4.11 LAND USE

This section describes the existing environmental conditions and land use regulations within the San Diego region. This section analyzes the potential land use impacts associated with the implementation of the 2050 RTP/SCS and includes mitigation measures to reduce impacts as appropriate.

4.11.1 EXISTING CONDITIONS

Regional Setting

The San Diego region is located in the southwestern corner of the United States and is generally bordered by Mexico to the south, the Pacific Ocean to the west, Marine Corps Base (MCB) Camp Pendleton and 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 reservations, and unincorporated San Diego County.

Almost all of the urban development in the San Diego region occurs within the western half of the region. Development concentrations are mostly centered along the coast with areas of urbanization branching eastward. This land use pattern is clearly shown in Figure 4.11-1, which depicts existing regional land use.

Of the 2,727,197 acres in the San Diego region, over half (approximately 1,873,133 acres) are currently developed or being used for some type of man-made activity. Table 4.11-1 shows how many acres throughout the region in 2010 are developed with each individual type of land use. As shown in the table, the majority of developed area in the region is used for parks and military lands, followed by development for single-family residential uses.

<table>
<thead>
<tr>
<th>Land Use Type</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low-Density Single-Family</td>
<td>181,138</td>
</tr>
<tr>
<td>Single-Family</td>
<td>137,703</td>
</tr>
<tr>
<td>Multiple-Family</td>
<td>16,539</td>
</tr>
<tr>
<td>Mobile Homes</td>
<td>6,131</td>
</tr>
<tr>
<td>Other Residential</td>
<td>3,166</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>14</td>
</tr>
<tr>
<td>Industrial</td>
<td>27,693</td>
</tr>
<tr>
<td>Commercial/Services</td>
<td>44,601</td>
</tr>
<tr>
<td>Office</td>
<td>3,722</td>
</tr>
<tr>
<td>Schools</td>
<td>12,491</td>
</tr>
<tr>
<td>Roads and Freeways</td>
<td>93,352</td>
</tr>
<tr>
<td>Agricultural and Extractive</td>
<td>124,086</td>
</tr>
<tr>
<td>Parks and Military Use</td>
<td>1,233,649</td>
</tr>
</tbody>
</table>

Many incorporated cities, both large and small in size and population, are located along the coast and tend to have fairly high density relative to other portions of the region. Historically, development has centered along the coastal areas due to desirability of the location, access to infrastructure and transportation options, and access to employment and commercial centers among other factors. As shown in Figure 4.11-1, land uses in the western portion of the region generally include residential development, commercial and office use, some industrial uses, public and transportation facilities, and interspersed areas of parks and open space. Many of the region’s military facilities are also in coastal proximity.
The jurisdictions and portions of the unincorporated county that are situated in more inland and eastern locations tend to have lower-density development and are typically located along major roadways. Historically, many inland locations have focused on maintaining more rural and nonurban characteristics. Land uses in the eastern portion of the region include some centers of urban development, typically along transportation corridors, including SR 78, SR 79, and SR 94 with rural, commercial, and industrial uses. However, the majority of the land remains as undeveloped and open space parks with some agricultural lands throughout.

Regional Growth Trends

The San Diego region is growing steadily with a population increase of about 1 percent per year since 2000. The increasing population continues to create pressure for additional infrastructure, such as housing, jobs, transportation, and commercial/retail facilities, to accommodate such growth.

The coastal areas of San Diego continue to grow; however, recent trends show rapidly increasing population at slightly more inland locations, such as communities along the I-15, I-8, SR 76, SR 78, and SR 125 transportation corridors. The recent popularity of these inland areas may be due to a number of factors, such as housing affordability relative to more western locations, improved access to transit options, and extensive new communities offering housing and commercial opportunities. Table 4.11-2 provides details about growth and development in the local jurisdictions.

Throughout the region, there are approximately 374,908 acres of land currently vacant, but planned for development. Table 4.11-3 outlines the available acres for various types of land use development. The most acreage is available for single-family residential uses. In addition to the available development acreage, approximately 468,016 acres of land throughout the region are constrained and not available for development due to preservation or protection requirements, physical limitations such as steep slopes, or other development restrictions.

Other Public and Nonjurisdictional Lands

Tribal Governments

The San Diego region is home to 18 Native American reservations represented by 17 tribal governments, the most in any county in the United States. There are more than 73,000 acres of tribal-controlled reservation land in the region. As land use authorities, tribal governments have their own process for determining appropriate 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 4.11-4 details information regarding tribal nations in the San Diego region, and the reservation locations are shown in Figure 4.11-2.

Military Installations

San Diego’s location on the Pacific Ocean makes it an ideal location for many military operations in the southwest portion of the country. San Diego’s military installations include a variety of sizes and uses, and provide a large employment base for the region. The large number of military facilities and population in the area make the San Diego region an extensive military community. A substantial amount of land within the San Diego region is used for military installations. Some of the major military installations in the region are described below.
Figure 4.11-1

Existing (2010) Land Use
October 2011

RESIDENTIAL
- Spaced Rural Residential
- Single Family Residential
- Mobile Homes
- Multi-Family Residential
- Mixed Use

COMMERCIAL AND OFFICE
- Shopping Centers
- Commercial and Office

INDUSTRIAL
- Heavy Industry
- Light Industry
- Extractive Industry

PUBLIC FACILITIES AND UTILITIES
- Transportation, Communications, Utilities
- Education and Institutions
- Public/Semi-public
- Military

PARKS AND RECREATION
- Undevelopable Natural Area
- Open Space Parks
- Recreation

AGRICULTURE
- Agriculture

UNDER CONSTRUCTION
- Under Construction

VACANT
- Vacant
- Vacant (Within Indian Reservation)

OTHER
- Road Rights of Way
- Railroad Rights of Way
- Water

SOURCE: SANDAG 2011
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Tribal Lands in the San Diego Region
October 2011
### Table 4.11-2

