Aerial View of Lake Palmdale



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Chapter 4

# **Plan Overview**

This chapter provides an overview of the Palmdale 2045 General Plan, including the General Plan Update process, provides information on statutory requirements of the General Plan and how the document can be used.

## **Overview**

### In late 2018, the City of Palmdale initiated a multi-year effort to update their General Plan (Palmdale 2045) and conduct the environmental review in accordance with the California Environmental Quality Act (CEQA).

The goal of Palmdale 2045 is to provide decision-makers, City staff, and the community with a General Plan that aligns with community values and is responsive to market opportunities. The General Plan update is an opportunity for the City to position itself for success over the next 20-plus years by responding to anticipated changes, capitalizing on regional infrastructure investments, and recent State legislation. This General Plan offers the City a roadmap to identify strategies for enhancing community character and quality of life, expanding economic development opportunities, managing growth, addressing impacts of climate change, and improving outcomes for public health and sustainability.

This chapter sets the stage for the General Plan by outlining the regulatory requirements of General Plans, describing the organization of the General Plan, and providing information on how to use the General Plan.

### What is a General Plan?

A General Plan is a city policy document required by state law (Government Code Section 65300-65303.4) that provides a "long term, comprehensive, integrated, internally consistent and compatible statement" of goals and policies that reflect local conditions and community vision. The law requires that a General Plan address the following nine mandatory subject areas, or "elements:"

#### Land use.

The land use element identifies the location and intensity of land uses throughout the City.

#### Circulation.

This element plans for the transportation system including roadways, transit, bicycle, and pedestrian facilities; it can also address sewer, gas, water, and other infrastructure conveyance systems.

#### Conservation.

This element guides the use and conservation of natural resources such as soils, wildlife, water, energy, and historic resources.

#### **Open Space.**

The open space element identifies parks and open space throughout the City.

#### Housing.

The housing element seeks to accommodate housing needs for all incomes, groups with disabilities, and unhoused populations.

#### Noise.

This element seeks to limit the community's exposure to excessive noise.

#### Air Quality.

This element addresses topics related to regional and local air quality.

#### Safety.

The safety element seeks to reduce the risk of death, injuries, property damage, and economic and social dislocation from natural and human-made hazards.

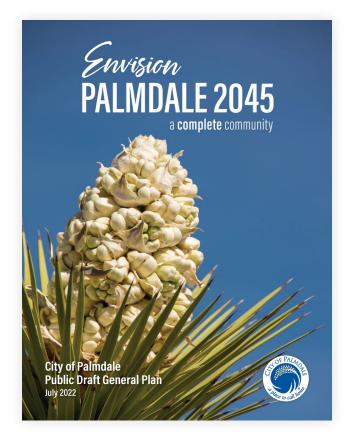
#### **Environmental Justice.**

This element identifies disadvantaged communities within the City and seeks to promote resident engagement in the process, mitigate unique or compounded health risks, and identify priority improvements and needs.

General Plan elements may be combined in any way a jurisdiction deems appropriate and additional topics may be added to help guide a city into the future. This General Plan addresses the following optional topics either as stand-alone elements or incorporated in other elements: community design; economic development; military compatibility; parks; natural and cultural resources; infrastructure and community facilities; sustainability and climate action and implementation.

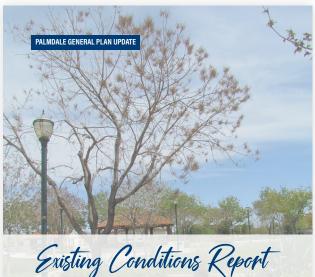
## **Role of the General Plan**

Palmdale 2045 meets the legal requirements and introduces additional discretionary elements that the City has deemed appropriate. These discretionary topics are integrated within the body of the General Plan and/ or as stand-alone chapters. Topics addressed include community design and land use; arts and culture; parks; infrastructure and community facilities; and economic development. To start the General Plan planning process, an Existing Conditions Report was prepared to collect and analyze data on current planning issues in the City and should be referenced for additional background. This report is available under separate cover.



