

4.14 POPULATION AND HOUSING

This section evaluates the population and housing impacts of the proposed Plan.

4.14.1 EXISTING CONDITIONS

The following describes the existing population, housing units, and jobs within the San Diego region and provides a brief discussion of SANDAG's growth forecasting process.

EXISTING POPULATION, HOUSING UNITS, AND EMPLOYMENT

Table 4.14-1 details the existing regional population, housing units, and jobs for the 18 incorporated cities and unincorporated County. Existing population, housing unit, and employment densities for the region are also represented on Figures 2-5, 2-9, and 2-13 in Chapter 2, *Project Description*.

Table 4.14-1
Existing Population, Housing Units, and Employment by Jurisdiction

Jurisdictions	2016 Population	2016 Housing Units	2016 Jobs
Carlsbad	113,179	46,152	76,617
Chula Vista	265,357	82,794	74,078
Coronado	24,512	9,577	26,888
Del Mar	4,284	2,611	4,476
El Cajon	105,276	36,012	48,408
Encinitas	62,625	26,040	28,812
Escondido	150,978	48,462	58,323
Imperial Beach	28,041	9,756	5,621
La Mesa	60,980	25,760	30,188
Lemon Grove	26,710	9,032	9,099
National City	61,350	16,641	42,218
Oceanside	176,666	65,851	47,256
Poway	49,986	16,606	35,297
San Diego	1,399,925	531,423	892,828
San Marcos	94,258	30,539	41,527
Santee	56,434	20,525	18,499
Solana Beach	13,860	6,497	10,064
Vista	102,933	32,195	44,105
Unincorporated	512,156	174,082	152,115
Region	3,309,510	1,190,555	1,646,419

Source: SANDAG 2021a.

Population

The existing (2016) population of the San Diego region is 3,309,510. The City of San Diego is the most populous in the region with an existing population of 1,399,925, which is 42 percent of the regional total. The

unincorporated County (512,156; 16 percent) and Chula Vista (265,357; 8 percent) have the second and third largest populations in the region, respectively. Approximately 66 percent of regional population is in these three jurisdictions. The cities of Oceanside (176,666; 5 percent) and Escondido (150,978; 5 percent) are the next most populated jurisdictions.

Existing Housing Units/Affordable Housing

As of 2016, there are 1,190,555 existing housing units in the San Diego region. Similar to existing population distribution, approximately 67 percent of existing housing units are in the City of San Diego (531,423; 45 percent), unincorporated County (174,082; 15 percent), and Chula Vista (82,794; 7 percent). After these three jurisdictions, the cities of Oceanside (65,851; 6 percent) and Escondido (48,462; 4 percent) account for the most housing units.

The State of California faces a persistent housing crisis, and San Diego County is no exception. Between 1950 and 2019, the housing supply has not kept pace with the growing population of the San Diego region, resulting in rising housing prices. More affordable housing is needed for extremely low, very low, low, and middle income households. Steps at the local, regional, and State level are being taken to address the availability and affordability of housing. For example, cities in the San Diego region have taken steps to increase affordable housing by making the development process faster and easier (City of San Diego 2020). The State of California offers grants to accelerate the production of housing and has approved legislation that allows for more types of homes, such as accessory dwelling units, to be built statewide (SANDAG 2021b). At the local level, agencies such as the San Diego Housing Commission work with developers to build deed-restricted units. Deed-restricted units have documents recorded on the property that set binding maximum rent restrictions, often based on federal, State, or city programs that subsidize the development or operation of the units. Depending on the type of affordability program and subsidy, rental housing regulation on units often have a set time period for affordability, which can be as long as 55 years (San Diego Housing Commission 2020).

Housing affordability is the product of two factors—household incomes and housing costs. Housing is considered affordable if total housing costs are below 30 percent of total household pretax income. In most U.S. cities, housing costs have grown faster than household incomes over the last decade, leading to a growing affordability challenge for low- and middle-income households. San Diego follows this trend, with the increase in median household income between 2010 and 2018 (15 percent inflation-adjusted; \$69,200 to \$79,700) lagging rent growth (17 percent inflation-adjusted; \$1,450 to \$1,700). In the same time period, median home values have increased by 31 percent (inflation-adjusted), from \$469,300 to \$614,000. This caused many households with moderate income (81–120 percent of Area Median Income [AMI]) and above-moderate income (more than 120 percent of AMI) who may have previously purchased a home to remain in the rental market. As more of these households with moderate incomes and above continue to remain in the rental market, either due to a lack of homeownership options or changing preferences, households with low incomes and below compete for the same rental housing units. This further reduces rental vacancy rates, drives up rents, and increases the housing cost burden on those at the lower end of the income spectrum (San Diego Housing Commission 2020).

The median rent in San Diego remains significantly higher than the rent affordable to renters with median incomes. In 2018, the median rent was \$1,700, while the rent affordable to the median renter was \$1,430. In recent years, this gap has remained steady, as higher-income renters drove both median renter income and rents up by 9 percent since 2015. This trend represents an overall decrease in affordability in the rental market—as the rent affordable to the median renter increases, it becomes unaffordable to a larger portion of lower-income households.

A study conducted by the California Housing Partnership (May 2019) found that cuts in federal and State funding reduced investment in affordable housing in the San Diego region by more than \$134 million annually since 2008, which is a 76 percent reduction in funding. The study also showed that 77 percent of extremely low households paid more than half of their income on housing costs compared to just 4 percent of moderate income households.

Employment

There are 1,646,419 existing jobs in the San Diego region. With 892,828 jobs, the City of San Diego accounts for 54 percent of regional employment. Next are the unincorporated County (152,115; 9 percent), Carlsbad (76,617; 5 percent), and Chula Vista (74,078; 5 percent).

According to the State of California Employment Development Department (EDD 2017), the San Diego region had an unemployment rate of 4.0 percent and an available labor force of 1,585,000 individuals before the COVID 19 health emergency. As of June 2021, the San Diego unemployment rate was at 6.8 percent, which is substantially lower than the 16 percent unemployment rate that was experienced at the height of the COVID 19 pandemic (San Diego Workforce Partnership 2021).

SANDAG REGIONAL GROWTH FORECAST SUMMARY

SANDAG has prepared regional growth forecasts for the San Diego region since the 1970s. The SANDAG forecasts are meant to help policy- and decision-makers prepare for the future and are not an expression for or against growth. The forecasts are developed through a collaborative effort with experts in demography, housing, the economy, and other disciplines, with the close cooperation of local planning directors and their staffs.

The latest version of the Series 14 Regional Growth Forecast identifies regional growth in population, housing units, and jobs from 2016 to 2050. It serves as the foundation for the proposed Plan. The Series 14 Regional Growth Forecast is allocated subregionally in development of the proposed Plan (Sustainable Communities Strategy [SCS] land use pattern) and represents a continuing trend in the San Diego region of providing more housing and job opportunities in existing urbanized areas. Since 1999, more than 75 percent of the 19 jurisdictions have made, or are in the process of making, significant updates to their general plans. In 2012 SANDAG forecasted 17 percent of future housing growth would occur in the unincorporated areas of the County under the adopted local general plans at the time. Today, SANDAG expects 4.3 percent of growth to occur in unincorporated areas of the region, with much of that focused in existing villages such as Lakeside, Spring Valley, and North County Metro.

The forecasted growth also reflects more sustainable general plans from the local jurisdictions. At the turn of the century, about 90 percent of vacant residential land in the cities was planned for single-family use. The Series 14 Regional Growth Forecast shows 93 percent of housing growth by 2050 being multifamily. Local and regional conservation programs also continue to protect more of San Diego's sensitive lands. Currently, 1,329,169 acres, or over 49 percent of the region, is preserved as open space, parks, or habitat. However, SANDAG forecasts that a slight decrease of 898 acres in open space, parks, and habitat acreage will occur by 2050. A more detailed discussion of the forecasted growth for the San Diego region is presented in Chapter 2.

Population Growth

From 2016 to 2050, the region is forecasted to have a population increase of 436,563 people—from 3,309,510 to 3,746,073, an increase of 13 percent. Table 4.14-2 shows existing population in 2016 and forecasted

population growth for 2025, 2035, and 2050 for the region and the subregional allocation by jurisdiction based on the SCS land use pattern.

