

## 4.11 LAND USE AND PLANNING

This section evaluates the land use and planning impacts of the proposed Plan.

### 4.11.1 Existing Conditions

#### REGIONAL SETTING

##### Historical Land Use and Regional Growth Patterns

The San Diego region is located in the southwestern corner of the United States and is bordered by Mexico to the south, the Pacific Ocean to the west, Orange and Riverside counties to the north, and Imperial County to the east. The San Diego region encompasses over 4,260 square miles and includes 18 incorporated cities, 17 tribal governments, and unincorporated San Diego County.

##### Existing Land Use

There are 2,725,648 acres in the San Diego region. Approximately 799,266 acres (30%) are developed by various land uses including residential, commercial/office, and industrial or generally support human activities, such as agriculture, military use, recreation, and infrastructure (transportation, communication, utilities) (SANDAG 2021a). Open space parks account for the largest land area, with 1,374,188 acres, or about 50% of the region. Vacant land (524,010 acres) accounts for another 19%, while the remaining approximately 1% of the land area is covered by water (28,184). Table 4.11-1 breaks down the entire San Diego region by land use type for 2022. The 2022 land use pattern is shown in Figure 4.11-1.

**Table 4.11-1 Existing Land Use in the San Diego Region (2022)**

Land Use Type	Acres
Agriculture	110,103
Commercial and office	20,142
Education and institutions	24,302
Heavy and light industry	18,734
Military	93,286
Mixed use	223
Mobile homes	5,896
Multifamily residential	16,637
Open space parks	1,374,188
Recreation	38,946
Single-family residential	143,477
Spaced rural residential	213,476
Transportation, communications, utilities	111,564
Under construction	2,482
Vacant	524,010
Water	28,184
<b>Total</b>	<b>2,725,648</b>

Notes:

<sup>1</sup> Total is 2 acres less than the sum of each land use listed in the table, due to the rounding of acreages for each land use type.

Source: SANDAG 2025.

## Regional Growth Pattern for Local Jurisdictions

The western portion of the region consists of all 18 of the region's incorporated cities and military lands. As of 2022, development in this area consisted primarily of single-family residential development interspersed with open space parks and recreation land. Most of the region's multifamily residential, commercial and office, and industrial land uses also are found in the western third of the region. The eastern portion of the region is in the jurisdiction of the unincorporated county as well as 17 tribal governments. This area is predominantly characterized by open space and parks, but also the tribal reservations, vacant land, rural residential land, agriculture, and small pockets of single-family residential. Development in the eastern two-thirds is generally rural and low-density relative to the higher density urban development of the western third. Over the last decade, many local jurisdictions have updated their land use plans and zoning ordinances, which collectively moved the region's vision of the future toward more compact development near transit with greater open space preservation. Focusing on housing and job centers in existing urbanized areas has replaced previous assumptions of more dispersed development patterns.

Table 4.11-2 provides details about existing population, area and transportation networks in the local jurisdictions.

**Table 4.11-2 Jurisdictional Information**

<b>Jurisdiction</b>	<b>Size (square miles)</b>	<b>2022 Population</b>	<b>Percent of Regional Population</b>	<b>Major Highways</b>	<b>Major Transit Systems</b>
Carlsbad	39.1	115,585	3.5	I-5, SR 78	COASTER, Amtrak, NCTD Bus
Chula Vista	50.9	276,785	8.4	I-5, I-805, SR 125, SR 54	Trolley, MTS bus
Coronado	14.0	22,277	0.7	SR 75, SR 282	MTS bus
Del Mar	1.8	3,929	0.1	None	COASTER, Amtrak, NCTD bus
El Cajon	14.4	105,638	3.2	I-8, SR 125, SR 67	Trolley, MTS bus
Encinitas	19.6	61,515	1.9	I-5	COASTER, Amtrak, NCTD bus
Escondido	36.2	150,679	4.6	I-15, SR 78	SPRINTER, NCTD bus, MTS bus
Imperial Beach	4.4	26,243	0.8	SR 75	MTS bus
La Mesa	9.0	60,472	1.8	I-8, SR 125, SR 94	Trolley, MTS bus
Lemon Grove	3.9	27,242	0.8	SR 125, SR 94	Trolley, MTS bus
National City	9.2	61,471	1.9	I-5, I-805, SR 54	Trolley, MTS bus
Oceanside	42.2	173,048	5.3	I-5, SR 78, SR 76	COASTER, Amtrak, SPRINTER, NCTD bus
Poway	39.1	48,759	1.5	SR 67	MTS bus
San Diego	342.5	1,374,790	41.8	I-5, I-8, I-15, I-805, SR 15, SR 52, SR 56, SR 75, SR 94, SR 125, SR 163, SR 905	COASTER, Amtrak, Trolley, MTS bus
San Marcos	24.0	93,585	2.8	I-15, SR 78	SPRINTER, MTS bus
Santee	16.5	59,015	1.8	SR 125, SR 67, SR 52	Trolley, MTS bus
Solana Beach	3.4	12,812	0.4	I-5	COASTER, Amtrak, NCTD bus
Vista	18.6	100,291	3.1	SR 78	SPRINTER, NCTD bus
San Diego County	3,527.0	513,170	15.6	I-5, I-8, I-15, SR 54, SR 67, SR 76, SR 78, SR 79, SR 94, SR 125, SR 188	NCTD bus, MTS bus

Notes: I- = Interstate; MTS = Metropolitan Transportation System; NCTD = North County Traffic District; SR = State Route.

Source: SANDAG 2025; compiled by Ascent in 2025.

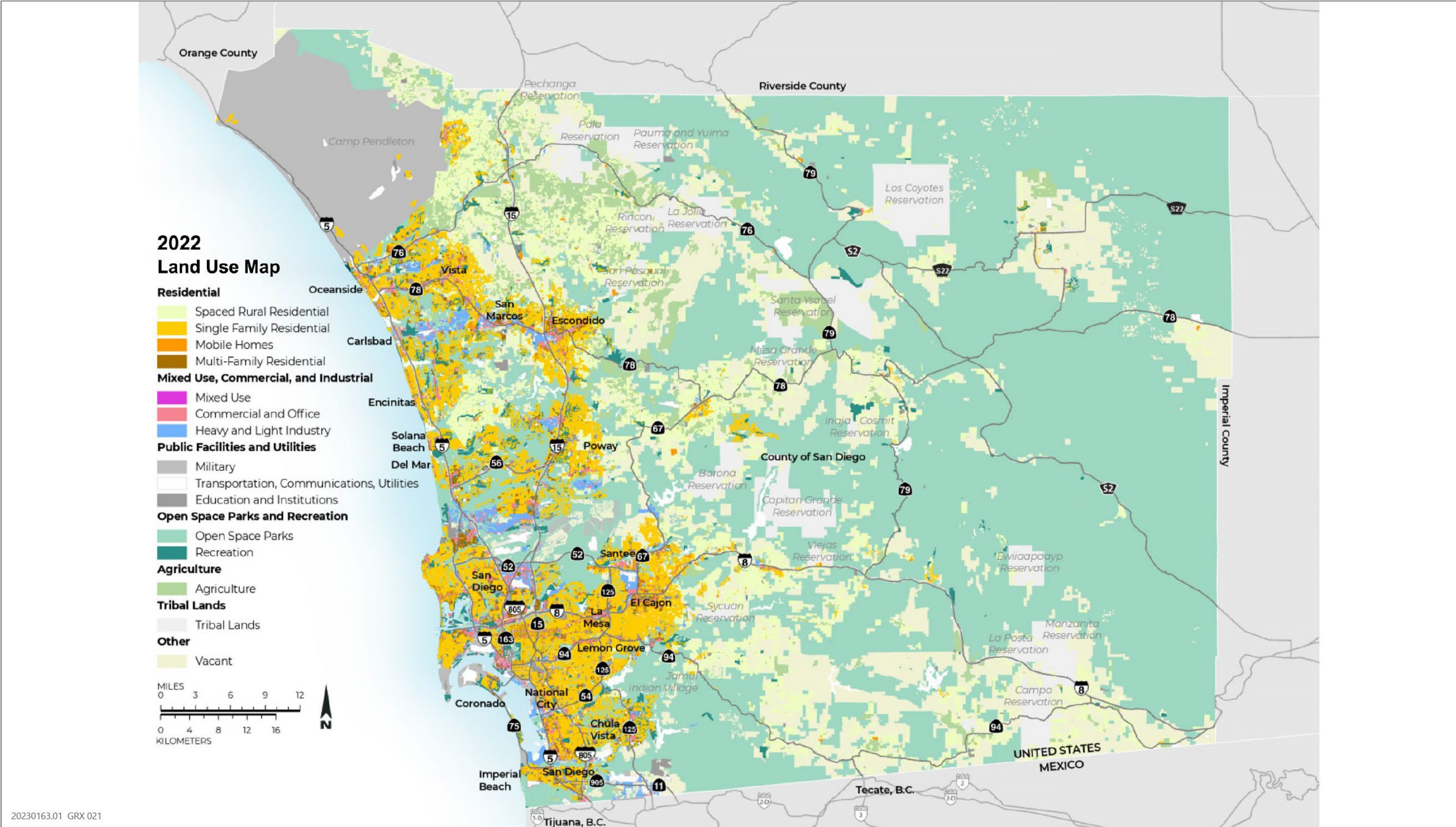


Figure 4.11-1 2022 Land Use

## Other Public and Non-Jurisdictional Lands

### Tribal Governments

The San Diego region is home to 19 Native American reservations represented by 17 tribal governments, the most in any county in the United States, as shown in Figure 4.11-2. There are more than 135,000 acres of tribal reservation lands in the region (SanGIS 2025). As sovereign domestic nations, tribal governments govern land use on their reservations and land holdings. SANDAG and the regional tribal governments work together to facilitate government-to-government planning and coordination. Table 4.11-3 details information regarding federally recognized tribal nations in the San Diego region.