### Purpose

The purpose of Palmdale 2045 is to serve as the blueprint for the City's vision. The General Plan is the primary legal document that identifies and guides long-term growth, development, and decision-making in the City. The process is strongly anchored in community input and articulates specific steps to guide future land use and planning. The information contained in the individual sections or Elements that comprise this General Plan will shape the physical development of the City. As such, Palmdale 2045 will serve to inform residents, developers, decision-makers, and other cities of the ground rules for development within the City.





## **General Plan Structure**

The General Plan document is organized in 16 chapters as described below:

#### **Chapter 1: Vision and Guiding Principles**

This chapter sets the Vision and Guiding Principles for what the City of Palmdale is striving to become and provides a framework for how it will get there. The vision is intended to be realized over the course of the next 20 years and is intended to be guided, well-planned, phased growth and development. It is expected that the Vision will help guide decisions relating to new development and updates of the City's various plans and ordinances.

#### **Chapter 2: History and Profile**

This chapter provides a brief history of Palmdale, its regional setting, and demographic makeup. These factors play an important part in understanding the key issues and opportunities, and the community's vision for the future.

#### **Chapter 3: Process and Community Engagement**

Community engagement was a critical component of preparing Palmdale 2045. As such, this chapter provides an overview of the General Plan process and engagement activities that took place over the course of the General Plan Update.

#### **Chapter 4: Plan Overview**

This chapter provides an overview of the General Plan including General Plan organization and structure, statutory requirements, and how to use the document.

#### **Chapter 5: Land Use and Community Design**

This chapter presents the approach to land use and community design providing clear parameters for future development and change in the City. It includes an overview of existing land use, development patterns, and urban form in Palmdale. This element contains the General Plan land use designations, the land use designations map, and goals and policies describing the community's preferences and priorities for the character and appearance of the City.

#### **Chapter 6: Circulation and Mobility**

This chapter summarizes existing transportation in Palmdale and goals and policies addressing future transportation, considering the local roadway system, transit system, bicycle facilities, goods and movement infrastructure, and parking, and air transit facilities.

#### **Chapter 7: Economic Development**

This chapter presents a summary of existing economic and market conditions, including goals and policies related to fiscal health, business attraction and retention, and jobs and workforce development. It also addresses opportunities for the City to achieve a jobshousing balance, economic growth, and fiscal stability.

#### **Chapter 8: Military Compatibility**

This chapter provides an overview of Palmdale's military and aviation facilities creating goals and policies to guide military readiness activities, community safety, and economic development.

#### **Chapter 9: Equitable and Healthy Communities**

This chapter provides an overview of health challenges and opportunities in Palmdale including identification of disadvantaged communities, access to healthy goods, disease prevention, safe and healthy housing, and physical activity opportunities. It includes goals and policies that address equity, access and creating healthy communities.

#### Chapter 10: Parks, Recreation, and Open Space

This chapter provides an overview of Palmdale's parks, trails, open spaces, and other recreation areas. It plans for future open space needs, access, funding, and maintenance.

#### **Chapter 11: Conservation**

This chapter provides an overview of natural and cultural resources in Palmdale including protected plant and animal species, significant ecological resources and ecosystems, and water resources, among others.

#### **Chapter 12: Public Facilities, Services, and Infrastructure**

This chapter identifies existing public utilities including water, wastewater, stormwater, electrical, telecommunication, and natural gas conveyance facilities.

#### Chapter 13: Safety

This chapter presents the vision for reducing the potential risks resulting from natural and environmental hazards such as earthquakes, floods, fire, and extreme weather. In addition to natural hazards, this element also addresses police and fire services and emergency evacuation. The element contains goals and policies that will help guide the City's decisions related to new development and the risks to the health, safety, and welfare of its residents.

#### Chapter 14: Sustainability, Climate Action, and Resilience

This chapter discusses sustainability challenges and opportunities in Palmdale. It provides greenhouse gas reduction strategies and climate actions that the City should be taking to ensure the City remains resilient. This chapter also serves as the City's Climate Action Plan.

