

EXECUTIVE SUMMARY

This is the San Diego Association of Governments' (SANDAG's) ~~Draft-Final~~ Supplemental Environmental Impact Report (SEIR) for the Amendment to the 2021 Regional Plan (the proposed Amendment). The SANDAG Board of Directors adopted the 2021 Regional Plan (approved Plan) and Final Program EIR (PEIR) (SCH No. 2010041061) on December 10, 2021.

This SEIR has been prepared in accordance with the California Environmental Quality Act (CEQA) (Public Resources Code [PRC] Section 21000 et seq.) and the Guidelines for Implementation of CEQA (CEQA Guidelines) (14 California Code of Regulations Sections 15000 et seq.). It analyzes whether the changes associated with the proposed Amendment would result in new or substantially more significant impacts than what was discussed in the approved Plan PEIR, mitigation measures to avoid or reduce any such impacts, and alternatives to the proposed Amendment. It was prepared to disclose this information to decision makers, members of the public, and public agencies so that informed decisions can be made about the proposed Amendment. CEQA requires that decision makers make informed decisions on a project, considering the information presented in the SEIR, along with social, economic, and other factors.

The Draft SEIR ~~is-was~~ available for a ~~475~~-day public review period, from July 13, 2023, to August 28, 2023. Following the public review period, SANDAG ~~will~~ prepared written responses to significant environmental concerns raised in the comments on the Draft SEIR. The Final SEIR ~~will~~ includes revisions to the Draft SEIR, comments received on the Draft SEIR either verbatim or in summary, and SANDAG's responses to significant environmental concerns raised in the public comments ([Appendix F](#)).

ES.1 SUMMARY OF THE PROPOSED AMENDMENT

Following adoption of the approved Plan, the SANDAG Board directed staff to prepare a focused amendment to the approved Plan that deletes the regional road usage charge. A road usage charge is a direct user fee whereby drivers pay to use the roadway network, whether the vehicle is powered by gas, electricity, or hydrogen, based on distance traveled or other factors. The proposed Amendment refines the financial strategies in the approved Plan in order to continue achieving the region's greenhouse gas emissions target set by the California Air Resources Board (CARB) without the regional road usage charge. No roadway or transportation network elements of the approved Plan are altered or modified in the proposed Amendment.

The underlying purposes of the approved Plan, which remain unchanged for the proposed Amendment, are to develop a Regional Plan that meets federal and State planning requirements, and continues to address the many regional transportation challenges that are deeply connected to larger societal issues that impact everyone's quality of life, including economic and social inequities, climate change, public health, and safety. Consistent with this underlying purpose, SANDAG developed the following project objectives for the approved Plan PEIR that remain unchanged for this SEIR:

1. Focus population and employment growth in mobility hubs and existing urban areas to protect sensitive habitat and natural resource areas.
2. Provide transportation investments that support compact land development patterns and reduce sprawl.
3. Meet greenhouse gas emissions targets established for the San Diego region by the California Air Resources Board and the SANDAG Board of Directors.
4. Provide transportation investments and land use patterns that promote social equity.

5. Provide transportation investments and land use patterns that reduce vehicle miles traveled and improve air quality.
6. Provide multi-modal access to employment centers and key destinations for all communities.
7. Enhance the efficiency of the transportation network for moving people and goods through the deployment of new technologies.

The proposed Amendment has the additional objective of removing the regional road usage charge while continuing to meet State and federal planning requirements, regional greenhouse gas (GHG) reduction targets, and federal air quality conformity standards.

ES.2 PROJECT LOCATION

The project location of the proposed Amendment is the same as the approved Plan and includes the entire San Diego region, which encompasses more than 4,200 square miles. The project location and environmental setting are discussed further in Chapter 3, *Environmental Setting*, of this SEIR.

ES.3 AREAS OF CONTROVERSY

CEQA Guidelines Section 15123(b)(2) requires that an environmental impact report (EIR) contain a discussion of areas of controversy known to the lead agency, including issues raised by agencies and the public. Several areas of controversy were identified during the SEIR scoping process.

These areas of concern were brought forth through letters and presented at the SANDAG scoping meeting. In no particular order, areas of controversy known to SANDAG include:

- Whether unmitigable impacts would result from the removal of the regional road usage charge.
- How the approved Plan would be funded without the revenue from the regional road usage charge.
- Whether the regional road usage charge is equitable, particularly for those who live far from public transportation.

