LAND USE SERVICES DEPARTMENT
PLANNING COMMISSION STAFF REPORT

HEARING DATE: December 18, 2025 **AGENDA ITEM 5**

Project Description

APN:	0491-151-11
Applicant:	Steeno Design Group
Community:	Kramer Junction
Location:	East side of Highway 395, approximately 650 feet north of Highway 58
Project No:	PROJ-2022-00111
Staff:	Oliver Mujica
Rep:	Tom Steeno
Proposal:	Policy Plan Amendment from Rural Living to Commercial and Zoning Amendment from Rural Living, 5-Acre Minimum, to Rural Commercial on 4.69 acres of a 35.97-acre parcel, Tentative Parcel Map No. 35944 to subdivide the 35.97-acre parcel into four parcels totaling 4.69 net acres (Parcel 1: 1.9 acres; Parcel 2: 0.64 acres; Parcel 3: 0.65 acres; and Parcel 4: 1.5 acres) and a remainder parcel totaling 18.53 net acres, Conditional Use Permit to construct and operate a travel stop in two phases comprised of a convenience store with quick serve restaurant and trucker lounge and auto fueling on Parcel 1, Dairy Queen restaurant with drive-thru on Parcel 2, Starbucks coffee shop with drive-thru on Parcel 3 and truck fueling and truck parking on Parcel 4, and Major Variance to increase the maximum height from 25 feet to 100 feet and maximum sign area from 100 square feet to 900 square feet of a freestanding pylon sign.

Vicinity Map

16 Public Hearing Notices Sent on: December 2, 2025

Report Prepared By: Oliver Mujica, Contract Planner III

SITE INFORMATION:

Parcel Size: 35.97 acres

Vegetation: Scattered desert landscaping

TABLE 1 – SITE AND SURROUNDING LAND USES AND ZONING

AREA	EXISTING LAND USE	LAND USE CATEGORY	LAND USE ZONING DISTRICT
SITE	Vacant	Rural Living (RL)	Rural Living, 5-Acre Minimum (RL-5)
North	Vacant	Rural Living (RL)	Rural Living, 5-Acre Minimum (RL-5)
South	Vacant	Rural Living (RL)	Rural Living, 5-Acre Minimum (RL-5)
East	Vacant	Rural Living (RL)	Rural Living, 5-Acre Minimum (RL-5)
West	Vacant	Rural Living (RL) and Commercial (C)	Rural Living, 5-Acre Minimum (RL-5) and Rural Commercial (CR)

	Agency	Comment
City Sphere of Influence:	N/A	N/A
Water Service:	Environmental Health Services	Private
Sewer Service:	Environmental Health Services	Private

STAFF RECOMMENDATION: That the Planning Commission recommend[1] the Board of Supervisors: **ADOPT** the Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program; **ADOPT** the Findings in support of the Policy Plan Amendment, Zoning Amendment, Tentative Parcel Map, Conditional Use Permit, and Major Variance; **ADOPT** a resolution amending the Land Use Category designation from Rural Living to Commercial on 4.69 acres of a 35.97-acre parcel; **ADOPT** an ordinance amending the Land Use Zoning District designation from Rural Living, 5-Acre Minimum, to Rural Commercial on 4.69 acres of a 35.97-acre parcel; **APPROVE** the Tentative Parcel Map No. 35944 to subdivide the 35.97-acre parcel into four parcels totaling 4.69 net acres (Parcel 1: 1.9 acres; Parcel 2: 0.64 acres; Parcel 3: 0.65 acres; and Parcel 4: 1.5 acres) and a remainder parcel totaling 18.53 net acres, subject to the Conditions of Approval; **APPROVE** the Conditional Use Permit to construct and operate a travel stop in two phases comprised of a convenience store with quick serve restaurant and trucker lounge and auto fueling on Parcel 1, Dairy Queen restaurant with drive-thru on Parcel 2, Starbucks coffee shop with drive-thru on Parcel 3, and truck fueling and truck parking on Parcel 4, subject to the Conditions of Approval; **APPROVE** the Major Variance to increase the maximum height from 25 feet to 100 feet and maximum sign area from 100 square feet to 900 square feet of a freestanding pylon sign; and **DIRECT** the Land Use Services Department to file the Notice of Determination in accordance with CEQA.

[1] This is a recommendation item. A disapproval recommendation by the Planning Commission shall terminate the application unless appealed in compliance with Chapter 86.08.