**Table 4.11-3 Tribal Nations in the San Diego Region**

<b>Tribal Nation</b>	<b>Reservation Name</b>	<b>Population</b>	<b>Housing Units</b>	<b>Reservation Acreage</b>	<b>Location</b>
Barona Band of Mission Indians	Barona	514	157	7,434	Barona Indian Reservation near Lakeside, about 30 miles northeast of San Diego
Campo Band of Mission Indians of the Kumeyaay Nation	Campo	502	138	15,674	Southeastern San Diego County in the Laguna Mountains
Joint Power Authority between Barona and Viejas	Capitan Grande	0	0	15,632	Northwest quadrant of the Cleveland National Forest
Ewiiapaayp Band of Kumeyaay Indians	Ewiiapaayp	0	0	5,549	Immediately east of Cleveland National Forest and west of Anza-Borrego Desert State Park off of CR 1
Inaja Cosmit Band of Diegueño Mission Indians	Inaja and Cosmit	0	0	809	Within the boundaries of Cleveland National Forest, southwest of Julian, off SR 78
Jamul Indian Village of Kumeyaay Nation	Jamul Indian Village	0	0	6	10 miles southeast of El Cajon, along SR 94
La Jolla Band of Luiseño Indians	La Jolla	221	107	8,879	On Mount Palomar; off SR 76, 25 miles east of Escondido
La Posta Band of the Kumeyaay Nation	La Posta	65	13	3,848	56 miles east of San Diego and 46 miles west of El Centro in the Laguna Mountains
Los Coyotes Band of Cahuilla/Cupeño Indians	Los Coyotes	87	36	24,786	50 miles east of San Diego between Cleveland National Forest and Anza-Borrego Desert State Park
Manzanita Band of Diegueño Mission Indians	Manzanita	87	28	4,551	In southeastern San Diego County off of I-8, near the town of Boulevard and in the Carrizo Desert
Mesa Grande Band of Diegueño Mission Indians	Mesa Grande	60	29	1,833	Near Santa Ysabel, north of Highway 78
Pala Band of Mission Indians	Pala	924	308	14,235	40 miles northeast of San Diego, on the San Luis Rey River
Pauma Band of Luiseño Indians	Pauma and Yuima	132	48	5,982	Northeastern corner of San Diego County, in the foothills of Mount Palomar



<b>Tribal Nation</b>	<b>Reservation Name</b>	<b>Population</b>	<b>Housing Units</b>	<b>Reservation Acreage</b>	<b>Location</b>
Pechanga Band of Indians	Pechanga	337	168	88	Northwestern corner of San Diego County
Rincon Band of Luiseño Indians	Rincon	1,059	321	4,764	Northeastern corner of San Diego County, along the San Luis Rey River
San Pasqual Band of Diegueño Mission Indians	San Pasqual	1,153	319	1,967	12 miles from Escondido, adjoining the community of Valley Center and on CR S6
Ipai Nation of Santa Ysabel	Santa Ysabel	147	57	15,368	Near Santa Ysabel and Julian along SR 76
Sycuan Band of the Kumeyaay Nation	Sycuan	110	39	2,233	6 miles from El Cajon between I-8 and SR 94
Viejas Band of Kumeyaay Indians	Viejas	211	84	1,687	35 miles east of San Diego, north of I-8 and Alpine, 30 miles north of the United States–Mexico border

Notes: CR = County Road; SR = State Route; I = Interstate. This table provides information on residential occupancy on the reservations and not data on tribal enrollment because tribal members can and do live on and off reservations.

Sources: SANDAG 2021b; US Census Bureau 2024.

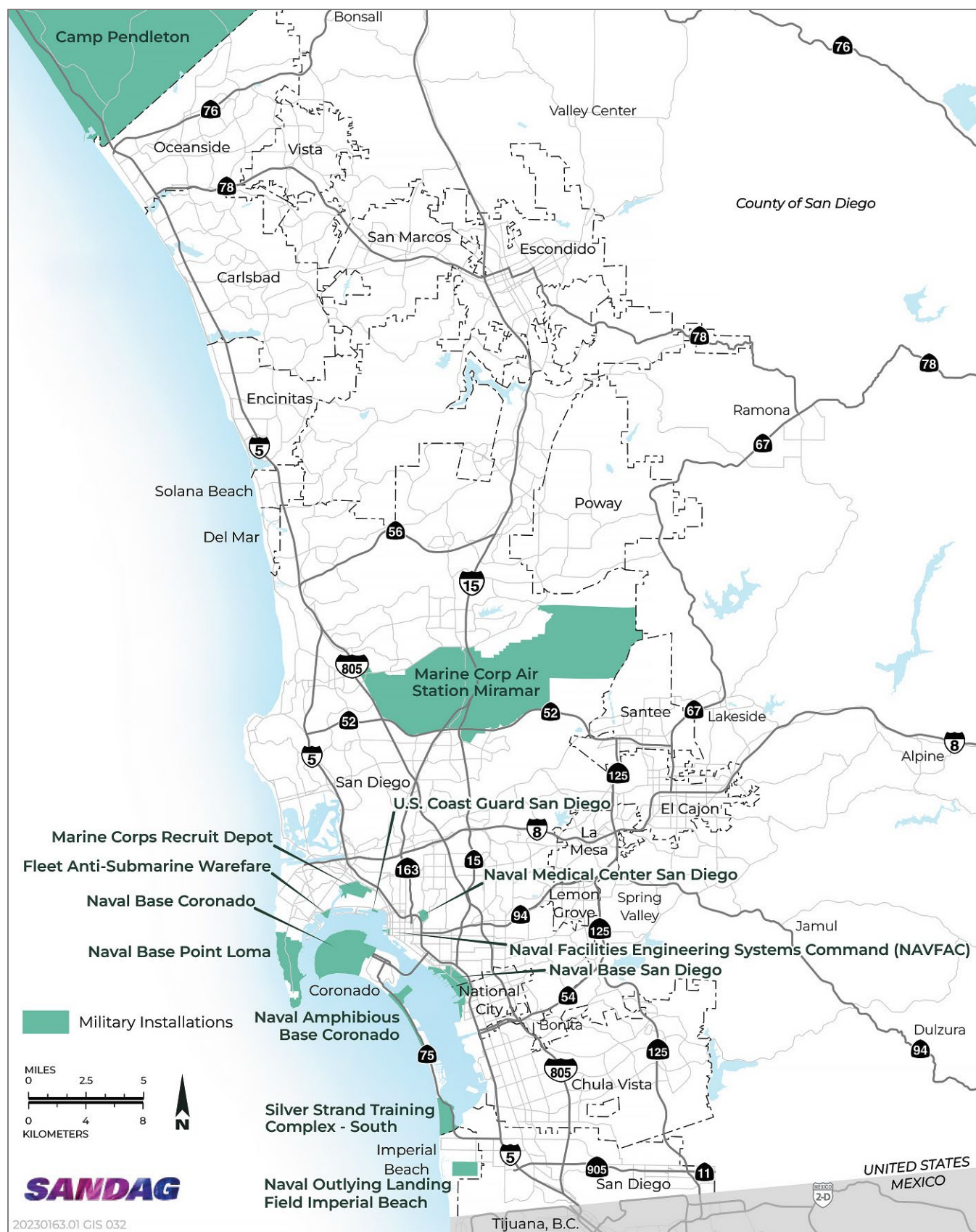
### **Military Installations**

San Diego's location on the Pacific Ocean is ideal for many military operations in the southwest portion of the country. San Diego's military installations, shown in Figure 4.11-3, include a variety of sizes and uses and provide a large employment base for the region. Major military installations in the region include Marine Corps Base (MCB) Camp Pendleton, Naval Base Point Loma, Marine Corps Recruit Depot (MCRD) San Diego, Marine Corps Air Station (MCAS) Miramar, and Naval Base Coronado (NBC), as described in greater detail below:

- ▶ MCB Camp Pendleton is located at the northern boundary of San Diego County near Oceanside and encompasses more than 125,000 acres. Located approximately 38 miles north of Downtown San Diego in North County, MCB Camp Pendleton offers a broad spectrum of training facilities for many active and reserve Marine, Army, and Navy units, as well as national, State, and local agencies (MCB Camp Pendleton n.d.).
- ▶ Naval Base Point Loma is located on approximately 280 acres of coastal land just west and north of Downtown San Diego. Naval Base Point Loma provides support to 70 US Pacific Fleet afloat and shore-based tenant commands headquartered on the base and is a highly technical hub of naval activity (My Base Guide n.d.).
- ▶ MCRD San Diego is located on 506 acres northwest of downtown San Diego, adjacent to San Diego International Airport (SDIA). MCRD San Diego provides training for marines as well as military community and family services.
- ▶ MCAS Miramar is located on approximately 23,000 acres in the western central portion of the region. It is home to the 3d Marine Aircraft Wing and is centrally located near more than 10 West Coast Navy and Marine Corps installations (MCAS Miramar n.d.).
- ▶ NBC is a consolidated Navy installation encompassing eight military facilities stretching from San Clemente Island, which is located 70 miles west of San Diego, to the La Posta Mountain Warfare Training Facility, which is located 60 miles east of San Diego. Those facilities include Naval Air Station North Island; Naval Amphibious Base Coronado; Naval Outlying Landing Field Imperial Beach; Naval Auxiliary Landing Field San Clemente Island; Silver Strand Training Complex; Camp Michael Monsoor; and the Survival, Evasion, Resistance and Escape Facility in Warner Springs. Naval Air Station North Island is the anchor base of NBC (US Navy n.d.).

### Figure 4.11-2 Tribal Lands in the San Diego Region

Program Environmental Impact Report



Source: Data downloaded from SanGIS in 2025; adapted by Ascent in 2025.