The highest population growth rate increases from 2016 to 2050 are forecasted to occur in the cities of National City (34 percent), San Marcos (27.6), and Chula Vista (21.9 percent). Approximately 82 percent of the population growth increase is forecasted for these three jurisdictions. Forecasted population growth rates in the City of San Diego (17.6 percent), the east county in the City of La Mesa (23.4 percent), and the north county in the City of Escondido (15.5 percent) also would be higher than the regional average of 13 percent. Population growth rates are forecasted to be lower than the regional average in the coastal cities of Oceanside (4.3 percent), Carlsbad (8.1 percent), Encinitas (3.1 percent), Solana Beach (10.2 percent), Del Mar (10.1 percent), Coronado (5.7 percent), and Imperial Beach (11.5 percent); the north county inland cities of Poway (4.3 percent) and City of Vista (4.7 percent); the east county cities of Lemon Grove (11.5 percent) and Santee (3.2 percent), as well as the unincorporated County of San Diego (0.9%).

Table 4.14-2
Existing and Forecasted Population Growth by Jurisdiction

Jurisdictions	2016	2025	2035	2050	Increase (2016–2050)	
					Population	Percent
Carlsbad	113,179	116,163	119,681	122,302	9,123	8.1%
Chula Vista	265,357	284,835	288,141	323,469	58,112	21.9%
Coronado	24,512	24,896	25,669	25,901	1,389	5.7%
Del Mar	4,284	4,384	4,524	4,715	431	10.1%
El Cajon	105,276	106,425	109,207	110,841	5,565	5.3%
Encinitas	62,625	63,476	64,157	64,591	1,966	3.1%
Escondido	150,978	165,127	169,922	174,398	23,420	15.5%
Imperial Beach	28,041	28,902	30,499	31,271	3,230	11.5%
La Mesa	60,980	65,822	71,455	75,276	14,296	23.4%
Lemon Grove	26,710	27,367	29,238	29,784	3,074	11.5%
National City	61,350	69,072	79,986	82,487	21,137	34.5%
Oceanside	176,666	178,385	181,020	184,283	7,617	4.3%
Poway	49,986	50,664	51,744	52,124	2,138	4.3%
San Diego	1,399,925	1,493,403	1,599,353	1,646,129	246,204	17.6%
San Marcos	94,258	102,775	103,903	120,247	25,989	27.6%
Santee	56,434	57,501	57,773	58,268	1,834	3.2%
Solana Beach	13,860	14,171	15,089	15,262	1,402	10.2%
Vista	102,933	104,302	105,707	107,732	4,799	4.7%
Unincorporated	512,156	513,178	513,280	516,993	4,837	0.9%
Region	3,309,510	3,470,848	3,620,348	3,746,073	436,563	13.2%

Source: SANDAG 2021a.

Housing Units

From 2016 to 2050, the number of housing units in the region is forecasted to increase by 280,744, from 1,190,555 to 1,471,299, an increase of 24 percent. Table 4.14-3 shows existing housing units in 2016 and

forecasted housing units for 2025, 2035, and 2050 for the region and the subregional allocation by jurisdiction based on the SCS land use pattern. This table does not include civilian (e.g., dormitories) or military (e.g., barracks) group quarters.

Similar to forecasted increases in population growth, the highest rates of housing unit increases would occur in the south county cities of National City (34.7 percent) and Chula Vista (32.2 percent), the City of San Diego (33.8 percent), the north county City of San Marcos (34.3 percent) and the east county City of La Mesa (33.5 percent). Forecasted housing unit increases in the north county City of Escondido (25.1 percent) also will be higher than the regional average of 24 percent. The rates of housing unit increases are forecasted to be lower than the regional average in the coastal cities of Oceanside (8.4 percent), Carlsbad (14.2 percent), Encinitas (6.3 percent), Solana Beach (13.3 percent), Del Mar (6.4 percent), Coronado (9.5 percent), and Imperial Beach (18.7 percent); the north county inland cities of Poway (8.5 percent); and the east county cities of El Cajon (12.4 percent), Lemon Grove (15.9 percent), and Santee (7 percent), as well as the unincorporated County (4.3 percent). Between 2036 and 2050, no housing growth is projected to occur in the unincorporated County.

**Table 4.14-3
Existing and Forecasted Housing Growth by Jurisdiction (Units)**

Jurisdictions	2016	2025	2035	2050	Increase (2016–2050)	
					Number	Percent
Carlsbad	46,152	47,855	51,433	52,727	6,575	14.2%
Chula Vista	82,794	91,635	95,621	109,474	26,680	32.2%
Coronado	9,577	9,802	10,486	10,486	909	9.5%
Del Mar	2,611	2,674	2,778	2,778	167	6.4%
El Cajon	36,012	37,582	39,830	40,467	4,455	12.4%
Encinitas	26,040	26,750	27,690	27,690	1,650	6.3%
Escondido	48,462	54,910	58,990	60,618	12,156	25.1%
Imperial Beach	9,756	10,212	11,265	11,576	1,820	18.7%
La Mesa	25,760	28,404	32,282	34,398	8,638	33.5%
Lemon Grove	9,032	9,476	10,467	10,467	1,435	15.9%
National City	16,641	17,908	22,410	22,410	5,769	34.7%
Oceanside	65,851	67,816	71,359	71,359	5,508	8.4%
Poway	16,606	17,092	18,017	18,017	1,411	8.5%
San Diego	531,423	592,143	676,236	711,018	179,595	33.8%
San Marcos	30,539	34,681	34,931	41,016	10,477	34.3%
Santee	20,525	21,161	21,889	21,969	1,444	7.0%
Solana Beach	6,497	6,684	7,364	7,364	867	13.3%
Vista	32,195	33,404	35,317	35,964	3,769	11.7%
Unincorporated	174,082	178,027	181,501	181,501	7,419	4.3%
Region	1,190,555	1,288,216	1,409,866	1,471,299	280,744	23.6%

Source: SANDAG 2021a.

Jobs

From 2016 to 2050, the number of jobs in the region is forecasted to increase by 439,899, from 1,646,419 jobs to 2,086,318 jobs, an increase of 27 percent. Table 4.14-4 shows existing jobs in 2016 and forecasted jobs for 2025, 2035, and 2050 for the region and the subregional allocation by jurisdiction based on the SCS land use pattern.

The highest rates of job increases would occur in the south county cities of Chula Vista (56.8 percent) and National City (44.2 percent), and in San Marcos (50 percent) in inland north county. Forecasted job increases in the east county City of El Cajon (38.7), the City of San Diego (27.8 percent) and the north county City of Carlsbad (27.3 percent) also will be higher than the regional average of 27 percent. The rates of jobs increases are forecasted to be lower than the regional average in the coastal cities of Oceanside (7.4 percent), Encinitas (6.7 percent), Solana Beach (9.6 percent), Del Mar (2.5 percent), and Coronado (7 percent); the north county inland cities of Poway (2.6 percent) and Escondido (18.2 percent); and the east county cities of Lemon Grove (13.6 percent) and Santee (8.7 percent).

**Table 4.14-4
Existing and Forecasted Job Growth by Jurisdiction**

Jurisdictions	2016	2025	2035	2050	Increase (2016–2050)	
					Number	Percent
Carlsbad	76,617	83,955	90,701	97,507	20,890	27.3%
Chula Vista	74,078	83,027	98,701	116,185	42,107	56.8%
Coronado	26,888	27,283	27,978	28,771	1,883	7.0%
Del Mar	4,476	4,494	4,536	4,586	110	2.5%
El Cajon	48,408	52,526	59,516	67,135	18,727	38.7%
Encinitas	28,812	29,264	29,950	30,753	1,941	6.7%
Escondido	58,323	60,758	64,686	68,924	10,601	18.2%
Imperial Beach	5,621	5,948	6,407	6,946	1,325	23.6%
La Mesa	30,188	31,647	34,145	36,729	6,541	21.7%
Lemon Grove	9,099	9,368	9,846	10,335	1,236	13.6%
National City	42,218	54,193	57,419	60,875	18,657	44.2%
Oceanside	47,256	48,317	49,909	50,756	3,500	7.4%
Poway	35,297	35,508	35,865	36,216	919	2.6%
San Diego	892,828	953,977	1,046,814	1,140,676	247,848	27.8%
San Marcos	41,527	47,021	54,548	62,306	20,779	50%
Santee	18,499	18,829	19,494	20,100	1,601	8.7%
Solana Beach	10,064	10,277	10,648	11,027	963	9.6%
Vista	44,105	45,253	47,133	49,115	5,010	11.4%
Unincorporated	152,115	160,102	173,179	187,376	35,261	23.2%
Region	1,646,419	1,761,747	1,921,475	2,086,318	439,899	26.7%

Source: SANDAG 2021a.

