

## 3. Project Description

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### 3.1 PROJECT LOCATION

At just over 20,000 square miles, San Bernardino County (County) is the largest county in the nation. It is bordered by Los Angeles County, Orange County, and Kern County on the west; Inyo County and the southwest corner of Clark County, Nevada, on the north; the Colorado River and the states of Arizona and Nevada on the east; and Riverside County on the south (see Figure 3-1, *Regional Location*). Regional connectivity to the County is provided by freeways and highways including, but not limited to: Interstates 10, 15, and 40; U.S. Route 395; and State Routes 58, 62, and 247.

Over 2.1 million residents live and over 700,000 people work in 24 incorporated cities or towns (of which 20 have unincorporated spheres of influence) and dozens of unincorporated communities. The unincorporated county is the largest jurisdiction in San Bernardino County, with over 300,000 residents and 60,000 jobs.

#### **Geographical Planning Regions**

The County is defined primarily by its four geographical subregions—the Valley, Mountain, North Desert, and East Desert (see Figure 3-2, *County Subregions*). Only 4 percent of the land in the County is in incorporated jurisdictions; 96 percent of the land area is unincorporated. However, of the unincorporated areas, most (87 percent) is under state, federal or tribal jurisdiction and thus outside of the County’s administrative control. Figure 3-3, *County Jurisdictional Authority*, shows the boundaries for various federal, state, and tribal jurisdiction in the County. Only the unincorporated area shown in white in Figure 3-3 is under the administrative control of the County.

#### *Valley Region*

The Valley region is in the southwestern-most part of the County. Although the smallest region in land area, it is the most populated and the most urbanized—nearly half of the incorporated land and over 70 percent of people are in the Valley region. The region is generally defined as all land that is south and west of the San Bernardino National Forest boundaries. The San Bernardino Mountains and Yucaipa and Crafton Hills form the eastern limits of the Valley region, and the Santa Ana River and Jurupa Mountains form the southern limits.

#### *Mountain Region*

The Mountain region is north of the Valley region and encompasses the San Bernardino Mountains and the eastern end of the San Gabriel Mountains. Nearly all of the Mountain region is public land managed by state and federal agencies, primarily the U.S. Forest Service.

### 3. Project Description

#### *North Desert Region*

The North Desert region is the largest of the four regions and is north of the Mountain region to the northern county limits and east of the East Desert region to the eastern county limits (Nevada and Arizona state lines). A significant portion of the region encompasses the Mojave Desert.

#### *East Desert Region*

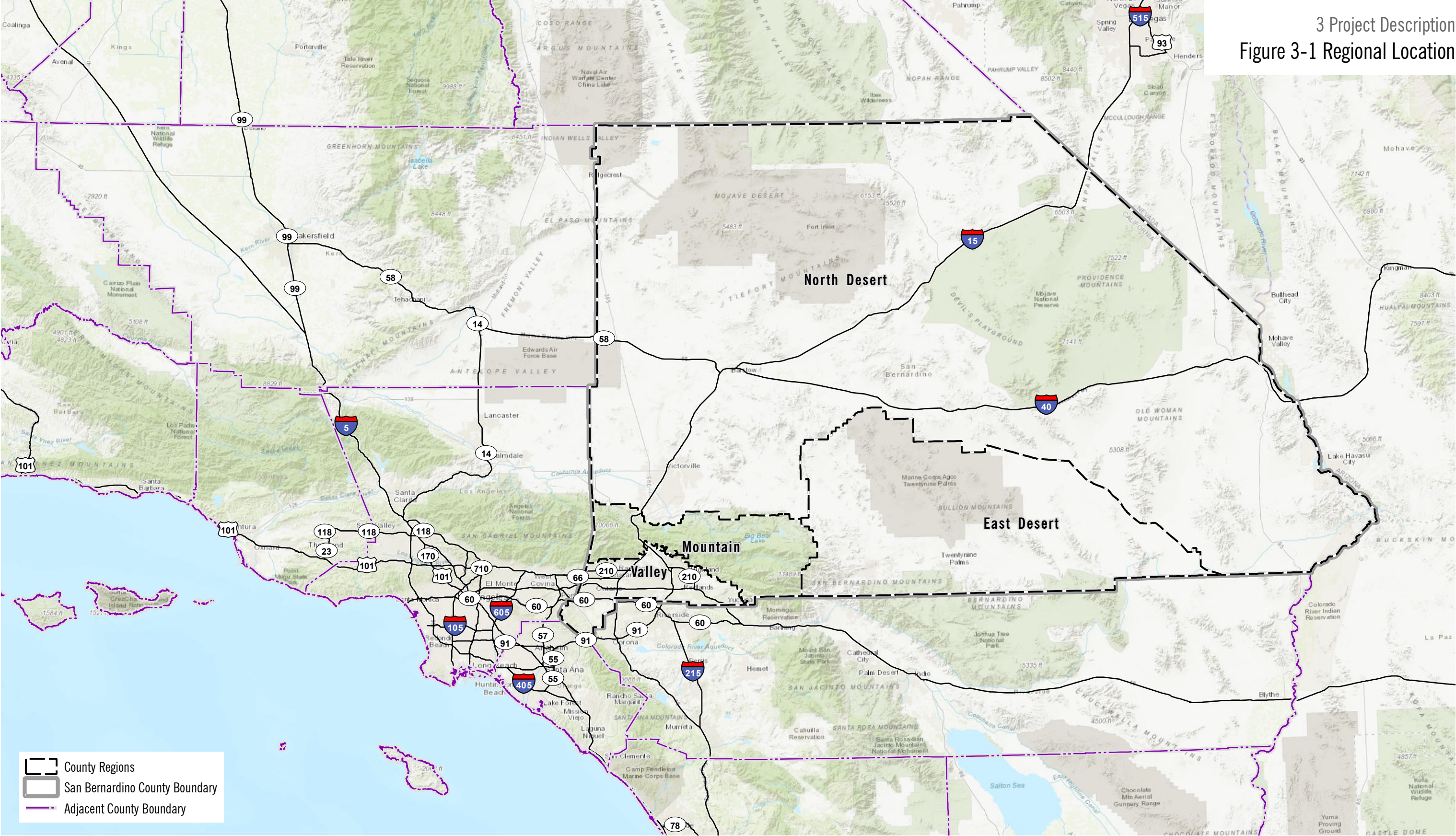
The East Desert region is east of the Mountain region and encompasses approximately two million acres, including a notable gateway to Joshua Tree National Park. Most of the land in the East Desert region is federally administered.