**Figure 4.11-3 Military Installations in the San Diego Region**

### San Diego Unified Port District

The San Diego Unified Port District (Port) was created by the California State Legislature to manage San Diego Bay and surrounding waterfront land. The Port oversees two maritime cargo terminals, two cruise ship terminals, 20 public parks, various wildlife reserves and environmental initiatives, the Harbor Police department, and the leases of more than 600 tenant and subtenant businesses around San Diego Bay. The Port has been granted authority for an approximate total of 5,483 acres or about 37% of the total tidelands on San Diego Bay. The shoreline frontage approaches 33 miles, which is equivalent to 61% of the total bay shoreline (San Diego Unified Port District 2025). The Port has a Port Master Plan, which is intended to provide the official planning policies, consistent with a general statewide purpose, for the physical development of the tide and submerged lands conveyed and granted in trust to the Port District (San Diego Unified Port District 2024). The Port is currently in the process of updating its Port Master Plan (referred to as the Port Master Plan Update), where the California Coastal Commission approval is anticipated in 2025.

### Airport Authority

The San Diego County Regional Airport Authority (SDCRAA) was created on January 1, 2003, as an independent agency to manage the day-to-day operations of SDIA and also serve as the region's airport land use commission (ALUC) to ensure the adoption of land use plans that protect public health and safety for areas surrounding all 16 of the San Diego region's public and private airports (SDCRAA 2025); these airports are listed in Table 4.11-4. SDCRAA accomplishes this by the orderly development of airports and the adoption of land use measures that minimize the public's exposure to excessive noise and safety hazards around airports (SDCRAA n.d.).

**Table 4.11-4 San Diego Region's Public, Private, and Military Airports**

<b>Airport</b>	<b>Location</b>
Agua Caliente Springs Airport	Northeast of Agua Caliente County Park, Eastern San Diego County
Borrego Valley Airport	Borrego Springs, Eastern San Diego County
Fallbrook Community Airpark	Fallbrook, North San Diego County
Ocotillo Airport	Ocotillo Wells, Eastern San Diego County
Ramona Airport	Ramona, Northeast San Diego County
Gillespie Airport	El Cajon, East San Diego County
McClellan-Palomar Airport	City of Carlsbad, North San Diego County
MCB Camp Pendleton	North San Diego County
Jacumba Airport	Jacumba, East San Diego County
Oceanside Municipal Airport	Oceanside, North San Diego County
Brown Field Municipal	Otay Mesa, South San Diego County
Montgomery Gibbs Executive Airport	Kearney Mesa, City of San Diego
MCAS Miramar	Miramar, City of San Diego
San Diego International	Downtown San Diego, City of San Diego
NOLF Imperial Beach	Imperial Beach, San Diego County
NAS North Island	Coronado, San Diego County



## 4.11.2 Regulatory Setting

### FEDERAL LAWS, REGULATIONS, PLANS, AND POLICIES

#### Coastal Zone Management Act

The US Congress passed the 1972 Coastal Zone Management Act (CZMA) (U.S. Code, Title 16, Section 1451 et seq.) to manage the nation's coastal resources. The CZMA is administered by the US Department of Commerce, National Oceanic and Atmospheric Administration's Office of Ocean and Coastal Resource Management. The CZMA balances competing land and water issues in coastal zones through the National Coastal Zone Management Program. Its goal is to preserve, protect, develop, and, where possible, restore or enhance the resources of the nation's coastal zone. Federal activities within or affecting the coastal zone must, to the maximum extent practicable, be consistent with the state's coastal management program (NOAA 2024).

#### Cleveland National Forest Plan

The US Department of Agriculture's Cleveland National Forest Plan consists of a three-part (vision, strategy, and design criteria) land and resource management plan (forest plan). The legislative mandate for the management of national forests requires that public lands be conservatively used and managed in order to ensure their sustainability and to guarantee that future generations will continue to benefit from their many values. Forest plans are founded on the concept of sustainable use of the national forests. The first part of the plan describes the national forest in the future, the niche it occupies in the community framework, and the desired conditions the Forest Service is striving to realize, as well as the challenges the national forest will resolve in getting there. The second part defines and describes each of the land use zones. The land use zones are an on-the-ground manifestation of the desired conditions and are the primary tools used to describe the strategic direction, including the management intent and suitable uses for areas of the national forest where the zone is used. The final part of the forest plan is the design criteria and constitutes the "rules" that the Forest Service will follow as it implements projects and activities over time (USFS 2005). In March 2011 the Pacific Southwest Region of the Forest Service released a statement of its Leadership Intent for Ecological Restoration, which laid out the region's guiding vision and goals for its stewardship of wildland and forests for the next 15–20 years. This plan reflects the Regional leadership's current thinking on how the Leadership Intent will be implemented (USFS 2018).

#### Bureau of Land Management Eastern San Diego County Resource Management Plan

The US Bureau of Land Management (BLM) has developed a Resource Management Plan (RMP) for the Eastern San Diego County Planning Area. The RMP covers approximately 102,869 acres of BLM administered lands. The Eastern San Diego County Planning Area spans an area of the eastern portion of Southern California's Peninsular Ranges. Most of the higher land to the west is a part of the Cleveland National Forest, while the low desert region to the east is included in the Anza-Borrego Desert State Park. Riverside County and the United States–Mexico border mark the northern and southern boundaries of the Planning Area, while Imperial County borders it to the east and western San Diego County to the west (BLM 2008).

The purpose of the plan is to provide guidance in the management of the lands and resources in eastern San Diego County that will achieve the following.

1. Address conflicts between motorized, mechanized, and nonmotorized/nonmechanized recreationists.
2. Protect sensitive natural and cultural resources from impacts due to recreational use, livestock grazing, and other land uses.
3. Provide guidance for renewable energy development.
4. Provide groundwater recharge and additional recreational opportunities within the Planning Area.

The Eastern San Diego County RMP is comprehensive in nature, providing guidance for management of all uses and resources in the Eastern San Diego County Planning Area (BLM 2008).

## STATE LAWS, REGULATIONS, PLANS, AND POLICIES

### Regional Housing Needs Assessment

State law requires that SANDAG consider state housing goals and identify areas within the region sufficient to meet the regional housing needs allocation (RHNA) for the next 8 years. The RHNA is the state-mandated process to identify the total number of housing units (by affordability level) that every city and county must accommodate in Housing Elements.

The RHNA allocates each jurisdiction's "fair share" of the region's projected housing needs over the housing element planning period (2021-2029) for each of four household income groups as compared to the area median income (AMI) and as defined by the California Department of Housing and Community Development (i.e., extremely low-income or less than 30 percent of the AMI, very low-income or less than 50 percent of the AMI, low-income or less than 80 percent of the AMI, and moderate-income or less than 120 percent of the AMI). The RHNA is used by jurisdictions when updating their housing elements as the basis for assuring that adequate sites and zoning are available to accommodate the allocation.

SB 375 requires that the RHNA be consistent with the SCS and that the SCS identify areas sufficient to house the projected regional housing need for the region, since in most of California these documents are both prepared by the same regional organization. To ensure this consistency, SB 375 aligned the RHNA process with the SCS update, which has extended the RHNA and Housing Element update cycle in the SANDAG region from 5 years to 8 years. Because RHNA updates are required every 8 years and MTP/SCS updates are required every 4 years, the SCS and RHNA update process are linked during every other SCS cycle.

### California Coastal Act

The California Coastal Act of 1976 (CCA) was enacted to "protect, maintain and where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and artificial resources" (Public Resources Code Section 30001.5 et seq.). The CCA applies to the Coastal Zone, which is generally defined as extending offshore to the limits of California's jurisdiction and from the shoreline 1,000 yards upland from the mean high tide line. The CCA requires each jurisdiction within the Coastal Zone to prepare a local coastal program consisting of land use plans, zoning, and other implementing actions as needed to comply with the policies set forth in CCA Chapter 3. These affect housing and other land uses, coastal access, and public works, including all types of transportation facilities. The coastal cities and the Port District are wholly or partially within the Coastal Zone and are subject to these requirements. The adopted local coastal programs are administered by the local agencies with ultimate approval by the California Coastal Commission (CCC).

Coastal Act policies that are applicable to transportation and land use projects that would implement the Plan include, but are not limited to, the following:

- ▶ **Section 30212.5.** Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social or otherwise, of overcrowding or overuse by the public of any single area.
- ▶ **Section 30213.** Lower cost visitor and recreational facilities shall be protected, encouraged, and where feasible, provided. Developments providing public recreational opportunities are preferred.
- ▶ **Section 30221.** Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided in the area.
- ▶ **Section 30222.** The use of private lands suitable for visitor serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial development, but not over agricultural or coastal-dependent industry.

- ▶ **Section 30222.5.** Oceanfront land that is suitable for coastal dependent aquaculture shall be protected for that use, and proposals for aquaculture facilities located on those sites shall be given priority, except over other coastal dependent developments or uses.
- ▶ **Section 30223.** Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.
- ▶ **Section 30255.** Coastal-dependent developments shall have priority over other developments on or near the shoreline, except as provided elsewhere in this division, coastal-dependent developments shall not be sited in a wetland. When appropriate, coastal-related development should be accommodated within reasonable proximity to the coastal-dependent uses they support.

## California Planning and Zoning Law

The legal framework in which California cities and counties exercise local planning and land use functions is provided in the California Planning and Zoning Law (Government Code Section 65000 et seq.) Under State planning law, each city and county is required to adopt a general plan “for the physical development of the county or city, and any land outside its boundaries which bears relation to its planning” (Government Code Section 65300 et seq.). The California Supreme Court has called the general plan the “constitution for future development” (*Leshar Communications, Inc. v. City of Walnut Creek* [1990] 52 Cal. 3d 531). The general plan expresses the community’s development goals and embodies public policy relative to the distribution of future land uses, both public and private. A general plan consists of a number of elements, including land use, circulation, housing, conservation, open space, noise, and safety; other elements may be included at the discretion of the jurisdiction that relate to the physical development of the county or city. The general plan must be comprehensive and internally consistent. Of particular importance is the consistency between the circulation and land use elements; the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other public utilities and facilities must be consistent with the general distribution and intensity of land used for housing, business, industry, open space, education, public areas, waste disposal facilities, agriculture, and other public and private uses.