FIGURE 1 – REGIONAL MAP

FIGURE 2 – VICINITY MAP

Scale: 1:6,000

N

PROJ-2022-00111
US Highways
CA Highways
Local

FIGURE 3 – LAND USE CATEGORY MAP

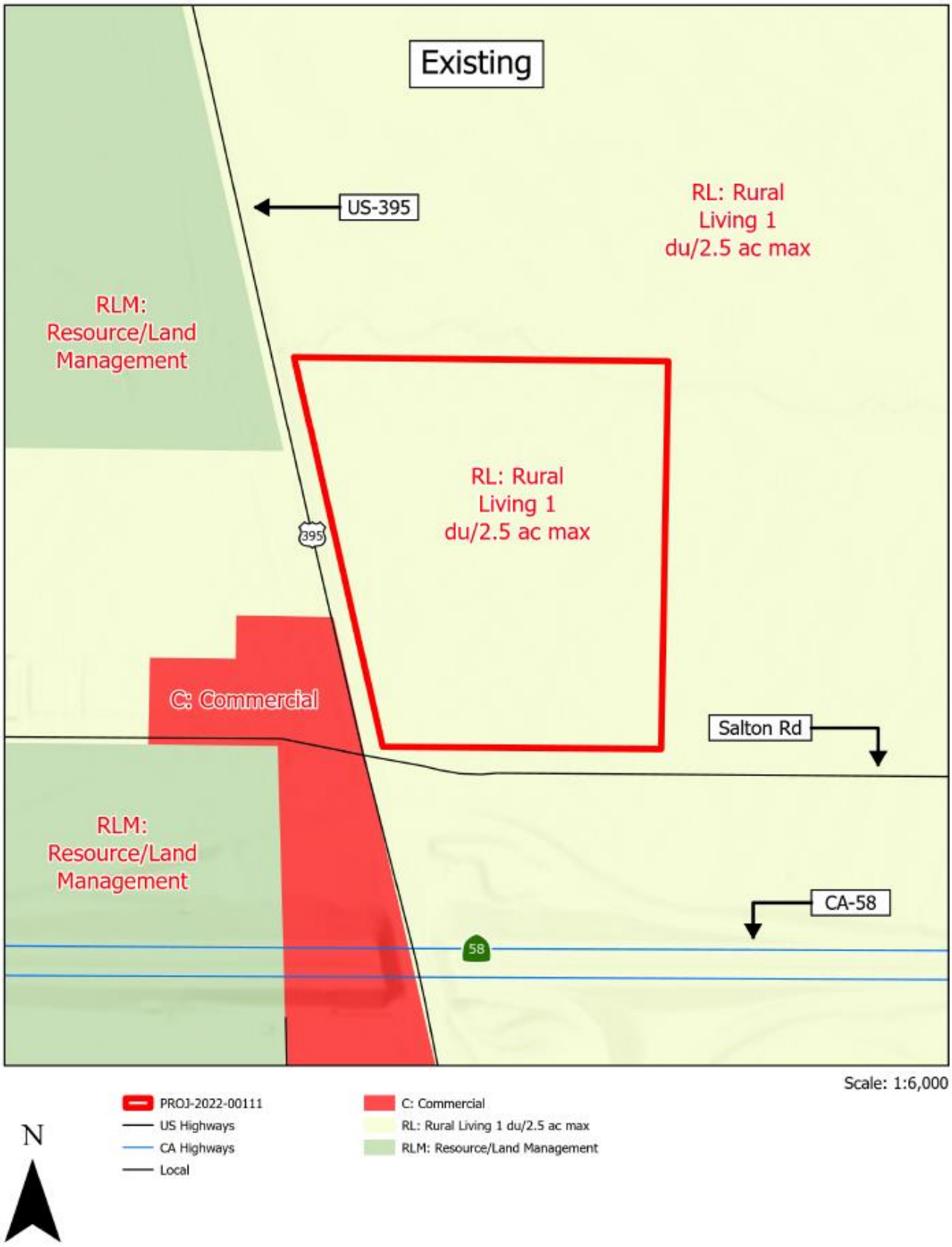


FIGURE 4 – LAND USE CATEGORY MAP

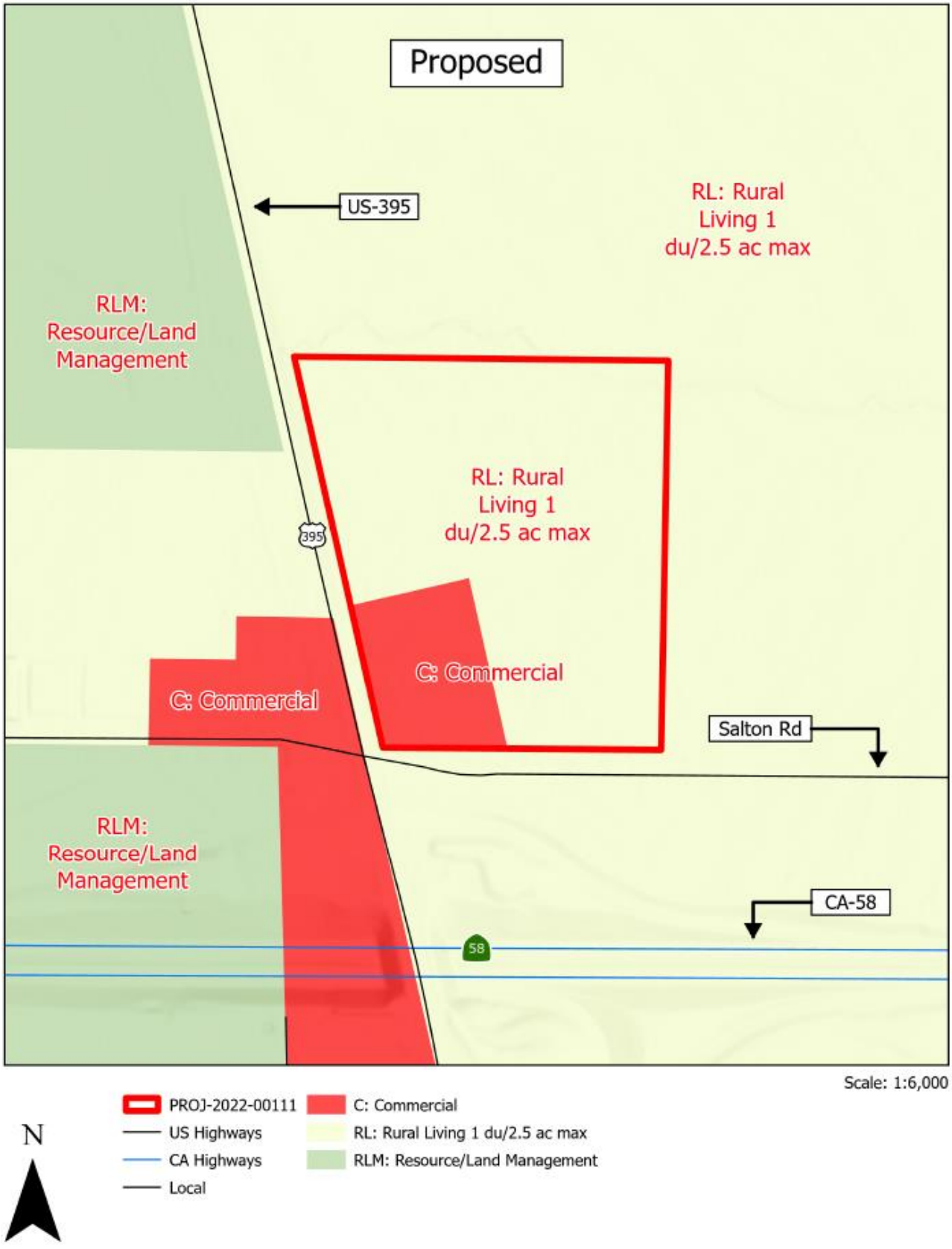