## 3.2 STATEMENT OF OBJECTIVES

The proposed Countywide Plan (Project) is guided by the following Project goals:

1. **Character & Heritage.** Recognition, preservation, and celebration of the distinct character, history, culture, and heritage of the County and its communities.
2. **Collaboration.** Greater coordination within the County government alongside expanded partnerships with other public and private entities to create a more complete County.
3. **Community Capacity.** A public equipped with tools to create positive changes in their communities, empowered by civic involvement and a network of relationships.
4. **Education.** A cradle-to-career education system and a culture of lifelong learning that gives residents the opportunity to obtain skills and education needed to achieve a rich and satisfying life.
5. **Fiscally Sustainable Growth.** A pattern of growth and development that facilitates logical, cost-effective, and fiscally sustainable provision of public services and infrastructure.
6. **Health & Wellness.** Active and engaged people and communities with access to infrastructure, programs, and services to support physical, social, and economic health and well-being.
7. **Prosperity.** Diverse opportunities for residents to pursue their desired standard and style of living and for businesses to work toward their economic success.
8. **Resiliency.** A County with a system of communities and services that can persevere in the face of emergencies, external forces, or unexpected circumstances, and continue to carry out core missions despite formidable challenges.
9. **Security.** A real and perceived sense of safety that allows and encourages people, businesses, and organizations to thrive, build community, and invest.
10. **Stewardship.** Communities that protect the viability of natural resources and open spaces as valuable environmental, aesthetic, and economic assets.

3 Project Description  
Figure 3-1 Regional Location



County Regions  
 San Bernardino County Boundary  
 Adjacent County Boundary

0 10 20 30 40 Miles



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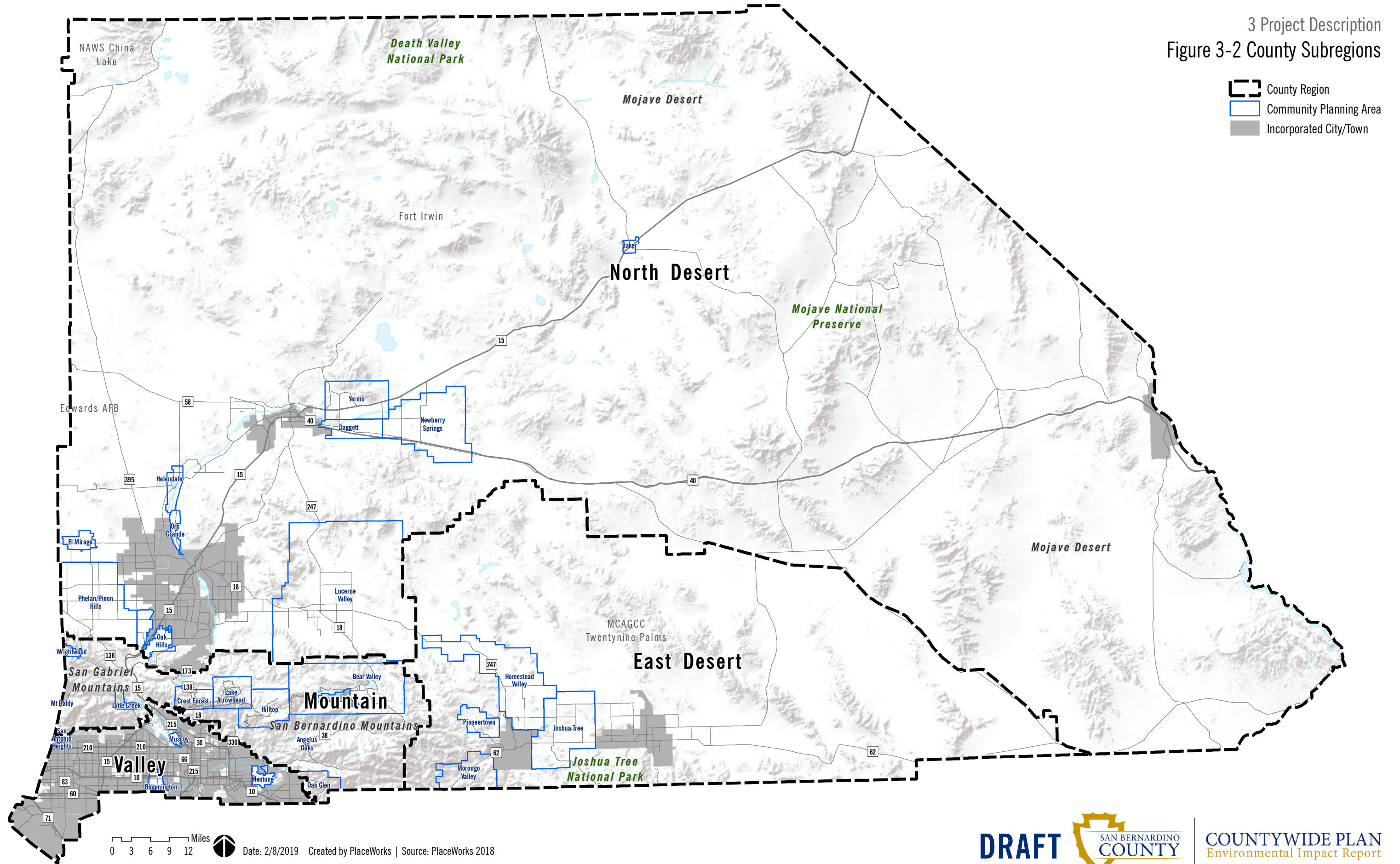


