**100%**	**9,623**	**100%**
Occupied Units (Households)	680,169	91%	8,788	91%
Vacant Units and Vacancy Rate	59,680	8.8%	835	8.8%

Source: DOF. 2025. E-5 Population and Housing Estimates for Cities, Counties, and the State - January 1, 2021-2025. Sacramento, California, May 2025. https://dof.ca.gov/forecasting/demographics/estimates/e-5-population-and-housing-estimates-for-cities-counties-and-the-State-2020-2025/.

Housing – City of Barstow

The DOF data shows the City's housing stock as of January 1, 2023, totaled approximately 9,623 units, of which a little over 91 percent were estimated to be occupied (households) and 8.8 percent were estimated to be vacant—the same rates as for the County as a whole. The City, however, has a slightly higher percentage of housing stock that is multi-family (two or more units within a structure) or mobile homes compared to the overall County.

Precise housing data for the unincorporated portions of the City's SOI is not readily available as the SOI boundary generally does not align with census boundaries, apart from the Lenwood 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 SOI. Finally, the City has gathered data from the County regarding the eight new housing units/households 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. Further refinement was provided through more site-specific data collected by BNSF for the BIG Specific Plan area.

The area known as Barstow Heights is within census block group 2 of tract 118.01 (see **Appendix 5.13 GP-1 Figure 1** 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 housing currently (2023) exists 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. 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 SOI boundaries, though there are few, if any, housing units 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 housing units that are to the east (and outside) of the City's General Plan Area. In block group 1 of tract 93, approximately 50 housing units are within the City. 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 for the City's 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.

Based on this information, the City estimates there were 13,130 housing units in the proposed General Plan area in 2023: 9,614 within the City limits, 108 housing units within the BIG Specific Plan area (nine within City limits and 99 within unincorporated City land), and 3,408 housing units within the balance of the City's SOI. The City also estimates there were 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 within City limits and 99 within unincorporated County land), and 3,109 within the balance of the City's SOI.

Housing – SBLAFCO Action Areas

As noted above, the proposed General Plan would include SBLAFCO Actions A and B; see **Section 5.11: Land Use and Planning**. SBLAFCO Action Area A, which totals 2,686 acres, includes a 2,676-acre portion of the BIG Specific Plan area and an additional 10-acre area; see **Figure 3-14** and **Figure 3-15**. SBLAFCO Actions B totals 99 acres. **Table 5.13-10** summarizes the housing for the SBLAFCO Action areas and indicates there are approximately 105 dwelling units within the SBLAFCO Action areas.

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Housing – BIG Footprint

Table 5.13-13: Existing Housing – BIG Footprint includes estimates of existing housing units within BIG's footprint classified by housing type. As of 2023, there were an estimated 108 housing units (all single-family detached units) within BIG's footprint (99 housing units within the County and nine housing units within the City). For the purposes of analysis, all housing units were assumed to be occupied (zero vacancy) and thus also represent 108 total households within BIG's footprint.

Table 5.13-13: Existing Housing – BIG Footprint

Jurisdiction	Single-Family Housing Units/ Households (2023)
County	99
City	9
Total	108

Source: Kimley-Horn and Associates, 2024.

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5.13.2.3 Employment

Employment figures are reported and analyzed for a geographic area (e.g., city, county, or community) in two distinct ways: occupations of employed residents of a given area and the jobs that are located within a given area. Additionally, employment estimates and factors like unemployment rates are often only cited in the context of the civilian labor force, though military job data is available and included in datasets.

The employment estimates published as part of the decennial census and annual estimates represents the jobs or occupations of those who live in a given area, even if they work in a different jurisdiction. Such data is referenced as occupation of residents within a given area. This occupation data may be reported based on occupation codes (the kind of work a person does on the job) or by industry (the kind of business of the person's employer). The occupation of existing and future residents influences the amount of household income within a given area, which plays a large role in determining the makeup and quality of housing, shops, services, and amenities. A jurisdiction can improve the opportunities for a resident to obtain a desired occupation through coordination with the local school district, other local higher educational and training institutions, County workforce development activities, and supporting the creation of new or expanded businesses, Ultimately, however, a jurisdiction has relatively little control over the occupation of their residents.

The Census also publishes employment estimates based on where that job is located, regardless of whether the job is held by a resident of that area or commutes from another location. Such data is referenced as jobs in a given area. A jurisdiction can use its land use, economic development, and other policies and resources to attract certain types of businesses to locate in a specific area such as Barstow. County governments also work on behalf of all jurisdictions within their county border to attract new investment and job opportunities to specific jurisdictions.

The following provides a breakdown of each type of employment estimate for the County and Barstow.

Employment - County of San Bernardino

Occupations of County Residents. The County's civilian labor force consisted of just over 1 million people in 2023, of which approximately 7.1 percent (74,017 persons) were unemployed as identified in **Table 5.13-14: Occupations of Residents by Industry – County of San** Bernardino The most common occupation for residents in San Bernardino County in 2023 were in the education, health care, and social assistance industries (211,374 employed residents). Occupations in the retail trade and transportation/ warehousing industries represented the next most common positions for residents in San Bernardino County (118,271 and 115,223 employed residents, respectively). The occupations that grew the most between 2000 and 2023 were in the transportation and warehousing industry (+146 percent) and professional, scientific, administrative, and management industries (+82 percent). Occupations in the information and manufacturing industries declined (-25 and -13 percent, respectively).