ES.4 ISSUES TO BE RESOLVED

CEQA Guidelines Section 15123(b)(3) requires that an EIR contain a discussion of issues to be resolved. Issues to be resolved in this SEIR include choosing among alternatives to the proposed Amendment, and deciding how to mitigate the proposed Amendment's significant environmental impacts. Additionally, if it adopts the proposed Amendment, the SANDAG Board of Directors must decide whether specific social, economic, or other benefits of the proposed Amendment outweigh its significant unavoidable environmental impacts; if so, the Board of Directors must adopt a Statement of Overriding Considerations.

ES.5 SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Table ES-1 provides a summary of environmental impacts, mitigation measures to avoid or reduce significant impacts, and significance of the impact after mitigation is applied, for 2020, 2035, and 2050. This summary is based on the impact analyses provided in Chapter 4, *Environmental Impact Approach*, Sections 4.1 through 4.5. A detailed analysis of cumulative impacts is provided in Chapter 5, *Cumulative Impact Analysis*, which identifies probable future projects, as well as regional planning documents and other growth projections, and analyzes the cumulative environmental impacts for each environmental resource area when combined with the proposed Amendment.

**Table ES-1
Summary of Environmental Impacts and Mitigation Measures**

Impacts of the Proposed Amendment in 2025, 2035, and 2050	Mitigation Measures	Level of Significance After Mitigation		
		2025	2035	2050
4.1 Air Quality				
<p>AQ-1 Conflict with or obstruct implementation of the Regional Air Quality Strategy and/or State Implementation Plan Less-than-significant impact in 2025, 2035, and 2050 consistent with the approved Plan PEIR.</p>	Not applicable	Not applicable	Not applicable	Not applicable
<p>AQ-2 Result in a cumulatively considerable net increase in nonattainment criteria pollutants, including VOC, NO_x, PM₁₀, PM_{2.5}, and SO_x Significant impact in 2050 and less-than-significant impact in 2025 and 2035 consistent with the approved Plan PEIR.</p>	<p>AQ-2a. Secure Incentive Funding AQ-2b. Purchase Zero Emission Trains GHG-5a. Allocate Competitive Grant Funding to Projects that Reduce GHG Emissions and for Updates to CAPs or GHG Reduction Plans GHG-5b. Establish New Funding Programs for Zero-Emissions Vehicles and Infrastructure GHG-5d. Develop and Implement Regional Digital Equity Strategy and Action Plan to Advance Smart Cities and Close the Digital Divide GHG-5f. Implement Measures to Reduce GHG Emissions from Development Projects GHG-5g. Prepare/Develop a Regional Climate Action Plan</p>	Not applicable	Not applicable	Significant and Unavoidable

Impacts of the Proposed Amendment in 2025, 2035, and 2050	Mitigation Measures	Level of Significance After Mitigation		
		2025	2035	2050
	TRA-2. Achieve Further VMT Reductions for Transportation and Development Projects			
<p>AQ-4 Expose sensitive receptors to substantial PM10 and PM2.5 concentrations Significant impact in 2025 consistent with the approved Plan PEIR. Substantially more severe significant impact in 2035 and 2050 compared to the approved Plan PEIR.</p>	<p>AQ-2a. Secure Incentive Funding AQ-4. Reduce Exposure to Localized Particulate and/or TAC Emissions GHG-5a. Allocate Competitive Grant Funding to Projects that Reduce GHG Emissions and for Updates to CAPs or GHG Reduction Plans GHG-5b. Establish New Funding Programs for Zero-Emissions Vehicles and Infrastructure GHG-5d. Develop and Implement Regional Digital Equity Strategy and Action Plan to Advance Smart Cities and Close the Digital Divide GHG-5f. Implement Measures to Reduce GHG Emissions from Development Projects GHG-5g. Prepare/Develop a Regional Climate Action Plan TRA-2. Achieve Further VMT Reductions for Transportation and Development Projects</p>	Significant and Unavoidable	Significant and Unavoidable	Significant and Unavoidable