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Carlsbad</td>
<td>39.1</td>
<td>106,804</td>
<td>36%</td>
<td>3%</td>
<td>I-5, SR 78</td>
<td>LOSSAN, NCTD bus</td>
<td>24,450</td>
<td>587</td>
<td>5</td>
</tr>
<tr>
<td>Chula Vista</td>
<td>50.9</td>
<td>237,595</td>
<td>37%</td>
<td>7%</td>
<td>I-5, I-805, SR 125, SR 905, SR 54,</td>
<td>Trolley, MTS bus</td>
<td>29,738</td>
<td>3,658</td>
<td>32</td>
</tr>
<tr>
<td>Coronado</td>
<td>14.0</td>
<td>23,916</td>
<td>-1%</td>
<td>&lt;1%</td>
<td>SR 75</td>
<td>MTS bus</td>
<td>9,451</td>
<td>15</td>
<td>145</td>
</tr>
<tr>
<td>Del Mar</td>
<td>1.8</td>
<td>4,660</td>
<td>6%</td>
<td>&lt;1%</td>
<td>I-5</td>
<td>LOSSAN, NCTD bus</td>
<td>1,102</td>
<td>39</td>
<td>&lt;1</td>
</tr>
<tr>
<td>El Cajon</td>
<td>14.4</td>
<td>99,637</td>
<td>5%</td>
<td>3%</td>
<td>I-8, SR 125, SR 67, SR 54</td>
<td>MTS and Rural bus</td>
<td>8,978</td>
<td>262</td>
<td>21</td>
</tr>
<tr>
<td>Encinitas</td>
<td>19.6</td>
<td>65,171</td>
<td>12%</td>
<td>2%</td>
<td>I-5</td>
<td>LOSSAN, NCTD bus</td>
<td>11,679</td>
<td>843</td>
<td>6</td>
</tr>
<tr>
<td>Escondido</td>
<td>36.2</td>
<td>147,514</td>
<td>10%</td>
<td>5%</td>
<td>I-15, SR 78</td>
<td>SPRINTER, NCTD bus, MTS bus</td>
<td>21,385</td>
<td>2,208</td>
<td>56</td>
</tr>
<tr>
<td>Imperial Beach</td>
<td>4.4</td>
<td>28,680</td>
<td>6%</td>
<td>&lt;1%</td>
<td>I-5, SR 75</td>
<td>Trolley, MTS bus</td>
<td>2,827</td>
<td>11</td>
<td>0</td>
</tr>
<tr>
<td>La Mesa</td>
<td>9.0</td>
<td>58,150</td>
<td>6%</td>
<td>2%</td>
<td>I-8, SR 125, SR 94</td>
<td>Trolley, MTS bus, Rural bus</td>
<td>5,676</td>
<td>132</td>
<td>4</td>
</tr>
<tr>
<td>Lemon Grove</td>
<td>3.9</td>
<td>26,131</td>
<td>5%</td>
<td>&lt;1%</td>
<td>SR 125, SR 94</td>
<td>Trolley, MTS bus, Rural bus</td>
<td>2,497</td>
<td>79</td>
<td>&lt;1</td>
</tr>
<tr>
<td>National City</td>
<td>9.2</td>
<td>57,799</td>
<td>7%</td>
<td>2%</td>
<td>I-5, I-15, SR 54</td>
<td>Trolley, MTS bus</td>
<td>6,133</td>
<td>113</td>
<td>7</td>
</tr>
<tr>
<td>Oceanside</td>
<td>42.2</td>
<td>183,095</td>
<td>14%</td>
<td>5%</td>
<td>I-5, SR 78, SR 76</td>
<td>LOSSAN, SPRINTER, NCTD bus</td>
<td>24,582</td>
<td>2,210</td>
<td>194</td>
</tr>
<tr>
<td>Poway</td>
<td>39.1</td>
<td>52,056</td>
<td>8%</td>
<td>1%</td>
<td>I-15, SR 67</td>
<td>Rural bus</td>
<td>18,896</td>
<td>5,961</td>
<td>184</td>
</tr>
<tr>
<td>San Diego</td>
<td>342.5</td>
<td>1,376,173</td>
<td>12%</td>
<td>43%</td>
<td>Portions of almost all major transportation corridors</td>
<td>Portions serviced by almost all major transit systems</td>
<td>203,520</td>
<td>9,651</td>
<td>5,217</td>
</tr>
<tr>
<td>San Marcos</td>
<td>24.0</td>
<td>84,391</td>
<td>54%</td>
<td>2%</td>
<td>I-15, SR 78</td>
<td>SPRINTER, NCTD bus</td>
<td>12,707</td>
<td>2,688</td>
<td>165</td>
</tr>
<tr>
<td>Santee</td>
<td>16.5</td>
<td>58,044</td>
<td>10%</td>
<td>2%</td>
<td>SR 125, SR 67, SR 52</td>
<td>Trolley, MTS bus, Rural bus</td>
<td>8,360</td>
<td>2,082</td>
<td>103</td>
</tr>
<tr>
<td>Solana Beach</td>
<td>3.4</td>
<td>13,783</td>
<td>6%</td>
<td>&lt;1%</td>
<td>I-5</td>
<td>LOSSAN, NCTD bus</td>
<td>2,147</td>
<td>36</td>
<td>0</td>
</tr>
</tbody>
</table>
4.11 Land Use

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Vista</td>
<td>18.6</td>
<td>97,513</td>
<td>9%</td>
<td>3%</td>
<td>SR 78</td>
<td>SPRINTER, NCTD bus</td>
<td>10,988</td>
<td>932</td>
<td>12</td>
</tr>
<tr>
<td>Unincorporated</td>
<td>3,527.0</td>
<td>503,320</td>
<td>14%</td>
<td>15%</td>
<td>Portions of many major transportation corridors</td>
<td>NCTD bus, MTS bus, Rural bus,</td>
<td>1,479,250</td>
<td>343,400</td>
<td>461,864</td>
</tr>
</tbody>
</table>

¹Constrained acres include those areas not suitable for development due to habitat conservation areas; parks; and steep slopes, floodplains, and wetlands. SANDAG 2010a, b
### Table 4.11-3
**Vacant/Planned Land Use (2010)**

<table>
<thead>
<tr>
<th>Planned Land Use</th>
<th>Available Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low-Density Single-Family</td>
<td>341,469</td>
</tr>
<tr>
<td>Single-Family</td>
<td>15,581</td>
</tr>
<tr>
<td>Multiple-Family</td>
<td>2,450</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>1,187</td>
</tr>
<tr>
<td>Industrial</td>
<td>6,651</td>
</tr>
<tr>
<td>Commercial/Services</td>
<td>4,220</td>
</tr>
<tr>
<td>Office</td>
<td>679</td>
</tr>
<tr>
<td>Schools</td>
<td>1,394</td>
</tr>
<tr>
<td>Parks and Other</td>
<td>250</td>
</tr>
<tr>
<td>Future Roads &amp; Freeways</td>
<td>1,027</td>
</tr>
</tbody>
</table>

SANDAG 2010b

### Table 4.11-4
**Tribal Nations in the San Diego Region**

<table>
<thead>
<tr>
<th>Tribal Nation</th>
<th>Reservation Population (2000 Census)</th>
<th>Reservation Acreage</th>
<th>Reservation Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Barona Band of Mission Indians</td>
<td>536</td>
<td>5,664</td>
<td>Barona Indian Reservation near Lakeside, about 30 miles northeast of San Diego</td>
</tr>
<tr>
<td>Campo Band of Kumeyaay Indians</td>
<td>351</td>
<td>15,336</td>
<td>Southeastern San Diego County in the Laguna Mountains</td>
</tr>
<tr>
<td>Capitan Grande Band of Mission Indians</td>
<td>33</td>
<td>15,615</td>
<td>Northwest quadrant of the Cleveland National Forest</td>
</tr>
<tr>
<td>Cuyapaipie Band of Mission Indians</td>
<td>None on reservation</td>
<td>4156</td>
<td>Immediately east of Cleveland National Forest and west of Anza Borrego Desert State Park</td>
</tr>
<tr>
<td>Ipay Nation of Santa Ysabel</td>
<td>250</td>
<td>15,270</td>
<td>Near Santa Ysabel and Julian along Highway 76</td>
</tr>
<tr>
<td>Inaja - Cosmit Band of Indians</td>
<td>None on reservation</td>
<td>846</td>
<td>Within the boundaries of Cleveland National Forest, southwest of Julian, off Highway 78</td>
</tr>
<tr>
<td>Jamul Indian Village</td>
<td>60</td>
<td>6</td>
<td>10 miles southeast of El Cajon, along Highway 94</td>
</tr>
<tr>
<td>La Jolla Band of Indians</td>
<td>390 (tribal enrollment: 620)</td>
<td>8,798</td>
<td>On Mount Palomar; off Highway 76, 25 miles east of Escondido</td>
</tr>
<tr>
<td>La Posta Band of Mission Indians</td>
<td>18</td>
<td>3,471</td>
<td>56 miles east of San Diego and 46 miles west of El Centro in the Laguna Mountains</td>
</tr>
<tr>
<td>Los Coyotes Band of Mission Indians</td>
<td>70</td>
<td>24,762</td>
<td>50 miles east of San Diego between Cleveland National Forest and Anza-Borrego Desert State Park</td>
</tr>
<tr>
<td>Manzanita Band of the Kumeyaay Nation</td>
<td>69</td>
<td>3,563</td>
<td>In southeastern San Diego County off of Interstate 8, near the town of Boulevard and in the Carrizo Desert</td>
</tr>
<tr>
<td>Mesa Grande Band of Mission Indians</td>
<td>75</td>
<td>1,820</td>
<td>Near Santa Ysabel, north of Highway 78</td>
</tr>
<tr>
<td>Pala Band of Mission Indians</td>
<td>1,573</td>
<td>12,333</td>
<td>40 miles northeast of San Diego, on the San Luis Rey River</td>
</tr>
<tr>
<td>Pauma/Yuima Band of Mission Indians</td>
<td>186</td>
<td>5,826 (four separate tracts)</td>
<td>Northeastern corner of San Diego County, in the foothills of Mount Palomar</td>
</tr>
<tr>
<td>Rincon Nation of Luiseno Indians</td>
<td>1,495</td>
<td>3,918</td>
<td>Northeastern corner of San Diego County, along the San Luis Rey River</td>
</tr>
<tr>
<td>San Pasqual Band of Indians</td>
<td>752</td>
<td>1,412 (five separate tracts)</td>
<td>12 miles from Escondido, adjoining the community of Valley Center and on Highway S-6</td>
</tr>
<tr>
<td>Sycuan Band of the Kumeyaay Nation</td>
<td>33</td>
<td>632</td>
<td>6 miles from El Cajon between Interstate 8 and State Highway 94</td>
</tr>
<tr>
<td>Viejas Band of Kumeyaay Indians</td>
<td>394</td>
<td>1,572</td>
<td>35 miles east of San Diego, north of Interstate 8 and Alpine, 30 miles north of the Mexican border</td>
</tr>
</tbody>
</table>