Table 5.13-14: Occupations of Residents by Industry – County of San Bernardino

Industry Classification	2000	2010	2023	Change 2000 to 2023

Table 5.13-14: Occupations of Residents by Industry – County of San Bernardino					
				Amount	**Percent**
Agriculture, forestry, fishing and hunting, and mining	5,934	6,256	6,974	1,040	18%
Construction	49,517	70,951	77,796	28,279	57%
Manufacturing	84,166	85,943	73,489	-10,677	-13%
Wholesale trade	27,174	33,179	28,963	1,789	7%
Retail trade	84,460	104,614	118,271	33,811	40%
Transportation and warehousing, and utilities	46,776	63,024	115,223	68,447	146%
Information	14,961	14,762	11,253	-3,708	-25%
Finance and insurance, and real estate and rental and leasing	36,860	46,496	40,469	3,609	10%
Professional, scientific, and management, and administrative and waste management services	50,726	68,024	92,249	41,523	82%
Educational services, and health care and social assistance	140,063	175,905	211,374	71,311	51%
Arts, entertainment, and recreation, and accommodation and food services	49,494	67,563	85,132	35,638	72%
Other services, except public administration	34,428	40,190	49,307	14,879	43%
Public administration	36,713	47,003	52,010	15,297	42%
Employed Total	661,272	823,910	962,510	301,238	46%
Unemployed Total	59,913	103,341	74,017	14,104	24%
Unemployment Rate	4.9%	11.1%	7.1%	2.2%	45%
Total Civilian Labor Force	721,185	927,251	1,036,527	315,342	44%
Military Employment	14,404	13,694	14,659	255	2%
Total Labor Force	735,589	940,945	1,051,186	315,597	43%

Source: USCB. 2025. *Table DP3/03, Profile of Selected Economic Characteristics for 2000, 2010, and 2023*. https://data.census.gov/.

The total number of employed civilian residents has grown substantially compared to 2000, and at a higher rate (44 percent) compared to growth rates of population (28 percent), reflecting the maturing of San Bernardino County from a collection of bedroom communities (places that primarily serve as places where people who work elsewhere live), to a collection of communities that also serve as places of employment. The number of residents employed by the military, both in amount and change, has remained relatively stable between 2000 and 2023.

Jobs in San Bernardino County. The USCB tracks and publishes the number of jobs based on the location where the payroll is reported, which is also typically the place of work or establishment location where job activity occurs. However, the method by which this data is collected can create some substantial gaps and inaccuracies compared to actual job numbers in a given location. The USCB 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. 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. Additionally, some jobs may be reported with a home office or headquarters that is in a different location from where the job activity takes place. The USCB break down jobs based on location into more detailed categories compared to the consolidated categories reported for occupation data.

Table 5.13-15: Jobs by Industry – County of San Bernardino identifies major job industries in the County. As indicated in **Table 5.13-15,** the USCB reported just over 841,000 jobs within the County in 2022 (latest available data), with jobs in the transportation and warehousing industries representing the most common job (135,414), followed by jobs in the health care and social assistance industries (129,666). These were also the fastest growing jobs compared to 2002 levels (earliest available comparable data), representing increases of 314 and 112 percent, respectively. The increase in transportation and warehousing industry took place primarily after 2010 as the number of warehousing and logistics facilities proliferated throughout the Valley and North Desert regions of the County. The demands of a growing and aging population led to a large increase in the number of jobs associated with the health care and social assistance industries. Jobs associated with the information and manufacturing industries declined (-47 and -19 percent, respectively).

Table 5.13-15: Jobs by Industry – County of San Bernardino					
				Change 2002 to 2022	
Industry Classification	2002	2010	2022	Amount	Percent
Agriculture, Forestry, Fishing and Hunting	4,298	2,533	2,090	-2,208	-51%
Mining, Quarrying, and Oil and Gas Extraction	825	674	1,161	336	41%
Utilities	4,798	5,784	4,683	-115	-2%
Construction	35,940	24,416	43,506	7,566	21%
Manufacturing	67,286	48,086	54,792	-12,494	-19%
Wholesale Trade	26,894	33,701	44,588	17,694	66%
Retail Trade	70,284	78,077	86,647	16,363	23%
Transportation and Warehousing	32,735	42,094	135,414	102,679	314%
Information	8,791	6,740	4,624	-4,167	-47%
Finance and Insurance	13,543	15,200	16,892	3,349	25%
Real Estate and Rental and Leasing	8,437	7,819	10,752	2,315	27%
Professional, Scientific, and Technical Services	15,124	21,288	27,243	12,119	80%
Management of Companies and Enterprises	8,313	6,770	5,854	-2,459	-30%
Administration & Support, Waste Management and Remediation	42,390	47,863	67,641	25,251	60%
Educational Services	57,445	64,754	65,833	8,388	15%
Health Care and Social Assistance	61,027	80,128	129,666	68,639	112%
Arts, Entertainment, and Recreation	8,442	10,207	13,153	4,711	56%
Accommodation and Food Services	43,019	52,388	70,281	27,262	63%
Other Services (excl. Public Admin)	22,450	30,464	21,519	-931	-4%
Public Administration	24,170	39,133	35,605	11,435	47%
Total Jobs[1]	556,211	618,119	841,944	285,733	51%

Note:
1. Employment data published by the U.S. Census is a partial dataset and generally excludes jobs associated with railroads, the military, other categories of workers not covered by unemployment insurance, reported by the U.S. Office of Personnel Management, and jobs that are associated with home offices or headquarters in other jurisdictions.

Source: USCB. 2025. OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2022). Retrieved August 23, 2025. https://onthemap.ces.census.gov/.

Employment – City of Barstow

Occupations of City Residents. The City's civilian labor force consisted of nearly 10,000 people in 2023, of which approximately 10.3 percent (1,005 persons) were unemployed; see **Table 5.13-16: Occupations of Residents by Industry – City of Barstow**. The most common occupation for Barstow residents in 2023 were in the education, health care, and social assistance industries (2,062 employed residents). Occupations in the retail trade and transportation/warehousing industries represented the next most common positions for residents in San Bernardino County (1,150 and 1,044 employed residents, respectively). The occupations that grew the most between 2000 and 2023 were in the education, health care, and social assistance industries (761 employed residents) and the construction industry (+213 employed residents). Occupations in the finance, insurance, and real estate industries and manufacturing industries shrank the most (-60 and -35 percent, respectively).

The total number of employed civilian residents has grown compared to 2000, though at a lower rate (11 percent) compared to growth rates of population (18 percent), reflecting in part the historical difficulty of attracting jobs to Barstow and slight increases in household size. The number of residents employed by the military, both in amount and change, has remained relatively stable between 2000 and 2023.