Impacts of the Proposed Amendment in 2025, 2035, and 2050	Mitigation Measures	Level of Significance After Mitigation		
		2025	2035	2050
<p>AQ-5 Expose sensitive receptors to substantial TAC concentrations Substantially more severe significant impact in 2025, 2035, and 2050 compared to the approved Plan PEIR.</p>	<p>AQ-2a. Secure Incentive Funding AQ-4. Reduce Exposure to Localized Particulate and/or TAC Emissions AQ-5a. Reduce Exposure to Localized Toxic Air Contaminant Emissions AQ-5b. Reduce Exposure to Localized Toxic Air Contaminant Emissions during Railway Design GHG-5a. Allocate Competitive Grant Funding to Projects that Reduce GHG Emissions and for Updates to CAPs or GHG Reduction Plans GHG-5b. Establish New Funding Programs for Zero-Emissions Vehicles and Infrastructure GHG-5d. Develop and Implement Regional Digital Equity Strategy and Action Plan to Advance Smart Cities and Close the Digital Divide GHG-5f. Implement Measures to Reduce GHG Emissions from Development Projects GHG-5g. Prepare/Develop a Regional Climate Action Plan TRA-2. Achieve Further VMT Reductions for Transportation and Development Projects</p>	Significant and Unavoidable	Significant and Unavoidable	Significant and Unavoidable

Impacts of the Proposed Amendment in 2025, 2035, and 2050	Mitigation Measures	Level of Significance After Mitigation		
		2025	2035	2050
AQ-6 Expose sensitive receptors to carbon monoxide hot-spots Less-than-significant impact in 2025, 2035, and 2050 consistent with the approved Plan PEIR.	Not applicable	Not applicable	Not applicable	Not applicable
4.2 Energy				
EN-1 Result in a potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy during project construction or operations Less-than-significant impact in 2025, 2035, and 2050 consistent with the approved Plan PEIR.	Not applicable	Not applicable	Not applicable	Not applicable
EN-2 Conflict with or obstruct a state or local plan for renewable energy or energy efficiency Less-than-significant impact in 2025, 2035, and 2050 consistent with the approved Plan PEIR.	Not applicable	Not applicable	Not applicable	Not applicable
4.3 Greenhouse Gas Emissions				
GHG-1 Directly or indirectly result in an increase in GHG emissions compared to existing conditions (2016) Less-than-significant impact in 2025, 2035, and 2050 consistent with the approved Plan PEIR.	Not applicable	Not applicable	Not applicable	Not applicable
GHG-2 Conflict with the SANDAG region's achievement of SB 375 GHG emissions reduction targets for 2035 Less-than-significant impact in 2035 consistent with the approved Plan PEIR.	Not applicable	Not applicable	Not applicable	Not applicable

Impacts of the Proposed Amendment in 2025, 2035, and 2050	Mitigation Measures	Level of Significance After Mitigation		
		2025	2035	2050
<p>GHG-3 Conflict with or impede achievement of an at least 30% reduction in per capita GHG emissions from the entire on-road transportation sector by 2035 compared to existing conditions (2016)</p> <p>Less-than-significant impact in 2035 consistent with the approved Plan PEIR.</p>	Not applicable	Not applicable	Not applicable	Not applicable
<p>GHG-4 Conflict with or impede the implementation of local plans adopted for the purpose of reducing GHG emissions</p> <p>Less-than-significant impact in 2025, 2035, and 2050 consistent with the approved Plan PEIR.</p>	Not applicable	Not applicable	Not applicable	Not applicable
<p>GHG-5 Be inconsistent with the State’s ability to achieve the 2030 reduction target of SB 32, the accelerated 2030 reduction target of the 2022 Scoping Plan, and long-term reduction goals of Executive Orders S-3-05, B-55-18, and AB 1279.</p> <p>New significant impact in 2030, 2045, and 2050 compared to the approved Plan PEIR.</p>	<p>GHG-5a. Allocate Competitive Grant Funding to Projects that Reduce GHG Emissions and for Updates to CAPs or GHG Reduction Plans</p> <p>GHG-5b. Establish New Funding Programs for Zero-Emissions Vehicles and Infrastructure</p> <p>GHG-5c. Implement Nature-Based Climate Solutions to Remove Carbon Dioxide from the Atmosphere</p> <p>GHG-5d. Develop and Implement Regional Digital Equity Strategy and Action Plan to Advance Smart Cities and Close the Digital Divide</p> <p>GHG-5e. Implement Measures to Reduce GHG Emissions from Transportation Projects</p>	Significant and Unavoidable (in 2030)	Significant and Unavoidable (in 2045)	Significant and Unavoidable