ANTICIPATED EFFECTS FROM CLIMATE CHANGE

The San Diego region is likely to experience sea level rise of up to 1.2 feet by 2050 and up to 4.6 feet by 2100, wetter winters and more intense precipitation that can lead to increased flooding, intense heat waves and annual average temperatures increases of up to 4.8°F by 2050, and a longer and less predictable fire season (CEP and SDF 2015, Kalansky et al. 2018, OPC 2018). More details on future climate projections are available in Appendix C.

Climate change-related disasters, such as flooding, wildfire, and sea-level rise, can destroy homes and threaten displacement. For example, a 2015 study looking at the effects of a potential El Niño storm found that 54,560 residents in the San Diego region (1.75 percent of the regionwide population), in 21,706 housing units, reside in areas that are susceptible to flooding during heavy storms and 100-year flood events. These areas include floodplains and places near coastal inlets and rivers and are mostly spread throughout the region (NUSIPR 2015).

Population and housing could be affected by increases in wildfire. In San Diego County, under a high-emissions scenario, the Cal-Adapt wildfire tool estimates a 40 percent increase in annual average acres of burned land by 2100 compared to the annual average between 1950 and 2005. In 2010, 91 percent of residents in the unincorporated county lived in wildfire areas marked Very High, High, or Moderate Risk; and increased wildfire incidence may worsen these risks (County of San Diego 2018). Thus, the effects of climate change may have a negative impact on housing in the San Diego region.

Compared to flooding and wildfire, the housing exposed to sea-level rise is lower —7,498 people live in areas at risk of inundation from a 4.6-foot rise in sea level (County of San Diego 2018). While this is a small percentage of the region's population overall, this impact could be significant for local communities on the coast. Current projections of sea-level rise for the region place the maximum at 4.6 feet by 2100 (County of San Diego 2018). An assessment of costs from coastal flooding-related damage to private residential and commercial structures found that in Carlsbad, a 100-year storm could result in losses of \$1.1 million by 2050, and chronic inundation could result in losses of \$37.1 million by 2100. In Del Mar, damage to private residential and commercial structures from a 100-year storm can currently result in losses of \$46.7 million (Nexus Planning & Research 2017).

High temperatures may make certain parts of the San Diego region more uncomfortable or more damaging to human health due to heat stress than others, possibly resulting in population or housing shifts. Because of the urban heat island effect, although the San Diego region may experience a 4.8°F increase in temperature from climate change by 2050 (see Appendix C), and dense urban areas may feel much hotter (Reidmiller et al. 2018). Extreme heat events in urban areas are found to disproportionately affect vulnerable populations due to urban density (Benz and Burney 2021). Threats from flooding, storms, and wildfire may also potentially lead to housing shifts. An analysis of nationwide differences in home price appreciation between 2007 and 2017 found that there was a slight correlation between homes exposed to high wildfire, flooding, and hurricane surge risk and a decrease in house prices. Homes in high-risk areas are worth less than they were a decade earlier, indicating that people are starting to consider climate change impacts when buying houses, which may leave low-income populations behind in at-risk areas (Flavelle and McCartney 2018; Benz and Burney 2021). However, it is uncertain if this pattern will affect population or housing shifts in the San Diego region in a similar way.

4.14.2 REGULATORY SETTING

FEDERAL LAWS, REGULATIONS, PLANS, AND POLICIES

Federal Uniform Act

The Uniform Act (42 U.S. Code Part 24) establishes minimum standards for federally funded programs and projects that require the acquisition of real property (real estate) or displacement of persons from their homes, businesses, or farms. The Uniform Act's protections and assistance apply to the acquisition, rehabilitation, or demolition of real property for federal or federally funded projects. Federal Highway Administration (FHWA) regulations implementing the Uniform Act are found at 49 Code of Federal Regulations Part 24 (FHWA 1999).

STATE LAWS, REGULATIONS, PLANS, AND POLICIES

State Housing Element Law

State law requires that each city and county prepare and adopt a general plan for its jurisdiction that contains certain mandatory elements, including a housing element. (General plan requirements are described in Section 4.11, *Land Use*.) The housing element is a comprehensive assessment of current and forecasted housing needs for all economic segments of the community. Among other things, housing elements must assess the jurisdiction's existing and forecasted housing needed, including the jurisdiction's fair share of regional housing needs identified in the Regional Housing Needs Assessment (RHNA). They also must identify adequate sites to meet the needs of households at all income levels (Government Code Sections 65580 et seq.).

California Relocation Assistance Act

The California Relocation Assistance Act (Government Code Section 7260 et seq.) establishes uniform policies to provide for the fair and equitable treatment of people displaced from their homes or businesses as a direct result of State and/or local government projects or programs. The California Relocation Assistance Act requires that comparable replacement housing be made available to displaced persons within a reasonable period of time prior to the displacement. Displaced persons or businesses are assured payment for their acquired property at fair market value. Relocation assistance in the form of advisory assistance and financial benefits would be provided at the local level. This includes aid in finding a new home location, payments to help cover moving costs, and additional payments for certain other costs.

Assembly Bill 1730 of 2019

Assembly Bill (AB) 1730 of 2019 requires the updated Regional Transportation Plan (RTP), SCS, and EIR adopted by SANDAG on October 9, 2015, to remain in effect for State compliance, funding eligibility, and other purposes until December 31, 2021, when SANDAG must adopt its next update to its regional transportation plan. The bill provides that an interim update to the 2015 RTP adopted by SANDAG for purposes of compliance with certain federal laws (i.e., the 2019 Federal RTP) shall not constitute a project for the purposes of CEQA, thereby exempting it from CEQA. The bill also requires SANDAG to submit an implementation report to California Air Resources Board (CARB) when it submits an SCS for review.

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

The Sustainable Communities and Climate Protection Act of 2008 (Senate Bill [SB] 375, Chapter 728, Statutes of 2008) requires, in part, the preparation of a Sustainable Communities Strategy (SCS) as part of the Regional

Transportation Plan (RTP). Among other things, the SCS must identify areas within the region sufficient to house all the population of the region, including all economic segments of the population, over the course of the planning period of the RTP, taking into account net migration into the region, population growth, household formation, and employment growth (Government Code Section 65080). The proposed Plan includes the SCS for the San Diego region that complies with these requirements.

Under SB 375, preparation of the RHNA is coordinated with preparation of the SCS. The RHNA must allocate housing units consistent with the SCS development pattern (Government Code Section 65584.04(m)). As discussed above, in 2019, AB 1730 extended the period of time for SANDAG to complete the update to its 2015 Regional Plan. That bill also provided that the consistency determination required by Government Code Section 65584.04(m) could be satisfied by demonstrating consistency between the RHNA and the development pattern in the 2015 SCS (Government Code Section 65584.045).

Jobs and Economic Improvement Through Environmental Leadership Act of 2021 (Senate Bill 7)

On May 20, 2021, Governor Gavin Newsom signed into law SB 7, which extends expedited CEQA judicial review for small-scale housing developments. In 2011, AB 900 created an expedited judicial review process under CEQA for large, multi-benefit housing, clean energy, and manufacturing projects, provided that they met certain requirements, including provisions related to labor. SB 7 extends the provisions of AB 900 through the year 2025, and lowers the threshold for eligible housing projects. SB 7 provides benefits to projects that were previously certified under AB 900 but that did not receive project approvals by the prior deadline of January 1, 2021, and marks the first bill of the Senate’s 2021 “housing package” that targets California’s ongoing housing crisis, with an emphasis on minimization of greenhouse gases and boosting employment opportunities.

SB 7 reenacts AB 900 and adds: (1) eligibility for infill housing development projects with investments between \$15 and \$100 million (the previous threshold was \$100 million and above); (2) a requirement of quantification and mitigation of the impacts of a project from the emissions of greenhouse gases with geographic restrictions for non-housing development projects; (3) a revision of labor-related requirements for projects undertaken by both public agencies and private entities, adding “skilled and trained” workforce to the existing prevailing wage requirements; and (4) authorization for the Governor to certify a project before the lead agency certifies the final EIR for the project and/or an alternative described in an EIR. SB 7 requires an applicant for certification of a project to (1) demonstrate that they are preparing the administrative record concurrently with the administrative process; and (2) agree to pay the costs of both the trial court and court of appeal in hearing and deciding a case challenging a lead agency’s action on a certified project.