#### **Chapter 15: Air Quality**

This chapter provides an overview of protecting, maintaining, and enhancing air quality within Palmdale.

#### **Chapter 16: Noise**

This chapter addresses the community's approach for minimizing noise levels in the City and contributing to a higher quality of life. The element analyzes and quantifies existing and future noise levels. It includes maps summarizing the results and presents goals and policies for managing exposure to excessive noise, including enforcement of noise standards, land use planning, site design, and innovative building technology.

#### Housing (under a separate cover)

The 6th Cycle Housing Element (2021-29) assesses current and projected housing needs and establishes policies and programs for improving housing and providing adequate housing for all income levels. The housing element is required to be updated every eight years.

2021-2029 Housing Element



PALMDALE 2045

#### Appendices

In addition to the required and optional General Plan elements listed above, Palmdale 2045 includes three appendices that cover the following topics.

#### Appendix A: Community Engagement.

Community engagement is a cornerstone of Palmdale 2045; therefore, a separate appendix is provided with an overview of the activities, direction, and input from community members. A brief description of community engagement is also provided in Chapter 3.

#### Appendix B: SB 1000 Environmental Justice Analysis.

Palmdale is home to census tracts that are subject to additional environmental justice analysis, per California Senate Bill 1000 (SB 1000). This analysis is detailed in a separate appendix and covered in the Equitable and Healthy Communities Element (Chapter 9).

#### Appendix C: Evacuation Scenario Analysis.

Recent legislation—Senate Bill 99 and Assembly Bill 747—requires cities to identify residential developments in hazard areas that do not have at least two emergency evacuation routes and 2) evaluate evacuation route safety under a range of emergency scenarios. This appendix provides the detailed methodology and analysis pertaining the SB 99 and AB 747 requirements. A brief summary of these results are provided in Chapter 13.

#### Appendix D: GHG Inventory and Forecast Methodology.

This appendix contains the 2017 baseline inventory for greenhouse gases and the methodology for the 2045 forecast. It also contains detailed greenhouse gas reductions that the City can achieve by implementing the mitigation strategies and actions in the CAP (Chapter 14).

## How to Use the General Plan

Each element of the General Plan is organized with the following sections:

#### **Statutory Requirements**

A short explanation of the mandatory state requirements for each element – what must be addressed in the section to be certified as a legally binding document



#### **Relevant Plans and Documents**

A list of applicable and relevant City and regional documents and plans.