FIGURE 5 – ZONING MAP

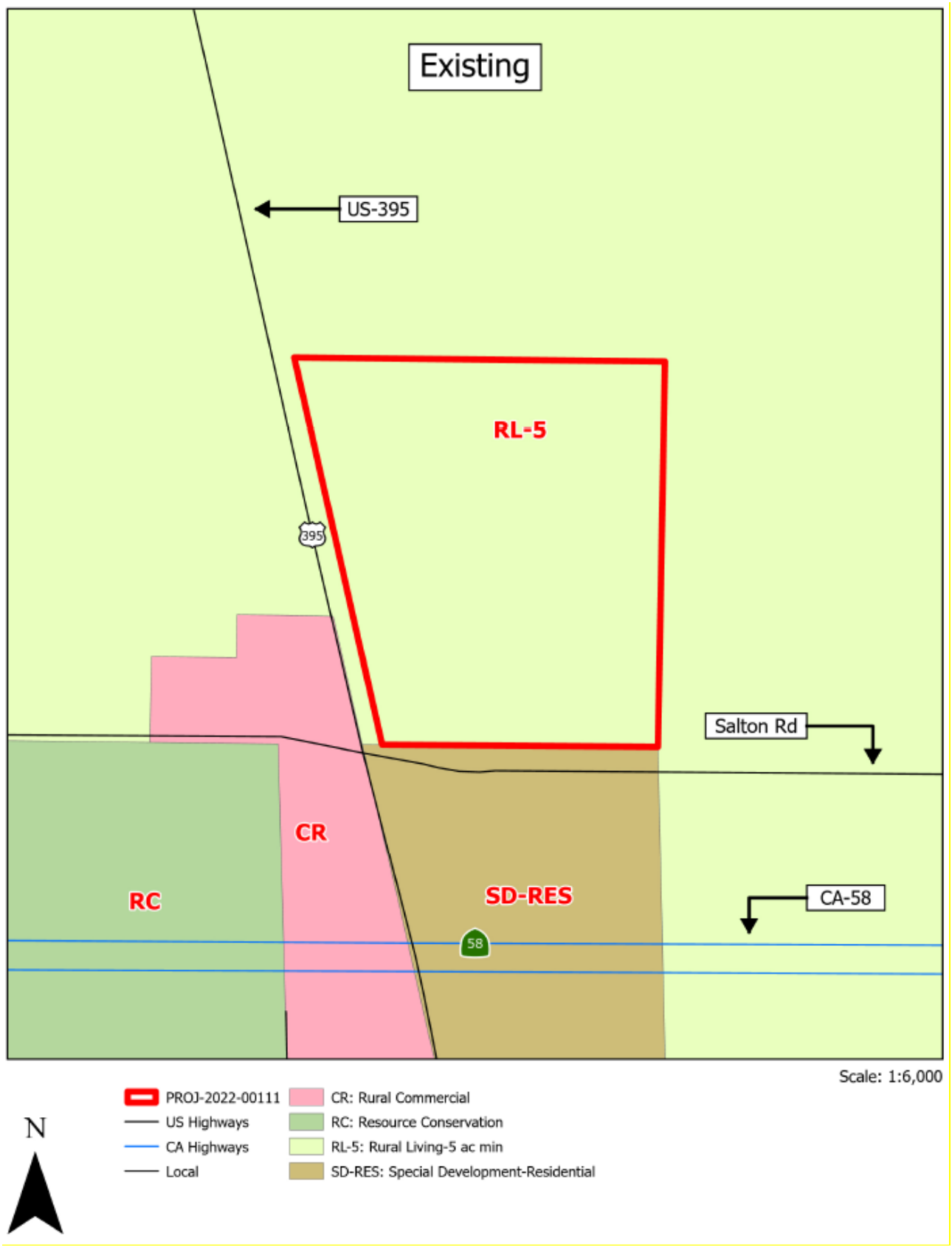


FIGURE 6 – ZONING MAP

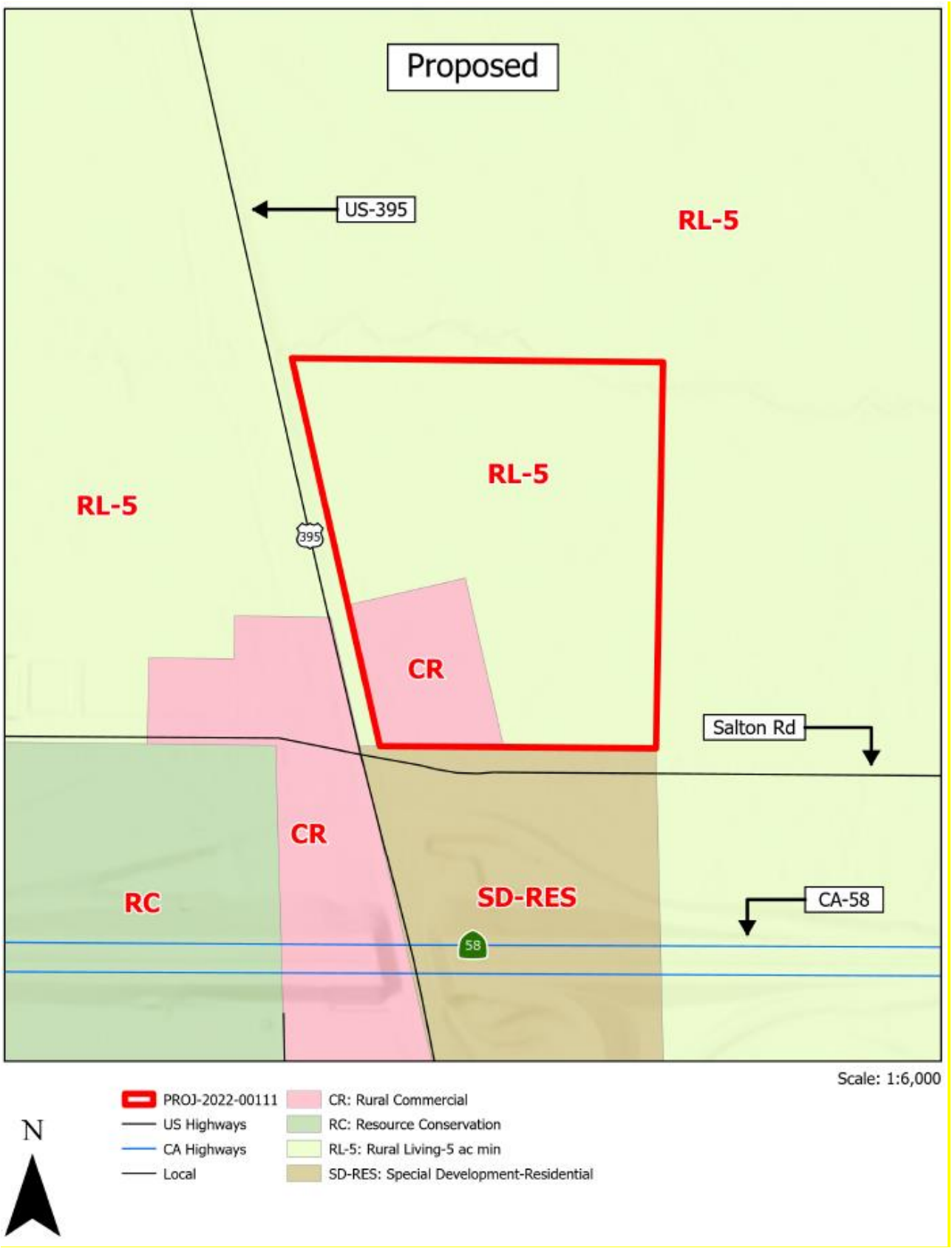


FIGURE 7 - PROJECT SITE
View of project site looking east from US-395

FIGURE 8 - PROJECT SITE
View from project site looking south towards adjacent property