Table 5.13-16: Occupations of Residents by Industry – City of Barstow

Industry Classification	2000	2010	2023	Change 2000 to 2023	
				Amount	Percent
Agriculture, forestry, fishing and hunting, and mining	74	50	151	77	104%
Construction	312	503	525	213	68%
Manufacturing	509	463	330	-179	-35%
Wholesale trade	127	79	186	59	46%
Retail trade	1,201	1,135	1,150	-51	-4%
Transportation and warehousing, and utilities	879	962	1,044	165	19%
Information	159	30	142	-17	-11%
Finance and insurance, and real estate and rental and leasing	253	395	100	-153	-60%
Professional, scientific, and management, and administrative and waste management services	541	648	640	99	18%
Educational services, and health care and social assistance	1,301	1,738	2,062	761	58%
Arts, entertainment, recreation, and accommodation and food services	962	1,349	1,020	58	6%
Other services, except public administration	523	602	469	-54	-10%
Public administration	1,020	1,396	933	-87	-9%
Employed Total	7,861	9,350	8,752	891	11%
Unemployed Total	908	889	1,005	97	11%
Unemployment Rate	10.4%	8.7%	10.3%	-0.1%	-1%
Total Labor Force	8,769	10,239	9,757	988	11%
Military Employment	252	327	268	16	6%
Total Labor Force	9,021	10,566	10,025	1,004	11%

Source: USCB. 2025. Table DP3/03, Profile of Selected Economic Characteristics for 2000, 2010, and 2023. Retrieved on August 23, 2025, from https://data.census.gov/.

Jobs in Barstow. As described in the discussion of jobs under San Bernardino County above, the data collection methodology of the USCB of jobs based on the based on location can create some substantial gaps and inaccuracies. While the degree of inaccuracy may be marginal (or at least lessened) at a countywide level, the degree of inaccuracy at a City level can be substantially greater, particularly for jurisdictions with large railroad and military employers like Barstow. Nevertheless, the jobs data can still

provide insight into trends for many types of jobs—both in examining trends over time in Barstow and in comparison to similar jobs across the County.

Outside of railroad and military employment, the USCB reported that the most common jobs in Barstow were associated with the retail trade industry (1,465) in 2022, (latest available data), followed by jobs in the accommodations/food services and health care/social assistance industries (1,359 and 1,251, respectively); see **Table 5.13-17: Jobs by Industry – City of Barstow**. The fastest growing jobs compared to 2002 levels (earliest available comparable data), were associated with the transportation/warehousing and health care/social assistance industries, representing increases of 170 and 112 percent, respectively. The increase in transportation and warehousing industry took place primarily after 2010 as demand for jobs associated with logistics surged throughout Southern California. Similar to elsewhere throughout the county, the demands of a growing and aging population led to a large increase in the number of jobs associated with the health care and social assistance industries.

While retail jobs continue to be very common, the number of such jobs in 2022 was lower compared to levels in 2002. Since 2002, multiple recessions, national stagnation in the retail industry, a slower rate of local population growth and lower household incomes (compared to other cities), and distance from other large population centers are all contributing factors that led to a reduction in retail jobs. As the retail industry has shrunk its physical and employment footprint over the past 20 years, fewer retail establishments remained viable and/or chose to locate in Barstow.

Barstow contains two major facilities, the existing Barstow classification yard and the Marine Corps Logistics Base (MCLB) Barstow, whose employees are not tracked (either at all or consistently) by various authoritative data sources, including the U.S. Census, due to their classification as either railroad or military positions. Additionally, military employment can vary considerably throughout the course of a year and across different years. Accordingly, comparable historical data on a citywide basis is not readily available.

To determine the number of existing jobs in Barstow in 2023, the City combined employment data provided directly by BNSF and the U.S. Military with non-railroad/military employment figures that the U.S. Census consistently track, local information tracked by the City, and data collected and analyzed in SBTAM+. In 2023, the City estimates that there was a total of 14,416 jobs in the Barstow SOI: 13,560 jobs in the City, 92 jobs within the BIG Specific Plan area, and 764 jobs in the City's SOI.

Table 5.13-17: Jobs by Industry – City of Barstow					
Industry Classification	2002	2010	2022	Change 2002 to 2022	
				Amount	Percent
Agriculture, Forestry, Fishing, Hunting	0	0	0	0	0
Mining, Quarrying, Oil/Gas Extraction	0	0	0	0	0
Utilities	41	70	27	-14	-34%
Construction	120	63	94	-26	-22%
Manufacturing	110	77	104	-6	-5%
Wholesale Trade	175	229	43	-132	-75%
Retail Trade	2,053	1,575	1,465	-588	-29%
Transportation and Warehousing	168	219	454	286	170%
Information	893	50	28	-865	-97%
Finance and Insurance	67	62	59	-8	-12%
Real Estate and Rental and Leasing	139	104	128	-11	-8%
Professional, Scientific, and Technical Services	140	179	114	-26	-19%
Management of Companies and Enterprises	5	12	0	-5	-100%
Administration & Support, Waste Management and Remediation	129	865	157	28	22%
Educational Services	1,182	1,111	635	-547	-46%
Health Care and Social Assistance	591	814	1,251	660	112%
Arts, Entertainment, and Recreation	17	18	22	5	29%
Accommodation and Food Services	1,389	1,874	1,359	-30	-2%
Other Services (excl. Public Admin)	409	544	266	-143	-35%
Public Administration	184	404	307	123	67%
Total Jobs[1]	7,812	8,270	6,513	1,299	-17%

Note:
1. Employment data published by the U.S. Census is a partial dataset and generally excludes jobs associated with railroads, the military, other categories of workers not covered by unemployment insurance, reported by the U.S. Office of Personnel Management, and jobs that are associated with home offices or headquarters in other jurisdictions.

Source: USCB. 2025. OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2022). Retrieved August 23, 2025, from https://onthemap.ces.census.gov/.

Employment – SBLAFCO Action Areas

As noted above, the proposed General Plan would include SBLAFCO Actions A and B; see **Section 5.11: Land Use**. SBLAFCO Action A, which totals 2,686-acres, includes a 2,676-acre portion of the BIG Specific Plan area and an additional 10 acres; see **Figure 3-14** and **Figure 3-15**. SBLAFCO Action B totals 99 acres. There are no employment-generating uses within the SBLAFCO action areas.