Duplex Zoning Law (Senate Bill 9)

On September 16, 2021, Governor Gavin Newsom signed into law Senate Bill 9, which requires, for qualifying parcels, ministerial approval of two-unit housing developments in single-family zoning districts, and would allow single-family parcels to be subdivided into two lots. Taken together, these provisions could allow for development of up to four housing units on lots where only one unit is currently permitted. SB 9 requires applicants for lot splits under this law to confirm that they intend to occupy one of the housing units as their principal residence for a minimum of 3 years, unless the applicant is a community land trust or qualified nonprofit corporation. Under SB 9, a local agency retains discretion to deny a proposed housing project if it finds that the project would have an adverse health and safety or environmental impact that cannot be feasibly mitigated or avoided. Local agencies are also required to prohibit use of the units for short-term rentals of 30 days or less.

CEQA Streamlining for Upzoning (Senate Bill 10)

Signed into law by Governor Newsom on September 16, 2021, SB 10 allows, but does not require, local agencies to avoid CEQA review when upzoning parcels to allow up to 10 units per parcel, at a height specified by local ordinance, if the parcel is located in a qualifying transit-rich area or an urban infill site. SB 10 does not provide new CEQA exemptions or streamlining for the projects that would be constructed on these upzoned parcels, but, under existing law, certain CEQA exemptions or streamlining may be available on a case-by-case basis depending on project size, site conditions and other factors. However, for larger residential or mixed-use projects with more than 10 units developed on one or more parcels upzoned pursuant to SB 10, the bill prohibits those projects from being approved ministerially or by right, or from being exempt from CEQA, with limited exceptions.

REGIONAL AND LOCAL LAWS, REGULATIONS, PLANS, AND POLICIES

Regional Housing Needs Assessment

State law requires the California Department of Housing and Community Development (HCD) to determine each region's housing need in an RHNA, and requires regions such as SANDAG to adopt a regional housing needs allocation plan (Government Code Sections 65584(a),(b)). The intention of the RHNA process is to create a better balance of jobs and housing in communities, ensure the availability of decent affordable housing for all income groups, and achieve sustainability through long-term strategic land use planning. In July 2020, the SANDAG Board of Directors adopted the RHNA Plan, which allocates housing units to jurisdictions based on each jurisdiction's share of transit and jobs within the region. It also includes an equity adjustment allocating a lower proportion of housing need to an income category when a jurisdiction already has a disproportionately high share of households in that income category compared to the regional share (SANDAG 2021c). The RHNA for the sixth housing element cycle has two main components:

- **RHNA Determination** – HCD determination of the regionwide housing units needed during the housing element cycle
- **RHNA Plan** – The SANDAG plan to allocate the RHNA Determination housing units to each local jurisdiction by four income categories

In July 2018, SANDAG received the RHNA Determination from HCD, requiring that the region plan for 171,685 housing units during the sixth housing element cycle, which covers the years 2021 through 2029. The housing units are divided into four income categories shown in Table 4.14-5 below.

**Table 4.14-5
Housing Unit Needs in the San Diego Region-Sixth Housing Element Cycle (2021-2029)**

Income Category	Housing Unit Need	Percent
Very Low	42,332	24.70%
Low	26,627	15.50%
Moderate	29,734	17.30%
Above Moderate	72,992	42.50%
Total Housing Units	171,685	100%

Source: SANDAG 2021c.

As work continued on the 2021 Regional Plan, the RHNA Plan informed development of the SCS land use pattern, setting forth a forecasted development pattern for the region. The SCS land use pattern identifies areas within the region sufficient to house the projection of regional housing need determined by the HCD, includes housing unit assumptions for each jurisdiction that meet the housing unit allocations in the RHNA Plan, and prioritizes Mobility Hub areas and Smart Growth Opportunity Areas for future development.

Housing Elements of Local Jurisdictions

Each city and the County has developed and must periodically update a housing element as part of its general plan per requirements of the State Housing Element Law. The RHNA Plan allocates housing needs in the four income categories to each of the cities and county to use in their housing element updates. The housing element is a comprehensive assessment of current and forecasted housing needs for all economic segments of the community. It includes an inventory of land suitable for residential development, and a zoning analysis to demonstrate the jurisdiction's ability to accommodate its housing unit allocation; it also sets forth local housing policies and programs to implement those policies. The cities and County are required to update their housing elements to include RHNA Plan allocations every 8 years; updates can be required every 4 years if updated housing elements are not adopted by certain deadlines. Many jurisdictions in the region are in their 6th cycle of housing element updates.

Land Use Elements of Local Jurisdictions

Each local city and the County has developed a land use element as part of its general plan per requirements of State Planning and Zoning Law (Government Code Sections 65000 et seq.). The land use element designates the general location and intensity of housing, business, industry, open space, education, public buildings and grounds, waste disposal facilities, and other land uses.

Local Coastal Programs of Local Jurisdictions

Local jurisdictions within the Coastal Zone may prepare a Local Coastal Program (LCP) for approval by the Coastal Commission. LCPs implement the goals, policies, and requirements of the Coastal Act, including those pertaining to housing, within a local jurisdiction.

4.14.3 SIGNIFICANCE CRITERIA

Appendix G of the CEQA Guidelines provides criteria for determining the significance of a project's environmental impacts in the form of Initial Study checklist questions. Unless otherwise noted, the significance criteria specifically developed for this EIR are based on the CEQA Guidelines Appendix G checklist questions. In some cases, SANDAG has combined checklist questions, edited their wording, or changed their location in the document in an effort to develop significance criteria that reflect the programmatic level of analysis in this EIR, and the unique characteristics of the proposed Plan.

Checklist questions for population and housing are provided in Section XII of CEQA Guidelines Appendix G. To better focus the potential impacts associated with the proposed Plan, the CEQA Guidelines Appendix G questions have been combined and modified. Specifically, criteria (b) and (c) are combined since criteria (b) and (c) in CEQA Guidelines Appendix G relate to displacement of a substantial number of existing housing units and displacement of a substantial number of people. These two questions have been combined in this document (POP-2) because both focus on the need for construction of replacement housing as a result of substantial displacement. Therefore, implementation of the proposed Plan would have a significant population and housing impact if it would:

- POP-1** Induce substantial unplanned population growth to areas of the region either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., by extending roads and other infrastructure).
- POP-2** Displace substantial numbers of people or housing units, which would necessitate the construction of replacement housing elsewhere.

4.14.4 ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

- POP-1 INDUCE SUBSTANTIAL UNPLANNED POPULATION GROWTH TO AREAS OF THE REGION EITHER DIRECTLY (E.G. BY PROPOSING NEW HOMES AND BUSINESSES) OR INDIRECTLY (E.G., BY EXTENDING ROADS AND OTHER INFRASTRUCTURE)**

ANALYSIS METHODOLOGY

This section analyzes whether substantial increases in unplanned population growth would be induced by the proposed Plan based on the Series 14 Regional Growth Forecast and proposed transportation network improvements and programs. Growth inducement is discussed further in Chapter 7, *Other Considerations Required by CEQA*. The secondary impacts of induced population growth are the physical changes to the environment already analyzed in the other resource area sections of this EIR (Sections 4.1 through 4.19); therefore, they are not addressed in this section.

IMPACT ANALYSIS

2025

Regional Growth and Land Use Change

From 2016 to 2025, the region is forecasted to increase by 161,338 people (5 percent), 97,661 housing units (8 percent), and 115,328 jobs (7 percent). The 2025 regional SCS land use pattern is shown in Figure 2-17. Approximately 79 percent of the forecasted regional population increase between 2016 and 2025 is in the City of San Diego (58 percent), City of Chula Vista (12 percent), and City of Escondido (9 percent). Those same three jurisdictions accommodate approximately 78 percent of new housing units in the region between 2016 and 2025, while the City of San Diego, National City, and the City of Chula Vista accommodate more than 70 percent of new jobs in the region between 2016 and 2025.

In the City of San Diego, the communities with the highest proportion of the forecasted population and housing unit increases are Downtown, Mission Valley, Midway-Pacific Highway, and University Center. The highest proportions of forecasted job increases are in the communities of Downtown, University Center, Otay Mesa, and Kearny Mesa. In the unincorporated County, the communities with the highest proportion of the forecasted population and housing unit increases are Otay and North County Metro. The only significant increase in jobs over that period is in East Otay Mesa.

New development caused by regional growth and land use change would be in the form of new homes, services, commercial areas, industrial centers, schools, and civic uses. Additionally, the proposed Plan forecasts a general intensification of existing land uses within urban communities and along key transportation corridors. The land use components of the proposed Plan would induce substantial population increases in the specific locations described above through policies and strategies that provide for the development of new housing units, job-supporting nonresidential land uses, and related improvements to public facilities and infrastructure.