FIGURE 9 - PROJECT SITE
View from project site looking south towards Highway 58

FIGURE 10 - PROJECT SITE
View from project site looking west across US-395

FIGURE 11 – TENTATIVE PARCEL MAP NO. 35944

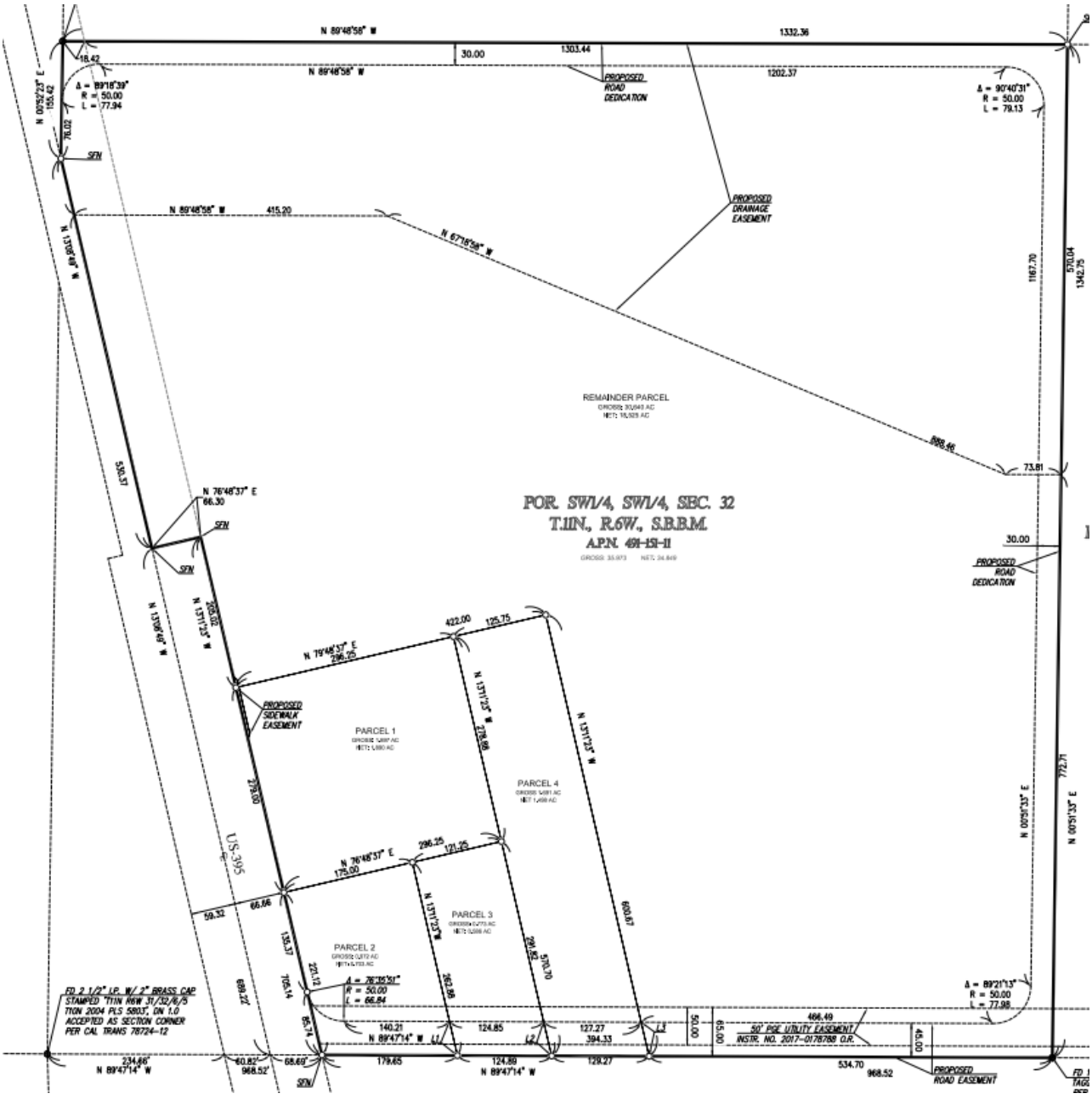


FIGURE 12 – SITE PLAN

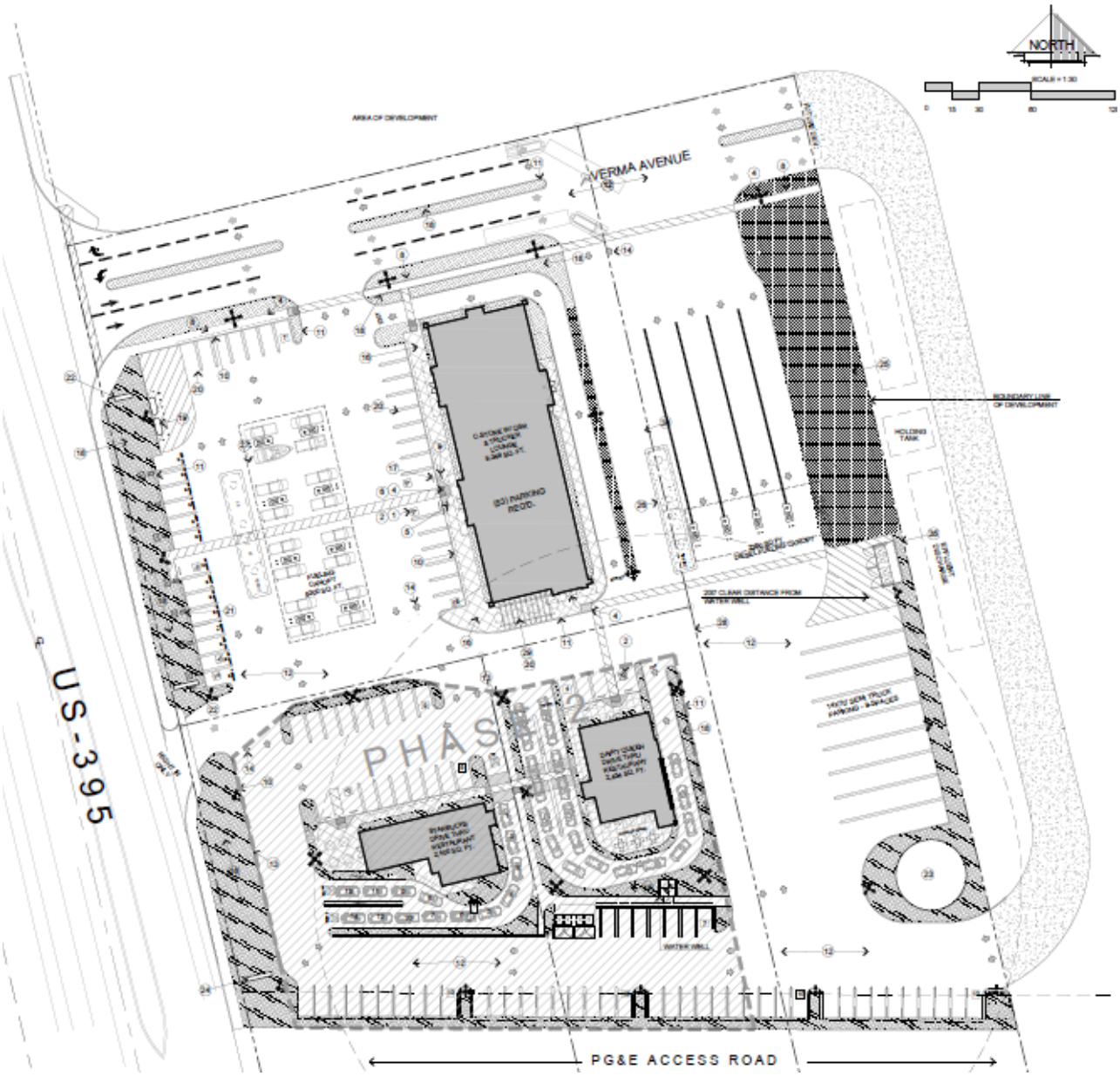


FIGURE 13 – CONVENIENCE STORE

PROJECT DESCRIPTION

The Applicant is requesting the approval of Tentative Parcel Map No. 35944 (Figure 11) to subdivide a 35.97- acre property into four (4) parcels with a remainder parcel. After the removal of the required dedications the acreage of the site would consist of the following: Parcel 1: 1.9 acres, Parcel 2: 0.64 acres, Parcel 3: 0.65 acres, Parcel 4: 1.5 acres, and the remainder parcel: 18.53 acres. The Applicant is also requesting approval of a Policy Plan Amendment from Rural Living (RL) to Commercial (C) and Zoning Amendment from Rural Living, 5-Acre Minimum, (RL-5) to Rural Commercial for Parcels 1, 2, 3, and 4 for a total of 4.69 acres of the 35.97-acre site, a Conditional Use Permit to construct and operate the Kramer Junction Travel Stop in two phases on Parcels 1, 2, 3, and 4 consisting of a convenience store with quick serve restaurant and trucker lounge and auto fueling on Parcel 1, Dairy Queen restaurant with drive-thru on Parcel 2, Starbucks with drive-thru on Parcel 3, and truck fueling and truck parking on Parcel 4, and a Major Variance to increase the maximum height from 25 feet to 100 feet and maximum sign area from 100 square feet to 900 square feet of a freestanding pylon sign (collectively the Project).

Pursuant to Development Code Section 82.01.020(c)(3)(A), “[t]he CR (Rural Commercial) land use zoning district provides sites for retail trade and personal services, repair services, lodging services, recreation and entertainment services, transportation services, and similar and compatible uses.” Correspondingly, pursuant to Section 82.04.040(b) of the Development Code, “Convenience Stores, Restaurants, Service Stations, and Truck Stops” are permitted within the Rural Commercial (CR) zoning district subject to the approval of a Conditional Use Permit.

PROJECT ANALYSIS.

Land Use: The Applicant’s proposed Kramer Junction Travel Stop Project (Figure 12) is comprised of the following to be developed in two (2) phases in which Parcel 1 and Parcel 4 will be developed in Phase 1 and Parcel 2 and Parcel 3 will be developed in Phase 2:

Parcel 1 (1.9 acres)