Barstow International Gateway

BIG Footprint Employment

Table 5.13-18: Existing Employment Within BIG Footprint summarizes the employment-generating land uses and estimated jobs within BIG's footprint. As identified in the table, the existing employment within BIG's footprint is approximately 92 jobs.

Table 5.13-18: Existing Employment Within BIG Footprint

Land Use	Employee Rate	Employees
Commercial (85,887 SF)	1 per 1,009 SF[1]	85
Industrial (7,837 SF)	1 per 1,195 SF[2]	7
Total (93,724 SF)	-	92

Notes:
[1] Standard "Other Retail/Svc" rate.
[2] Standard warehousing rate.

Sources:
Kimley-Horn and Associates, Inc. 2023.
SCAG. 2001. Employment Density Report Table II-B. https://docplayer.net/30300085-Employment-density-study-summary-report-october-31-prepared-for-southern-california-association-of-governments.html.

5.13.3 IMPACT THRESHOLDS AND SIGNIFICANCE CRITERIA

State CEQA Guidelines **Appendix G: Environmental Checklist Form** includes questions concerning population and housing. The issues presented in the Environmental Checklist Form have been used to formulate thresholds of significance in this section. Accordingly, the Project would have a significant effect concerning population and housing if it would:

- **Impact 5.13-1:** Induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).
- **Impact 5.13-2:** Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.

5.13.4 PROJECT IMPACTS AND MITIGATION MEASURES

Applicable Proposed General Plan Policies

The proposed General Plan goals and policies relevant to population and housing are listed below.

Land Use Element

- **Goal LU-1.** Compatible land use planning that protects residential neighborhoods, enhances the viability of businesses, and ensures the integrity of military operations.
- **Policy LU-1.1 Land use compatibility.** Require that new development be located, buffered, and designed to avoid or reduce (to an acceptable level), negative impacts on existing conforming uses and adjacent neighborhoods. Require that new residential development be located, buffered, and designed so as to not hinder the economic viability and continuity of areas planned for nonresidential uses.

- **Policy LU-1.3 Military coordination on land use and operations**. Coordinate with Marine Corps Logistics Base Barstow to ensure compatible land uses in areas where military operations could affect public health and safety, or where civilian activities could have an impact on current or future military operations.
- **Policy LU-1.4 Nonresidential west of 15/58.** Plan and prioritize undeveloped areas west of Highway 58 and Interstate 15 for non-residential uses to promote land use compatibility, protect and enhance residential neighborhoods, and maintain the viability of commercial and industrial businesses for the community's present and future economic viability.
- **Policy LU-1.5 Industrial amendments.** Prohibit amendments to the Land Use Map for Industrial within Central Barstow, which is where the vast majority of Barstow residents live, shop, recreate, worship, and go to school. Permit amendments to the Land Use Map for General Industrial within 500 feet of the Lenwood community only when associated with a specific plan that includes appropriate buffering.
- **Policy LU-1.6 Sphere of influence.** Coordinate with the County to ensure that any future development that is approved by the County in the City's sphere of influence (SOI) is compatible with existing development in Barstow's incorporated boundaries, planned land uses as identified in the City's General Plan, adopted pre-zoning and specific plans that are within the City's SOI, and planned roadway, utility, and other infrastructure.
- **Goal LU-2.** Growth and development that is fiscally sustainable and contributes to the health and prosperity of Barstow residents, businesses, and institutions.
- **Policy LU-2.1 Balanced mix of land uses.** Plan for and maintain a balanced mix of high quality land uses to ensure a range of residential options, fiscal sustainability, and convenient access to shops, restaurants, services, and well-paid jobs.
- **Policy LU-2.3 Concurrent infrastructure and services.** Approve development only when necessary infrastructure and services will be available and provided prior to or concurrent with occupancy.
- **Policy LU-2.4 Medical professionals and services.** Facilitate housing and employment growth in order to expand the local service population that can attract and support a variety of high quality medical professionals and services.
- **Policy LU-2.5 Fiscal impact of new development.** Require new development to pay its fair share for necessary infrastructure, services, and on- and off-site capital and infrastructure improvements. Require amendments to the General Plan to include an analysis of the fiscal impact and discourage amendments that would not have a fiscally neutral or positive impact on the City budget.
- **Policy LU-2.6 Financing mechanisms**. Require new development to employ special assessment districts and other financing mechanisms for improvements to and expansions of existing public services and infrastructure (including capital costs and ongoing operations and maintenance), when necessary to maintain fiscal neutrality. Explore opportunities to establish financing mechanisms to improve public services and infrastructure in existing neighborhoods or districts.
- **Policy LU-2.7. County development.** Coordinate with the County to establish and implement fees that address fair share impacts of development in unincorporated areas on City roadways, infrastructure, and public services.

Circulation and Mobility Element

- **Goal CM-1.** A roadway network that provides for the safe and efficient mobility needs of residents, businesses, visitors, and emergency services.
- **Policy CM-1.1 Level of service.** Strive to maintain a citywide level of service (LOS) standard not exceeding LOS D for roadways and LOS C for City-controlled intersections for weekday peak. Allow LOS D for intersections in the downtown in recognition of the built-out nature and desire for lower speeds for safety (motorist, bicyclist, or pedestrian), and greater business exposure.
- **Policy CM-1.2 Regional network.** Support the development of regional transportation facilities that ensure the safe and efficient movement of people and goods between the city and outside areas, accommodating regional travel demands while minimizing adverse transportation impacts on Barstow residents and businesses.
- **Policy CM-1.3 Interagency coordination.** Coordinate with the County and other local, regional, state, and federal agencies on long-term plans, proposed development projects, and capital improvements while minimizing adverse traffic impacts on Barstow residents and businesses.
- **Policy CM-1.4 Traffic management.** Utilize intelligent transportation systems and research changing trends in mobility to more efficiently and safely move people and vehicles while managing motor vehicle speeds.
- **Policy CM-1.5 Road maintenance.** Regularly update the pavement management plan and maintain roadways to ensure safety and functionality, as an investment strategy, and to improve the City's image and quality of life.
- **Policy CM-1.6 Fair share of transportation improvements.** Require new development to pay a fair share of needed transportation improvements based on a project's impacts on the City's motorized and non-motorized transportation networks.
- **Policy CM-1.7 Bridges and rail crossings.** Coordinate with regional, state, and federal agencies as well as BSNF to provide and maintain multiple options for vehicles to safely cross the Mojave River and railway facilities, even during 100-year flooding and seismic events.
- **Policy CM-1.8 Future improvements.** Incorporate a new I-15 overcrossing and interchange into long-term local and regional transportation planning to alleviate future congestion at the Lenwood interchange.
- **Policy CM-2.10 VMT reduction**. Promote new development and transportation demand management (TDM) strategies that will reduce household and employment vehicle miles traveled (VMT). Prioritize the implementation of TDM strategies over the expansion of roadway capacity.