**COUNTYWIDE PLAN**  
Environmental Impact Report

### 3. Project Description

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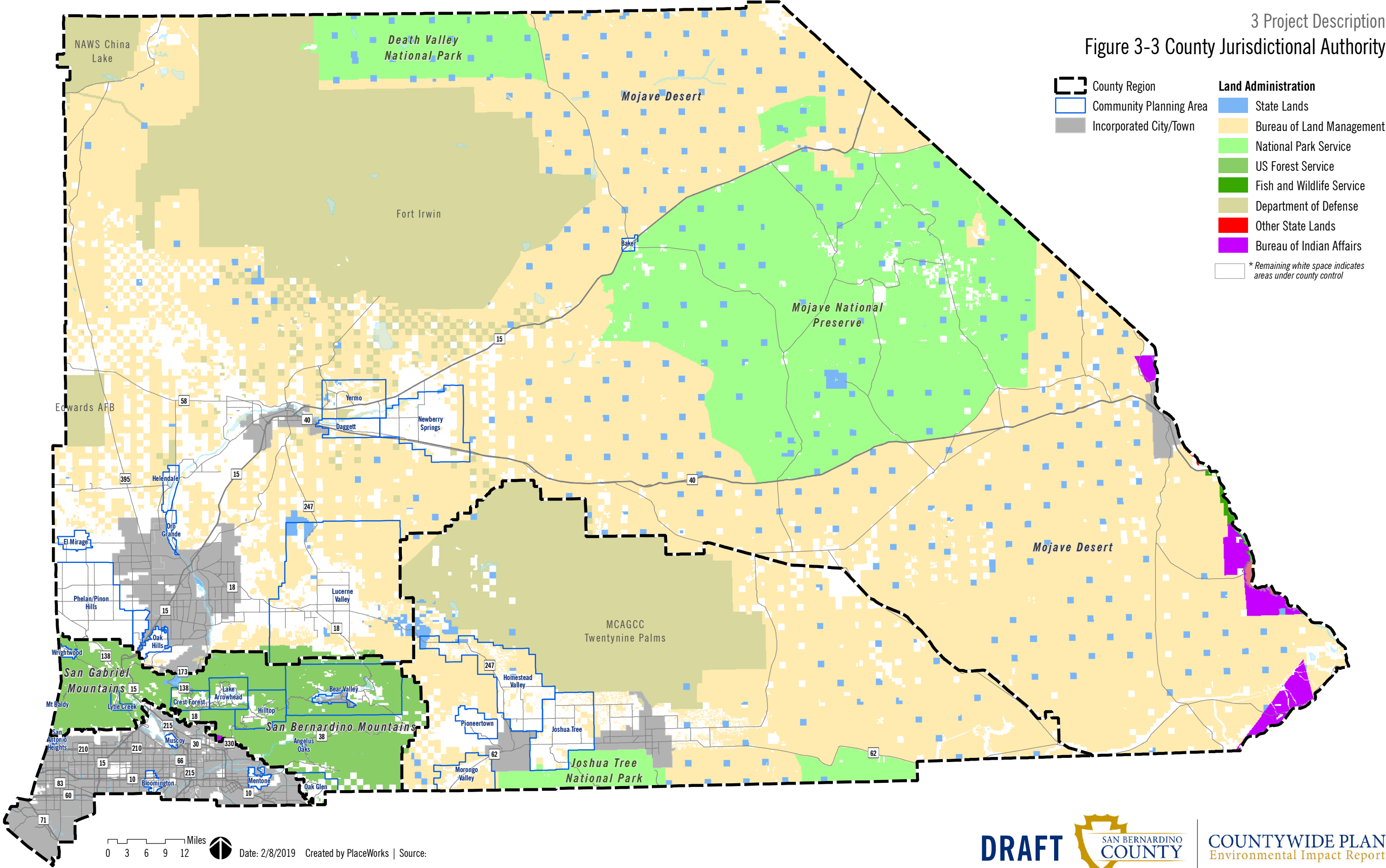
3 Project Description  
 Figure 3-2 County Subregions



### 3. Project Description

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Figure 3-3 County Jurisdictional Authority



**County Region**

- County Region (Dashed black line)
- Community Planning Area (Blue outline)
- Incorporated City/Town (Grey fill)

**Land Administration**

- State Lands (Blue squares)
- Bureau of Land Management (Yellow fill)
- National Park Service (Light Green fill)
- US Forest Service (Medium Green fill)
- Fish and Wildlife Service (Dark Green fill)
- Department of Defense (Grey fill)
- Other State Lands (Red fill)
- Bureau of Indian Affairs (Purple fill)

\* Remaining white space indicates areas under county control

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### 3. Project Description

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## 3. Project Description

### 3.3 PROJECT CHARACTERISTICS

“Project,” as defined by the CEQA Guidelines, means “the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment, and that is any of the following: (1) ...enactment and amendment of zoning ordinances, and the adoption and amendment of local General Plans or elements thereof pursuant to Government Code Sections 65100–65700” (14 Cal. Code of Reg. § 15378[a]).

#### 3.3.1 Project Background

The County’s General Plan was last updated in 2007. In 2010, the County Board of Supervisors set out to establish a vision for the future of the County as a whole and adopted a Countywide Vision in 2011 after two years of input from the community and the County’s 24 cities and towns. Following the adoption of the Countywide Vision, which calls for the creation of a “Complete County,” the Board adopted the County paradigm and job statements in 2012.

In 2015, the County launched an effort to create an unprecedented General Plan—a web-based comprehensive “Complete County” plan that complements and informs the Countywide Vision by taking into account all services—not just land-use planning—provided by County government, and the unique values and priorities of each unincorporated community. It would serve as a guide for County decision making, financial planning, and communications.

The Countywide Plan’s web-based format would provide easily accessible data on how the County operates and allow the public ongoing access to County data and information for independent use.

#### 3.3.2 Current General Plan

The current San Bernardino County General Plan was adopted in 2007, and is composed of eight elements and an implementation program. The eight elements are: land use, circulation and infrastructure, housing, conservation, open space, noise, safety, and economic development. A ninth element addressing renewable energy and conservation was adopted in 2018 and amended on February 28, 2019.