As discussed above, Government Code Section 65080(b)(2)(B)(ii) requires that the RTP/SCS must accommodate all the population of the region, including all economic segments of the population, over the course of the planning period of the regional transportation plan. In accordance with requirement, the projected housing mix would help the region accommodate the projected housing needs over the life of the proposed Plan, especially housing at the lower income categories.

As mandated by State Housing Law as part of the periodic (every 8 years) process of updating local housing elements of the General Plan, SANDAG is responsible for the allocation of regional housing need to jurisdictions in the region. As discussed in Section 4.14.2, *Regulatory Setting*, SANDAG developed its 6th cycle RHNA Allocation Plan, and received the RHNA Determination from HCD in July 2018. As work continued on the 2021 Regional Plan, the RHNA Plan informed development of the SCS land use pattern, setting forth a forecasted development pattern for the region. As discussed above, local jurisdictions are required to plan and zone to accommodate their respective RHNA allocation (housing units). Communities may use the RHNA in land use planning, prioritizing local resource allocation, and in deciding how to address identified existing and future housing needs resulting from population, employment, and household growth.

Implementation of the proposed Plan's land use development pattern would accommodate 8 percent of the region's future housing growth and 7 percent of the future employment growth in 2025 while keeping jurisdictional totals consistent with local input. It moves the region towards more compact, mixed-use development with a variety of housing types leading to more opportunities for walking and biking, more transit use, and shorter auto trips. Due to the proposed Plan's land use strategies that focus on concentrated development in the urban centers and mobility hubs, there is potential to induce growth in some areas of the region, although overall the proposed Plan accommodates anticipated growth rather than inducing growth. Generally, most jurisdictions have started planning for this increase in density in urban areas, and the proposed Plan builds on local input. However, there remains the potential for the proposed Plan's strategies to influence population growth in areas where local general plans have not yet been updated to reflect such growth. Therefore, implementation of the proposed Plan would have the potential to induce unplanned growth in some areas of the region resulting in a significant impact.

Transportation Network Improvements and Programs

Most transportation network improvements from 2016 to 2025 are additions to existing highways, rail corridors, or local roads located in established communities, such as the addition of managed lanes along Interstate (I-) 5 through the coastal cities of Encinitas, Carlsbad, and Oceanside; and the addition of new toll lanes on State Route (SR) 11 to the Otay Mesa East Port of Entry (POE). Other planned network improvements include active transportation projects and improvements to regional arterials, which occur along or within existing transportation alignments. Major improvements also include double-tracking at certain locations on the Los Angeles–San Diego–San Luis Obispo (LOSSAN) Rail Corridor and the station addition in the Gaslamp Quarter in downtown San Diego. The proposed Plan also includes new infrastructure as part of the Mobility Hubs development, consisting of parking, electric vehicle charging stations, travel kiosks, passenger loading zones, parcel delivery lockers, and carshare parking.

The planned network improvements and programs would help facilitate movement of people and goods and accessibility to improve the quality of life and sustain the economy as the region grows. The transportation network improvements and programs emphasize more efficient use of the existing highway and arterial networks and an enhanced transit network that would facilitate greater mobility between communities and employment or commercial centers within the region. Enhanced mobility would support forecasted regional growth by increasing the accessibility to and from areas of the region that are forecasted to increase housing

and/or employment development. In areas where transit improvements are implemented in addition to roadway improvements, greater intensity of growth would be accommodated. Transportation strategies included in the proposed Plan such as Mobility Hubs would support increased density in existing urban areas by facilitating travel and would not be expected to induce population growth as these projects are growth accommodating and generally are aimed at improving the existing transportation networks. Transportation projects such as new and expanded commuter rail projects, while not adding new homes or businesses directly, have the potential to create demand for new development around transit stations. However, many communities foresee these types of development, and plan for them accordingly.

Additionally, the integrated transportation investments and land use strategies in the proposed Plan would influence economic (jobs) and household growth in some areas and could remove some obstacles to growth in other parts of the region. Specifically, improved accessibility and connectivity potentially gained from transportation investments in the proposed Plan could facilitate population and economic growth in areas of the region that are currently not developed or underdeveloped. Therefore, implementation of the proposed Plan in 2025 would indirectly induce unplanned growth in some areas of the San Diego region, resulting in a significant impact.

2025 Conclusion

Implementation of the regional growth and land use change, as well as transportation network improvements would induce unplanned growth in some areas of the San Diego region. Therefore, this impact (POP-1) in the year 2025 is significant.

2035

Regional Growth and Land Use Change

From 2026 to 2035, the region is forecasted to increase by 149,500 people (4 percent), 121,650 housing units (9 percent), and 159,728 jobs (9 percent). The 2035 regional SCS land use pattern is shown in Figure 2-18. Approximately 80 percent of the forecasted regional population increase between 2026 and 2035 is in the City of San Diego (71 percent), National City (7 percent), La Mesa (3.8 percent), and Escondido (3.2 percent). Similarly, these four jurisdictions accommodate approximately 76 percent of new housing units and 70 percent of new jobs between 2026 and 2035.

Implementation of the proposed Plan's land use development pattern would accommodate 9 percent of the region's future total housing growth and 9 percent of the future total employment growth in 2025 while keeping jurisdictional totals consistent with local input. Similar to the 2025 analysis, regional growth and development in the region would be more compact, mixed-use development with a variety of housing types leading to more opportunities for walking and biking, more transit use, and shorter auto trips. Due to the proposed Plan's land use strategies that focus on concentrated development in the urban centers and mobility hubs, there is potential to induce growth in some areas of the region, although overall the proposed Plan accommodates anticipated growth rather than inducing growth. However, there remains the potential for the proposed Plan's strategies to influence population growth in areas where local general plans have not yet been updated to reflect such growth. Therefore, implementation of the proposed Plan would have the potential to induce unplanned growth in some areas of the region resulting in a significant impact,

Transportation Network Improvements and Programs

In 2035, most transportation network improvements would affect existing transportation facilities, such as SPRINTER rail corridor double-tracking; Blue, Orange, and Green Trolley line station enhancements; rail grade separations; additional managed lanes and conversion of general purpose lanes and shoulders to managed lanes along existing freeways and highways; improvements to regional arterials; and active transportation projects.

Other planned transportation network improvements would occur in highly developed established communities. This includes the development of Mobility Hubs such as the Central Mobility Hub and the San Ysidro Mobility Hub, and the rail extensions including Commuter Rail 398, from Oceanside to downtown San Diego and Commuter Rail 582, from Sorrento Mesa to National City via UTC, Kearny Mesa, and either University Heights or City Heights. These improvements would help accommodate population, housing, and job growth forecasted for the region. Increases in alternative transportation services would also accommodate forecasted growth in the region.

The planned network improvements and programs would help facilitate movement of people and goods and accessibility to improve the quality of life and sustain the economy as the region grows. The transportation network improvements and programs emphasize more efficient use of the existing highway and arterial networks and an enhanced transit network that would facilitate greater mobility between communities and employment or commercial centers within the region. Enhanced mobility would support forecasted regional growth by increasing the accessibility to and from areas of the region that are forecasted to increase housing and/or employment development. Transportation strategies included in the proposed Plan such as Mobility Hubs would support increased density in existing urban areas by facilitating travel and would not be expected to induce population growth as these projects are growth accommodating and generally are aimed at improving the existing transportation networks. Transportation projects such as new and expanded commuter rail projects, while not adding new homes or businesses directly, have the potential to create demand for new development around transit stations. However, many communities foresee these types of development, and plan for them accordingly.

Additionally, the integrated transportation investments and land use strategies in the proposed Plan would influence economic (jobs) and household growth in some areas, such as the Central Mobility Hub and San Ysidro Mobility Hub, and could remove some obstacles to growth in other parts of the region. Specifically, improved accessibility and connectivity potentially gained from transportation investments in the proposed Plan could facilitate population and economic growth in areas of the region that are currently not developed or underdeveloped. Therefore, implementation of the proposed Plan in 2035 would indirectly induce unplanned growth in some areas of the San Diego region, resulting in a significant impact.

2035 Conclusion

Implementation of the regional growth and land use change, as well as transportation network improvements would induce unplanned growth in some areas of the San Diego region. Therefore, this impact (POP-1) in the year 2035 is significant.