r Quality						
Context		Existing Ambient Air Quality				
Climate and Topography At noted abov, Paindah is located in the MRM, which sunder the principlem of the AURANCE in the AURANCE in the AURANCE in the AURANCE in the AURANCE in the formating the Intel and Paintant Freist to ensure that size and herdral at reality standards are rest. For the automatical and the Intel AURANCE in the constitution of the Outomatical Auran Auran Minister and Auran Auran Auran Auran Auran Auran Auran Auran Auran Auran Minister and Auran Aur	A result of the location and enternet hater of the Marine Borner Strategies and an an and an an and an an an and an an and an	arbitrar ar guilty isolated for many politication, isolated in (1), (2), (2), (2), (2), (2), (3), (3), (3), (3), (3), (3), (3), (3			specificg on which the the table of foreign standards in the the of all assiss in the standards and in the standards waters on monthly given an adultable, both the sea is indicated by the interface of the standards and the standards and the standards and the standards and adult the standards and the standards and the matches it have a standards. The standard standards are interfaced and the standards and the standards and adult the standards and the standards and the standards it have a standards and the standards and and a standards and the standards and the standards and adult and the standards and the standards and the standards its have a standards and the standard and the standards its have a standards and the standards and the standard standards. It also produce the standards and and the doubt and the standards and the standards and and the doubt and the standards and the standards and and the doubt and the standards and the standards and the standard standards. It also produce the standards and the standards and standards and the standards and the standards and the standards and standards and the standards and t	
Gabriel Mountains on the south and southwest. Isolated buttes distinguish the north and east boundaries of the Antelope Valley. Palmdale is dominated by the region's Pacific high-pressure system, which contributes to the area's hot, dry summers, and relatively mild winters.		Pollutant	Averaging Time	Local Measurements	CAAQS (Attainment Status)	NAAQS (Attainment Status
		Opone	1-hour	0.125 ppm	0.125 ppm (N)	n/a
			8 hour	0.104 ppm	0.304 ppm (N)	0.304 ppm (N)
Air Pollutants of Primary Concern		Carbon Monoxide	1-hour	1.2ppm	1.2 ppm (A)	1.3 ppm (U(H)
The United States EPA and the CARB have established	2045 General Plan Existing Conditions Report for a		8-hour 1-hour	1.0ppm 47.6ppb	1.0ppm (A) 47.6 ppb (A)	1.0 ppm (U/A) 47.6 ppb (U/A)
ambient air quality standards for certain "criteria"	description of each pollutant of concern.	Nitrogen Dioxide	1-hour Annual	41.6 ppb	47.6 ppb (A)	47.6 ppb (U/A)
pollutants. Criteria pollutants are those pollutants in which the relative atmospheric concentrations are			Annual	alloppo	476 pp (A)	47.5 pp0 (0,%)
indicators of overall air guality. The primary criterion			24-boar		(A)	(UDA)
pollutants for which EPA and CARB standards exist		Sulfur Diceide	3-hour	0.005 ppm	80	(404)
include ozone (O3), carbon monoxide (CO), suspended particulates (PM10), fine particulate matter (PM2.5).			3-hour 1-hour	0.005 ppm 0.009 ppm	(4)	(U(A) (U(A)
lead (Pb) and sulfur dioxide (SO2). Ambient criteria			1-Rour Annual	0.009 ppm	(K) (N)	(10A) m/a
air pollutant concentrations are affected by the rates		PH	24-boar	89.3 µg/m3	(N)	((0))
and distributions of corresponding air pollutant emissions, as well as by the climate and topographic					(4)	
emissions, as well as by the climate and topographic influences discussed above. The primary determinant	747	PM	Annual 24-boar	11.9 µg/m3 40.4 µz/m3	(4)	(U(A)
of concentrations of non-reactive pollutants, such as				40.4 µg/m3		
carbon monoxide (CO) and suspended particulate matter,	A Marganet and Marganet		30-Day		(A)	e/a
is proximity to major sources. Ambient CO levels usually closely follow the spatial and temporal distributions		Lead	Quarter		1/2	(U(X)
of vehicular traffic. The primary pollutants of concern	1 in the second s		Rolling 3- Month		n/a	(U(X)
includes azone, carbon monoxide, nitrogen dioxide, suspended particles, lead, Toxic Air Contaminants (TAC), and sulfur. See the Air Quality section in the Palmdale	Refered Bowerg To:	Note: Data for azone, NO2 0 NO2 (Annua) horn the OSEN monitoring station (2016) Da pptre parts per million usins 1 = microspannics are cub	Lancaster 4380) Division Street in to for PN2.5 (Annual) from the USE is meter	enitoring station (2028). Date for FH Lancaster–43303 Division Stre ab = parts per billion is = not applicable	er-43.81 Division Street monitoring 502 (E-Mour and E-Mour) from the et monitoring station (2013).	station (2018). Date for CO-ar USEPA lictorville Park Avenue
		A+ 'Allpinment'		"Non-externment"		

#### Context

A summary of the issues facing the community. The issues serve as background for the goals and policies and are derived from the Existing Conditions Report prepared as part of this General Plan update.

#### **Desired Outcomes, Indicators, and Targets**

and metrics were identified to help the City of Palmdale track progres ir guality. This process follows the City of Palmdale's General Plan Visio ed by the General Pla ission and City Coun



#### **Desired Outcomes, Indicators, and Targets**

Outcomes, indicators, and targets are provided to track progress of the General Plan implementation over time.