Public Facilities and Services Element

- **Goal PFS-1.** Reliable and cost-effective infrastructure systems and services that adequately serve residents, businesses, and institutions.
- **Policy PFS-1.1 Reliable access to water**. Require new lots that are within 200 feet of existing water service to be connected to an urban water supplier or County-regulated public water system to ensure a clean and resilient supply of potable water, even during cases of prolonged drought.

- **Policy PFS-1.2 Recycled and reclaimed water**. Expand the City's recycled water capabilities and encourage the use of recycled water for landscaping, groundwater recharge, direct potable reuse, and other appropriate uses. Support the use of greywater systems for non-potable purposes.
- **Policy PFS-1.3 Water conservation**. Encourage water-conserving site design and the use of water-conserving fixtures, and advocate for the adoption and implementation of water conservation strategies by water service agencies.
- **Policy PFS-1.4 Sewer system connection**. Require new lots that are within 200 feet of existing sewer service and/or smaller than one-half acre to be served by a sewer system. Sewer service may be required for larger lot sizes depending on local soil and groundwater conditions.
- **Policy PFS-1.5 Sewer system maintenance and improvements**. Monitor, maintain, and make sewer system improvements as necessary to ensure safe, reliable, and cost-effective wastewater collection and treatment facilities.
- **Policy PFS-1.7 Flood control**. Maintain the local storm drain system to convey a 100-year storm and collaborate with the San Bernardino County Flood Control District and other state and federal agencies to maintain regional flood-control infrastructure to minimize flood damage.
- **Policy PFS-1.8 Solid waste**. Provide a solid waste management system that meets or exceeds state recycling and waste diversion mandates while providing cost-effective disposal of waste for residents, businesses, and institutions.
- **Policy PFS-1.9 Electricity and natural gas**. Coordinate with Southern California Edison and Southwest Gas to ensure the safe, reliable, and cost-effective delivery of electricity and natural gas to homes, businesses, and institutions.
- **Policy PFS-1.10 Telecommunications.** Encourage the expansion of affordable, high-speed fixed and wireless internet access in underserved and unserved areas, as defined by the California Public Utilities Commission.
- **Policy PFS-1.11 Coordination on improvements in the right-of-way.** Encourage and facilitate coordination between entities responsible for infrastructure, telecommunications, and utilities so that improvements are made concurrently or in such a manner that minimizes disruption to rights-of-way, complies with the City's trenching and street protection policies, and reduces costs.
- **Goal PFS-2.** High quality public facilities and services that provide the foundation for public safety, community health, and an educated and well-trained workforce.
- **Policy PFS-2.1 Response capacity.** Maintain police and fire staffing, facilities, and training activities to effectively respond to emergency and general public service calls and to create a real and perceived sense of safety for residents, visitors, and businesses.

Open Space and Conservation Element

- **Goal OSC-4**. Water safe for human consumption and the natural environment.
- **Policy OSC-4.1 Sustainable water supply.** Collaborate with the state, regional water quality control boards, watermasters, water purveyors, military, and other entities to ensure a safe and sustainable supply of drinking water.

- **Policy OSC-4.2 Groundwater management.** Collaborate with the Go Mojave Water Agency to ensure the sustainable management of groundwater basins.

Housing Element

Note that the Housing Element was updated in 2024 and is not being updated as part of the proposed General Plan. Accordingly, the Housing Element goals and policies listed in **Table 5.13-2: 2015 General Plan Relevant Goals and Policies – Population and Housing** are relevant and will continue to be part of the City's General Plan, with or without the proposed General Plan update.

Impact 5.13-1	***Would the Project induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?***

Proposed General Plan

The proposed General Plan directly encourages and anticipates population and job growth by proposing updates to the City's 2015 Land Use Plan that would facilitate BIG and support the construction of new homes and businesses. Adding livable wage jobs and providing a wide range of housing opportunities are key objectives of the proposed General Plan. The forecast job growth also includes public service jobs such as nurses and teachers, as well as jobs in supporting industries such as industrial training, local service, retail, and restaurant uses that may serve future employees and their families.

Table 5.13-19: Comparison of 2015 General Plan and Proposed General Plan Projections, shows the City's existing conditions (2023), the projections under the 2015 General Plan, and the projections under the proposed General Plan. **Table 5.13-19** also shows the percent change from existing conditions and the percent change comparing future conditions (2048) under the 2015 General Plan and proposed General Plan. Development in the City is not linked to any mandatory or specific timeline but is based on market conditions, construction of notable projects such as BIG, Los Coyotes Casino Project, new residential development in the eastern portion of the City in accordance with the proposed General Plan's Land Use Plan, input from property owners and the development community, and regional and local trends. A comparison of proposed General Plan and 2015 General Plan projections assist in providing context for comparison of the growth planned under the existing 2015 General Plan and the proposed General Plan.

Table 5.13-19: Comparison of 2015 General Plan and Proposed General Plan Projections

	Existing (2023)	2015 General Plan Projections (2048)	Proposed General Plan Projections (2048)	% Increase Proposed General Plan vs Existing	% Increase Proposed vs 2015 General Plans
Population	34,302	45,603	52,833	54%	16%
Housing Units	13,130	16,868	19,738	50%	17%
Employment	14,416	19,810	25,236	75%	27%

Source: City of Barstow, 2025.