- Convenience Store with quick serve restaurant and trucker lounge (9,349 square feet) and auto fueling (8 pumps and 16 stations).
- 53 parking spaces required / 53 parking spaces provided.

Parcel 2 (0.64 acres)

- Dairy Queen restaurant with drive-thru (2,454 square feet).
- 25 parking spaces required / 25 parking spaces provided.

Parcel 3 (0.65 acres)

- Starbucks with drive-thru (2,432 square feet).
- 25 parking spaces required / 25 parking spaces provided.

Parcel 4 (1.5 acres)

- Truck fueling (4 pumps).
- 9 truck parking spaces.

Tentative Parcel Map:

The Project's Tentative Parcel Map has been designed in compliance with the Development Code and the Subdivision Map Act, has also been reviewed and accepted by the County's Land Use Services and Public Works Departments, as well as the San Bernardino County Fire Protection District (Fire District). The minimum lot area for parcels in the CR land use zone is required to be 2.5 acres; however, when filed concurrently with a land use application, a Conditional Use permit in this case, the minimum lot area may be less than specified by the Development Code.

Phasing:

The Project will be constructed in two (2) phases. Phase 1 includes the service station, convenience store, truck stop, and the associated parking spaces, drive aisles, and landscaping. The development of the Dairy Queen and Starbucks drive-thru restaurants will be constructed in Phase 2, along with the remaining parking lot and landscape areas. Both access driveways will be constructed in Phase 1.

Site Design:

In addition to the proposed buildings, the Project site will be developed with the required landscaping, parking, and internal circulation improvements, as well as the required off-site street and sidewalk improvements. The site is configured to locate the passenger vehicle-oriented businesses at the front portion of the development, and the truck-related businesses to the rear. The Dairy Queen and Starbucks restaurants include dual lanes for the drive-thru stacking segment to minimize any traffic back-up into the drive aisles. The convenience store also includes a drive-thru lane for a future quick-serv restaurant to be located within the store. The site has been designed to direct stormwater runoff to the rear and into a drainage basin sized to retain the increased runoff due to the new development, serving to protect downstream properties. The Project's site plan has also been reviewed and accepted by the County's Land Use Services and Public Works Departments, as well as the Fire District.