Table 3-1 show the 21 land use districts currently regulating development in unincorporated San Bernardino County. The three land use districts that cover the most land are Resource Conservation (RC), Rural Living (RL/RL-5), and Agriculture (AG), which together encompass approximately 98 percent of unincorporated County land.

### 3. Project Description

**Table 3-1 Current Land Use Districts in the Unincorporated County by Region (Acres)**

Current Land Use District	Valley	Mountain	North Desert	East Desert	Total
Resource Conservation (RC)	1,716	480,522	9,109,041	1,849,647	11,440,926
Agriculture (AG)	915	309	35,054	7,202	43,480
Open Space (OS)	1,216	670	5,167	2,309	9,363
Rural Living (RL-10/20/40)	3,264	9,312	38,479	3,966	55,021
Rural Living (RL/RL-5)	3,655	8,748	374,981	174,151	561,535
Single Residential (RS-1)	4,329	2,238	16,970	2,088	25,623
Single Residential (RS-20M)	1,438	700	881	374	3,395
Single Residential (RS-14M)	683	6,884	1,180	1,603	10,350
Single Residential (RS-10M)	646	953	1,419	1,797	4,815
Single Residential (RS)	4,318	5,461	4,261	504	14,544
Multiple Residential (RM)	1,114	627	994	871	3,606
Rural Commercial (CR)	-	4	4,380	254	4,639
Office Commercial (CO)	2	53	10	67	132
Neighborhood Commercial (CN)	161	95	454	77	788
General Commercial (CG)	283	385	1,144	409	2,221
Service Commercial (CS)	58	96	165	117	437
Highway Commercial (CH)	-	-	1,563	-	1,563
Community Industrial (IC)	1,038	88	3,684	398	5,207
Regional Industrial (IR)	2,004	-	14,051	171	16,226
Floodway (FW)	3,593	5,620	14,536	950	24,699
Institutional (IN)	780	648	6,508	1,510	9,446
Special Development (SD)	6,153	4,613	6,430	1,705	18,902
Specific Plan (SP)	4,677	-	1,558	-	6,235
<b>TOTAL<sup>1</sup></b>	<b>42,095</b>	<b>528,027</b>	<b>9,642,978</b>	<b>2,050,172</b>	<b>12,263,271</b>

Source: County of San Bernardino 2017.

<sup>1</sup> The total acreage figures are subject to rounding and negligible inconsistencies between parcel geometry and land use district boundaries. Additionally, the figures represent parcelized areas and exclude non-parcelized rights-of-way.

#### 3.3.2.1 COMMUNITY PLANS

In conjunction with the 2007 General Plan, the County adopted 13 Community Plans to guide future growth and development in select unincorporated communities while maintaining the distinct character and sense of identity of each. A fourteenth community plan was adopted in 2013 for the Oak Hills Community. These 14 Community Plans contain goals and policies that augment the 2007 General Plan and address unique issues and concerns for each community (see list below and Figure 3-3 for Community Plan boundaries).

### 3. Project Description

#### Valley Region

- Bloomington
- Muscoy

#### Mountain Region

- Bear Valley Communities
- Crest Forest Communities
- Hilltop Communities
- Lake Arrowhead Communities
- Oak Glen
- Lytle Creek

#### Desert Region

- Joshua Tree
- Lucerne Valley
- Phelan/Pinon Hills
- Homestead Valley Communities
- Morongo Valley
- Oak Hills

### 3.3.3 Description of the Project

The proposed Project is a comprehensive plan that is driven by the Countywide Vision (2011) and meets California Code requirements for a general plan. The Countywide Plan has four major components:

- **A County Policy Plan**, an update and expansion of the County’s General Plan, including a new approach to county planning that includes social services, healthcare services, public safety, and other regional County services provided in both incorporated and unincorporated areas.
- **A Community Planning Continuum** to replace existing Community Plans with a greater focus on community self-reliance, grass-roots action, and implementation. Goals, policies, land use, and infrastructure decisions for the Community Plan areas will be addressed in the County Policy Plan while a set of new action-oriented Community Action Guides will offer a set of potential tools and action plans framed in a set of community-driven values and aspirations.
- **A County Business Plan**, with governance policies, operational metrics, and implementation strategies that outline the County’s approach to providing municipal services in the unincorporated areas and regional services for both incorporated and unincorporated areas.
- **A Regional Issues Forum**, an online resource for sharing information and resources related to issues confronting the County as a whole, including the work of the Countywide Vision element groups.

This PEIR focuses on the potential County Policy Plan because it is this component that includes the proposed land use designations and policies that have the potential to result in physical environmental impacts. The County Policy Plan is the County’s long-term guide for developing, servicing, maintaining, protecting, and improving its lands, resources, people, institutions, and organizations. The Policy Plan consists of goals and policies presented in four primary sections, eleven elements, and over two dozen topics.

- **Built Environment Section**
  - Land Use Element
  - Housing Element\*
  - Infrastructure & Utilities
  - Transportation & Mobility Element

### 3. Project Description

- **Resources and Conservation**
  - Natural Resources Element
  - Renewable Energy & Conservation Element\*
  - Cultural Resources Element
- **Safety & Security**
  - Hazards Element
  - Personal & Property Protection Element
- **Economic & Human Wellness**
  - Economic Development Element
  - Health & Wellness Element

\* Note that the Housing and Renewable Energy & Conservation elements began and were adopted in advance and independently of the Countywide Plan. No changes are proposed to these elements, and they will be incorporated into the Countywide Plan when it is finalized.

#### 3.3.3.1 PROJECTED BUILDOUT

The County's buildout consists of projected growth in both incorporated and unincorporated areas between 2016 and 2040. Growth projections for the incorporated jurisdictions are drawn from the Southern California Association of Governments' (SCAG) 2016 Regional Transportation Plan/Sustainable Communities Strategies (RTP/SCS). While incorporated areas are not under the land use authority of the County, incorporated growth projections are included for context and because the Countywide Plan addresses many County services offered to all County residents, regardless of whether they live in a city, town, or unincorporated community.