University of San Diego 2006; Kumeyaay Nation 2011.
Marine Corps Base (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 from downtown San Diego, 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 (Camp Pendleton 2011).

Naval Base Point Loma is located on approximately 280 acres of coastal land just north of downtown San Diego. Naval Base Point Loma provides support to 70 U.S. Pacific Fleet afloat and shore-based tenant commands headquartered on the base and is a highly technical hub of naval activity (Naval Base Point Loma 2011).

Marine Corps Recruit Depot (MCRD) San Diego is located on 506 acres on the northern end of downtown San Diego, adjacent to SDIA. MCRD San Diego provides training for marines as well as military community and family services.

Marine Corps Air Station (MCAS) Miramar is located on approximately 23,000 acres in the western central portion of the region. It is home to the 3rd Marine Aircraft Wing and is centrally located near more than 10 West Coast Navy and Marine Corps installations (MCAS 2010).

Naval Base Coronado (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 (NBC 2011).

**Port of San Diego**

The Unified Port of San Diego (Port) was created by the California State Legislature to manage San Diego Bay and surrounding waterfront land. The Port oversees two maritime cargo terminals, a cruise ship terminal, 17 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 percent of the total tidelands on San Diego Bay. The shoreline frontage approaches 33 miles, which is equivalent to 61 percent of the total bay shoreline. The Port has a Port Master Plan, adopted January 2010, that 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 2010).

**Airport Authority**

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 surrounding all 16 of the San Diego region’s airports. As San Diego County's ALUC, SDCRAA is responsible for protecting public health and safety surrounding airports. It accomplishes this by ensuring 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 2011).
4.11 Land Use

Development Potential

All cities in the San Diego region use their general plan and associated community plans and specific plans to guide development within their community, and updates to plans are made as the plans reach their intended planning horizon, or as state regulations and local needs change. The cities of Carlsbad, Encinitas, Escondido, National City, San Marcos, La Mesa, Solana Beach, Vista, and the County of San Diego are currently in the process of comprehensively updating their general plans. A comprehensive update to the City of San Diego’s General Plan was completed in 2008. The City of Chula Vista completed a comprehensive update to their general plan in 2005.

4.11.2 REGULATORY SETTING

There are numerous laws, regulations, policies, programs, codes, and ordinances that regulate land use development within the San Diego region. To simplify the volume and complexity of these regulations, this inventory focuses on laws, regulations, and programs that affect land use designations and zoning. Laws, regulations, and programs that indirectly affect land use planning, such as traffic, biological resources, water quality, and air quality regulations, for example, are included in applicable subsections of Chapter 4.0 of this EIR (Sections 4.1 through 4.17).

Federal Laws and Regulations

Coastal Zone Management Act

The U.S. Congress passed the 1972 Coastal Zone Management Act (CZMA) to manage the nation’s coastal resources. The CZMA is administered by the U.S. 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.

State Laws and Regulations

Airport Land Use Commission

The California State Legislature 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 comprehensive land use plans (CLUPs) for the civilian airports. The military airports are exempt from the state’s requirements for a CLUP, although the Department of Defense agreed to the development of a CLUP for MCAS Miramar (formerly NAS Miramar). Local jurisdictions are responsible for land use control around the airports.

California Coastal Act

The California Coastal Act of 1976 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). The Act 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 Act 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 Chapter 3 of the act. These affect housing and other land uses, coastal access, and public works, including all types of transportation facilities. The County and City of San Diego, the coastal cities, and the Port District are subject to these requirements. The adopted local coastal programs are administered by the local agencies with ultimate approval by the California Coastal Commission.

California Department of Transportation

The Caltrans jurisdiction includes rights-of-way of state and interstate routes within California. Any work within the right-of-way of a federal or state transportation corridor is subject to Caltrans regulations governing allowable actions and modifications to the right-of-way. Caltrans includes the Division of Aeronautics, which is responsible for airport permitting and establishing an ALUC for each county with one or more public airports. ALUCs are responsible for the preparation of land use plans for areas near aviation facilities.

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 Sections 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” (Section 65300). The California Supreme Court has called the general plan the “constitution for future development.” 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 for housing, business, industry, open space, education, public areas, waste disposal facilities, agriculture, and other public and private uses.

In addition, every jurisdiction within the project area is governed by its own set of local policies, regulations, and ordinances set forth in its general plan and municipal code. A city’s Municipal Code, including the zoning ordinance, is the primary tool used to implement the goals and policies of its general plan. Zoning ordinances provide detailed direction related to development standards; permitted, conditionally permitted, and prohibited uses; and other regulations such as parking standards and sign regulations. A more detailed discussion of the general plans for the individual jurisdictions within the San Diego region is included in the Local Plans and Policies section below.

Local Agency Formation Commissions

Government Code Section 56000 et seq., titled the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, requires that each county must have a local agency formation commission (LAFCO), which is the agency that has the responsibility to create orderly local government boundaries, with the goals of encouraging orderly growth, efficient public services for cities and special districts, the preservation of prime agricultural and open space lands, and discouraging urban sprawl. While LAFCOs
have no direct authority over land use, their actions determine which government will be responsible for new planning areas. LAFCOs address a wide range of boundary actions, including creation of spheres of influences for cities, adjustment to boundaries of special districts, annexations, incorporations, detachments of areas from cities, and dissolution of cities. The San Diego LAFCO consists of eight commissioners from five different membership categories: two commissioners are members of the County Board of Supervisors; one commissioner is from the San Diego City Council; two commissioners are city council members from the 17 other incorporated cities; two commissioners are directors from independent special districts; and one commissioner represents the public. In addition, there are five alternates to the regular members—one for each membership category. All commissioners serve 4-year terms.

**Senate Bill 375**

SB 375 requires metropolitan planning organizations to develop a Sustainable Communities Strategy to include in their regional transportation plans (RTPs) for the purposes of reducing GHG emissions. The purpose of the bill is to align planning for transportation and housing, and it creates specified incentives for the implementation of the strategy. The bill consists of five aspects: (1) creation of regional targets for GHG emissions reduction tied to land use; (2) a requirement that regional planning agencies include a Sustainable Communities Strategy in their RTPs to meet those targets; (3) a requirement that regional transportation funding decisions be consistent with this new plan; (4) a requirement that the Regional Housing Needs Allocation numbers must conform to the Sustainable Communities Strategy; and (5) new CEQA exemptions and streamlining for projects that are consistent with the Sustainable Communities Strategy. SANDAG is preparing its 2050 RTP/SCS to meet SB 375’s requirements.