The Office of Land Use and Climate Innovation (LCI) is statutorily required by Government Code Section 65040.2 to adopt and periodically revise the State General Plan Guidelines for the preparation and content of general plans for all cities and counties in California. The 2017 version of the State General Plan Guidelines includes legislative changes, new guidance, policy recommendations, external links to resource documents, and additional resources (LCI 2017).

A more detailed discussion of the general plans for the individual jurisdictions within the San Diego region is included in Regional and Local Laws, Regulations, Plans, and Policies below. Local jurisdictions may also adopt specific plans, which are used to implement the general plan in particular geographic areas (Government Code Section 65450).

In addition, every local jurisdiction within the region has land use regulations that implement the general plan. The zoning ordinance is the primary land use regulation used to implement the goals and policies of its general plan. Zoning ordinances, which are required to be consistent with the general plan, provide detailed direction related to development standards; permitted, conditionally permitted, and prohibited uses; and other regulations such as parking standards and sign regulations. Zoning ordinances and land use approvals must be consistent with applicable specific plans as well as the general plan.

Cities and counties are also required to comply with the Subdivision Map Act (Government Code Section 66410 et seq.). The Subdivision Map Act sets forth the conditions for approval of a subdivision map and requires enactment of subdivision ordinances by which local governments have direct control over the types of subdivision projects to be approved and the physical improvements to be installed.

### Senate Bill 375 (Chapter 728, Statutes of 2008)

Senate Bill (SB) 375 provides for a regional planning process to coordinate land use, housing, and transportation planning to help California meet State greenhouse gas (GHG) emissions reduction targets. SB 375 requires regional transportation plans developed by metropolitan planning organizations, including SANDAG, to incorporate an SCS that demonstrates how the region would achieve regional GHG emissions reduction targets for light duty vehicles set by California Air Resources Board. SB 375 does not require local governments to revise their "land use policies and regulations, including [their] general plan," to be consistent with the SCS (Government Code Section 65080 et seq.) The land use portion of the SCS is implemented through voluntary local government actions.

### Local Agency Formation Commission Law

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56000 et seq.) requires that each county must have a local agency formation commission (LAFCO) responsible for creating orderly local government boundaries. The goals of the act include encouraging orderly growth and efficient public services for cities and special districts, preserving prime agricultural and open space lands, and discouraging urban sprawl. While LAFCOs have no direct authority over land use, their actions determine which government agency will be responsible for new planning areas. LAFCOs address a wide range of boundary actions, including creation of spheres of influence for cities, adjustment to boundaries of special districts, annexations, incorporations, detachments of areas from cities, and dissolution of cities.

## LOCAL LAWS, REGULATIONS, PLANS, AND POLICIES

### SANDAG 2021 Regional Plan

SANDAG 2021 Regional Plan is the predecessor to the proposed Plan. The 2021 Regional Plan is the long-term blueprint for the San Diego Region to meet regulatory requirements, address traffic congestion, and create equal access to jobs, education, healthcare, and other community resources. The 2021 Region Plan is the result of planning, data analysis, and community engagement to reimagine the San Diego region with a transformative transportation system, a sustainable pattern of growth and development, and innovative demand and management strategies (SANDAG 2021a). The 2021 Regional Plan also puts forth a forecasted development pattern that is driven by regional goals for sustainability, mobility, housing affordability, and economic prosperity. To achieve the goals of the 2021 Regional Plan, the plan consists of five interdependent strategies, called the 5 Big Moves, designed to address the greatest transportation and mobility challenges for the region: safety and traffic congestion, social inequities, and state and federal requirements to reduce GHG emissions and air pollution.

The 2021 Regional Plan also includes an SCS that integrates coordinated transportation and land use planning that exceeds the state's target for reducing per capita GHG emissions set by the California Air Resources Board. The SCS includes a land use pattern that forecasts growth within Mobility Hubs, which are communities with high concentrations of people, destinations, and travel choices. The Mobility Hubs offer on-demand travel options and supporting infrastructure that enhance connections to high-quality Transit Leap services, while also helping people make short trips to local destinations around the community using Flexible Fleets. Mobility Hubs can span one, two, or a few miles based on community characteristics, and are uniquely designed to fulfill a variety of travel needs while strengthening a sense of place. Additionally, the SCS land use pattern also identified areas within the region that are sufficient to house the 6th Cycle RHNA Plan allocations. The 2021 Regional Plan and its SCS are valid for State compliance, funding eligibility, and other purposes through December 31, 2025.

### Airport Land Use Commission and Airport Land Use Compatibility Plans

The California State Aeronautics Act (Public Utilities Code Section 21670 et seq.) directs each county with an airport to establish an ALUC. In each county containing a public use airport, an ALUC is required to assist local agencies in ensuring compatible land uses in the vicinity of existing or proposed airports; to coordinate planning at State, regional, and local levels; to prepare and adopt an airport land use plan as required by Public Resources Code Section 21675; to review plans or regulations submitted by local agencies; and to review and make



recommendations regarding the land uses, building heights, and other issues relating to air navigation safety and promotion of air commerce. The SDCRAA is the ALUC for the San Diego region. It is responsible for the preparation of airport land use compatibility plans (ALUCPs), which identify policies and procedures for land use and airport compatibility for areas surrounding public use and military airports. Local jurisdictions are responsible for land use compatibility controls around the airports.

San Diego Unified Port District - Port Master Plan

The Port Master Plan is the land use document governing the land and water development within the jurisdiction governed by the Port District. It was originally adopted by the Board of Port Commissioners in 1980 and was certified by the CCC on January 21, 1981. The document serves as the governing planning document pursuant to the California Coastal Act for the land and water area within Port District jurisdiction, which extends from the western edge of Pacific Highway coincident with the historic mean high tide line to several hundred feet into San Diego Bay (tidelands). The Port Master Plan divides the tidelands into 10 Planning Districts, or precise plans. Each Planning District is further divided into Planning Subareas, which group together tideland properties into functional units, thereby facilitating planning efforts. The document provides the official planning policies, consistent with a general statewide purpose, for the physical development of the tidelands and submerged lands conveyed and granted in trust to the Port District.

The Port of San Diego is currently updating its Port Master Plan, which is referred to as the Port Master Plan Update (PMPU). The Port certified the Program Environmental Impact Report for the PMPU on February 28, 2024, and anticipates receiving CCC approval in 2025 (San Diego Unified Port District 2025).

General Plans and Land Use Regulations

Every city in the San Diego region, as well as San Diego County, has a general plan that designates appropriate land uses throughout the jurisdiction and identifies the community’s land use, circulation, environmental, economic, and social goals and policies as they relate to land use and development. The general plans also provide a basis for local government decision-making, including decisions on development approvals and exactions, and they provide citizens with opportunities to participate in the planning and decision-making processes of their communities. The County of San Diego General Plan focuses on areas not included in city general plans (i.e., unincorporated areas). The current versions of each jurisdiction’s general plan, as well as associated updates, are listed in Table 4.11-5. All of these jurisdictions have prepared or are preparing Housing Element (2021–2029) Updates with some completed and others in various stages of the drafting process.

Table 4.11-5 General Plans

Jurisdiction	General Plan	Adoption Date/Updates
Carlsbad	Carlsbad General Plan	September 2015 (Housing Element updated in April 2021, Public Safety Element updated in 2024, Land Use & Community Design Element updated in 2024)
Chula Vista	City of Chula Vista General Plan	December 2005, amended 2021 (Housing Element updated in April 2021, amended in September 2022)
Coronado	Coronado General Plan	November 1986, Revised November 2003 (Housing Element updated in April 2024)
Del Mar	The Community Plan	March 1976, amended 1985 (Housing Element updated in April 2023)
El Cajon	City of El Cajon General Plan 2000	January 2001 (Housing Element updated in July 2021, Environmental Justice Element updated in July 2021, Safety Element updated in 2021)
Encinitas	City of Encinitas General Plan	May 1995 (Housing Element being updated in July 2021, Land Use Element update in September 2024)
Escondido	General Plan	May 2012 (Housing Element being updated as of March 2021, amended in 2023, Safety Element being updated as of June 2025)

Jurisdiction	General Plan	Adoption Date/Updates
Imperial Beach	City of Imperial Beach General Plan/Local Coastal Program Land Use Plan	September 2024 (Housing Element updated in June 2021)
La Mesa	2012 General Plan	July 2013 (Housing Element updated as of April 2023, amended June 2023)
Lemon Grove	General Plan	1996 (Housing Element updated as of December 2023; Comprehensive General Plan update also underway as of 2025)
National City	National City General Plan	June 2011 (Land Use Element updated in March 2024, Safety Element updated in March 2024, Transportation Element updated in March 2024, Housing Element updated in August 2021)
Oceanside	General Plan	June 2002 (Housing Element updated in September 2023; Comprehensive General Plan update also underway as of 2025)
Poway	Poway Comprehensive General Plan	November 1991 (Housing Element updated as of April 2024; Public Safety Element being updated as of June 2025)
City of San Diego	City of San Diego General Plan	July 2024 (Housing Element updated in June 2021)
San Marcos	City of San Marcos General Plan	February 2012 (Housing Element updated as of July 2021; Comprehensive General Plan update also underway as of June 2025)
Santee	City of Santee General Plan	August 2003 (Housing Element updated as of May 2022, Safety and Environmental Justice Element updated in May 2025, Land Use Element update in progress as of June 2025)
Solana Beach	City of Solana Beach General Plan	1988, Amended 2014 (Housing Element updated as of February 2023)
Vista	Vista General Plan 2030	February 2012 (Housing Element updated as of June 2022; Comprehensive General Plan update also underway as of June 2025)
County of San Diego	San Diego County General Plan	August 2011, Amended 2020 (Housing Element updated as of July 2021)

Sources: City of Carlsbad 2015, 2021; City of Chula Vista 2020, 2021; City of Coronado 2003, 2024; City of Del Mar 1985, 2021; City of El Cajon 2001, 2022; City of Encinitas 1995, 2021; City of Escondido 2012, 2021; City of Imperial Beach 2024, 2021; City of La Mesa 2013, 2023; City of Lemon Grove 1996, 2023; City of National City 2011, 2021; City of Oceanside 2002, 2023, 2024; City of Poway 1991, 2024; City of San Diego 2024, 2020; City of San Marcos 2012, 2021, 2025; City of Santee 2003, 2022; City of Solana Beach 1988, 2023; City of Vista 2012, 2022; County of San Diego 2011, 2021.