Impacts of the Proposed Amendment in 2025, 2035, and 2050	Mitigation Measures	Level of Significance After Mitigation		
		2025	2035	2050
	<p>GHG-5f. Implement Measures to Reduce GHG Emissions from Development Projects</p> <p>GHG-5g. Prepare/Develop a Regional Climate Action Plan</p> <p>AQ-3c. Reduce Diesel Emissions from On-Road Vehicles</p> <p>AQ-4. Reduce Exposure to Localized Particulate and/or TAC Emissions</p> <p>TRA-2. Achieve Further VMT Reductions for Transportation and Development Projects</p> <p>WS-1a. Implement Water Conservation Measures for Transportation Network Improvements</p> <p>WS-1b. Implement Water Conservation Measures for Development Projects</p>			

Impacts of the Proposed Amendment in 2025, 2035, and 2050	Mitigation Measures	Level of Significance After Mitigation		
		2025	2035	2050
4.4 Noise and Vibration				
<p>NOI-1 Generation of a substantial temporary or permanent increase in ambient noise levels in the vicinity of the project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies; or generate a substantial absolute increase in ambient noise</p> <p>Significant impact in 2025, 2035, and 2050 consistent with the approved Plan PEIR.</p>	<p>NOI-1a. Implement Construction Noise Reduction Measures for Development Projects and Transportation Network Improvements</p> <p>NOI-1b. Implement Operational Noise Reduction Measures for Transportation Network Improvements</p> <p>NOI-1c. Implement Operational Noise Reduction Measures for Development Projects</p>	Significant and Unavoidable	Significant and Unavoidable	Significant and Unavoidable
<p>NOI-2 Generation of excessive groundborne vibration or groundborne noise levels</p> <p>Significant impact in 2025, 2035, and 2050 consistent with the approved Plan PEIR.</p>	<p>NOI-2a. Implement Construction Groundborne Vibration and Noise Reduction Measures</p> <p>NOI-2b. Implement Groundborne Vibration and Noise-Reducing Measures for Rail Operations</p>	Significant and Unavoidable	Significant and Unavoidable	Significant and Unavoidable
4.5 Transportation				
<p>TRA-1 Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities</p> <p>Less-than-significant impact in 2025, 2035, and 2050 consistent with the approved Plan PEIR.</p>	Not applicable	Not applicable	Not applicable	Not applicable

Impacts of the Proposed Amendment in 2025, 2035, and 2050	Mitigation Measures	Level of Significance After Mitigation		
		2025	2035	2050
<p>TRA-2 Conflict or be inconsistent with CEQA Guidelines Section 15064.3 by not achieving the substantial VMT reductions needed to help achieve statewide GHG reduction goals</p> <p>Significant impact in 2025 consistent with the approved Plan PEIR.</p> <p>Substantially more severe significant impact in 2030, 2035, 2045, and 2050 compared to the approved Plan PEIR.</p>	<p>TRA-2. Achieve Further VMT Reductions for Transportation and Development Projects</p> <p>GHG-5a. Allocate Competitive Grant Funding to Projects that Reduce GHG Emissions and for Updates to CAPs or GHG Reduction Plans</p> <p>GHG-5d. Develop and Implement Regional Digital Equity Strategy and Action Plan to Advance Smart Cities and Close the Digital Divide</p> <p>GHG-5f. Implement Measures to Reduce GHG Emissions from Development Projects</p>	Significant and Unavoidable	Significant and Unavoidable (and in 2030)	Significant and Unavoidable (and in 2045)

ES.6 ALTERNATIVES TO THE PROPOSED AMENDMENT

Chapter 6, *Alternative Analysis*, in this SEIR analyzes five alternatives to the proposed Amendment. The analysis determines the extent to which alternatives are capable of avoiding or substantially lessening the significant environmental effects of the proposed Amendment. The five alternatives analyzed in detail are listed below and summarized in Table ES- 2:

- **Alternative 1:** No Project Alternative
- **Alternative 2:** 2019 Transportation Network with New Value Pricing and User Fee Policies
- **Alternative 3:** All Growth in Mobility Hubs and More Progressive Value Pricing and User Fee Policies
- **Alternative 4:** Progressive Pricing and No Regional Road Usage Charge
- **Alternative 5:** All Growth in Mobility Hubs, Progressive Pricing, and No Regional Road Usage Charge

Based on the analysis of alternatives provided in Chapter 6, Alternative 5 is the environmentally superior alternative. Compared to the proposed Amendment's significant impacts, Alternative 5 would have decreased impacts for one or more significance criteria for the following environmental resources: air quality, energy, greenhouse gas emissions, noise and vibration, and transportation.