**Local Plans and Policies**

**Regional Comprehensive Plan**

SANDAG’s Regional Comprehensive Plan (RCP) is a long-range planning document that encourages local jurisdictions to address the San Diego region’s housing, economic, transportation, environmental, and overall quality of life needs (SANDAG 2004). The RCP establishes a planning framework and implementation actions that aim to increase the region’s sustainability and encourage “smart growth” (higher-density mixed-use development near existing and planned public transit and that promotes active transportation).

To encourage regional sustainability and smart growth, the RCP aims to promote more compact development in the urbanized areas of the region pressure to develop the back country and reduce the number of housing units and residents that are expected to be “exported” from the region by 2030. To achieve this, the Plan identifies certain areas in the region as Smart Growth Opportunity Areas. Designation of these opportunity areas is intended to provide guidance to local governments, property owners, and service providers as to where smart growth development could occur from a regional perspective, and encourages local jurisdictions to focus attention on these areas as they update their general plans and redevelopment plans. Once these areas are designated by local jurisdictions for development types, densities, and intensities consistent with the goals of the RCP, transportation facility improvements and other infrastructure to these areas will be prioritized. The intended effect of this effort is to attract housing units that are anticipated to be exported from the San Diego region to Baja California, Riverside County, Orange County, and Imperial County by 2030. The RCP would redirect those housing units to areas within the region that are located along the existing and proposed regional transportation corridors as well as other locations where compact development is appropriate. A portion of this redirected development will occur in areas of vacant land and a portion will occur as redevelopment and infill development in existing communities.
2030 Regional Transportation Plan

The 2030 Regional Transportation Plan, San Diego’s RTP, has served as the blueprint to address the mobility challenges created by the region’s growth (SANDAG 2007). It is a long-range plan that contains an integrated set of public policies, strategies, and investments to maintain, manage, and improve the transportation system in the San Diego region. MOBILITY 2030 has seven policy goals to improve the mobility, accessibility, reliability, and efficiency of the transportation system, as well as promote livability of communities, sustainability, and ensuring equity.

The 2030 RTP was approved on March 28, 2003. Changes in anticipated cost and revenue have resulted in an update of the RTP that was approved by the SANDAG Board of Directors in 2006. Additional updates and approvals were obtained in late 2007, to incorporate a new regional growth forecast, strategic initiatives, and several other white papers on topics not previously covered in the RTP.

2050 Regional Transportation Plan/Sustainable Communities Strategy

The 2050 Regional Transportation Plan/Sustainable Communities Strategy (2050 RTP/SCS) presents a transportation system designed to maximize transit enhancements, integrate biking and walking elements, and promote programs to reduce demand and increase efficiency (SANDAG 2011). One key theme of the RTP is to improve the connections between land use and transportation plans by using smart growth principles. The 2050 RTP includes a Sustainable Communities Strategy (SCS) that integrates land use planning, housing development, and transportation planning. The SCS also addresses how the transportation system is developed in such a way that the region reduces per-capita GHG emissions to state-mandated levels. The SCS includes a land use pattern that accommodates the region’s future employment and housing needs, and protects sensitive habitats and resource areas. To accomplish this in a sustainable manner, the 2050 RTP/SCS land use pattern focuses housing and jobs growth in existing urbanized areas, protects about 1.3 million acres of land, and invests in a transportation network that provides residents and workers with alternatives to driving alone. New development would be more compact and more accessible to public transit and other travel choices, such as walking and bicycling.

California-Baja California Border Master Plan

The California-Baja California Border Master Plan (Caltrans 2008a) is a binational comprehensive approach to coordinate planning and delivery of projects at land ports of entry (POEs) and transportation infrastructure serving those POEs in the California-Baja California region. Caltrans, in partnership with the Secretariat of Infrastructure and Urban Development of Baja California (Secretaría de Infraestructura y Desarrollo Urbano del Estado de Baja California or SIDUE) and the U.S./Mexican Joint Working Committee (JWC), retained the SANDAG Service Bureau to assist in the development of this master plan. The California-Baja California Border Master Plan was envisioned by the JWC as a pilot project between border states. Based on the outcomes of this pilot binational planning process, the California-Baja California approach could be expanded to other border states and customized to address their needs, resulting in a master planning process for the entire U.S.-Mexican border.

Otay Mesa – Mesa de Otay Binational Corridor Strategic Plan

SANDAG and the City of Tijuana’s Municipal Planning Institute (Instituto Municipal de Planeación or IMPlan) developed the Otay Mesa-Mesa de Otay Binational Corridor Strategic Plan (SANDAG 2007), in collaboration with the State of Baja California’s Secretariat of Infrastructure and Urban Development (Secretaría de Infraestructura y Desarrollo Urbano or SIDUE), and Caltrans District 11. The Otay Mesa-Mesa de Otay binational corridor was identified as an area of opportunity to create an effective binational
planning partnership. Transportation, housing, economic development, and environmental conservation are four key issue areas that are evaluated in the strategic plan.

**Destination Lindbergh Airport Master Plan**

In an effort to maximize the use of SDIA, the SDCRAA developed the SDIA Master Plan (SDCRAA 2008). The airport master plan is a concept for future development of the airport. The goal of the SDIA Master Plan is to provide a financially and environmentally responsible guideline for future SDIA development that will accommodate forecasted aviation demand and remain adaptable to either a short-term or long-term future for the existing airport site. The master plan represents the approved actions to be accomplished for phased development of the airport. Included in the plan are details of airfield, terminal, landside access improvements, modernization, and expansion of existing airports, and the premise for planning for a new airport. In 2005, the SDCRAA Board selected the buildout of Terminal 2 West as the preferred alternative. Construction of 10 additional gates, airfield improvements, structured parking, and more efficient airport roadways began in 2009.

**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 California Coastal Commission on January 21, 1981. The document was last amended in August 2009 (San Diego Unified Port District 2010) 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 tide and submerged lands conveyed and granted in trust to the Port District.

**General Plans, Municipal Codes, and Ordinances**

As required by law, all cities in the San Diego region have a general plan that designates appropriate land uses throughout the jurisdiction and defines the specific goals, policies, and objectives the local jurisdiction has determined to be important. In general, general plans recognize existing land uses and determine acceptable future uses for undeveloped land and redevelopment/infill areas.

The following jurisdictions are currently in the process of updating their general plans. The anticipated approval dates are noted in parentheses: Carlsbad (mid 2013), Encinitas (late 2011), Escondido (mid 2012), National City (mid 2011), San Marcos (early 2012), La Mesa (2012), Solana Beach (2014), Vista (late 2011), and the County of San Diego (late 2011). Other recent general plan updates include the City of San Diego in 2008 and Chula Vista in 2005.

General plans include land use assumptions that used to develop regional growth forecasts. For the 2050 Regional Growth Forecast, SANDAG used the current general plans of the incorporated jurisdictions and the Referral Map draft of the County General Plan Update. In most cases, the horizon year of these local plans inputs are 2020 or 2030. Since the 2050 forecast extends 20 or 30 years out beyond the horizon date of local land use plans, SANDAG staff also worked extensively with local jurisdiction to inventory ways in which plans might change in the next four decades. These additional land use inputs were derived from
draft plan updates, rezoning programs, and other locally-recommended alternatives. A list of these additional inputs is included in Appendix E.

A city’s municipal code, including the zoning ordinance, is the primary tool used to implement the goals and policies of their general plan. Zoning ordinances provide detailed direction related to development standards; permitted, conditionally permitted, and prohibited uses; and other regulations such as parking standards and sign regulations.

**Community Plans and Specific Plans**

A city or county may also provide land use planning by developing community or specific plans for smaller, more specific areas within their 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 subregional 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 subregional 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 mitigation measures for specific land areas.