Adopted general plan land use assumptions are used as input to develop SANDAG's regional growth forecast. The forecast is based on the most recent planning assumptions, considering local general plans and other factors, as required by SB 375 (Government Code Section 65080[b][2][B]). Also, every local jurisdiction within the region has land use regulations that implement their general plan, including a subdivision ordinance and zoning ordinance. Zoning ordinances, which are required to be consistent with the general plan, provide detailed direction related to development standards; permitted, conditionally permitted, and prohibited uses; and other regulations such as parking standards and sign regulations.

### Local Coastal Plans

Each local jurisdictional authority (city or county) with lands within the coastal zone is required to develop, and comply with a coastal management plan. The Coastal Act requires that any person or public agency proposing development within the Coastal Zone obtain a coastal development permit (CDP) from either the CCC or the city or county having the jurisdictional authority to issue a CDP. To comply with the CZMA, localities develop local coastal plans (LCPs). Table 4.11-6 identifies the local jurisdictions in the San Diego region with coastal zone jurisdiction and Figure 4.11-4 shows the respective Coastal Zone boundaries.

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**Table 4.11-6 Local Jurisdictions with Coastal Zone Jurisdiction**

Oceanside	Del Mar	North San Diego County
Carlsbad	City of San Diego	Chula Vista
Encinitas	Coronado	Imperial Beach
Solana Beach	National City	County of San Diego

Source: California Coastal Commission 2025.

### Community Plans and Specific Plans

A city or county may also provide land use planning by developing community or subregional plans, including specific plans for smaller, more specific areas within its jurisdiction. These more localized plans provide for focused guidance for developing a specific area, with development standards tailored to the area, as well as systematic implementation of the general plan. Both the County of San Diego and the City of San Diego have numerous community and specific plans. A community plan is used to plan the future of a particular area to a finer level of detail than the general plan and supplements the policies of the general plan; however, these community and specific plans must be consistent with the jurisdiction's general plan. All of the jurisdictions within the San Diego region have developed and implemented numerous specific plans that delineate land uses, infrastructure, development standards and criteria, and environmental conservation measures.

To support the preparation of the analysis in Section 4.11.4, "Environmental Impacts and Mitigation Measures," SANDAG worked closely with each jurisdiction to gather information about adopted community plans and specific plans that have yet to be implemented to assess whether the proposed Plan has any inconsistencies with these plans, per State CEQA Guidelines Section 15125(d). Each jurisdiction compiled a list of adopted plans not yet fully implemented. Information as to the type of development allowed, buildout assumptions, development completed to date, and the buildout year of each plan was provided. A comprehensive table of community and specific plan information by jurisdiction is included in Appendix K.

### 4.11.3 Significance Criteria

Appendix G of the State 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 checklist questions in Appendix G. 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 Land Use and Planning are included in Section XI (a and b) of Appendix G of the State CEQA Guidelines. Appendix G criterion XI (a) is addressed in LU-1 and criterion XI (b) is addressed in LU-2. For the purposes of this EIR, implementation of the proposed Plan would have a significant land use and planning impact if it would:

- LU-1**           Physically divide an established community.
- LU-2**           Cause a significant environmental impact due to a conflict with any land use plan, policy or regulation (including, but not limited to, the general plan, local coastal program, or zoning ordinance) and result in a physical change to the environment not already addressed in the other resource chapters of this EIR.

The analysis discloses impacts to land use and planning. There is insufficient evidence to support a meaningful analysis of how the proposed Plan's land use and planning impacts would be worsened by climate change. Therefore, a climate change analysis for land use and planning impacts is not included in this section.



## 4.11.4 Environmental Impacts and Mitigation Measures

### LU-1 PHYSICALLY DIVIDE AN ESTABLISHED COMMUNITY

#### Analysis Methodology

This analysis examines how regional growth and land use or transportation network improvements and programs under the proposed Plan could physically divide established communities. Forecasted regional growth that occurs in new developments outside of established communities would, by definition, not physically divide established communities, and is not addressed further under Impact LU-1. For regional growth and land use change, the analysis focuses on development within established communities.

The analysis focuses on whether the proposed Plan would introduce land uses that would result in the disruption of the physical arrangement of an existing neighborhood such that a physical separation or the creation of a barrier could disrupt the physical interaction between established land uses that comprise a neighborhood or community. The potential for community disruption was assessed by evaluating the location of substantial land use density increases in relation to established communities. A review of existing land use mapping was conducted to evaluate how the proposed Plan would affect land use patterns and the development of currently vacant and open space lands. Regional growth and land use change are analyzed based on areas with the greatest projected land use changes in term of projected population, jobs, densities, and land uses by location. The analysis also considers impacts by area to determine (1) the general amount and type of land that might be impacted, and (2) where impacts may be concentrated.

The analysis of transportation network improvements and programs considers whether new or expanded transportation projects or improvements under the proposed Plan would physically divide established communities. Increased frequencies on existing rail corridors and bus routes, new bus service on existing roadways, and transportation program investments (e.g., more flexible fleet options, Managed Lane Connectors, direct access ramps) under the proposed Plan would not physically divide established communities and are not addressed further under Impact LU-1. The analysis consists of a review of existing land use maps to evaluate the location of proposed major transportation network improvements and programs in relation to surrounding land uses and community development. The transportation network improvements and services considered include those that have the potential for physical impacts based on characteristics such as expansion, widening, new construction, or new configurations.

#### Impact Analysis

##### 2035

#### Regional Growth and Land Use Change

As shown in Table 2-1, in Section 2.0, "Project Description," of this Draft EIR, from 2022 to 2035, the region is forecasted have an increase of 117,056 people (4%), 137,242 housing units (11%), and 67,297 jobs (4%). The 2035 regional SCS land use pattern is shown in Figure 2-4. Approximately 93.3% of the forecasted regional population increases between 2022 and 2035 are in the cities of San Diego (51.3%), Chula Vista (26.1%), and San Marcos (15.8%). Those same three jurisdictions accommodate approximately 71.4% of new housing units in the region between 2022 and 2035, while the cities of San Diego, San Marcos, and Oceanside accommodate more than 69.5% of new jobs in the region between 2022 and 2035.

Physical barriers such as freeways and highways, rail lines, major heavy industrial uses, and large institutional land uses such as military facilities often form the boundaries of existing established communities in the region and also internally divide existing established communities. For example, the major interstate highways form large physical barriers that divide several established communities throughout the region, and large institutional facilities like military facilities and the San Diego Convention Center separate established communities from the San Diego Bay. The established communities of the region generally feature extensive, interconnected roadway networks. Implementation of the land use change would result in future development being integrated into existing communities along the existing transportation network and would, therefore, not physically divide established communities.

Adopted general plans and subregional or community plans for established communities routinely prevent developments that would physically divide established communities, and often include policies to remove existing physical barriers. For example, the community plan for Downtown San Diego includes policies to re-connect streets historically divided by large-scale developments and neighborhoods physically divided by the construction of I-5 (City of San Diego 2006). The proposed Plan forecasts regional growth within established communities such as the city of San Diego and Chula Vista and along key transportation corridors. The development of new housing units and employment land uses within existing established communities would typically occur on vacant or underutilized sites such as surface parking lots, low-rise commercial strips, industrial buildings, and warehouses and would also result from the conversion of low-density single-family housing properties to multifamily residences. The proposed Plan would serve to promote connectivity within an existing community by siting land uses of similar character and nature in a more compact and mixed-use pattern. Thus, it is reasonably foreseeable that the pattern of regional growth and development would result in beneficial impacts related to the connectivity of an existing community, rather than an adverse effect. Moreover, infill development in established communities would occur in accordance with the adopted general plans and other subregional or community plans of the cities and County of San Diego, as well as their zoning and subdivision ordinances.

Construction activities associated with development involve temporary disruptions within established communities such as lane or road closures and service delays or detours for bus routes. Local jurisdictions routinely require traffic control plans and related measures to ensure that construction activities accommodate vehicular, bicycle, and pedestrian access, such as designating alternate routes or scheduling disruptive activities late at night or on weekends. Without such traffic control plans and related measures, these activities could temporarily physically divide a community by eliminating access routes or introducing barriers during construction. With implementation of these plans and measures, however, construction activities would not result in the physical division of established communities.

Based on the above analysis, regional growth and land use change for 2035 would not physically divide an established community. This impact is less than significant.

#### Transportation Network Improvements and Programs

Major transportation network improvements by 2035 include new Managed Lanes and Managed Lane Connectors on SR 15, SR 52, SR 78, I-5, I-15, and I-805. The proposed Plan also includes ~~Reversible Managed Lane improvements on SR-75~~, improvements to rural corridors on SR-67, SR 76, SR 79, SR 94, and I-8, as well as interchange and arterial operational improvements on SR 94 and SR 125. In addition, the proposed Plan includes increased roadway and transit connections to the United States–Mexico border, as well as tolling equipment and Regional Border Management System investments on SR 11. Upgrades at certain locations on the Los Angeles–San Diego–San Luis Obispo (LOSSAN) Rail Corridor would be implemented during this period. Other major network improvements include grade separations at certain locations on the SPINTER, Green line, Blue Line, and Orange Line. Double-tracking is also proposed on the SPINTER. While portions of these improvements to existing transportation facilities may involve temporary or permanent right-of-way acquisitions adjacent to existing facilities, the improvements to existing facilities or within existing public rights-of-way would not physically divide established communities because improvements do not include components such as the construction of a new roadway or railway within an existing community. The planned rail grade separation at certain locations on the SPINTER, Green line, Blue Line, and Orange Trolley lines would improve connections between communities currently physically divided by rail lines. Based on the above analysis, implementation of transportation network improvements would not physically divide an established community. This impact is less than significant.