#### **Goals and Policies**

PR-1.4 Parks accessibility. Pr a variety of parks and recreat

ariety of parks arrunes to a cilities accessible to all residuroughout the city, including mmunity and neighborhood rks, to meet the needs of yo compared to a compare the second compared the second compared to a compared the second compared to a compared the second compared to a compared to compared to a

#### The following section includes goals and policies for the Parks, Recreation, and Open Space Element. Goals a are followed by implementation actions.

PARKS AND RECREATION Goal PR-1 Provision of adequate park and

ecreation facilities to meet the needs of all existing and future

Master Plan. Prepare a Parks and Recreation Master Plan to address park conditions and ner recreation programming, faciliti and funding opportunities programming, facilities, ng opportunities. As a part encouragi cost recrei residents. aster Plan, evaluate k standards, including for type of parks and r the facilities +of a Parks Maste adopted park st designations for PR-1.7 Expand park a

Encourage expansion existing public parks. PR-1.2 Park location. Ensure that PR-1.8 ADA Design. Incorpora

throughout the city, to maximize access to parks for residents withi 20-minute walking distance. Americans with Disabilities Act which improve access to parks and park facilities for citizens w different abilities and needs. PR-1.9 School and park synergy. Co-locate schools and parks

PR-1.6 Prioritize underserved areas. Prioritize development o new parks and recreation facilit in underserved areas of the city

uraging acc

PR-1.5 Future parks priority areas. As feasible, work with the private development community to facilitate creation of parks in PR-1.10 Parkland incentives. Work with the private development community to incentivize creation of publicly accessible parkland either on-or-off-site. he future parks priority areas as indicated in Figure 1.3.

Goal PR-2 Promote bicycling an important mo ycling as t mode of ransportation and re the city of Palmdale.

Goal PR-3 Provide a broad range of recreational programs for all ages and activity levels to enrich the lives of residents.

Goal PR-3

n=2-1 Bikeway network. En bicycle use by developing a comprehensive bikeway netw the city that meets access ne all bicyclists.

PR-2.2 Bicycle safety. Increase the level of public safety for all PR-2.4 Si

PR-3.1 Recreation education

Collaborate with community partners to expand healthy, and educational recreation programs and services for youth and famili PR-3.2 Culturally sensitive programming. Provide cultu

PR-3.4 Arts and culture rogramming. Work with loca hools, non-profits, local rganizations, and artists to ir

ools, and re

#### **Goals and Policies**

Each element contains goals and policies responding to the key issues associated with achieving the community's vision and are intended to provide clear direction in how the City will implement the overall vision of this plan. In addition, General Plan policies are supported by complementary policies across elements. As such, policy implementation should be considered a package that is interwoven throughout the General Plan. Together, the General Plan language creates a hierarchy of goals and policies that will be mandated, encouraged, or allowed by the City over the next 20 years.

**Goals:** Overall statement describing the envisioned end state for the community. Goals are broad in both purpose and aim but are designed specifically to establish directions and outcomes.

#### The following is an example of a goal:

#### Goal LUD-1

Complete Neighborhoods where residents can reach daily amenities, local retail, services, parks, and public facilities within a short 20-minute walk.

#### **CITYWIDE FRAMEWORK**

#### Goal LUD-1

Complete Neighborhoods where residents can reach daily amenities, local retail, services, parks, and public facilities within a short 20-minute walk.

**Policies:** Specific position statements that support the achievement of goals and serve as guides to the City Council, Planning Commission, other City commissions and boards. City staff also use the policies when reviewing development proposals and making other decisions. Policies seek to achieve the goals by mandating, encouraging, or permitting certain actions. Certain policies are critical and must be implemented. Thus, compliance with the policy or action is mandatory. Language used to describe this intent includes will, must, require, prohibit, conduct, maintain, and implement. Other policies are strongly encouraged by the City, but total implementation may not be possible; thus, compliance is not mandatory. Language used to describe this intent includes should, may, encourage, consider, explore, allow, discourage, and promote.