As shown in **Table 5.13-19**, the proposed General Plan is forecast to increase the City's housing stock by approximately 50 percent and 17 percent when compared to existing population and 2015 General Plan housing projections, respectively. **Figure 3-13: Proposed General Plan Land Use Plan** shows the

development pattern for jobs and housing in the proposed General Plan. Through policy, and land use designations, housing is designated on the east side of I-15, and adjacent to the existing City limits. Development around BIG will be guided by a new land use designation Business Park. The Business Park designation will allow for existing residential uses to continue in perpetuity and to complete the neighborhood fabric, but without expanding the overall footprint of residential areas. The primary intent of the Business Park designation is to foster non-residential development such as offices and research parks. While the proposed General Plan forecasts 2,870 more housing units compared to the 2015 General Plan, the footprint of residential development is actually smaller as the proposed General Plan supports greater intensification and clustering of residential projects and neighborhoods. All growth, as shown in the proposed General Plan, is planned as part of this update process and the impacts disclosed in this EIR.

The proposed General Plan anticipates population growth of approximately 54 percent and 16 percent when compared to existing population and 2015 General Plan population projections, respectively. Except for some nominal growth assumed in various portions of the City's SOI (approximately 105 new unincorporated residents through 2048), growth evaluated in this EIR is assumed to be within the incorporated City limits. The forecast population growth is planned, and the proposed General Plan is designed to provide the supporting services and infrastructure commensurate with the forecast growth.

As also shown in **Table 5.13-19,** the proposed General Plan is forecast to increase the City's jobs by approximately 75 percent and 27 percent when compared to existing job numbers and 2015 General Plan employment projections, respectively. Estimating the precise number of future employees who would relocate to the City would be highly speculative, since many factors influence personal housing location decisions. For analysis purposes, the City assumed that approximately 35 percent of additional workers employed in Barstow will also choose to live in the City (see **Appendix 5.13 GP-1** for more detail). The application of this assumption means that approximately 8,800 of the projected new jobs would be filled by persons who (with their families) would relocate to the City and create new households. The remaining jobs would be filled by persons who would reside in cities or unincorporated communities outside of the Barstow SOI.

The proposed General Plan anticipates population growth of approximately 54 percent and 16 percent when compared to the existing population estimate and 2015 General Plan population projection, respectively. Except for the 105 residents (less than one percent) assumed in various portions of the City's SOI , growth evaluated in this EIR is assumed to be within the incorporated City limits. The forecast population growth is planned and the proposed General Plan is designed to provide the supporting services and infrastructure commensurate with the forecast growth.

As discussed in **Section 3.0: Project Description**, the proposed Project proposes to annex approximately 2,785 acres of unincorporated County lands into the City under proposed SBLAFCO Actions A and B. The City cannot approve or authorize any construction on property that is outside of the City limits, and the annexation process requires prezoning, which must be consistent with the proposed General Plan.

Engineering studies for water, wastewater, and storm drainage conducted as part of the development of the proposed General Plan and this EIR are based on the estimated demand that is also based on existing and proposed land uses consistent with the City's proposed General Plan; The City regularly updates utility service master plans to maintain adequate facilities and service levels within the City and as a basis for

maintaining and updating development impact fees. Additionally, several proposed policies would reinforce and perpetuate planning that is long-term and consistently updated in advance of future development. This includes General Plan policies LU-2.3, LU-2.5, LU-2.6, LU-2.7, CM-1.1, CM-1.2, CM-1.3, CM-1.5, CM-1.6, PFS-2.1, and OSC-4.1.

As an example of advanced utility/resource/facility planning directed by the proposed policies, the City coordinated with the Mojave Water Agency (MWA) during the proposed General Plan to ensure the City's forecasted growth through 2048 (including BIG) would be integrated directly into MWA's upcoming Regional Master Plan (currently in process). The City is also updating its Sewer Master Plan and Development Impact Fees concurrent with the proposed General Plan to ensure the proposed 2048 growth projections (including BIG) would be integrated directly into the City Budget and other short- and long-term plans for maintaining and improving public facilities and services.

As the utility service master plans are designed to serve the proposed General Plan and assumed demand, and no development can occur outside of the areas designated and zoned for development, there is no potential for unplanned growth to occur indirectly through extension of infrastructure. As noted throughout this EIR, the proposed reorganizations under SBLAFCO Actions A and B, as well as BIG, would be planned growth events, and the proposed General Plan has been revised to accommodate the associated growth. Similarly, any other future annexations would be on land designated for development as part of the proposed General Plan.

Overall, while buildout of the proposed General Plan could result in population growth through construction of new housing and businesses, the growth is not unplanned. Therefore, impacts would be less than significant.

Impact 5.13-1: General Plan: Level of Significance Before Mitigation: Less than Significant Impact.

Impact 5.13-1: General Plan: Mitigation Measures: No mitigation required.

Impact 5.13-1: General Plan: Level of Significance After Mitigation: No significant impact would occur.

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Construction

BIG construction activities would occur over approximately 34 months. The approximately 92 jobs associated with the existing non-residential land uses within BIG's footprint would be removed. BIG would generate approximately 8,188 direct construction jobs within the BIG footprint, when all proposed improvements would be completed; see **Table 3-12: Estimated Employment – BIG**, of the **Project Description**. When considering the indirect and induced job categories, BIG would generate approximately 17,693 additional construction jobs. Given the temporary nature of these construction jobs, and since it is typical for construction workers to be employed at multiple projects within any given year, it is unlikely that the workers filling the 8,188 direct construction jobs would choose to relocate to the City. Further, the County has an existing unemployment rate of 7.1 percent (approximately 74,017 persons) and the City has an existing unemployment rate of 10.3 percent (approximately 1,005 persons);

see **Table 5.13-15**. Therefore, it is anticipated that BIG's direct construction jobs could be filled in part by unemployed persons who already reside in the BIG study area.