2050***Regional Growth and Land Use Change***

From 2036 to 2050, the region is forecasted to increase by 125,725 people (3 percent), 61,433 housing units (4 percent), and 164,843 jobs (8 percent). The 2050 regional SCS land use pattern is shown in Figure 2-19. Approximately 78 percent of the forecasted regional population increase between 2036 and 2050 is in the City of San Diego (37 percent), San Marcos (13 percent), and City of Chula Vista (28 percent). Similarly, these three jurisdictions are forecasted to accommodate approximately 89 percent of new housing units and 72 percent of new jobs between 2036 and 2050.

In the City of San Diego, the communities with the highest proportion of the forecasted population and housing unit increases are the Downtown, Midway Pacific Highway, and Uptown. The highest proportions of forecasted job increases are in the communities of Downtown, Otay Mesa, Kearny Mesa, and University Center. In the unincorporated County, the communities with the highest proportion of forecasted population increases are Lakeside, North County Metro, and Valle de Oro. There are no housing units forecasted in the unincorporated area after 2035 in the SCS land use pattern. The only significant increase in jobs over this period is in East Otay Mesa.

Implementation of the proposed Plan's land use development pattern would accommodate 4 percent of the region's future housing growth and 8 percent of the future employment growth in 2050, while keeping jurisdictional totals consistent with local input. As stated in the 2025 analysis, the proposed Plan moves the region towards more compact, mixed-use development with a variety of housing types leading to more opportunities for walking and biking, more transit use, and shorter auto trips. Due to the proposed Plan's land use strategies that focus on concentrated development in the urban centers and mobility hubs, there is potential to induce growth in some areas of the region, although overall the proposed Plan accommodates anticipated growth rather than inducing growth. Generally, most jurisdictions have started planning for this increase in density in urban areas, and the proposed Plan builds on local input. However, there remains the potential for the proposed Plan's strategies to influence population growth in areas where local general plans have not yet been updated to reflect such growth. Therefore, implementation of the proposed Plan would have the potential to induce unplanned growth in some areas of the region resulting in a significant impact,

Transportation Network Improvements and Programs

Between 2036 and 2050, most transportation network improvements would affect existing transportation facilities; these improvements include the Blue, Orange, and Green Trolley line station enhancements; rail grade separations; additional managed lanes and conversion of general purpose lanes and shoulders to managed lanes along existing freeways and highways; improvements to regional arterials; and active transportation projects.

Other planned transportation network improvements would occur in highly developed established communities. This includes the Commuter Rail 581 extension from downtown to El Cajon and from the Central Mobility Hub to El Cajon, the Commuter Rail 582 extension from National City to the U.S. Border, the Commuter Rail 583 extension from the Central Mobility Hub to the U.S. Border via downtown San Diego, the Commuter Rail 398 extension from Oceanside to downtown San Diego, and the SPRINTER extension to North County Fair.

As discussed above, the location and timing of transportation network improvements and programs identified in the proposed Plan would accommodate forecasted regional growth in population in the specific locations

described in this section where the development of new housing units and jobs-supporting nonresidential land uses would occur.

The planned network improvements and programs would help facilitate movement of people and goods and accessibility to improve the quality of life and sustain the economy as the region grows. The transportation network improvements and programs emphasize more efficient use of the existing highway and arterial networks, and an enhanced transit network that would facilitate greater mobility between communities and employment or commercial centers within the region. Enhanced mobility would support forecasted regional growth by increasing the accessibility to and from areas of the region that are forecasted to increase housing and/or employment development. In areas where transit improvements are implemented in addition to roadway improvements, greater intensity of growth can be accommodated. Specifically, improved accessibility and connectivity potentially gained from transportation investments in the proposed Plan could facilitate population and economic growth in areas of the region that are currently not developed or underdeveloped. Therefore, implementation of the proposed Plan in 2050 would indirectly induce unplanned growth in some areas of the San Diego region, resulting in a significant impact.

2050 Conclusion

Implementation of the regional growth and land use change, as well as transportation network improvements would induce unplanned growth in some areas of the San Diego region. Therefore, this impact (POP-1) in the year 2050 is significant.

Exacerbation of Climate Change Effects

The proposed Plan could potentially exacerbate climate change effects on populations living in areas that may experience unplanned growth. Due to the proposed Plan's land use strategies that focus on concentrated development in the urban centers and mobility hubs (including near transportation improvements), there is a potential to induce growth in some areas of the region. If additional infill development occurs to accommodate unplanned population growth without climate mitigation strategies (i.e., vegetation, shading, cool roofs, etc.), those areas will be vulnerable to high temperatures, as further described in Section 4.14.1, *Existing Conditions*.

Furthermore, although the proposed Plan accommodates anticipated growth rather than inducing growth overall, there is the potential for some unplanned induced population growth, and subsequent development. If unplanned population growth results in increased housing and businesses in climate vulnerable areas (potentially due to lower real estate values), the population in these areas may be more at risk for impacts related to sea-level rise, flooding, and wildfires, depending on the location.

MITIGATION MEASURES

POP-1 INDUCE SUBSTANTIAL UNPLANNED POPULATION GROWTH TO AREAS OF THE REGION EITHER DIRECTLY (E.G. BY PROPOSING NEW HOMES AND BUSINESSES) OR INDIRECTLY (E.G., BY EXTENDING ROADS AND OTHER INFRASTRUCTURE)

2025, 2035, and 2050

SANDAG has no control over the amount or exact location of growth the region would experience during the implementation of the proposed Plan. The regional growth and land use change forecasted in the proposed Plan would be implemented by local jurisdictions through local plans and individual development projects, and most transportation network improvements would be implemented by transportation project sponsors other

than SANDAG. The proposed Plan has been developed to accommodate forecasted regional growth and failing to do so would be inconsistent with the federal and State requirements for RTPs. In addition, precluding growth would conflict with the requirements to provide sufficient housing for the region's population contained in SB 375. As discussed in Section 4.14.2, Government Code Section 65080(b)(2)(B)(ii) requires that the RTP/SCS must house all the population of the region, including all economic segments of the population, over the course of the planning period of the regional transportation plan. As such, there is no feasible mitigation.

SIGNIFICANCE AFTER MITIGATION

2025, 2035, and 2050

Based on the discussion above, impacts related to induced substantial increases in population under the proposed Plan would be significant and unavoidable.

POP-2 DISPLACE SUBSTANTIAL NUMBERS OF PEOPLE OR HOUSING UNITS, WHICH WOULD NECESSITATE THE CONSTRUCTION OF REPLACEMENT HOUSING ELSEWHERE

ANALYSIS METHODOLOGY

This analysis examines whether forecasted regional growth and land use change and planned transportation network improvements would physically displace a substantial number of people or housing units, necessitating the construction of replacement housing elsewhere. The significance of the impact is determined by the degree to which new housing units are needed elsewhere, the construction of which would have the potential to result in a significant physical impact on the environment. Because the degree to which displacement occurs is based on a variety of factors, such as details of actual development project proposals, economic factors including land costs, and other inputs, the analysis does not quantify numbers of people or housing units that would be displaced but instead focuses on the potential for substantial displacement to occur with implementation of the proposed Plan.

For regional growth, the impact analysis section analyzes forecasted development patterns throughout the region as represented in the proposed Plan, including new growth in existing urbanized areas. The regional growth and land use changes forecasted for each horizon year are used to describe how the proposed Plan may shape future development patterns that, as a consequence of the proposed Plan's implementation, would result in the construction of replacement housing elsewhere to offset the displacement of people and housing that could occur under the proposed Plan. The analysis includes a comparison of maps of existing and forecasted population and housing density for each horizon year. In addition, a qualitative discussion is provided to describe how the forecasted growth and land use changes under the proposed Plan may affect the affordable housing stock.

For transportation improvements, the analysis describes how transportation projects may require new right-of-way (ROW) acquisitions that contribute to the physical displacement of people and housing units. Geographic information systems (GIS) were used to analyze where major freeway, rail, and transit projects, such as those described above, would intersect areas used for residential development. A 500-foot potential impact zone was drawn around the freeway, rail, and transit projects in the proposed Plan Area to compute the number of acres that could potentially be affected by the construction and operation of major transportation projects under the proposed Plan. Table 4.14-6 shows the results of the analysis with the potential acreage of these affected areas within the region.

Displacement of housing was assessed by evaluating the location of major transportation projects in relation to surrounding land uses and community development. Highway and transit/rail extensions and major interchange projects were assumed to have a higher potential to result in the physical displacement of people and housing units because they would involve the creation of new roadways. Highway widening and other projects along established transportation ROWs were assumed to have a lower potential to physically displace people and housing units.