Access/Circulation:

A new primary entrance (commercial driveway) from U.S. 395 for the proposed Project will be construct near the northwestern corner of the Project site. This entrance provides full movement

access with two (2) ingress lanes and two (2) egress lanes from and onto U.S 395, along with the appropriate directional signage and landscaped median. This entrance will serve the three (3) commercial developments, and provide separate access specifically intended for the truck fueling stations and truck parking spaces. Additionally, one (1) standard "ingress" only commercial driveway on U.S. 395 will be constructed approximately 200 feet north of the southwest corner of the Project site. This entrance will provide right-turn only access from U.S. 295. Truck traffic is routed from the main entrance to the truck fueling station at the rear of the site, then continues off premises, around the rear of the truck stop, back to the main entrance driveway. An easement providing the use of the adjoining parcel will be recorded, as well as reciprocal access across all four proposed parcels.

The proposed driveways and locations have been reviewed and approved by the Department of Public Works and the California Department of Transportation (Caltrans). These improvements along with the on-site circulation drive aisles meet the Development Code and County's Land Use Services and Public Works Department's standards, as well as the Fire District standards.

Landscaping: Development Code Section 83.10.060(a)(4) requires that the minimum landscaping area to provide shall be twenty (20) percent which translates into 40,859 square feet for the proposed Project. Additionally, pursuant to Section 83.10.080(c) (Desert Region) of the Development Code, "[p]lant materials shall be a cohesive mix of evergreen and deciduous trees, shrubs, groundcovers, succulents, and native plant material that are drought and infestation tolerant; turf shall be minimized," and "[t]he front yard and street side yard setback areas of a parcel shall be landscaped using xeriscape landscaping techniques, which combines drought tolerant plant and hardscape materials in a variety of aesthetically pleasing designs."

The proposed Project provides a total landscaping area of approximately 41,308 (20.2%). This includes the twenty-five (25) foot wide landscaped planter along U.S. 395 as required by the Development Code for front yard setbacks. Pursuant to the Conditions of Approval, a Final Landscaping Plan shall be submitted for review and approval by the Planning Division prior to the issuance of a building permit.

Parking: Section 83.11.040 (Number of Parking Spaces Required) of the Development Code requires a minimum of 102 parking spaces, and the proposed Project exceeds that standard with 108 parking spaces including 14 standard electric vehicle spaces. The number of required parking spaces is based on the cumulative total of each of the separate land uses: convenience store, restaurant, service station, and truck stop.

Code Compliance Summary: With the exception of the requested variance for the freestanding pylon sign, the proposed Project satisfies all applicable standards of the Development Code for development within the Rural Commercial (CR) zoning district, as illustrated on the site plan and in Table 2 below:

TABLE 2: PROJECT CODE COMPLIANCE

Project Component	San Bernardino Development Code		Project Plans
Convenience Store, Restaurants, Service Station, and Truck Stop	CUP		CUP
Parking	102 spaces		108 spaces
Minimum Setbacks	Front Yard	25 Feet	Exceeds
	Street Side Yard	25 Feet	Exceeds
	Interior Side Yard	10 Feet	Exceeds
	Rear Yard	10 Feet	Exceeds
Landscaping	Minimum Landscaping	20% (40,859 Square Feet)	20.2% (41,308 Square Feet)

Maximum Building Height	35 Feet	35 feet
Maximum Lot Coverage	80%	11%
Drive Aisles	26 Feet	26 Feet

Freestanding Pylon Sign:

Development Code Section 83.13.050(c)(6) allows a maximum height of twenty-five (25) feet and a maximum sign area of 100 square feet for a freestanding pylon sign. The Applicant is requesting approval of a Major Variance to increase the maximum height from twenty-five (25) feet to 100 feet and the maximum sign area from 100 square feet to 900 square feet. The proposed freestanding pylon sign will be located at the southeastern corner of newly created Parcel 4.

The Project site is located on the east side of U.S. 395, approximately one-quarter (0.25) mile north of Highway 58. According to the Sign Survey prepared by Sunset Signs (Exhibit F):

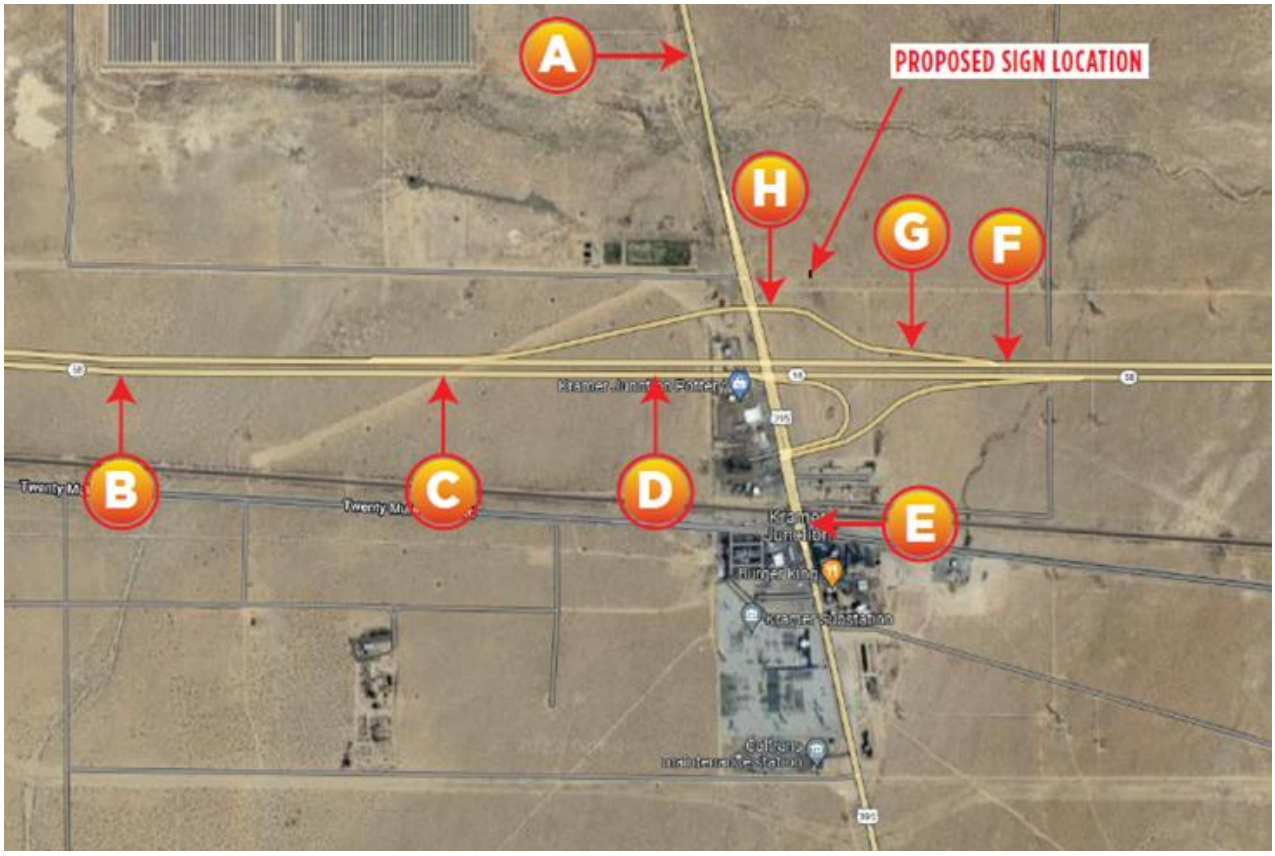
- The proposed freestanding pylon sign has very few obstructions when traveling west bound on Highway 58.
- West bound traffic will have a full read on the freestanding pylon sign from approximately one-quarter (0.25) mile from the exit onto U.S. 395 towards the subject property.
- The proposed freestanding pylon sign has several obstructions due to existing utility towers when traveling east bound on Highway 58.
- East bound traffic will have a full read on the freestanding pylon sign from one-quarter (0.25) mile from the exit onto U.S. 395 towards the subject property.
- The proposed freestanding pylon sign has no obstructions when traveling south bound on U.S. 395.
- South bound traffic will have a full read on the freestanding pylon sign from approximately one-quarter (0.25) mile from the subject property on U.S. 395.
- The proposed freestanding pylon sign has several obstructions when traveling north bound on U.S. 395 from the south side of Highway 58 due to other existing commercial development, as well as the over-crossing of Highway 58.
- North bound traffic will have a full read on the freestanding pylon sign from one-quarter (0.25) mile from the subject property on U.S. 395.