#### The following are examples of policies in the Palmdale General Plan Land Use and Community Design Element:

**LUD-1.1 Balanced Land Uses.** Maintain a balanced land use pattern to support a broad range of housing choices, retail businesses, employment opportunities, educational and cultural institutions, entertainment spaces, and other supportive uses and within longestablished Indio neighborhoods and new growth areas.

**LUD-1.2 New Complete Neighborhoods.** Facilitate the construction of new mixed-use neighborhoods that are well connected to services, transit, amenities, public buildings, and parks and recreational facilities.

LUD-1.1 Balanced Land Uses. Maintain a balanced land use pattern to support a broad range of housing choices, retail businesses, employment opportunities, educational and cultural institutions, entertainment spaces, and other supportive uses within longestablished Palmidale neighborhods and new growth areas.

LUD-1.2 New Complete Neighborhoods. Facilitate the construction of new mixed-use neighborhoods that are well connected to services, transit, amenities, public buildings, and parks and recreational facilities.

LUD-1.3 Access to Amenities. Strive to create development patterns such that the majority of residents are within twenty minutes or less walking distance of a variety of neighborhood-serving uses in Village Centers, such as parks, grocery stores, restaurants, places of worship, cafes, dry cleaners, laundromats, banks, hair care, pharmacies, civic uses, and similar uses. LUD-1.4 Specific Plan Facilities. Ensure Specific Plans are implemented with timely construction of supportive commercial uses and parks to support new residential uses.

LUD-1.5 Multimodal Connectivity. Promote walking to services, biking and transit use by requiring a high level of connectivity for pedestrians, bicycles, and vehicles in major developments (except where existing development or natural features prohibit connectivity). Seek to improve walk, bike, and transit travel within existing complete neighborhoods.

LUD-1.6 Walkable Blocks. Create communities that address the needs of multiple age groups and physical abilities through short, walkable block lengths. Use grid-like or a modified grid street networks in newly developed areas (except where topography necessitates another street network layout).

	tifies programs, coordination efforts, and other a eation, and Open Space vision and policies. Progr chapter's goals and policie:	ams listed below		
	Timeframe Key	-term Crigoing		
Correlating Goals	Action	Timeframe	Responsibility	
PR-1, PR-4	Parks and Recreation Master Plan. Develop and implement a Parks and Recreation Master Plan to increase parkland and meet current and future parks and recreation needs. Every three years revisit and update (as needed) the Master Plan.	///	Parks and Recreation Department and Public Works	
PR-5	Parks Funding. Pursue long term funding sources and grants to fund park development and ongoing maintenance.	»»»	Parks and Recreation Department and Public Works	
PR-6, PR-8,	Green Belt Program. Establish a greenbelt program to create a network of open spaces on the city's periphery.	$\mathbf{N}$	Parks and Recreation Department and Public Works	
PR-5	Parks District. Investigate the feasibility of instituting a Parks District to help fund park development, improvements, and ongoing maintenance.	N	Parks and Recreation Department and Public Works	
PR-3	Arts and Culture events at City Parks. Develop public arts and culture programming at City Parks.	//	Parks and Recreation Department	
PR-3	Recreation Programming. Expand and diversify recreation programming and locations around the city.	//	Parks and Recreation Department	
PR-1, PR-6, PR-8	Development Incentives. Provide incentives for development to increase publicly accessible parkland and open space in Palmdale.	//	Parks and Recreation Department, Economic and Community Development and Public Works	

#### **Implementation Actions**

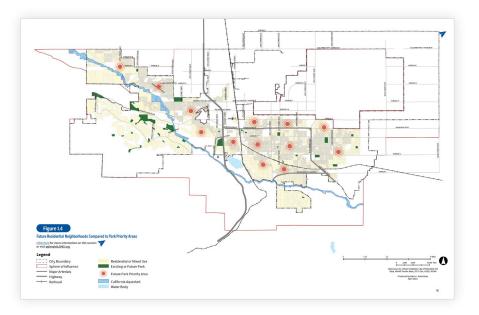
Each element contains actions necessary to implement the adopted goals and policies and the time frame for their completion. Responsible entities are also noted.