**Table 4.14-6
Potential Displacement of Existing Residential and Commercial Land Uses (in acres)**

Land Use	2025	2035	2050
Developed	3,127	23,787	23,239
Agriculture	98	282	867
Commercial and Office	354	2,012	1,455
Education and Institutions	122	841	718
Heavy and Light Industry	412	1,844	1,141
Military	0	337	1,243
Mixed Use	291	877	746
Mobile Homes	115	318	185
Multi-Family Residential	182	1,276	1,071
Open Space Parks	20	41	89
Recreation	186	1,053	995
Single Family Residential	443	3,273	2,828
Transportation, Communications, Utilities	896	11,597	11,831
Under Construction	7	37	71
Spaced Rural Residential	65	202	327
Open Space Parks	534	2,917	3,154
Vacant	248	739	1,200
Water	72	278	140
Total	4,046	27,924	28,060

Source: SANDAG 2021a.

Transportation improvements that would potentially occur under the proposed Plan for each horizon year are compared with the existing transportation facilities and existing development (i.e., population and housing locations) to determine if implementation of the proposed Plan would necessitate the construction of replacement housing elsewhere. Similar to the analysis for regional growth, a qualitative discussion is provided to describe how the transportation network improvements under the proposed Plan may affect the affordable housing stock.

IMPACT ANALYSIS

2025

Regional Growth and Land Use Change

Regional displacement is addressed under SB 375, which requires that the SCS identify sufficient areas in the region to house all the projected population. The proposed Plan's housing allocations are based on the regional growth forecast, which identifies how much the San Diego region might grow between the proposed Plan's baseline year (2016) and its horizon year (2050), including population, jobs, and associated housing units. As previously stated, the SCS land use pattern primarily allocates population, jobs, and housing units to areas in the region known as Mobility Hubs, which are areas anticipated for concentrated future development. Mobility Hubs overlap with areas already identified by local jurisdictions for increased density, such as Smart Growth Opportunity Areas and transit priority areas. The projected land use strategy would accommodate 288,216 total housing units and 1,761,747 total jobs by 2025, which would be consistent with population and employment growth projections in the San Diego region. Additionally, the SCS land use pattern identifies sufficient areas within the region to house the 6th Cycle RHNA Plan allocations. Therefore, an adequate number of residential units are planned for in the proposed Plan to meet the forecasted demand, taking into account localized displacement of some households within the region.

However, in some areas, such as the cities of San Diego, Chula Vista and Escondido, where much of the housing and job growth is projected to occur, the intensification of development forecasted for 2025 could lead to the redevelopment of existing properties containing lower-density residential uses. This can result in physical effects both directly and indirectly. New development would occur at higher densities and with more modern housing, frequently as part of a mixed-use development. The potential for direct displacement effects would result from projected growth occurring at the site of existing residential units. For instance, redevelopment of existing housing sites could result in displacement of current residents, which may necessitate construction of replacement housing, resulting in direct impacts. Thus, existing structures could be replaced with higher-density housing and/or mixed-use commercial structures, and lead to substantial displacement of people and housing units, necessitating the construction of replacement housing elsewhere.

Regional growth and land use changes have the potential to affect the availability of affordable housing in the region. The redevelopment of existing properties containing lower-density residential uses is likely to occur in communities that include the region's affordable housing stock. Non-deed restricted affordable housing units could be redeveloped into market rate housing, potentially displacing residents. The RHNA includes a methodology to distribute the regional housing in a manner that allocates more housing units for low- and very low-income residents in places where this type of housing has not been available in the past. The RHNA makes low-income housing a priority in high-opportunity areas that feature better schools, more economic opportunity, and fewer environmental hazards. As part of the proposed Plan, SANDAG has begun developing a housing incentive program to support jurisdictions as they develop and adopt policies and process improvements to accelerate the development of housing in areas with access to transit, jobs, and other amenities. However, it cannot be guaranteed that the planned housing incentives would avoid potential conflicts with the loss of affordable housing in the region, necessitating the construction of replacement housing elsewhere. The displacement of existing affordable housing stock resulting in replacement elsewhere would be a significant impact.

Existing laws are in place to provide assistance to relocated households and businesses. As described in Section 4.14.2, the Federal Uniform Act and California Relocation Assistance Act, public agencies must provide

relocation assistance when an action by the agency displaces residences. Construction of replacement housing outside the region would, however, be unlikely, as adopted land use plans have sufficient capacity to accommodate forecasted population and housing growth.

Transportation Network Improvements and Programs

Most transportation network improvements from 2016 to 2025 are additions to existing highways, rail corridors, or local roads located in established communities, such as the addition of managed lanes along Interstate (I-) 5 through the coastal cities of Encinitas, Carlsbad, and Oceanside; and the addition of new toll lanes on State Route (SR) 11 to the Otay Mesa East Port of Entry (POE). Other planned network improvements include active transportation projects and improvements to regional arterials, which occur along or within existing transportation alignments. Major improvements also include double-tracking at certain locations on the Los Angeles–San Diego–San Luis Obispo (LOSSAN) Rail Corridor and the station addition in the Gaslamp Quarter in downtown San Diego. The proposed Plan also includes new infrastructure as part of the Mobility Hubs development consisting of parking, electric vehicle charging stations, travel kiosks, passenger loading zones, parcel delivery lockers, and carshare parking.

As shown in Table 4.13-6 above, approximately 805 acres of residential land uses would be affected by the planned transportation improvements in 2025. Therefore, transportation network improvements could displace substantial numbers of existing housing, which would necessitate the construction of replacement housing elsewhere. Transportation network improvements would have a significant impact.

2025 Conclusion

Between 2016 and 2025, regional growth and land use change, as well as transportation network improvements, would have the potential to displace a substantial number of people and housing units, necessitating the construction of replacement housing elsewhere. Therefore, this impact (POP-2) in the year 2025 is significant.

2035

Regional Growth and Land Use Change

The projected land use strategy in 2035 would accommodate 121,650 total housing units and 1,921,475 total jobs between 2026 and 2035, which would be consistent with population and employment growth projections in the San Diego region. As stated in the 2025 analysis, the SCS land use growth pattern indicates there would be an adequate number of residential units planned to meet the forecasted demand, taking into account localized displacement of some households within the region.

Existing laws are in place to provide assistance to relocated households and businesses. As described in Section 4.14.2, under the Federal Uniform Act and California Relocation Assistance Act, public agencies must provide relocation assistance when an action by the agency displaces residences. Construction of replacement housing outside the region would, however, be unlikely, as adopted land use plans have sufficient capacity to accommodate forecasted population and housing growth.

Similar to the discussion in 2025, the intensification of development forecasted between 2026 and 2035 could lead to the redevelopment of existing properties containing lower-density residential uses. Existing structures would be replaced with higher-density housing and/or mixed-use commercial structures, leading to substantial displacement of people or housing units, including the affordable housing stock, necessitating the

construction of replacement housing elsewhere. Thus, regional growth and land use change could cause the displacement of a substantial number of people and housing units, necessitating the construction of replacement housing elsewhere, a significant impact.

Transportation Network Improvements and Programs

In 2035, most transportation network improvements would affect existing transportation facilities, such as SPRINTER rail corridor double-tracking; Blue, Orange, and Green Trolley line station enhancements; rail grade separations; additional managed lanes and conversion of general purpose lanes and shoulders to managed lanes along existing freeways and highways; improvements to regional arterials; and active transportation projects. While portions of these improvements to existing transportation facilities would likely involve temporary and permanent ROW acquisition, they are unlikely to involve acquisitions of property that would displace substantial numbers of people or housing units.

Other planned transportation network improvements would require acquisition of new ROWs in highly developed established communities. This includes the development of Mobility Hubs such as the Central Mobility Hub and the San Ysidro Mobility Hub, and the rail extensions including Commuter Rail 398, from Oceanside to downtown San Diego and Commuter Rail 582, from Sorrento Mesa to National City via UTC, Kearny Mesa, and either University Heights or City Heights. The future alignments and engineering designs for these rail extensions have not yet been determined, but are likely to be located, to the extent feasible, within existing public ROWs such as along existing freeways, roadways, and rail corridors in order to minimize costs associated with property acquisition and reduce impacts on owners of private property, including businesses and residents. Planning studies for the Central Mobility Hub are currently underway, and the project would likely result in temporary and permanent ROW acquisitions.