Alternative 5 would result in a 23.5 percent per capita GHG reduction in 2050, which would result in a greater reduction than the proposed Amendment (19.7 percent below 2005 in 2050) (see Appendix E, *Alternatives Data*, Table E-2). In addition, Alternative 5 would result in slightly lower vehicle miles traveled (VMT) per capita of 23.3 (home-based) compared to the proposed Amendment VMT per capita of 24.3 in 2050 (see Appendix E, Table E-1). Alternative 5 would result in a total VMT increase of 3,298,516 miles per day in year 2050 compared to 2025, which is approximately 33 percent lower than the proposed Amendment (total VMT increase of 4,907,031 miles per day in year 2050). Alternative 5 would also result in a decrease in reactive organic gases (ROG), nitrous oxides (NO_x) carbon monoxide (CO), fine and respirable particulate matter (PM_{2.5} and PM₁₀), and sulfur oxide (SO_x) emissions compared to the proposed Amendment from on-road sources (see Appendix E, Table E-3).

**Table ES-2
Summary of Alternatives Considered in Detail**

Components		Alternative 1: No Project	Alternative 2: 2019 Transportation Network with New Value Pricing and User Fee Policies	Alternative 3: All Growth in Mobility Hubs and More Progressive Value Pricing and User Fee Policies	Alternative 4: Progressive Pricing and No Regional Road Usage Charge	Alternative 5: All Growth in Mobility Hubs, Progressive Pricing, and No Regional Road Usage Charge
<i>Land Use Pattern</i>		Approved Plan, Sustainable Communities Strategy (SCS) Land Use Pattern	2019 Federal Regional Transportation Plan (2019 Federal RTP) Land Use Pattern	Land use pattern focusing all regional growth in mobility hubs	Approved Plan, SCS Land Use Pattern	Land use pattern focusing all regional growth in mobility hubs
<i>Transportation Network</i>		Approved Plan transportation network	2019 Federal RTP transportation network	Approved Plan transportation network	Approved Plan transportation network	Approved Plan transportation network
<i>Value Pricing and User Fees Policies</i>	<i>Toll Pricing</i>	Approved Plan	Approved Plan	Approved Plan	Increase toll pricing by 100% for all horizon years	Increase toll pricing by 100% for all horizon years
	<i>Regional Road User Charge</i>	Approved Plan	None	Increase regional road usage charge by 50% compared to the approved Plan	None	None
	<i>Parking Costs</i>	Approved Plan	2019 Federal RTP	Increase parking costs by 50% compared to the approved Plan	Increase parking costs by 100% compared to approved Plan	Increase parking costs by 100% compared to approved Plan

Components		Alternative 1: No Project	Alternative 2: 2019 Transportation Network with New Value Pricing and User Fee Policies	Alternative 3: All Growth in Mobility Hubs and More Progressive Value Pricing and User Fee Policies	Alternative 4: Progressive Pricing and No Regional Road Usage Charge	Alternative 5: All Growth in Mobility Hubs, Progressive Pricing, and No Regional Road Usage Charge
	<i>Transit Costs</i>	Approved Plan	2019 Federal RTP (no planned transit fare discounts)	Free transit by 2035	Free transit by 2035	Free transit by 2035
	<i>Microtransit Costs</i>	Approved Plan	N/A	Free microtransit by 2035	Free microtransit by 2035	Free microtransit by 2035
	<i>Micro-Transponder Ownership</i>	Approved Plan	Approved Plan	Approved Plan	Approved Plan	Approved Plan
	<i>Telework Assumptions</i>	Approved Plan	Approved Plan	Approved Plan	Approved Plan	Approved Plan
	<i>Micromobility</i>	Approved Plan	Approved Plan	Approved Plan	Approved Plan	Approved Plan
<i>Funding</i>		Approved Plan	2019 Federal RTP (\$130 billion)	Approved Plan	Approved Plan	Approved Plan