Population growth projections for the unincorporated areas focus on residential development in two areas: the Bloomington community (Rialto sphere of influence [SOI]) and future master planned communities in the Town of Apple Valley SOI. Employment growth is focused in the unincorporated portions of the Valley region, particularly in the Fontana SOI, East Valley Area Plan (which is outside of Redland's SOI), and Bloomington community (Rialto SOI). Little to no growth is projected for other unincorporated areas based on the availability of water and infrastructure systems, presence of natural hazards and topographical constraints, and the desires of residents.

The County's growth projections for the unincorporated areas represent an update to the 2016 RTP/SCS forecast based on recent or pending annexations, recent market analyses, and discussions with the San Bernardino County Transportation Authority (SBCTA) and SCAG. The County's growth projections were submitted to SBCTA and SCAG for incorporation into the 2020 RTP/SCS.

Figure 3-4, *Proposed Land Use*, depicts the proposed land use designations county-wide. Figures 3-5a, *Potential Growth Areas, Valley Region* and 3-5b, *Potential Growth Areas, North Desert Region, Victor Valley* highlight the anticipated areas of focused population and/or employment growth. Table 3-2 quantifies the distribution of planned land use according to the County's proposed land use districts, including land use changes proposed

### 3. Project Description

through public outreach for community plans. The County currently uses a “one-map system” in which the General Plan land use designations and zoning categories are the same and shown on one map as a single set of land use districts. As part of the proposed Project, the County is proposing to transition to a two-map system that retains the current land use districts for zoning but introduces a broader set of General Plan land use designations to streamline and simplify land use planning and regulation. Table 3-2 presents the proposed distribution of land use with a new set of General Plan land use designations throughout the unincorporated county and by region.

**Table 3-2 Proposed General Plan Designations in the Unincorporated County by Region (Acres)**

Proposed General Plan Designation	Valley	Mountain	North Desert	East Desert	Total
Resource & Land Management (R/LM)	1,626	596	4,660,456	1,146,204	<b>5,808,883</b>
Open Space (OS)	3,434	481,661	4,490,009	713,577	<b>5,688,681</b>
Rural Living (RL)	8,055	20,956	412,544	180,861	<b>622,416</b>
Very Low Density Residential (VLDR)	4,873	2,609	19,043	1,887	<b>28,411</b>
Low Density Residential (LDR)	6,460	13,967	7,049	3,112	<b>30,588</b>
Medium Density Residential (MDR)	1,362	343	248	228	<b>2,181</b>
Commercial (C)	1,497	947	8,179	1,210	<b>11,833</b>
Community Industrial (IC)	1,246	88	3,783	398	<b>5,515</b>
Regional Industrial (IR)	2,999	0	14,051	171	<b>17,221</b>
Public Facilities (PF)	3,790	6,351	21,377	2,523	<b>34,041</b>
Special Development (SD)	6,702	508	6,177	0	<b>13,386</b>
<b>TOTAL<sup>1</sup></b>	<b>42,095</b>	<b>528,027</b>	<b>9,642,978</b>	<b>2,050,172</b>	<b>12,263,271</b>

Source: County of San Bernardino 2017.

Special Development (SD) areas are currently under evaluation for conversion to an equivalent General Plan designation. These changes are intended to clarify the land use intent and would allow the same or less development. Some SD areas were also evaluated through the Community Plans outreach.

The total acreage figures are subject to rounding and negligible inconsistencies between parcel geometry and current land use district boundaries.

Based on the proposed land use designations, Table 3-3 identifies projected growth between 2016 and 2040 for incorporated and unincorporated areas of the County. However, the Countywide Plan only addresses changes in land use for unincorporated areas of the County. Unincorporated growth is shown by region and then further disaggregated into three areas:

1. Community Planning Area (CPA): unincorporated areas within a CPA
2. SOI: unincorporated areas in an incorporated city/town SOI but not in a CPA
3. Other Unincorporated Areas: unincorporated areas that are not in a CPA, SOI, or the East Valley Area Plan.

### 3. Project Description

**Table 3-3 Projected Growth in San Bernardino County, 2016 to 2040**

Geography		Population	Housing Units	Employment	Building SF <sup>1</sup>
<b>COUNTYWIDE</b>					
San Bernardino County	12,766,951 Ac.	630,456	232,978	316,572	682,609,354
Incorporated only	503,679 Ac.	580,776	217,622	304,026	663,211,453
Unincorporated only	12,263,271 Ac.	49,680	15,365	12,546	19,397,900
<b>UNINCORPORATED<sup>2,3,4</sup></b>					
<b>Valley<sup>5</sup></b>	<b>42,095 Ac.</b>	<b>24,893</b>	<b>7,978</b>	<b>11,541</b>	<b>18,387,448</b>
Bloomington CPA		19,270	6,169	2,727	3,756,069
Mentone CPA		323	108	501	271,603
Muscoy CPA		449	154	715	384,787
San Antonio Heights CPA		49	15	1	793
East Valley Area Plan		3,243	977	2,138	4,129,593
Chino SOI		141	51	109	300,031
Colton SOI		194	65	-	-
Fontana SOI		482	225	4,397	8,724,613
Loma Linda SOI		548	155	10	6,347
Montclair SOI		58	21	-	-
San Bernardino SOI		137	38	944	813,614
Other Unincorporated Areas		-	-	-	-
<b>Mountain<sup>6</sup></b>	<b>528,027 Ac.</b>	<b>2,355</b>	<b>702</b>	<b>202</b>	<b>162,356</b>
Bear Valley CPA		650	199	62	49,052
Crest Forest CPA		342	103	37	28,414
Hilltop CPA		343	103	16	18,310
Lake Arrowhead CPA		602	180	45	32,840
Lytle Creek CPA		87	25	20	16,523
Mount Baldy CPA		53	10	-	-
Oak Glen CPA		191	56	4	2,451
Wrightwood CPA		88	26	18	14,766
<b>North Desert<sup>7</sup></b>	<b>9,642,978 Ac.</b>	<b>21,073</b>	<b>6,281</b>	<b>725</b>	<b>783,047</b>
Baker CPA		83	25	3	1,836
Daggett CPA		83	25	9	7,025
El Mirage CPA		84	26	3	1,605
Helendale CPA		1,397	413	47	34,797
Lucerne Valley CPA		531	158	28	20,314
Newberry Springs CPA		205	62	29	22,894
Oak Hills CPA		693	212	26	15,726