It cannot be guaranteed that all segments of these future rail extensions would avoid acquisition of properties that would result in substantial displacement of people or housing units. Individual transportation network improvements, including the planned commuter rail extensions and development of the Mobility Hubs, would undergo separate environmental review under CEQA and NEPA where applicable. The corresponding project-specific environmental documentation would identify significant impacts with regard to displacement of people or housing units, and identify mitigation measures to avoid or lessen the substantial displacement of people or housing units. Existing laws are in place to provide assistance to relocated households and businesses. As described in Section 4.14.2, the Federal Uniform Act and California Relocation Assistance Act require public agencies to provide relocation assistance when an action by the agency displaces residences or businesses. Construction of replacement housing outside the region would be unlikely as adopted land use plans have sufficient capacity to accommodate forecasted population housing growth. Nevertheless, it cannot be concluded that all project-level displacement of people or housing units associated with planned commuter rail extensions would be avoided or substantially lessened.

As shown in Table 4.13-6 above, a total of 5,069 acres of residential land uses could be affected by planned transportation improvements in 2035. Therefore, transportation network improvements could displace substantial numbers of existing housing which would necessitate the construction of replacement housing elsewhere. Transportation network improvements would have a significant impact.

2035 Conclusion

Between 2026 and 2035, development associated with regional growth and land use change and planned transportation network improvements could displace a substantial number of people and existing housing

units, necessitating the construction of replacement housing elsewhere. Therefore, this impact (POP-2) in the year 2035 is significant.

2050

Regional Growth and Land Use Change

The projected land use strategy in 2050 would accommodate 61,433 total housing units and 2,086,318 total jobs between 2036 and 2050, which would be consistent with population and employment growth projections in the San Diego region. As stated in the 2025 and 2035 analyses, the SCS land use growth pattern indicates there is an adequate number of residential units to meet the forecasted demand, taking into account localized displacement of some households within the region. Thus, implementation of the proposed Plan would not result in displacement at the regional scale, and impacts at the regional level would be less than significant.

Existing laws are in place to provide assistance to relocated households and businesses. As described in Section 4.14.2, under the Federal Uniform Act and California Relocation Assistance Act, public agencies must provide relocation assistance when an action by the agency displaces residences. Construction of replacement housing outside the region would, however, be unlikely, as adopted land use plans have sufficient capacity to accommodate forecasted population and housing growth.

Similar to the discussion in 2025 and 2035, the intensification of development forecasted for 2050 would lead to the redevelopment of existing properties containing lower-density residential uses. Existing structures would be replaced with higher-density housing or commercial structures, and would lead to substantial displacement of people or housing units necessitating the construction of replacement housing elsewhere. Thus, regional growth and land use change could cause the displacement of a substantial number of people and housing units, necessitating the construction of replacement housing elsewhere, a significant impact.

Transportation Network Improvements and Programs

Between 2036 and 2050, most transportation network improvements would affect existing transportation facilities; these improvements include the Blue, Orange, and Green Trolley line station enhancements; rail grade separations; new street car alignment, additional managed lanes and conversion of general purpose lanes and shoulders to managed lanes along existing freeways and highways; improvements to regional arterials; and active transportation projects. While portions of these improvements to existing transportation facilities would likely involve temporary or permanent ROW acquisition adjacent to existing facilities, the improvements to existing facilities or within existing public ROWs would not physically divide established communities. Increases in transit service frequencies along existing rail corridors, highways, and roadways would not physically divide an established community and are not addressed further in this section. The planned rail grade separation along the Blue, Orange, and Green Trolley lines would improve connections between communities currently physically divided by rail lines. While portions of these improvements to existing transportation facilities would likely involve temporary and permanent ROW acquisitions, they are unlikely to involve acquisitions of property that would displace substantial numbers of people or housing units.

Other planned transportation network improvements would require acquisition of new ROWs in highly developed established communities. This includes the Commuter Rail 581 extension from downtown to El Cajon and from the Central Mobility Hub to El Cajon, the Commuter Rail 582 extension from National City to the U.S. Border, the Commuter Rail 583 extension from the Central Mobility Hub to the U.S. Border via downtown San Diego, the Commuter Rail 398 extension from Oceanside to downtown San Diego, and the

SPRINTER extension to North County Fair. The future alignments and engineering designs for these rail extensions have not yet been determined, but are likely to be located, to the extent feasible, within existing public ROWs such as along existing freeways, roadways, and rail corridors in order to minimize costs associated with property acquisition and reduce impacts on owners of private property, including businesses and residents.

As discussed in the 2025 and 2035 analyses, it cannot be guaranteed that all segments of these future rail extensions would avoid acquisition of residential properties that would result in substantial displacement of people or housing units, including affordable housing units. Individual transportation network improvements, including the planned commuter rail extensions and development of the Mobility Hubs, would undergo separate environmental review under CEQA and NEPA where applicable. The corresponding project-specific environmental documentation would identify significant impacts with regard to displacement of people or housing units, including affordable housing, and identify mitigation measures to avoid or lessen the substantial displacement of people or housing units.

As described in Section 4.14.2, the Federal Uniform Act and California Relocation Assistance Act require public agencies to provide relocation assistance when an action by the agency displaces residences or businesses. Although existing laws are in place to provide assistance to relocated households and businesses, it cannot be concluded that all project-level displacement of people or housing units associated with planned commuter rail extensions and proposed new streetcars would be avoided or substantially lessened.

As shown in Table 4.13-6 above, a total of 4,411 acres of residential land uses could be affected by planned transportation improvements in 2050. Therefore, transportation network improvements could displace substantial numbers of existing housing which would necessitate the construction of replacement housing elsewhere. Transportation network improvements would have a significant impact.

2050 Conclusion

Between 2036 and 2050, development associated with regional growth and land use change and planned transportation network improvements could displace a substantial number of people and existing housing units, necessitating the construction of replacement housing elsewhere. Therefore, this impact (POP-2) in the year 2050 is significant.

Exacerbation of Climate Change Effects

The proposed Plan could potentially exacerbate climate change effects on the displacement of substantial numbers of people or housing units, especially for housing units near the coast. Due to climate change, homebuyers are spending less money on homes in areas with a high risk for flooding, storms, and wildfire risks, which is devaluing those homes; it is uncertain if this pattern will affect population or housing shifts in the San Diego region in a similar way or put lower-income populations in more at-risk areas. High temperatures may also make certain parts of the San Diego region more uncomfortable or more damaging to human health than others, possibly resulting in population or housing shifts. Because the proposed Plan is also expected to result in displacement of people and housing units, the proposed Plan could contribute even more to necessitating construction of replacement housing, exacerbating effects that the region is already expected to see under climate change.

MITIGATION MEASURES

POP-2 DISPLACE SUBSTANTIAL NUMBERS OF PEOPLE OR HOUSING UNITS, WHICH WOULD NECESSITATE THE CONSTRUCTION OF REPLACEMENT HOUSING ELSEWHERE

2025, 2035, and 2050

POP-2a Design Development Projects to Reduce Displacement. During planning, design, and project-level CEQA review of land development projects, the County of San Diego, cities, and other local jurisdictions can and should develop design strategies to avoid or reduce substantial displacement of people or housing units, including affordable housing units, where consistent with overall goals to promote housing growth, including the provision of affordable housing. For development projects that would displace people or housing units, alternative designs to retain existing housing on site, alternative project site locations, and provision of replacement housing as a mitigation measure can and should be evaluated. While displacement should be considered during project evaluations, avoidance or reduction of displacement should not be employed where it would undermine achievement of housing goals, including the development of transit-oriented development and the provision of affordable housing.

POP-2b Design Transportation Network Improvement Projects to Reduce Displacement. SANDAG shall, and other transportation project sponsors can and should, identify feasible project alignments during planning, design, and project-level CEQA review that avoid or reduce permanent property acquisitions that would result in the substantial displacement of people or housing units. Where avoidance is not feasible, measures to reduce substantial displacement should be considered including, but not limited to, the following:

- Selecting alignments within existing public ROWs.
- Designing sections above- or below-grade to avoid property acquisition that would cause displacement of people or housing units, including affordable housing.
- Selecting alignments within properties that result in the least amount of displacement. For example, acquiring vacant or undeveloped portions of property rather than portions occupied by housing units.
- Work with local jurisdictions to identify opportunities to develop housing as part of transportation projects.

SIGNIFICANCE AFTER MITIGATION

2025, 2035, and 2050

Implementation of mitigation measure POP-2a and POP-2b would reduce substantial displacement of people and housing units. However, there is no guarantee that significant displacement impacts would be reduced to less-than-significant levels for all projects. Therefore, displacement resulting from regional growth and land use change and transportation network improvements is a significant and unavoidable impact of implementing the proposed Plan.