Consistent with CEQA Guidelines Section 15125, SANDAG must analyze the consistency of proposed projects with applicable plans, including Specific Plans. To support the preparation of the analysis in Section 4.11.4, SANDAG worked closely with each jurisdiction to gather information about adopted Specific and Master Plans that have yet to be implemented to ensure that all anticipated development is consistent with the goals and policies of the 2050 RTP/SCS. Each jurisdiction compiled a list of adopted specific and master plans that have been adopted locally but not yet fully implemented. Information as to the type of development allowed, buildout assumptions, development occurred to date, and the expended buildout year of each plan was provided. A comprehensive table of this specific and master plan information by jurisdiction is included in Appendix E.

**Natural Community Conservation Plans (NCCP) and Habitat Conservation Plans (HCP).**

Over the past two decades, regional planners in the San Diego region have focused considerable effort on preparation habitat conservation plans designed under the State’s Natural Community Conservation Planning program. Refer to Section 4.4.2 for a complete discussion and status of the regional habitat conservation plans in the San Diego region.

**4.11.3 SIGNIFICANCE CRITERIA**

The 2050 RTP/SCS would have a significant impact on land use if implementation were to:

**LU-1:** Directly or indirectly cause substantial deterioration of community cohesion or character, including substantial residential or business displacement.

**LU-2:** Substantially conflict or impede the implementation of existing land use plans and policies, including general plans and specific plans.
4.11.4 IMPACT ANALYSIS

This section analyzes the potential land use impacts associated with implementation of the 2050 RTP/SCS. It is organized in sections to address impacts that may occur with the two main components of the 2050 RTP/SCS—regional growth/land use change and transportation network improvements. Analysis for each significance criterion includes a program-level discussion of anticipated impacts in the planning horizon years of 2020, 2035, and 2050. Significant impacts are identified and mitigation measures are provided where appropriate.

LU-1 COMMUNITY COHESION AND CHARACTER

Communities evolve and change over time; however, a substantial modification of land use due to new development or rapid growth can negatively affect a long-standing community and the existing character of the area. For example, increasing densities in existing urbanized areas could result in changes to the metropolitan character or the injection of urban elements into a rural area could degrade the established rustic atmosphere.

Roads, freeways, public transit, and other transportation infrastructure can substantially influence the character of communities and neighborhoods. Without proper planning and development, transportation systems can alter and possibly degrade the quality of life in communities. Transportation network improvements, in conjunction with how local jurisdictions develop land, could have substantial effects on the cohesion and character of existing communities. Cohesion describes the unity of a community and the systematic connection and consistency between the various parts of a community. Strong cohesion, or lack thereof, can influence the overall feel and character of a community. The land use analysis of transportation network improvements considers how major transportation system improvements that would result in construction of new facilities or major expansion of existing facilities, or require acquisition of additional right-of-way, could impact communities, including physically dividing the community or adversely disrupting existing community character. Projects in rural areas could alter the community character by adding elements of urban character to existing rural or open spaces, specifically where new alignments or road widenings would pass through primarily rural, agricultural, and/or open space areas.

2020

Regional Growth/Land Use Change

By 2020, population within the region is expected to increase by 310,568 people; housing by 113,062 units; and employment by 118,535 jobs. The 2050 RTP/SCS describes a sustainable land use pattern for the region to accommodate this growth as well as protect sensitive habitats and resource areas while providing transportation network improvements necessary to serve the mobility needs of the growing population. To accomplish this in a sustainable manner, the 2050 RTP/SCS land use pattern focuses housing and jobs growth in existing urbanized areas, protects sensitive habitat and open space, and invests in a transportation network that provides residents and workers with alternatives to driving alone. New development would be more compact and more accessible to public transit.

Regional growth, including implementation of transportation projects in the 2050 RTP/SCS, would result in new development and introduce new urban elements to the existing community character throughout the region. New development would be focused within existing urban areas and along transportation routes in the western third of the San Diego region. In addition, more rural areas of the region would experience new development.
The 2050 RTP/SCS land use pattern would protect about 1.3 million acres of land from development. These constrained lands include habitat conservation areas; parks; and steep slopes, floodplains, and wetlands. The preservation of these open space and other sensitive lands serves to protect important habitats and resource areas. The preservation also helps to maintain community character that focuses on local open space and park opportunities. As shown in Figure 4.11-3, in 2020 large areas of open space remain generally intact, both within the urbanized areas as well as more rural undeveloped areas.

When comparing existing land use as shown in Figure 4.11-1 and 2020 land use as shown in Figure 4.11-3, there are no substantial differences in the land use patterns, types, or areas of development. The figures show that the land use changes that would occur throughout the region within the next 10 years would not create substantial changes to the existing regional land use patterns or developed areas. Some locations that would experience the most extensive land use change and development by 2020 would include areas such as eastern Chula Vista along the SR 125 and I-805 corridors; San Diego community planning areas of San Ysidro and Otay Mesa along the SR 905 corridor; City of San Diego coastal and bay communities south of I-8 including Ocean Beach and the Peninsula planning areas; portions of northern Santee; areas north and south of the SR 56 corridor in the San Diego planning areas of Carmel Valley, Del Mar Mesa, Pacific Highlands Ranch, and Torrey Highlands; the San Marcos area near both the SR 78 and I-15 corridors; and within unincorporated County communities such as Fallbrook, Pal-Pauma Valley, and Valley Center along the I-15 and SR 76 corridors.

While more dense residential and compact mixed-use development can alter the character of a community or neighborhood, the land use patterns outlined in the 2050 RTP/SCS focus increased densities in existing urban centers. The pattern of denser land uses, along with the transit improvements that are planned to service the condensed residential, commercial, and employment centers, is generally in character with the lifestyle and character typical of compact urban communities. The quality of a community’s design can make the difference between a sense of overcrowding and a feeling of vibrancy and is particularly true where smart growth development principles result in more intense development and a greater mix of uses. Thus, SANDAG has prepared smart growth design guidelines for use by local jurisdictions titled, *Designing for Smart Growth, Creating Great Places in the San Diego Region* (SANDAG 2009) to help ensure community character can be maintained as changes occur.

The vision of the 2050 RTP/SCS to increase densities in existing urban centers would not create substantial deterioration of community character within existing urban settings in 2020. Land use inputs used for the growth forecasts and land use patterns extending to 2020 included approved/adopted general plans and, thus reflects the anticipated growth and land development of local jurisdictions. Therefore, in the western third of San Diego region, implementation of the 2050 RTP/SCS would result in less than significant impacts related to community character due to denser urban land use in 2020.

Many communities located in the eastern two-thirds of the San Diego region have community plans or other land use controls, such as specific plans or zoning ordinances, that include development restrictions, low-density requirements, and other similar policies aimed at keeping new growth within and adjacent to existing development centers, and an emphasis on other similar planning guidelines that maintain rural character. This is a reflection of the general desire of rural communities in the eastern unincorporated portion of the region to maintain their existing rural atmosphere and nonurban character. This overall concept is generally consistent with the regional growth plan provided in the 2050 RTP/SCS that seeks to guide the San Diego region toward a more sustainable future by focusing new housing and job growth in urbanized areas. When comparing Figures 4.11-1 and 4.11-3, the land use change from 2010 through 2020 in the eastern portion of the region is fairly minimal, with much of the land remaining as undeveloped and open space. The existing eastern communities would continue to maintain limited development, mainly in the form of spaced single-family residential. Planned expansion of rural residential development would be evident in some County planning areas such as Fallbrook, Pal-Pauma
Valley, and Valley Center along the I-15 and SR 76 corridors as well as other inland jurisdictions with rural areas such as Escondido or Santee. The 2050 RTP/SCS goal to focus development in the heavily urbanized western portions of the San Diego region supports the desires of smaller rural communities in the eastern portion of the region to maintain a rural, nonurbanized character. Therefore, implementation of the 2050 RTP/SCS would result in less than significant impacts related to community character due to rural growth in 2020.