#### 2035 Conclusion

Implementation of transportation network improvements, regional growth and land use change, would not physically divide established communities. Therefore, this impact (LU-1) in the year 2035 is less than significant.

## 2050

### Regional Growth and Land Use Change

As shown in Table 2-1 in Chapter 2, "Project Description," of this Draft EIR, from 2036 to 2050, the regional population is forecasted to decrease by 4,112 people (-0.1%), housing is forecast to increase by 65,577 units (4.8%), and employment is forecasted to increase by 103,460 jobs (6.2%). The 2050 regional SCS land use pattern is shown in Figure 2-5. The majority of the forecasted regional population decrease between 2036 and 2050 is attributed to the unincorporated jurisdictions, Carlsbad and El Cajon. Approximately 78.8% of new housing units are in the cities of San Diego (51.6%), and Chula Vista (17.1%), and the unincorporated jurisdictions. Similarly, these same three jurisdictions contribute to approximately 70.3% of new jobs between 2036 and 2050.

As described in the 2035 analysis, physical barriers such as freeways and highways, rail lines, major industrial uses, and large institutional land uses such as military facilities often form the boundaries of existing established communities in the region, and also internally divide existing established communities. The established communities of the region generally feature extensive, interconnected roadway networks. The proposed Plan forecasts regional growth within established communities such as the city of San Diego and Chula Vista and along key transportation corridors. The development of new housing units and employment land uses within these established communities would typically occur on vacant or underutilized sites such as surface parking lots, and low-density residential properties, low-rise commercial strips, industrial buildings, and warehouses. The proposed Plan would serve to promote connectivity within an existing community by siting land uses of similar character and nature in a more compact and mixed-use pattern. Thus, it is reasonably foreseeable that the pattern of regional growth and development would result in beneficial impacts related to the connectivity of an existing community, rather than an adverse effect. Moreover, infill development in established communities would occur in accordance with the adopted general plans and other subregional and community plans of the cities and County of San Diego, as well as their zoning and subdivision ordinances. Adopted general plans and subregional and community plans for established communities routinely prevent development that would physically divide established communities, and often include policies to remove existing physical barriers.

Construction activities associated with development involve temporary disruptions within established communities such as lane or road closures and service delays or detours for bus routes. Local jurisdictions routinely require traffic control plans and related measures to ensure that construction activities accommodate vehicular and pedestrian access, such as designating alternate routes or scheduling disruptive activities late at night or on weekends. Without such traffic control plans and related measures, these activities could temporarily physically divide a community by eliminating access routes or introducing barriers during construction. With implementation of these plans and measures, however, construction activities would not result in the physical division of established communities. Based on the above analysis, regional growth and land use changes would not physically divide an established community in year 2050. This impact is less than significant.

### Transportation Network Improvements and Programs

Major transportation network improvements by 2050 include new Managed Lanes and Managed Lane Connectors on SR 52, SR 56, ~~SR 75~~, SR 94, SR 125, SR 163, I-15, and I-805. In addition, the proposed Plan includes increased roadway and transit connections to the United States–Mexico border, as well as expansion of and improvements to existing port of entry facilities. Upgrades at certain locations on the LOSSAN Rail Corridor would continue during this period. Grade separations on the SPRINTER, Blue Line, Green Line, and Orange Line, as well as double-tracking on the SPRINTER would also continue during this period.

Between 2036 and 2050, most transportation network improvements would affect existing transportation facilities, such as SPRINTER, Blue Line, Green Line, and Orange Line Trolley line station enhancements; rail grade separations; managed lanes, managed lane connectors, and direct access ramps 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 right-of-way acquisitions adjacent to existing facilities, the improvements to existing facilities or within existing public rights-of-way would not physically divide established communities. The planned rail grade separation on the SPRINTER,

Blue Line, Green Line, and Orange Trolley lines would improve connections between communities currently physically divided by rail lines.

Other planned transportation network improvements may require acquisition of new rights-of-way in highly developed established communities, such as the SPINTER extension to North County Mall. The future alignments and engineering designs for this rail extension have not yet been determined, but are likely to be located, to the extent feasible, 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. Some segments of future rail extensions could have alignments and design features that physically divide established communities. Where applicable, these individual transportation network improvements would undergo separate environmental review under CEQA and National Environmental Policy Act (NEPA). The corresponding project-specific environmental documentation would identify significant impacts with regard to the physical division of established communities, if any, and identify mitigation measures to avoid or lessen the impact. Because the exact location of future rail extensions are unknown at this time, project-level physical division of established community impacts associated with planned commuter rail extensions may not be able to be avoided or substantially lessened. Therefore, transportation network improvements could physically divide established communities by 2050. This is a significant impact.

#### 2050 Conclusion

Implementation of transportation network improvements, but not regional growth and land use change, could physically divide established communities. Therefore, this impact (LU-1) in the year 2050 is significant.

## MITIGATION MEASURES

### LU-1 PHYSICALLY DIVIDE AN ESTABLISHED COMMUNITY

#### 2050

##### **LU-1a Provide Access and Connections for Transportation Network Improvements.**

During planning, design, and project-level CEQA review of transportation network improvements, including new rail extensions and roadway widening improvements, SANDAG shall, and other transportation project sponsors can and should, design new transportation network improvements within established communities to avoid the creation of barriers that physically divide such communities. Where avoidance is not feasible, measures to reduce the creation of barriers that physically divide such communities should be considered, including but not limited to, the following:

- ▶ Selecting alignments within or adjacent to existing public rights-of-way.
- ▶ Designing sections above- or below-grade to avoid or reduce physical division of communities, where feasible.
- ▶ Providing direct crossings, overcrossings, or undercrossings at regular intervals for various modes of travel (e.g., pedestrians/bicyclists, vehicles).

## SIGNIFICANCE AFTER MITIGATION

#### 2050

Implementation of mitigation measure LU-1a would reduce impacts regarding the physical division of established communities associated with transportation network improvements through implementation of feasible alignments, design options, and other design features that avoid or substantially reduce impacts on community division. However, there is no guarantee that the impact would be reduced to less-than-significant levels for all projects. Therefore, the physical division of established communities resulting from transportation network improvements would remain significant and unavoidable.



**LU-2 CAUSE A SIGNIFICANT ENVIRONMENTAL IMPACT DUE TO A CONFLICT WITH ANY LAND USE PLAN, POLICY OR REGULATION (INCLUDING, BUT NOT LIMITED TO, THE GENERAL PLAN, LOCAL COASTAL PROGRAM, OR ZONING ORDINANCE) AND RESULT IN A PHYSICAL CHANGE TO THE ENVIRONMENT NOT ALREADY ADDRESSED IN THE OTHER RESOURCE CHAPTERS OF THIS EIR**

### Analysis Methodology

The land use and planning analysis describes existing land use and zoning as well as regional and local land use plans, policies, or regulations, and is intended to help fulfill the requirements of CEQA Guidelines Section 15125(d). The analysis also describes changes in the land use due to the forecasted regional growth and land use change and planned transportation network improvements under the proposed Plan. The emphasis of the analysis is on plan consistency and potential conflicts between the proposed Plan and existing land use plans, policies, and regulations adopted to avoid or mitigate environmental effects.

The proposed Plan is considered consistent with the provisions of the identified regional and local plans if it meets the general intent of the applicable land use plans. Subregional plans that have been adopted by local jurisdictions are identified in Appendix K to this EIR. A given project need not be in perfect conformity with each and every policy nor does State law require precise conformity of a proposed project with every policy or land use designation for a site. Courts have recognized that general and specific plans attempt to balance a range of competing interests. It follows that it is nearly, if not absolutely, impossible for a project to be in perfect conformity with each and every policy set forth in the applicable plan. If the proposed Plan is determined to be inconsistent with specific individual objectives or policies of an applicable plan but is largely consistent with the land use or the other goals and policies of that plan and would not preclude the attainment of the primary intent of the land use plan, the proposed Plan would not be considered inconsistent with the plan. Furthermore, in this impact analysis, any such inconsistency would also have to result in a new physical change in the environment, not analyzed in the other resource chapters of this EIR, to result in a significant environmental impact. The discussion below provides a brief overview of the most relevant policies and development standards from the various planning documents. However, the proposed Plan's consistency conclusions are based upon the planning documents as a whole.

As described in Appendix F of the proposed Plan, the SCS land use pattern establishes a growth and development pattern that accommodates the RHNA Determination, ensuring sufficient housing capacity, and reflects the most recent planning assumptions, incorporating local land use policies and conditions. SANDAG collaborated with all 19 regional jurisdictions, including the 18 cities and the County of San Diego to develop the SCS land use pattern. This process involved holding a series of meetings to review and verify the parcel-level capacity data. The housing capacity data described in Appendix F of the proposed Plan reflects development potential and guides the allocation of forecast totals to subregional areas. During the process of developing the SCS land use pattern, it became clear that adjustments were needed for the cities of Coronado and Solana Beach, where initial housing build-out estimates were below the cities' proposed or adopted Housing Elements. For both cities, the build-out estimate for each city's adopted Housing Element was used to accommodate their 6th Cycle RHNA allocations. Therefore, the proposed land uses for the Plan are consistent with the local jurisdictions' Housing Elements.