In reviewing the unusual conditions and circumstances associated with the Project site, the following have been identified:

- The subject freestanding pylon sign is located approximately one-quart mile from Highway 58, and is obstructed by the existing power towers and power lines along the north side of Highway 58 which affects the visibility of the subject freestanding pylon sign.
- The proposed Project as a travel stop is intended for motorists that may not be familiar with the surrounding area or available businesses along Highway 58, thus preventing motorists from identifying the Project site.

Therefore, the proposed 100-foot height and 900 square footage will provide better visibility for motorists on U.S. 395 and Highway 58, thus allowing safer exiting from the freeways and towards the Project site, as illustrated on Figure 14 below. Proposed findings in support of the proposed Major Variance are included within the Staff Report (Exhibit C).

FIGURE 14 – SIGNAGE VISABILITY SURVEY



COUNTYWIDE POLICY PLAN

As previously mentioned, the Applicant is requesting approval of a Policy Plan Amendment from Rural Living (RL) to Commercial (C) for proposed Parcel 1 through Parcel 4 containing a total of 4.69 acres. In order to do so, the Countywide Policy Plan states the following:

Goal LU-6 Amendments to the Policy Plan. Growth and development in the unincorporated county in a manner that requires few and infrequent amendments to the Policy Plan.

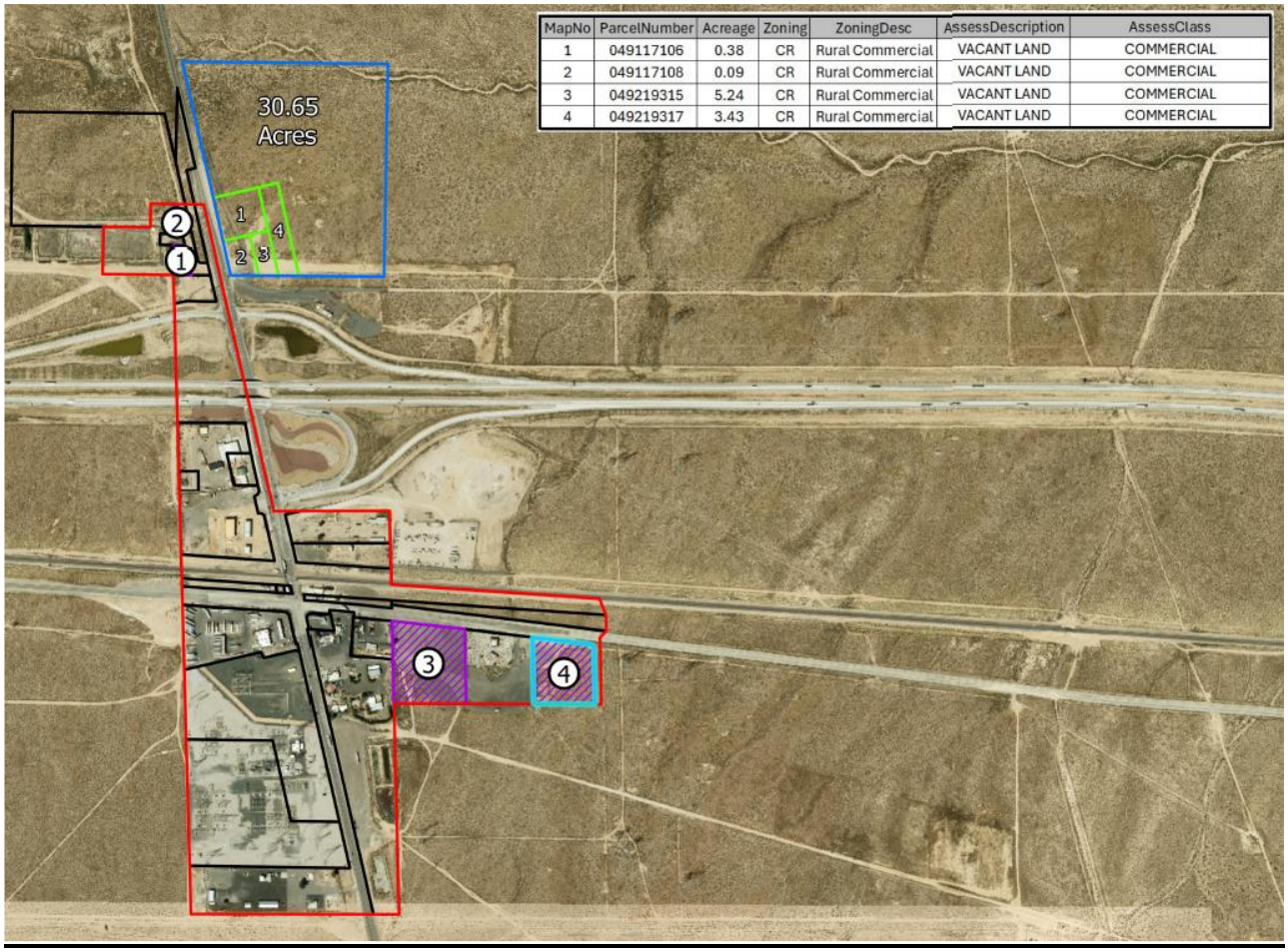
Policy LU-6.3 Commercial Amendments. We will only approve Land Use Plan amendments that would introduce new commercial areas in the context of a comprehensive Land Use Plan amendment. We may waive this requirement when the proposed amended area abuts an existing or designated commercial area and the amount of land available for new commercial uses falls below 15 percent of the total commercially designated land in the area.