Transportation Network Improvements

The 2050 RTP/SCS contains a robust transportation network plan with a diversity of projects that would provide residents and visitors with a variety of travel choices. The 2050 RTP/SCS anticipates regional growth through 2050 and prioritizes transportation projects required to accommodate that growth and meet the San Diego region's transportation needs. The plan outlines a primarily compact land use pattern with intensive development around key transit corridors and existing urban centers and the improvement of transit and transportation networks to support new development.

The transportation network improvements that would be implemented between 2010 and 2020 generally include widening and/or installation of HOV lanes, Managed Lanes, and Transit Lanes along portions of I-5, I-15, I-805, SR 78, and SR 94; completion of SR 905 and SR 11; and HOV connector projects along I-805 and SR 78 at I-15. Some key transit network improvements in place by 2020 would include increases in existing COASTER service, including extension of COASTER service to the San Diego Convention Center and Petco Park. BRT downtown express services from inland and south bay locations would be expanded as well as new BRT routes from the south bay area and along I-15. Rapid bus service would add new routes and streetcar routes would be established. Airport express routes would also be developed. Local bus service would be improved to 15 minutes in key corridors. Double-tracking of the LOSSAN rail corridor would occur to accommodate increased frequency in COASTER and other rail services that utilize this rail line. In addition, the new Mid-Coast Trolley line from Old Town to University Town Center would be constructed and the Green Trolley line would be extended to downtown San Diego.

Some widening projects and connector projects along portions of the major interstate corridors would necessitate the take of some properties adjacent to the roadway, as described in Section 4.6, Environmental Justice and Section 4.13, Population and Housing. This action would modify the existing land uses to that of transportation facilities. However, the widening projects and connector projects would all take place along existing freeway corridors where the transportation facility is already part of the setting and widening or the addition of a connector would not result in a new use but would be an extension of the existing transportation use. Widening projects and connector projects would not divide a community or substantially disrupt the character of the adjacent areas as the transportation corridors have operated as major freeway facilities for many years. Thus, there would not be a resulting shift in overall land use patterns that would result in conflict with existing community character and cohesion in 2020. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to community character and cohesion due to roadway widenings and connector projects in 2020.

The development of SR 905 and SR 11 would result in a substantial land use change from the existing conditions. A new major transportation facility has the ability to not only modify the immediate land uses in the area but can influence development patterns in the larger area. Often a new transportation corridor can induce growth such as freeway commercial uses, industrial development, and residential development due to the new transportation access opportunity. In the case of SR 905 and SR 11, the lands surrounding the alignments are currently not heavily developed but are experiencing rapid urbanization and growth. The Final EIS for the SR 905 project found that SR 905 would have minimal impact on the overall character of the area and is an integral part of the ongoing development and future urban conversion of
Figure 4.11-3

2020 Regional Growth Forecast Land Use
October 2011

RESIDENTIAL
- Spaced Rural Residential
- Single Family Residential
- Mobile Homes
- Multi-Family Residential
- Mixed Use

COMMERCIAL AND OFFICE
- Shopping Centers
- Commercial and Office

INDUSTRIAL
- Heavy Industry
- Light Industry
- Extractive Industry

PUBLIC FACILITIES AND UTILITIES
- Transportation, Communications, Utilities
- Education and Institutions
- Public/Semi-public
- Military

PARKS AND RECREATION
- Undevelopable Natural Area
- Open Space Parks
- Recreation

AGRICULTURE
- Agriculture

UNDER CONSTRUCTION
- Under Construction

VACANT
- Vacant
- Vacant (Within Indian Reservation)

OTHER
- Road Rights of Way
- Railroad Rights of Way
- Water
this area with the urban transition governed by the Otay Mesa Community Plan and East Otay Mesa Specific Plan. The Final EIS also found that there was a low number of displacements, and relocation impacts were not considered substantial (Caltrans 2004). The proposed SR 11 corridor and POE site are primarily surrounded by undeveloped lands with some small pockets of industrial and commercial uses in the area. No significant unmitigated land use conflicts or community cohesion impacts were identified in environmental documents for the SR 11 and Otay Mesa East POE project (Caltrans 2008, 2010b). Because the SR 905 and SR 11 alignments traverse locations that do not currently have well-established community identity, and installment of the new transportation corridors is included in the planning documents guiding development of the area, these transportation network improvements would not result in deterioration of community character or cohesion, even when considering the potential takes necessary for project development in 2020. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to community character and cohesion due to the development of SR 905 and SR 11 by 2020.

Transit improvements in 2010 would increase services of existing transit options, such as increased COASTER service. An increase in frequency of already operating transit modes would not result in substantial deterioration of community character or cohesion as the facilities already exist and the community is adapted to the transit mode passing through the area. Similarly, expansion of BRT service to downtown from inland and south bay locations would not require significant changes or modifications to services areas as the buses would utilize existing roadways. However, the extension of Trolley service into new areas, such as the Mid-Coast Trolley from Old Town into University Towne Centre as shown in Figure 2.0-11, would have the potential to disrupt existing communities through take of property for the necessary right-of-way, a new physical division along the alignment, a new noise source, new crossings with local roadways, and other similar types of changes. These issues may adversely affect a community, such as University City, that does not currently have Trolley service and is not accustomed to light rail and the associated noise, crossings, and other transit-related features. Adherence to local land use plans and regulations would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, modifications within an established community as a result of Trolley line extensions could cause a substantial deterioration of community character or cohesion and would be a significant impact in 2020.

Double-tracking of the LOSSAN corridor rail line to allow for increased frequency of service may require additional right-of-way to accommodate expanded rail operations. However, the double-tracking would not develop a new transit use that could disrupt the surrounding coastal communities; rather, it expands a use that already exists in the area. The communities that the rail lines pass through are already adapted to the rail lines and train operations, and no major shifts in land use would result. For this reason, no substantial deterioration of community character or cohesion resulting from double-tracking improvements would occur in 2020. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to community character and cohesion due to rail line double-tracking in 2020.

The 2050 RTP/SCS focuses major roadway and transit improvements in urban and suburban areas of the region, encouraging growth away from the region’s more rural areas as described under the Regional Growth/Land Use Change analysis above. Compact urban development is planned along major transportation corridors, particularly along transit routes such as the Trolley, the SPRINTER, the COASTER, and the BRT system. These systems are located most heavily in the western third of the region and do not extend service into the more rural western communities, with the exception of some bus routes. The lack of substantial transportation network improvements in the eastern portion of the region is consistent with the growth and land use plan and guidance in the 2050 RTP/SCS and also contributes to the overall desire of the nonurbanized areas to maintain their rural character. Thus, the 2050 RTP/SCS would not conflict with community character and cohesion in the eastern portion of the region.
Implementation of the 2050 RTP/SCS would result in less than significant impacts related to community character and cohesion in 2020 due to transportation network improvements.

Conclusion
By 2020, land use pattern changes on a regionwide basis would not be substantial; therefore, impacts of these land use changes on community character are less than significant. Some increases in development densities in existing urban centers would occur and more eastern rural areas would continue to maintain their nonurbanized community character. Transportation network improvements, such as new Trolley line extensions into previously unserved areas, have the potential to substantially deteriorate community character and cohesion. This is a significant impact for which mitigation measures are described in Section 4.11.5.

2035

Regional Growth/Land Use Change
By 2035, the population of the region is expected to increase by 801,699 people; housing by 268,094 units; and employment by 312,292 jobs over existing 2010 conditions. As shown in Figure 4.11-4, regional land use and development changes are evident by 2035. Some locations that would experience the most extensive land use change and development by 2035 would include continued growth in eastern Chula Vista along the SR 125 and I-805 corridors; San Diego community planning areas of San Ysidro and Otay Mesa along the SR 905 and SR 125 corridors; northeast of the SR 94 corridor in the unincorporated County planning areas of Jamul/Dulzura, Tecate, and Potrero; eastern Poway along the SR 67 corridor; the County planning area of Ramona along the SR 67 and SR 78 corridors; County planning areas of Lakeside and Alpine and the Crest, Granite Hills, Dehesa, Harbison Canyon subregion; and Escondido and multiple north County planning areas along the 1-15 and SR 76 corridors such as Rainbow, Fallbrook, Bonsall, Pala-Pauma Valley, Valley Center, and Hidden Valley.