### 3. Project Description

**Table 3-3 Projected Growth in San Bernardino County, 2016 to 2040**

Geography	Population	Housing Units	Employment	Building SF <sup>1</sup>
Oro Grande CPA	83	26	20	16,100
Phelan/Pinon Hills CPA	1,241	364	45	27,103
Yermo CPA	88	26	20	16,614
Apple Valley SOI	16,280	4,841	483	613,380
Victorville SOI	107	42	5	1,884
Other Unincorporated Areas	198	60	6	3,769
<b>East Desert<sup>8</sup> 2,050,172 Ac.</b>	<b>1,359</b>	<b>394</b>	<b>78</b>	<b>65,050</b>
Homestead Valley CPA	355	105	12	7,220
Joshua Tree CPA	827	238	53	39,970
Morongo Valley CPA	177	52	14	17,859

Sources: County of San Bernardino 2018 for unincorporated areas; SCAG 2016 RTP/SCS Growth Forecast for incorporated jurisdictions, adjusted for growth in housing and population from 2012 to 2016 based on ACS population/housing estimates; U.S. Census Bureau, 2015 LEHD Employment Statistics for growth in employment from 2012 to 2015.

- <sup>1</sup> Building SF refers to projected square footage of nonresidential structures.
- <sup>2</sup> For the purposes of this table, the unincorporated geography is divided into three areas: 1) community planning area (CPA): unincorporated areas in a CPA boundary, 2) spheres of influence (SOI): unincorporated areas in an incorporated city/town SOI, but not in a CPA, and 3) other unincorporated areas that are not in a CPA or incorporated SOI.
- <sup>3</sup> Overlap of CPA and SOI boundaries. **Bear Valley:** The Bear Valley CPA includes the entire Big Bear Lake SOI; SOI growth is included in Bear Valley CPA. **Bloomington:** Bloomington CPA is primarily in Rialto SOI as well as a small portion in Fontana SOI and CPA growth not included in either SOI. **Muscoy:** The Muscoy CPA is in the San Bernardino SOI. **Oak Hills:** The Oak Hills CPA is in the Hesperia SOI. **Oro Grande:** A very small section of the Oro Grande CPA is in the Victorville SOI. **San Antonio Heights:** The San Antonio Heights CPA occupies the entire unincorporated Upland SOI.
- <sup>4</sup> Jurisdictions with limited or no unincorporated SOIs: Chino Hills, Grand Terrace, Highlands, Ontario, and Yucca Valley SOIs.
- <sup>5</sup> No growth is projected (outside of the CPA boundaries) in the Valley region SOIs of Chino Hills, Grand Terrace, Highland, Ontario, Rancho Cucamonga, Redlands, Rialto, Upland, and Yucaipa. No growth is projected in unincorporated areas of the Valley outside of a CPA, SOI, or Area Plan.
- <sup>6</sup> No growth is projected in the Mountain region areas of Angeles Oaks CPA, Big Bear Lake SOI, and unincorporated areas outside of a CPA or incorporated SOI.
- <sup>7</sup> No growth is projected in the North and East Desert region areas of Pioneertown CPA, Adelanto SOI, Barstow SOI, Hesperia SOI, and Needles SOI unincorporated areas outside of a CPA or SOI. No growth is projected outside of the CPA boundaries in Twentynine Palms SOI and Yucca Valley SOI.
- <sup>8</sup> No growth is projected in the East Desert region areas of Pioneertown CPA, areas outside CPA boundaries in the Twentynine Palms SOI, or unincorporated areas outside a CPA or SOI.

## 3.4 INTENDED USES OF THE EIR

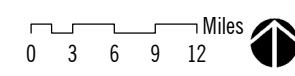
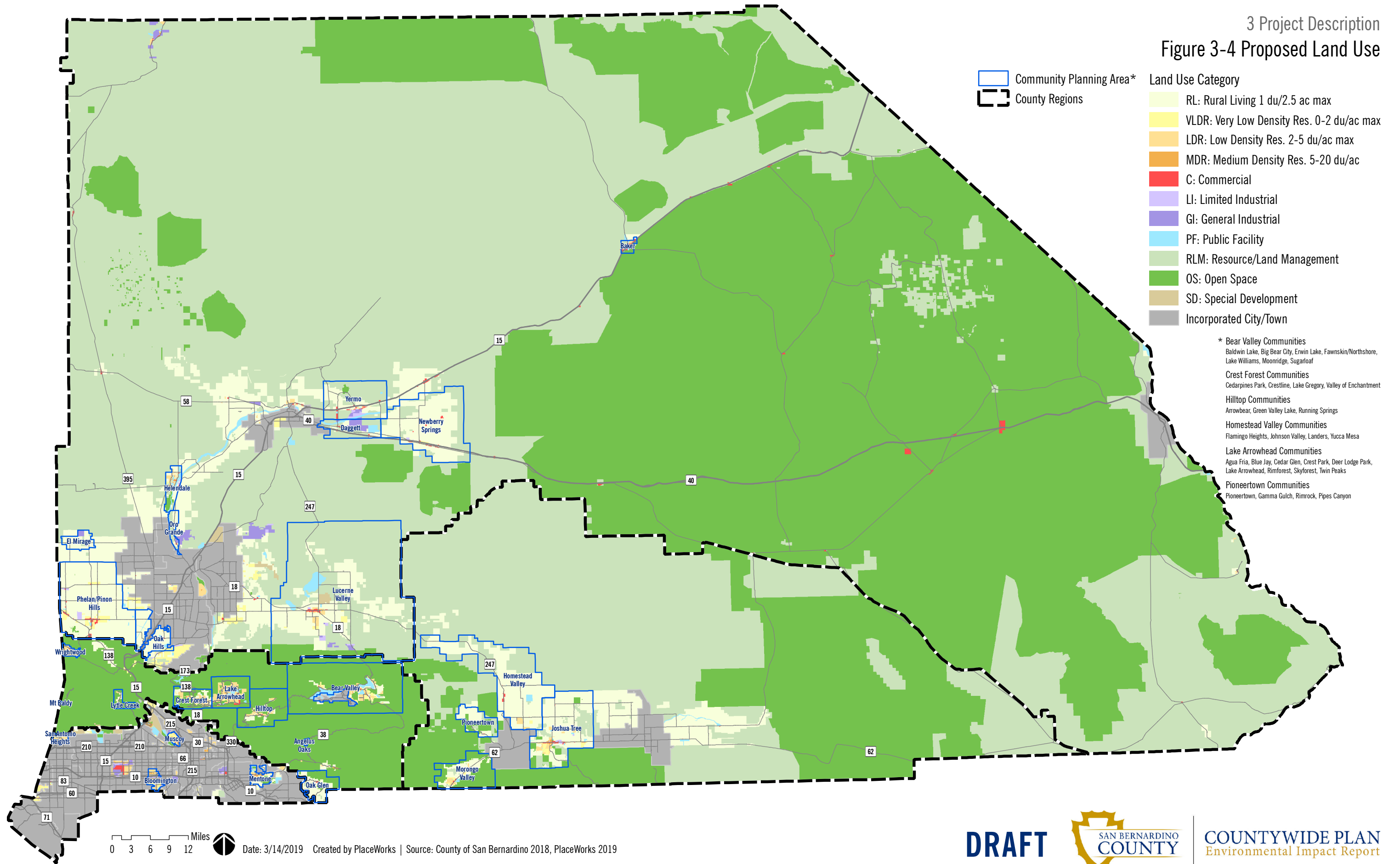
This is a Program EIR that examines the potential environmental impacts of the proposed Countywide Plan. This PEIR also addresses various actions by the County and others to adopt and implement the Countywide Plan. It is the intent of the PEIR to evaluate the environmental impacts of the proposed Project, thereby enabling the County of San Bernardino, other responsible agencies, and interested parties to make informed decisions. The anticipated approvals required for this Project are:

### 3. Project Description

Lead Agency	Action
San Bernardino County Board of Supervisors	<ul style="list-style-type: none"><li>• Adoption of the Countywide Plan</li><li>• Certification of the Countywide Plan EIR</li><li>• Adoption of the Findings of Fact and Statement of Overriding Considerations (if required)</li><li>• Adoption of Mitigation Monitoring Program</li><li>• Adoption of any ordinance, guidelines, programs, actions, or other mechanisms that implement the Countywide Plan</li></ul>



3 Project Description  
 Figure 3-4 Proposed Land Use



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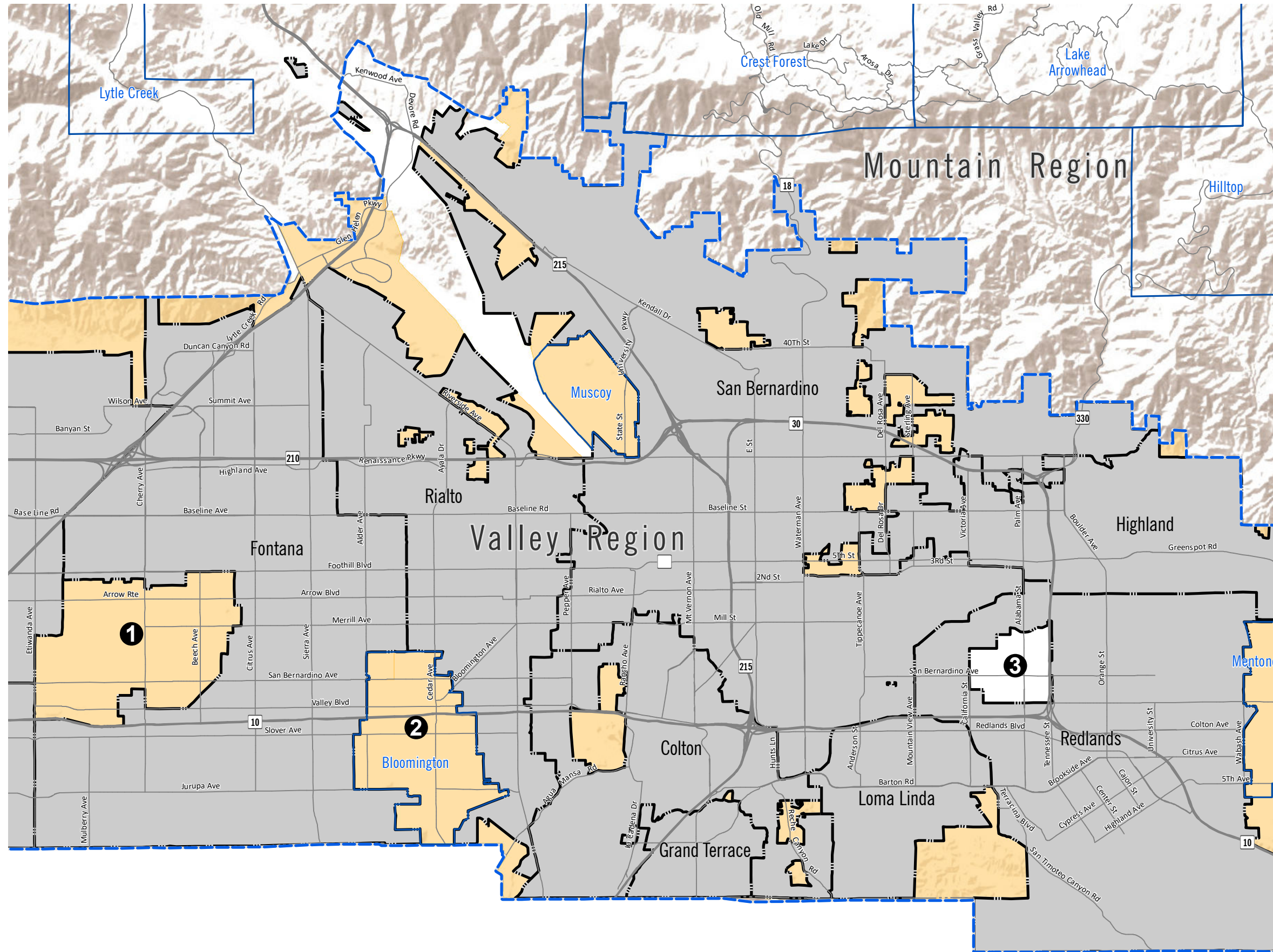