Conflicts with land use portions of adopted general plans, local coastal programs, the Port Master Plan, or other applicable subregional plans, such as specific plans and community plans, are generally analyzed in this section. Conflicts with resource-specific plans, policies, or regulations are analyzed in the respective EIR sections. For example, consistency with ALUCPs is addressed in Sections 4.9, "Hazards and Hazardous Materials," and 4.13, "Noise and Vibration," and consistency with habitat conservation plans is addressed in Section 4.4, "Biological Resources."

For regional growth and land use change, the impact analysis uses SANDAG's forecasted growth rates as described in Chapter 2, "Project Description," to analyze forecasted development based on the SCS land use pattern throughout the region as projected under the proposed Plan, including new growth in existing urbanized areas. Land use plans, policies, and regulations by jurisdiction are considered generally and describe how the

proposed Plan may shape future development patterns that, as a consequence of the proposed Plan's implementation, might cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation that was established to avoid or mitigate an environmental effect.

Regional growth and land use change and planned transportation network improvements within federal lands would generally be consistent with the planning strategies outlined by the Cleveland National Forest Plan and the Eastern San Diego County RMP. Because regional growth and land use change and expansion of the transportation network within federal lands are generally restricted, conflicts with these existing plans would be avoided and, therefore, are not evaluated further.

The analysis of transportation network improvements focuses on the proposed Plan's new infrastructure or facilities that may conflict with adopted local land use plans, policies, or regulations. Improvements and programs involving only operational changes would not substantially affect local land use plans, policies, or regulations, and therefore are not evaluated further. Spatial analysis is used to evaluate location of large-scale transportation projects and their consistency with local land use plans, policies, or regulations.

## Impact Analysis

### 2035

#### Regional Growth and Land Use Change

As shown in Table 2-1 in Chapter 2, "Project Description," of this Draft EIR, from 2022 to 2035, the region is forecasted to have an increase of 117,056 people (4%), 137,242 housing units (11%), and 67,297 jobs (4%). The 2035 regional SCS land use pattern is shown in Figure 2-4. Approximately 93.3% of the forecasted regional population increases between 2022 and 2035 are in the cities of San Diego (51.3%), Chula Vista (26.1%), and San Marcos (15.8%). Those same three jurisdictions accommodate approximately 71.4% of new housing units in the region between 2022 and 2035, while the cities of San Diego, San Marcos, and Oceanside accommodate more than 69.5% of new jobs in the region between 2022 and 2035.

The forecasted development of the proposed Plan is based on the Series 15 Regional Growth Forecast SCS land use pattern, which is, in turn, based on the adopted general plans of the cities and County of San Diego and on the most recent planning assumptions, considering local general plans and other factors, as required by SB 375 (Government Code Section 65080[b][2][B]). Local coastal programs are components of local general plans. The Regional Growth Forecast is described in detail in Appendix F of the proposed Plan.

SANDAG's 6th Cycle RHNA Plan is integrated into the proposed Plan's SCS land use pattern and is consistent with updated (6th Cycle, 2021–2029) Housing Elements. As required by state law, all jurisdictions' 6th Cycle (2021–2029) Housing Element updates have been completed. Subregional plans, such as community or specific plans, are required to be consistent with adopted general plans. Because the proposed Plan is based on adopted general plans, the proposed Plan would not conflict with subregional plans. As described in Appendix F of the proposed Plan, SANDAG collaborated with all 19 regional jurisdictions, including the 18 cities and the County of San Diego. Development patterns would focus more residential, commercial, and office uses in existing urban areas; growth in the unincorporated areas would be focused within existing rural communities. These development patterns, which would be served by transit capital projects, improvements in transit service, and active transportation projects, are consistent with local land use plans, policies, and subregional plans in urban areas.

Therefore, the SCS land use pattern between 2022 and 2035 would not conflict with land use plans, policies, and regulations, including general plans, local coastal programs, specific plans, and community plans, adopted for the purpose of avoiding or mitigating an environmental effect. This impact is less than significant.

#### Transportation Network Improvements and Programs

Major transportation network improvements by 2035 include new Managed Lanes and Managed Lane Connectors on SR 15, SR 52, SR 78, I-5, I-15, and I-805. The proposed Plan also includes ~~Reversible Managed Lane improvements on SR-75~~, improvements to rural corridors on SR-67, SR 76, SR 79, SR 94, and I-8, as well as

interchange and arterial operational improvements on SR 94 and SR 125. In addition, the proposed Plan includes increased roadway and transit connections to the United States–Mexico border, as well as tolling equipment and Regional Border Management System investments on SR 11. Upgrades at certain locations on the LOSSAN Rail Corridor would be implemented during this period. Other major network improvements include grade separations at certain locations on the SPRINTER, Green line, Blue Line, and Orange Line. Double-tracking is also proposed on the SPRINTER.

The planned transportation improvements may require the acquisition of public rights-of-way not currently captured in all of the plans and projects in local jurisdictions. However, SANDAG's planned transportation network improvements for 2035 are intended to improve the transportation network in a manner that will efficiently serve the projected regional growth,, manage congestion, provide transportation options for residents, improve safety, and provide a plan for achieving SANDAG's state-mandated target to reduce regional emissions of GHGs. Transportation improvements are included for their potential to provide multimodal benefits, improve safety, alleviate existing or forecasted bottlenecks, connect housing to jobs, and meet future projected travel volumes in a way that manages, rather than eliminates, congestion.

However, it cannot be guaranteed that all planned rail improvements would have alignments and design features that would avoid land use conflicts with adopted plans. Individual rail improvements, such as improvements to Regional Rail 398, would undergo separate environmental review under CEQA and NEPA, where applicable. The corresponding project-specific environmental documentation would identify significant impacts with regard to conflicts with land use portions of adopted plans, if any, and identify mitigation measures to avoid or lessen significant physical impacts on the environment resulting from any conflicts.

Nevertheless, it cannot be concluded that all project-level conflicts would be avoided or substantially lessened. Therefore, transportation network improvements in year 2035 would conflict with land use plans, policies, and regulations, including general plans, specific plans, and community plans, adopted for the purpose of avoiding or mitigating an environmental effect. However, the impacts of transportation network improvements are already evaluated in other sections of this EIR, so these conflicts would not cause new significant impacts. Therefore, this impact is less than significant.

### **2035 Conclusion**

Implementation of regional growth and land use change and transportation network improvements would not conflict with land use plans, policies, and regulations, including general plans, local coastal programs, specific plans, and community plans, adopted for the purpose of avoiding or mitigating an environmental effect, and would not result in a physical change to the environment not already addressed in the other resource chapters of this EIR. Further environmental impacts associated with policy conflicts are already evaluated in other sections of this EIR. Therefore, this impact (LU-2) in the year 2035 is less than significant.

### **2050**

#### **Regional Growth and Land Use Change**

As shown in Table 2-1 in Chapter 2, "Project Description," of this Draft EIR, from 2036 to 2050, the region is forecasted to decrease by 4,112 people (-0.1%), increase by 65,577 housing units (4.8%), and increase by 103,460 jobs (6.2%). The 2050 regional SCS land use pattern is shown in Figure 2-5. The majority of the forecasted regional population decrease between 2036 and 2050 is attributed to the unincorporated jurisdictions, the City of Carlsbad, and the City of El Cajon. Approximately 78.8% of new housing units are in the Cities of San Diego (51.6%), Chula Vista (17.1%), and the unincorporated jurisdictions. Similarly, these same three jurisdictions contribute to approximately 70.3% of new jobs between 2036 and 2050.

As described above, SANDAG's 6th Cycle RHNA Plan is integrated into the proposed Plan's SCS land use pattern and is consistent with updated (6th Cycle, 2021–2029) Housing Elements. Because the proposed Plan is based on adopted general plans, the proposed Plan would not conflict with subregional plans. As described in Appendix F of the proposed Plan, SANDAG collaborated with all 19 regional jurisdictions, including the 18 cities and the County of San Diego. Development patterns would focus more residential, commercial, and office uses in existing

urban areas; growth in the unincorporated areas would be focused within existing rural communities. These development patterns, which would be served by transit capital projects, improvements in transit service, and active transportation projects, are consistent with local land use plans, policies. The proposed Plan's focus on development in the urbanized western portions of the San Diego region is also consistent with the planning goals of smaller rural communities in the eastern portion of the region to maintain a more rural, nonurbanized character.

Therefore, regional growth and land use change between 2036 and 2050 would not conflict with land use plans, policies, and regulations, including general plans, local coastal programs, specific plans, and community plans, adopted for the purpose of avoiding or mitigating an environmental effect. This impact is less than significant.

#### Transportation Network Improvements and Programs

In 2050, most transportation network improvements would affect existing transportation facilities, such as SPRINTER, Blue, Orange, and Green Trolley line station enhancements; rail grade separations; managed lanes, managed lane connectors, and direct access ramps along existing freeways and highways; improvements to regional arterials; and active transportation projects.

The planned transportation improvements may require the acquisition of public rights-of-way not currently captured in all of the plans and projects of local jurisdictions. However, SANDAG's planned transportation network improvements for 2050 are intended to improve the transportation network in a manner that will efficiently serve the projected regional growth (including in local jurisdictions), manage congestion, provide transportation options for residents, improve safety, and to provide a plan for achieving SANDAG's state-mandated target to reduce regional emissions of GHGs. Transportation improvements are included for their potential to provide multimodal benefits, improve safety, alleviate existing or forecasted bottlenecks, connect housing to jobs, and meet future projected travel volumes in a way that manages, rather than eliminates, congestion.

However, it cannot be guaranteed that all planned rail improvements would have alignments and design features that would avoid land use conflicts with adopted plans. Individual rail improvements, such as improvements to Regional Rail 398 and the SPRINTER extension to North County Mall, would undergo separate environmental review under CEQA and NEPA, where applicable. The corresponding project-specific environmental documentation would identify significant impacts with regard to conflicts with land use portions of adopted plans, if any, and identify mitigation measures to avoid or lessen significant physical impacts on the environment resulting from any conflicts.