The increased density can be seen when comparing the existing housing density to the 2035 housing density, as shown in Figures 4.13-2 and 4.13-8, respectively. Areas of increased residential density by 2035 would be apparent in some coastal cities such as Oceanside and Encinitas, and City of San Diego coastal communities, as well as more inland areas along I-8 corridor through Mission Valley, College Area and into the city of La Mesa, and in eastern Chula Vista along the SR 125 corridor. Consistent with the goals of the 2050 RTP/SCS, the dense growth within existing urban centers with high accessibility to transit options allows for the creation of communities that are more sustainable, walkable, transit-oriented, and compact. As discussed under the 2020 analysis, the pattern of denser land uses, along with the transit improvements that are planned to service the compressed residential, commercial, and employment centers, is generally in character with the lifestyle and character typical of compact urban communities. The year 2035 does not extend substantially beyond the planning horizons used in many local planning documents and the coordination between SANDAG and the individual jurisdictions in developing the growth patterns would be in line with the type of community envisioned at a local planning level. Land use inputs used for the growth forecasts and land use patterns extending to 2035 included approved/adopted general plans and some draft plans when necessary and, thus, generally continue to reflect the anticipated growth and planned land development of local jurisdictions. Therefore, the 2050 RTP/SCS land use pattern that would increase land use densities in existing urban centers in 2035 would not create substantial deterioration of community character within existing urban settings. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to community character in urban areas in 2035.

In the northern portion of the region, land use changes to accommodate growth in 2035 in the form of spaced rural residential development would occur along the I-15 corridor from northern Escondido
2035 Regional Growth Forecast Land Use
October 2011

RESIDENTIAL
- Spaced Rural Residential
- Single Family Residential
- Mobile Homes
- Multi-Family Residential
- Mixed Use

COMMERCIAL AND OFFICE
- Shopping Centers
- Commercial and Office

INDUSTRIAL
- Heavy Industry
- Light Industry
- Extractive Industry

PUBLIC FACILITIES AND UTILITIES
- Transportation, Communications, Utilities
- Education and Institutions
- Public/Semi-public
- Military

PARKS AND RECREATION
- Undevelopable Natural Area
- Open Space Parks
- Recreation

AGRICULTURE
- Agriculture

UNDER CONSTRUCTION
- Under Construction

VACANT
- Vacant
- Vacant (Within Indian Reservation)

OTHER
- Road Rights of Way
- Railroad Rights of Way
- Water
4.11 Land Use

toward the northern county line in communities such as Rainbow, Fallbrook, Bonsall, Pala-Pauma Valley, Valley Center, and Hidden Valley. While not the dense and compact type of development planned for urban centers, spaced rural residential in this area is an appropriate consistent growth pattern for this less-developed corridor. In addition, planned expansion of transit services along the I-15 corridor would provide residents with travel options other than driving alone. Access to the I-15 corridor and the existing and future transit options are primary motivators for development along the alignment, and the growth pattern of spaced rural residential is appropriate for this lesser developed portion of the region. For this reason, the 2050 RTP/SCS planned land use pattern to accommodate growth in 2035 would not conflict with community character in this portion of the region. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to community character along transportation corridors in 2035.

The SR 78 corridor, from Escondido to I-5, would also experience growth and resulting land use density increases of both residential and commercial/office by 2035. As shown in Figure 4.11-4, single-family residential development would increase substantially along this corridor as well as additional commercial and industrial growth. The majority of this growth would be centered around the cities of Vista, San Marcos, and Escondido. The pattern of more dense growth along this segment of the SR 78 corridor is also apparent when comparing the existing housing density to 2035 housing density (see Figures 4.13.2 and 4.13-8 in the Population and Housing section) and existing employment density to 2035 employment density (see Figures 4.13-3 and 4.13-9). This is a continuing growth pattern for the area as these cities have been experiencing substantial population expansion in recent history. As outlined in Table 4.11-2, San Marcos, Escondido, and Vista have had population growth increases of 54 percent, 10 percent, and 9 percent, respectively, from 2000 through 2010. This corridor is well suited for residential and employment center development that meets the goals of the 2050 RTP/SCS, specifically regarding the provision of a variety of reliable transportation options and regional growth along existing transportation corridors such as the SPRINTER light rail system that travels between Oceanside, Vista, San Marcos, and Escondido and is planned for expansion. The regional growth along these northern region transportation corridors would continue to alter land use of the area, but in a development pattern that is consistent with the existing communities and would not cause significant impacts to community character. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to community character along the SR 78 corridor in 2035.

By 2035, some regional growth would be accommodated in the more eastern, rural areas of the region. Development in these areas would be centered mostly along highway corridors, such as SR 78, SR 67, I-8 east of El Cajon, and SR 94 within cities such as eastern Poway and eastern Chula Vista and unincorporated communities such as Jamul/Dulzura, Tecate, Potrero, Ramona, Lakeside, and Alpine. The unincorporated portions of San Diego County are currently undergoing population growth and expansion of residential land use as indicated by a population increase of 14 percent from 2000 to 2010 as shown in Table 4.11-2. When comparing the existing land uses and 2035 land uses in Figures 4.11-1 and 4.11-4, the 2035 land use pattern would generally involve additional residential development in areas that were previously undeveloped open space or at some time in agricultural use (as discussed in Section 4.2). However the 2050 RTP/SCS growth pattern along these corridors is planned to accommodate spaced rural residential, which is typical of the existing development in these areas. As shown in the existing housing density map in 4.13-2, the eastern portion of the region would almost entirely maintain a low residential density of 2.5 dwelling units per acre or fewer. Similar to the discussion under the 2020 analysis, the character of the rural cities and communities of the San Diego region would continue to be maintained even with the population growth that would expand into the more eastern portions of the region in 2035 as low-density spaced rural residential development is similar to the existing uses. Thus, regional growth in 2035 per the 2050 RTP/SCS land use plan would not cause substantial deterioration of community character. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to community character in rural areas of the region in 2035.
Transportation Network Improvements

Some key highway improvements in place by 2035 would include continued widening along portions of I-5; additional HOV and Managed Lanes along portions of I-5, I-15, I-805, and SR 52; widening of portions of SR 125 and SR 67; and additional freeway and HOV connector improvements. Some important transit projects operational by 2035 would include continued increases in COASTER service, increases in SPRINTER service, increases in downtown area streetcar service, and substantial increases in rapid bus service throughout the region. The Trolley Blue Line would be extended from UTC to Mira Mesa via Sorrento Mesa and Carroll Canyon; the Orange Line would be extended to Lindbergh Field; Phase 1 of the new Mid-City to Downtown San Diego line would provide service from the Mid-City transit station via El Cajon Boulevard to Downtown; and a new line from Pacific Beach to El Cajon via Kearny Mesa, Mission Valley, and San Diego State University would be established. Double-tracking along the SPRINTER rail line through the cities of Oceanside, Vista, San Marco, and Escondido would take place by 2035 as well as continued double-tracking along the LOSSAN corridor.

As described for the 2020 analysis, widening projects, installation of Managed Lanes or HOV lanes, and connector projects would necessitate the take of some properties adjacent to the roadway and would modify the existing land uses adjacent to the transportation facility. Most widening projects would take place along existing large freeway corridors, such as I-5 or I-805, where the transportation facility is already part of the setting and widening would not result in a new use, but would be an extension of the existing transportation use. Large roadway widening projects would not divide a community or substantially disrupt the character of the adjacent areas as the transportation corridors have operated as major freeway facilities for many years. Thus, there would not be a resulting shift in overall land use patterns that would result in conflict with existing community character and cohesion due to construction of transportation facilities.