The intent of Policy LU-6.3 is to limit the expansion of commercially designated properties until a thorough analysis of the area has been completed addressing the commercial land use needs for the area as part of any amendment, or until such time as at least 85% of the available land in the vicinity has been developed, subject to the Board of Supervisors' consideration.

As illustrated in Figure 14 below, the proposed amended area (shown in green below) adjoins an existing and designated area within the Commercial (C) Land Use Category. The existing Commercial area contains approximately 120 acres (shown in red below). After excluding the Caltrans right-of-way for U.S. 395 and Highway 58, the total existing commercially designated land

area is approximately 85.21 acres. Of this 85.21 acres, a total of 9.14 acres are currently vacant and developable, which translates into approximately 10.7% within the existing commercial area. This is below the 15% threshold as required by Policy LU-6.3. As a result, based on meeting the 15% threshold and the Project site's adjacency to existing CR-designated property, the Board may consider the proposed Policy Plan Amendment is consistent with the Countywide Policy Plan without undertaking a comprehensive Land Use amendment.

FIGURE 14 – AVAILABLE COMMERCIALLY DESIGNATED PROPERTIES



MapNo	ParcelNumber	Acreage	Zoning	ZoningDesc	AssessDescription	AssessClass
1	049117106	0.38	CR	Rural Commercial	VACANT LAND	COMMERCIAL
2	049117108	0.09	CR	Rural Commercial	VACANT LAND	COMMERCIAL
3	049219315	5.24	CR	Rural Commercial	VACANT LAND	COMMERCIAL
4	049219317	3.43	CR	Rural Commercial	VACANT LAND	COMMERCIAL

CALIFORNIA ENVIRONMENTAL QUALITY ACT COMPLIANCE

An Initial Study/Mitigated Negative Declaration (IS/MND) was prepared in compliance with the California Environmental Quality Act (CEQA) (Exhibit A). The IS/MND concludes that the Project will not have a significant effect on the environment with implementation of mitigation measures related to the Project's impacts on Biological Resources, Cultural Resources, Geology and Soils, Hydrology, Noise, and Tribal Cultural Resources. A Notice of Availability/Notice of Intent to adopt a Mitigated Negative Declaration (MND) was advertised and distributed for the CEQA mandated 30-day public review and comment period from September 8, 2025 through October 7, 2025. There were no comments received during the 30-day period.

The project description of the IS/MD included the evaluation of a proposed 50 foot high freestanding pylon sign with 900 square feet of signage. Although the proposed freestanding pylon sign has been increased to a 100 foot height, there will not be a significant environmental impact since it still allows safer exiting from U.S. 395 and Highway 58 towards the Project site, as supported by the findings for the proposed Major Variance.

Recommended mitigation measures intended to reduce the Project's impact on the environment to less than significant are contained in the IS/MND and incorporated into the Project's Mitigation and Monitoring and Reporting Program (Exhibit B). The mitigation measures include the following topics: Biological Resources, Cultural Resources, Geology and Soils, Hydrology, Noise, and Tribal Cultural Resources.

PUBLIC COMMENTS

On August 3, 2023, Project Notices were mailed to the sixteen (16) surrounding property owners within 300 feet of the project site, as required by Section 85.03.080 of the Development Code. No public comments were received.

NOTICE OF HEARING

On December 2, 2025, pursuant to the Development Code, a notice of the Planning Commission public hearing on this item was mailed to the surrounding sixteen (16) property owners within a 300-foot radius of the Project site. As of the preparation of this staff report, no public comments have been received.

RECOMMENDATION

That the Planning Commission recommends that the Board of Supervisors take the following actions:

1) **ADOPT** the Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program (Exhibits A and B);

2) **ADOPT** the Findings in support of the Policy Plan Amendment, Zoning Amendment, Tentative Parcel Map, Conditional Use Permit and Major Variance (Exhibit C);

3) **ADOPT** a resolution amending the Land Use Category designation from Rural Living to Commercial on approximately 4.69 acres of a 35.97-acre parcel;

4) **ADOPT** an ordinance amending the Land Use Zoning District designation from Rural Living, 5-Acre Minimum, to Rural Commercial on approximately 4.69 acres of a 35.97-acre parcel;

5) **APPROVE** Tentative Parcel Map No. 35944 to subdivide the 35.97-acre parcel into four parcels totaling approximately 4.69 net acres (Parcel 1: 1.9 acres; Parcel 2: 0.64 acres; Parcel 3: 0.65 acres; and Parcel 4: 1.5 acres) and a remainder parcel totaling approximately 18.53 net acres, subject to the Conditions of Approval (Exhibit D);

6) **APPROVE** the Conditional Use Permit to construct and operate a travel stop in two phases comprised of a convenience store with quick serve restaurant and trucker lounge and auto fueling on Parcel 1, Dairy Queen restaurant with drive-thru on Parcel 2, Starbucks with drive-thru on Parcel 3, and truck fueling and truck parking on Parcel 4 as shown on the approved site plan, subject to the Conditions of Approval (Exhibit D);

7) **APPROVE** the Major Variance to increase the maximum height from 25 feet to 100 feet and maximum sign area from 100 square feet to 900 square feet of a freestanding pylon sign; and

8) **DIRECT** the Land Use Services Department to file the Notice of Determination in accordance with the California Environmental Quality Act.

ATTACHMENTS:

EXHIBIT A: Mitigated Negative Declaration, link: https://lus.sbcounty.gov/wp-content/uploads/sites/48/Draft-ISMND-3.pdf
EXHIBIT B: Mitigation Monitoring and Reporting Program
EXHIBIT C: Findings for Policy Plan Amendment, Zoning Amendment, Tentative Parcel Map, Conditional Use Permit, and Major Variance
EXHIBIT D: Conditions of Approval
EXHIBIT E: Project Plans
EXHIBIT F: Sign Survey