Approximately 77,796 persons from the County's 2023 civilian labor force and 525 persons from the City's 2023 were employed in the construction sector.[2] In the construction sector between 2010 and 2023, the County experienced an approximately 10 percent increase in employment , while the City experienced an approximately 4 percent increase. This growth trend in the construction sector is anticipated to continue. According to a recent study, most of the job sectors within the construction industry will see significant increases over the next several years (San Bernardino, 2024). The study also noted that with the projected population growth for San Bernardino County and the Inland Empire of 20 to 25 percent over the next quarter century, these areas are anticipated to become active construction markets. These construction industry jobs are also good paying jobs, with a median annual salary of $76,492 (San Bernardino, 2024). Given the greater opportunities and compensations offered by the construction industry, currently underemployed persons[3] in the BIG study area may change to construction industry careers. The increase in the County's overall construction sector employment supports the availability of construction industry workers able to commute to the City for construction work at BIG, without having to permanently relocate there. Multiple cities and communities in the High Desert (e.g., the cities of Victorville, Palmdale, and Apple Valley) are within a reasonable commuting range (one hour's drive or less, each direction) from BIG, and construction workers could also be based in southeastern Kern County and commute to BIG. Additionally, based on past projects, the City anticipates that a large percentage of construction workers would live locally (i.e., within Barstow).[4] As such, BIG would also prioritize hiring local construction workers, further reducing the potential for relocations to the City.

Finally, construction activities would occur over approximately 34 months. Up to 50 construction workers at the start of construction and up to 150 construction workers at peak of construction are anticipated to remain in the City.[5] These construction workers would only be on-site for their relevant phases of construction (i.e., earthwork construction workers would primarily only be on-site for the grading and site preparation phases [14 months], building trade workers would only be on-site to construct buildings [12 months], etc.). As such, construction workers would typically be on the site for approximately one year. Given the relatively short time construction workers would be on the construction sites, it is highly unlikely they would permanently relocate to the BIG study area for temporary construction jobs. Therefore, BIG construction activities would not cause substantial unplanned population growth in the BIG study area. BIG's construction-related impacts concerning population growth would be less than significant, and no mitigation is required.

Operations

BIG operations would not directly induce unplanned population growth in the BIG study area through construction of new housing, as BIG does not propose to construct housing. Additionally, given that BIG is an incorporated component of the proposed General Plan, population growth induced by BIG would

[2] Source: USCB. 2025. *2023 America Community Survey 5-Year Estimates, Table DP03, Selected Economic Characteristics.* https://data.census.gov/table/ACSDP5Y2023.DP03?t=Employment&g=160XX00US0604030_050XX00US06071.
"Underemployed person" means a person who has a bona fide employment but whose employment, be it full time, or part time, or intermittent, is insufficient to provide an income adequate to avoid economic deprivation.

[4] Ken Taylor, personal communication, September 18, 2025.

[5] Ken Taylor, personal communication, September 18, 2025.

not be considered "unplanned" as it is assessed and accounted for in the City's proposed General Plan, including the associated population, housing, and employment projections.

BIG proposes new employment-generating operational land uses (i.e., a rail yard with intermodal and block swap yard, a transload warehouse center, and a solar farm). With an opening year of 2028, BIG's 20-year horizon year would be 2048. BIG's 2048 operational employment forecast is estimated to remain consistent over the 20-year operations projections. BIG operations would generate approximately 5,373 direct jobs within the City by 2048; see **Table 3-12: Estimated Employment – BIG**, of the **Project Description**. The proposed solar farm would not generate additional permanent employees. When considering the additional 10,300 indirect and induced jobs, BIG operations would generate approximately 15,673 additional jobs by 2048; see **Table 3-12**.

The approximately 5,373 new direct jobs generated by BIG operations would not result (directly or indirectly) in a significant impact by inducing substantial unplanned population growth in the BIG study area. It is anticipated that new BIG operational jobs could be filled in part by underemployed or unemployed persons who already reside in the BIG study area, based on the following factors:

- The City has a current unemployment rate of approximately 10.3 percent (1,005 persons); see **Table 5.13-15**.
- The County has a current unemployment rate of approximately 7.1 percent (74,017 persons); see **Table 5.13-15**.
- BNSF currently collaborates with Barstow Community College to provide a contract education program to provide welding instruction for college students (Barstow Community College, ND).

Based on the above factors, it is anticipated that a sizeable portion of the direct jobs attributable to BIG operations could be filled by the underemployed persons and the approximately 1,005 unemployed persons who already reside in the City. Therefore, concerning these direct operational jobs, BIG would not induce unplanned population growth directly by proposing new employment-generating land uses because many of these persons would already reside in the City.

While population effects due to increased employment would cumulatively occur within both the City and County (the BIG study area), both the City and County would experience population changes differently. As such, population changes within the City may include relocations from existing employees present in the County portion of the BIG study area. Estimating the precise number of BIG's future 5,373 employees who would relocate to the City would be highly speculative, since many factors influence personal housing location decisions. In its projections, the City assumed that approximately 35 percent of additional workers employed in Barstow would also choose to live in the City; see **Appendix 5.13 GP-1** for more detail). The following analysis applies the same assumption to estimate the number of City households that would be generated by BIG's operational employment, with the remaining jobs being filled by persons who would reside outside the proposed General Plan area. If 35 percent of BIG's 5,373 operational jobs would result in a new household, approximately 1,881 new households would be directly related to BIG's operational jobs. Assuming 3.0 persons per household (see **Appendix 5.13 GP-1**), BIG operations could potentially add approximately 5,643 persons to the City's population, which would represent a 16 percent increase (39,945 persons) over the existing population of 34,302 persons. However, this potential

population growth associated with BIG is already accounted for in the City's population growth assumptions; see **Appendix 5.13 GP-1** for more detail. Additionally, as shown in **Table 5.13-3,** the proposed General Plan evaluated a 2048 population of 52,833 persons, which includes BIG. Therefore, population growth associated with BIG operations would not be unplanned.