**Updated Subdivision Design Guidelines.** Review and update regulations applicable to subdivision projects as needed, including connectivity standards, sidewalk standards, green infrastructure standards, etc.

<b>Correlating Goals</b>	Action	Timeframe	Responsibility
LUD-20, 23, 24	<b>Updated Subdivision Design Guidelines.</b> Review and update as needed regulations applicable to subdivision projects, including connectivity standards, sidewalk standards, green infrastructure standards, etc., as needed.	11	Economic and Community Development Department

#### Maps, Diagrams & Graphics

The General Plan is supported by a variety of maps, diagrams, and illustrations, which supplement the text in each element. Graphics are incorporated into the General Plan to delineate land use and circulation patterns, community focal points, open space and recreation facilities, biological and cultural resources, and areas requiring special consideration or study. Important or significant environmental resource and hazard areas are also mapped, as well as public and quasipublic facilities. These official maps carry equal authority to the goals and policies of the General Plan

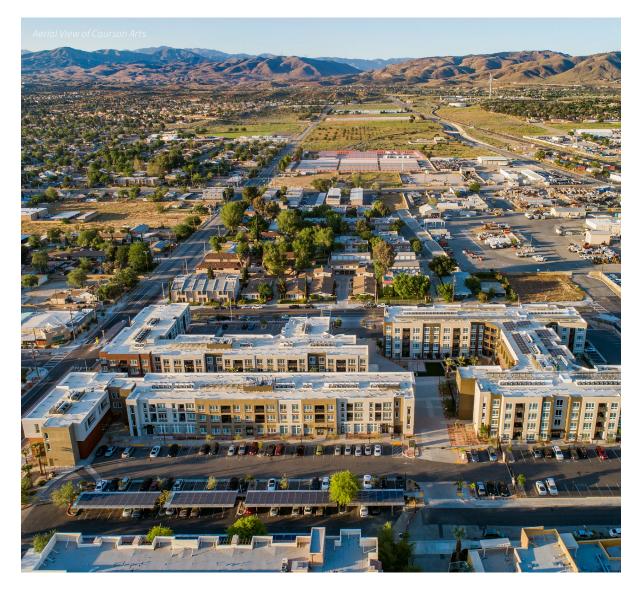


### **Plan Implementation & Maintenance**

The Palmdale 2045 General Plan will be implemented over an extended period (20+ years, with a time horizon of 2045). During this time, the long-range planning efforts for Palmdale will continue using the goals and policies as a guide. However, a General Plan is a living document, and presents the outcomes desired by the community based on current goals and local conditions. As the City grows and changes, it may become necessary to amend specific policies and implementation actions as economic and demographic conditions change and while new ideas about growth and conservation are formed.

California Government Code requires that the planning agency "render an annual report to the legislative body (City Council) on the status of the Plan and the progress in its implementation" (Section 65400(b)). State law further requires that the Housing Element be reviewed and updated at least once every eight years. As part of this annual review, the City will consider progress in the context of the indicators presented within this General Plan. Similarly, each year, the Planning Commission must review the Capital Improvements Program to ensure the planned infrastructure investments are consistent with this General Plan. State Law also encourages annual reviews of implementation actions and recommends that the entire General Plan be thoroughly reviewed every five years to ensure it is still consistent with the community's goals.





Any part of a General Plan may be amended to accommodate changing conditions. Property owners, developers, the Planning Commission, the City Council, or City staff may propose amendments. The Planning Commission and the City Council must review any proposed changes at public hearings and the potential of environmental impacts must be evaluated in accordance with the California Environmental Quality Act.

Community members, neighborhood groups and local organizations are encouraged to get involved in the on-going planning efforts of the City and to participate in the implementation of the General Plan. By active, thoughtful involvement, residents can be part of the process of shaping and growing Palmdale to make it an active, prosperous, and welcoming City place to live, work, and raise a family.