Nevertheless, it cannot be concluded that all project-level conflicts would be avoided or substantially lessened. Therefore, transportation network improvements in year 2050 would conflict with land use plans, policies, and regulations, including general plans, specific plans, and community plans, adopted for the purpose of avoiding or mitigating an environmental effect. However, the impacts of transportation network improvements are already evaluated in other sections of this EIR, so these conflicts would not cause new significant impacts. Therefore, this impact is less than significant.

#### 2050 Conclusion

Implementation of regional growth and land use change and transportation network improvements would not likely conflict with local jurisdictions' land use plans, including general plans, specific plans, local coastal programs, and community plans, and would not result in a physical change to the environment not already addressed in the other resource chapters of this EIR. Further, impacts related to conflicts with individual policies associated with environmental protection and mitigation are already evaluated in other sections of this EIR. Therefore, this impact (LU-2) in the year 2050 is less than significant.

## MITIGATION MEASURES

No mitigation measures are required for this impact.



## 4.11.5 Cumulative Impacts Analysis

### **C-LU-1 MAKE A CUMULATIVELY CONSIDERABLE CONTRIBUTION TO ADVERSE IMPACTS RELATED TO LAND USE AND PLANNING.**

This section discusses the cumulative effects of past, present, and reasonably foreseeable future projects and the contribution of regional growth and land use change and transportation network improvements and programs included in the proposed Plan to these effects. The geographic scope for the cumulative land use and planning analysis is the Southern California region. While land uses and development patterns are typically established in local land use planning documents specific to jurisdictions, it is important to consider land use change and how the transportation system would influence the development pattern across the Southern California region as a whole because land uses merge and flow together along jurisdictional boundaries. A wide variety of land use patterns and development types can be found throughout the Southern California region including urban and rural development, commercial and industrial developments, military installations, tribal reservations, agricultural land, parks and open space, and habitat conservation areas.

The cumulative impact is the combination of the land use and planning impacts of the proposed Plan, land use impact projections in adopted plans, and impacts on land use resulting from substantial regional projects. Significant cumulative impacts related to land use would occur if established communities are physically divided, or if conflicts are created with land use plans adopted for the purpose of avoiding or mitigating an environmental effect.

This cumulative land use and planning impact assessment considers and relies on the impact analysis presented in the Southern California Association of Governments (SCAG) 2024-2050 RTP/SCS and its EIR (SCAG 2024a, 2024b). The SCAG 2024-2050 RTP/SCS and associated EIR generally encompass Imperial, Orange, San Bernardino, Riverside, Los Angeles, and Ventura counties. The San Diego County General Plan and its EIR (County of San Diego 2011) was used to consider land use effects within San Diego County. Additionally, multiple agencies and jurisdictions have land use control throughout the region, including local cities and counties, numerous military branches, tribal governments, state and federal agencies, port authorities, and airport authorities that outline their policies in various planning documents.

#### **Impacts of the Proposed Plan**

The land use patterns outlined in the proposed Plan focus greater development intensity in existing urban centers. The proposed Plan provides a strategy to accommodate population, housing, and job growth in such a way as to achieve consistency with regional planning and the SCS requirements. The pattern of more intensive land uses, along with the transit improvements is intended to accommodate regional growth in urban communities. Therefore, land use changes under the proposed plan would not physically divide an established community. However, transportation network improvements, such as new commuter rail extensions into previously unserved areas, could in some locations result in a physical division of an established community in 2050 (Impact LU-1).

Regional growth forecasted and development patterns that would occur under the proposed Plan would be consistent with applicable land use plans. During preparation of the proposed Plan, SANDAG aligned the SCS land use pattern with relevant local general plans, community plans, specific plans, and development constraints. Transportation network improvements in 2035 and 2050 would conflict with land use plans, policies, and regulations, including general plans, specific plans, and community plans, adopted for the purpose of avoiding or mitigating an environmental effect. However, the impacts of transportation network improvements are already evaluated in other sections of this EIR, so these conflicts would not cause new significant impacts. Therefore, the proposed Plan would not cause a significant environmental impact due to a conflict with any land use plan, policy or regulation and result in a physical change to the environment not already addressed in the other resource chapters of this EIR (Impact LU-2).

## Impacts of Related Projects

Projects planned in the Southern California region, such as the California High Speed Rail Train (HST), airport expansions in the San Diego region, or long linear projects such as rail pipeline or energy transmission infrastructure, would result in impacts related to the physical division of established communities. For example, the HST project in the San Diego region would result in property acquisition along existing rights of way and some acquisition along new rights of way in undeveloped areas, resulting in significant displacement and land use compatibility impacts (HSRA 2005).

Projects planned in the Southern California region, such as the HST, airport expansions in the San Diego region, or long linear projects such as rail pipeline or energy transmission infrastructure, would result in impacts related to conflicts with adopted general plans or other applicable land use plans. For example, the HST project in the San Diego region would result in property acquisition along existing rights-of-way and some acquisition along new rights-of-way in undeveloped areas, resulting in land use compatibility impacts (HSRA 2005). The EIR/Environmental Impact Statement (EIS) prepared for the HST project determined that the project would result in significant cumulative impacts on land use. The EIR for the SDIA Airport Development Plan identified significant land use impacts due to conflict with certain aspects of land use plans, policies or regulations adopted for the purpose of avoiding or mitigating an environmental effect. The project would generate future noise and traffic impacts that are in conflict with certain community plans and policies, resulting in significant and unavoidable impacts (SDIA 2019).

The EIS for the Navy OTC Revitalization Project evaluated several alternatives and determined that the project would result in increased density under several alternative options that would contribute to significant additional proposed growth in dwelling units, population, jobs, and non-residential uses over the targets contained in the applicable community plan (US Navy 2021).

## Impacts of Projections in Adopted Plans

The SCAG 2024-2050 RTP/SCS EIR found that implementation of the Connect SoCal 2024 Plan has the potential to physically divide an established community (SCAG 2024b). The County of San Diego General Plan Update EIR identified a less than significant cumulative impact associated with the physical division of an established community due to future roadway development under the proposed General Plan Update, including new roads, road extensions, and widening of existing roads throughout the county (County of San Diego 2011).

Land use impacts are typically isolated to a jurisdiction, except where land uses may interact or conflict with land uses in adjacent jurisdictions. Growth and development within the cumulative impact analysis area could result in a cumulative land use impact if the development is inconsistent with applicable land use plans or policies. The SCAG 2024-2050 RTP/SCS EIR found that implementation of the Connect SoCal 2024 Plan has the potential to conflict with existing land use plans (SCAG 2024b). The County of San Diego General Plan Update EIR identified a less than significant cumulative impact associated with the physical division of an established community due to future roadway development under the proposed General Plan Update, including new roads, road extensions, and widening of existing roads throughout the county. The EIR found that the General Plan Update would not contribute to a significant cumulative impact associated with conflicts with local plans, policies, and regulations (County of San Diego 2011).

## Cumulative Impacts and Impact Conclusions

### 2035

#### Physically Divide an Established Community

A significant cumulative impact in the year 2035 would result if the combined impacts of the proposed Plan and direct land use impacts of adopted plans and related projects described above, including the HST, SCAG 2024-2050 RTP/SCS and the County of San Diego General Plan Updated were significant when considered together. As discussed above, regional growth and land use change and implementation of the transportation network improvements in the proposed Plan would not result in the division of established communities or conflict with

land use plans in 2035. Although cumulative impacts related to the physical division of an established community would be significant, the proposed Plan's contribution would be less than significant and would not be cumulatively considerable.

#### Conflict with any Land Use Plan, Policy or Regulation

A significant cumulative impact in the year 2035 would result if the combined impacts of the proposed Plan and impact projections from adopted plans within the Southern California region were significant when considered together. As described above, the proposed Plan would not conflict with land use plans in 2035. Although cumulative land use impacts throughout the Southern California region by 2035 would be significant, the proposed Plan's contribution would be less than significant and not be cumulatively considerable.

#### 2050

##### Physically Divide an Established Community

As discussed above, implementation of the transportation network improvements in the proposed Plan would result in the division of established communities and conflict with land use plans in 2050. The combination of the direct land use impacts from the proposed Plan together with impacts of the adopted plans and related projects described above, including the HST, SCAG 2024-2050 RTP/SCS and the County of San Diego General Plan Update would result in significant cumulative land use impacts regarding the division of an established community by 2050. Therefore, the proposed Plan would contribute to cumulative impacts related to the physical division of an established community (Impact C-LU-1).

#### Conflict with any Land Use Plan, Policy or Regulation

As described above, implementation of the proposed Plan would not conflict with land use patterns of adopted general plans or other applicable land use plans in 2050. The 2050 time period is beyond the planning horizon of the adopted 2024-2050 SCAG RTP/SCS, and the County General Plan Update does not specify a planning horizon date. However, with anticipated long-term growth and development throughout the region, it can be expected that similar land use and planning impacts would continue throughout the planning area. Although cumulative land use impacts throughout the Southern California region by 2050 would be significant, the proposed Plan's contribution would be less than significant and not be cumulatively considerable.

## MITIGATION MEASURES

### **C-LU-1 MAKE A CUMULATIVELY CONSIDERABLE CONTRIBUTION TO ADVERSE EFFECTS RELATED TO LAND USE AND PLANNING**

#### 2050

Mitigation measure LU-1a intended to reduce land use impacts due to transportation improvements in 2050 would be applicable to cumulative land use impacts. Mitigation measure LU-1 requires project-level CEQA review of transportation network improvements to avoid the creation of barriers that physically divide established communities. Implementation of mitigation measure LU-1a would not guarantee reduction of proposed Plan impacts associated with physically dividing established communities to a less-than-significant level. Therefore, the proposed Plan's incremental contributions to the cumulative land use impacts in 2050 would remain cumulatively considerable post-mitigation.