BIG would also involve infrastructure improvements (e.g., internal circulation systems, freight rail tracks, and a solar farm). Various improvements and modifications are proposed to Main Street for access to the BIG rail yard and to Lenwood Road for access to the transload warehouse center. BIG also proposes a closed loop system of private roads between the intermodal facility and the transload warehouse center to keep a majority of the heavy-duty trucks off of local roadways. These transportation improvements are either internal and would serve BIG or do not involve roadway extensions into undeveloped areas. Furthermore, the solar farm is sized to serve BIG's power needs and would not be designed to provide excess power that could be used by local residents. Therefore, BIG would not induce unplanned population growth in the BIG study area indirectly through extension of infrastructure.

Finally, it is anticipated that BIG would require local utility infrastructure relocations and extensions. BIG proposes the utility improvements depicted on **Figure 3-19** through **Figure 3-25** and described in **Section 5.17: Utilities and Service Systems**. These utility extensions are not anticipated to induce unplanned population growth in this utility "expansion" area (i.e., areas south and west of the BIG Specific Plan area) since BIG and surrounding area improvements and the utility extensions to serve BIG are sized to only serve BIG's demand. Therefore, BIG is not anticipated to induce unplanned population in the surrounding area indirectly through extension of utility infrastructure or subsequently in the BIG study area.

BIG construction and operations would not cause substantial unplanned population growth in the BIG study area, either directly (e.g., by proposing new housing and businesses) or indirectly (e.g., through extension of roads or other infrastructure). Construction and operational impacts would be less than significant, and no mitigation is required.

Impact 5.13-1: BIG: Level of Significance Before Mitigation: Less than Significant Impact.

Impact 5.13-1: BIG Mitigation Measures: No mitigation required.

Impact 5.13-1: BIG Level of Significance After Mitigation: No significant impact would occur.

Impact 5.13-2	***Would the Project displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere?***

Proposed General Plan

The purpose of the proposed General Plan is to provide orderly growth in the City through the distribution, location, balance, and extent of land uses. **Figure 3-13: Proposed General Plan Land Use Plan** and Land Use Element policies are designed to protect existing and planned industrial areas from incursion of new housing while at the same time allowing existing neighborhoods to remain. BIG would displace people and housing through removal of approximately 108 housing units and approximately 93,724 square feet

of non-residential land uses. However, nothing in the proposed General Plan would require displacement of existing people or the reduction of housing that would necessitate the construction of replacement housing elsewhere. The proposed General Plan is forecast to result in a total housing stock of 19,738 housing units by 2048, or approximately 50 percent more housing units than under existing (2023) conditions (see **Table 3-5: General Plan Update – 2048 Projections**). Additionally, the proposed Land Use Map 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 CGC Section 66300. Therefore, the proposed General Plan anticipates the construction of additional housing within the Barstow SOI, although the proposed General Plan would not displace substantial numbers of existing people or housing. A less than significant impact would occur, and no mitigation is required.

Impact 5.13-2: General Plan: Level of Significance Before Mitigation: Less than Significant Impact.

Impact 5.13-2: General Plan: Mitigation Measures: No mitigation required.

Impact 5.13-2: General Plan: Level of Significance After Mitigation: No significant impact would occur.

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Construction and Operations

BIG requires property acquisitions of residential and non-residential uses to accommodate the proposed improvements/modifications. As indicated in **Table 5.13-11,** BIG would displace approximately 108 housing units, including approximately 99 housing units within the unincorporated County with approximately 298 persons and approximately 9 housing units within the City with approximately 27 persons. The 99 dwelling units and approximately 298 persons BIG would be displaced in the County and constitute approximately 0.001 percent of both the County's housing stock and population. The approximately 9 housing units and approximately 27 persons BIG would be displaced in the City and constitute approximately 0.1 percent and approximately 0.09 percent of the City's housing stock and population, respectively. BIG would also displace approximately 93,724square feet of non-residential (commercial and industrial) land uses, with an associated employment of approximately 92 jobs. Considering the residential and non-residential land uses, BIG property acquisitions would displace approximately 325 persons. BNSF is acquiring property through both voluntary transactions and condemnation proceedings. For any property acquired through condemnation, under the California Relocation Assistance Law (Government Code §§ 7260.5[b], 7262), BNSF is required to provide fair and equitable treatment relocation assistance to property owners displaced as a result of condemnation. The law aims to minimize the hardship of displacement on these persons. The relocation costs would include the reasonable moving expenses for moving the owner's personal property, along with any losses of personal property that could not be relocated and reasonable expenses in searching for replacement property in which to locate the equipment. Relocation expense payments are in addition to the condemnation compensation for the value of the acquired property, to the extent that items are not included within other portions of the condemnation award, per Government Code § 7270 and § 7272.5.

As previously noted, BIG would displace approximately 108 dwelling units and approximately 325 persons. Given current vacancies within the City of approximately 8.7 percent (817 dwelling units), BIG is not anticipated to require the development of replacement housing elsewhere. Additionally, as shown in **Table 5.13-19: Comparison of 2015 General Plan and Proposed General Plan Projections**, the proposed General Plan is forecast to increase the housing stock within the General Plan area by approximately 50 percent when compared to existing housing. The 108 dwelling units and 325 persons that BIG would displace would constitute only a small percentage of the City's total population and housing stock, and it is likely that the displaced persons would be able to relocate to existing housing in the BIG study area. BIG would also be subject to the regulatory framework concerning displacements, as discussed above. Therefore, no change in population associated with the displacement of existing units is anticipated to occur and BIG would result in a less than significant impact concerning the displacement of people or housing, and construction of replacement housing elsewhere would not be required.

Impact 5.13-2: BIG: Level of Significance Before Mitigation: Less than Significant Impact.

Impact 5.13-2: BIG Mitigation Measures: No mitigation required.

Impact 5.13-2: BIG Level of Significance After Mitigation: No significant impact would occur.

5.13.5 SIGNIFICANT UNAVOIDABLE IMPACTS

Proposed General Plan Proposed General Plan

No significant unavoidable impacts regarding population and housing have been identified.

Barstow International Gateway

No significant unavoidable impacts regarding population and housing have been identified.

5.13.6 REFERENCES

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