**COUNTYWIDE PLAN**  
 Environmental Impact Report

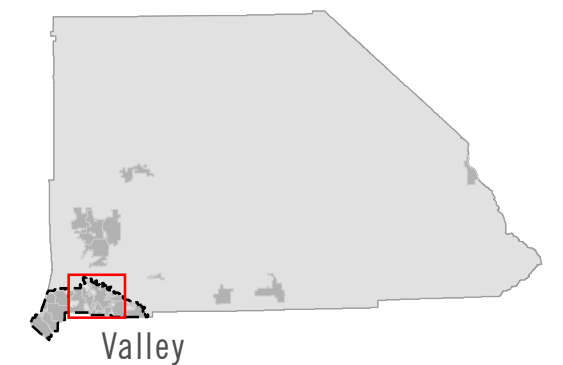
### 3. Project Description

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3 Project Description  
 Figure 3-5a Potential Growth Areas  
 Valley Region



- Growth Areas**
- ① Fontana Sphere of Influence
  - ② Bloomington
  - ③ East Valley Area Plan
- Community Planning Area
  - County Region
  - County Boundary
  - Incorporated City/Town
  - Unincorporated City/Town Spheres of Influence



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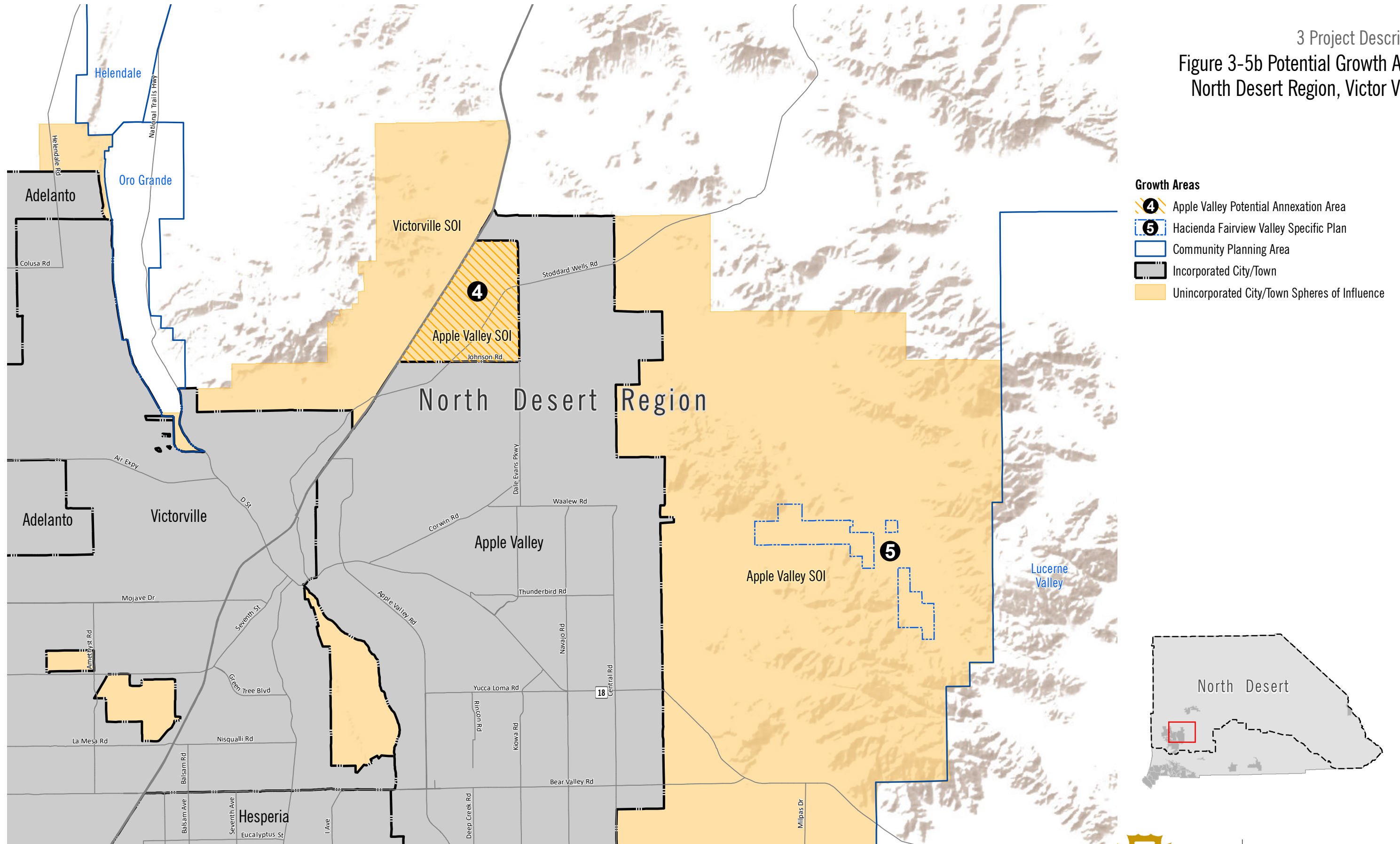


**COUNTYWIDE PLAN**  
 Environmental Impact Report

### 3. Project Description

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3 Project Description  
 Figure 3-5b Potential Growth Areas  
 North Desert Region, Victor Valley



- Growth Areas**
- ④ Apple Valley Potential Annexation Area
  - ⑤ Hacienda Fairview Valley Specific Plan
  - Community Planning Area
  - Incorporated City/Town
  - Unincorporated City/Town Spheres of Influence

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**COUNTYWIDE PLAN**  
 Environmental Impact Report

### 3. Project Description

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