However, in 2035, some of the widening projects, such as SR 67 or portions of SR 125, would be located along smaller roadways. These smaller facilities pass through more eastern rural areas with portions of their alignments surrounded by less-urbanized areas with a rural atmosphere. The expansion of a small highway to a larger more urban-type of facility with additional lanes could disrupt the character of the adjacent areas that strive to maintain a rural atmosphere. For this reason, widening projects in 2035 along smaller roadways would deteriorate the community character of some areas. Adherence to local land use plans and regulations would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, impacts related to deterioration of community character due to roadway widening projects in rural areas in 2035 would be significant.

Transit improvements in 2035 would generally increase services of existing transit options, such as increased COASTER, SPRINTER, and rapid bus services. An increase in frequency of already operating transit modes would not result in substantial deterioration of community character or cohesion as the facilities already exist and the community is adapted to the transit mode passing through the area. Similarly, expansion of bus services throughout the region would not require significant changes or modifications to service areas as the buses would utilize existing roadways. However, the extension of a Trolley rail line into previously unserved areas such as Pacific Beach, Clairemont Mesa, Kearny Mesa, or Mira Mesa, as shown in Figure 2.0-12, would affect the surrounding community because it would require a substantial amount of property to encompass the necessary right-of-way, introduce a new physical division along the alignment, create a new noise source, require new crossings with local roadways, and result in other similar types of changes associated with a light rail line. Adherence to local land use plans and regulations would reduce these potentially significant land use impacts but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, modifications within an
established community as a result of Trolley line extension could cause a substantial deterioration of community character or cohesion, and would be a significant impact in 2035.

The goals and policies of the 2050 RTP/SCS to focus major roadway and transit improvements in urban and suburban areas of the region, encouraging growth away from the region’s more rural areas, would continue to be applicable in 2035. The analysis of the maintenance of community character in the more rural eastern communities of the region provided under 2020 is relevant for 2035. The year 2035 does not extend substantially beyond the planning horizons used in many local planning documents and the coordination between SANDAG and the individual jurisdictions in developing transportation network improvement would be in line with communities as envisioned at a local planning level. Thus, the 2050 RTP/SCS would not conflict with community character and cohesion in the eastern portion of the region in 2035. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to community character and cohesion in rural areas in 2035.

**Conclusion**

Increased compact and sustainable development in existing cities is generally compatible within existing urban environments, and the growth of rural residential uses around existing communities is not so expansive that community character or cohesion would be substantially compromised; therefore, impacts of these land use changes on community character are less than significant. Transportation network improvements, including roadway widening and Trolley line extensions, have the potential to substantially deteriorate community character and cohesion. This is a significant impact for which mitigation measures are described in Section 4.11.5.

**2050**

**Regional Growth/Land Use Change**

By 2050, the population of the region is forecast to increase by 1,160,435 people; housing by 379,664 units; and employment by 501,958 jobs over existing conditions. As shown in Figure 4.11-5, new growth and land use changes in 2050 per the 2050 RTP/SCS are apparent throughout the region. Areas of substantial land use change and development, beyond that described in 2035 would include significant industrial development in the County Otay planning area and San Diego Otay Mesa community surrounding the East Otay Mesa POE; throughout County planning areas located along the international border including Tecate, Potrero, Campo/Lake Morena, Boulevard, and Jacumba; throughout the Ramona and Julian communities in the unincorporated County; other northeastern County planning areas including North Mountain, Desert, and Borrego Springs; and continued development throughout County planning areas located north and east of Escondido extending to the northern border with Riverside County including Rainbow, Fallbrook, Bonsall, Pala-Pauma Valley, Valley Center, and Hidden Valley, Twin Oaks Valley, and North County Metro.

Increased population density from 2010 through 2050 can be seen when comparing Figures 4.13-1, and 4.13-10, respectively. Increased density is most apparent in City of San Diego communities near the downtown area near I-5 and I-805 and along the I-8 corridor to the east. As discussed under the 2020 and 2035 analyses, the pattern of denser land uses, along with the transit improvements that are planned to service the compressed residential, commercial, and employment centers, is generally in character with the lifestyle and character typical of compact urban communities.

Urban centers in the western third of the San Diego region would have most available land developed with single- and multi-family uses, commercial and office uses, and industrial uses. Consistent with the goals of the 2050 RTP/SCS, the dense growth within existing urban centers with high accessibility to transit options allows for the creation of communities that are more sustainable, walkable, transit-
oriented, and compact. Substantial dense growth within the urban centers corresponds with major transportation corridors such as I-5, I-8, I-15, and I-805 and these are also alignments that would have extensive transit opportunities.

However, by 2050 the substantial increase in urban densities as forecasted by the 2050 RTP/SCS may be greater than anticipated by the local planning documents or desired by the existing communities. Because most local planning documents do not extend 40 years into the future to 2050, land use inputs used for the growth forecasts and land use patterns for 2050 included only draft plans and input of local jurisdictions. Even though city lifestyles already exist in the areas proposed for the most compact development, the increased densities by 2050 may in some cities create crowded and overly urban scenarios that are out of character with the local communities. Thus, the 2050 RTP/SCS land use pattern of sustainable growth that would increase land use densities in existing urban centers in 2050 would create deterioration of community character within existing urban settings. Adherence to local land use plans and regulations would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, impacts on community character in urban areas would be significant in 2050 and require mitigation.

Similar to the description in the 2035 analysis, growth would continue in more eastern locations of the region, such as east of I-15 in the northern area, east of SR 67 through the middle portion of the region, and east of SR 94 in the southern area. However, by 2050, spaced rural residential development would have expanded beyond areas along existing transportation corridors and established rural communities and into areas with very minimal development at present. As shown in Figure 4.11-5, some of these areas include northeast of Escondido to SR 76, areas east of Camp Pendleton, and areas north and south of the SR 78 corridor. Large pockets of land currently used for agricultural purposes would be developed with spaced rural residential uses (as discussed in Section 4.2) and this would diminish the rural character of the areas. As shown in the 2050 housing density map in Figure 4.13-11, the eastern portion of the region would almost entirely maintain a low residential density of 2.5 dwelling units per acre or fewer. Even though the spaced rural residential uses planned by the 2050 RTP/SCS for these areas by 2050 are generally consistent with the type of residential development currently in the rural communities of the San Diego region, the extension of residential uses into large areas outside of the established communities and transportation corridors and into areas that are currently undeveloped would alter the existing open and highly rural atmosphere of these minimally developed locations. For this reason, the regional growth and land use pattern proposed by the 2050 RTP/SCS would substantially alter the community character of some rural areas, and a significant impact would result in 2050.

As shown in Figure 4.11-5, by 2050, a substantial pocket of industrial development would be located along the planned SR 905 corridor in conjunction with the new Otay Mesa East POE at the international border with Mexico. This is a newly developing area that is planned for mainly industrial use and is highly dependent upon the planned construction of SR 11, SR 905, and the Otay Mesa East POE. The intense industrial development in this location to facilitate the transport of goods throughout the region, as designated in the 2050 RTP/SCS, is in line with the goals for economic sustainability within the region and a prosperous economy. Because this area does not currently have a well-established community identity and planned growth is reliant on the transportation network improvement included in the planning documents guiding development of the area, the focused development of industrial uses in this location would not result in deterioration of community character. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to community character due to development along SR 11 and SR 905.
Figure 4.11-5
2050 Regional Growth Forecast Land Use
October 2011

RESIDENTIAL
- Spaced Rural Residential
- Single Family Residential
- Mobile Homes
- Multi-Family Residential
- Mixed Use

COMMERCIAL AND OFFICE
- Shopping Centers
- Commercial and Office

INDUSTRIAL
- Heavy Industry
- Light Industry
- Extractive Industry

PUBLIC FACILITIES AND UTILITIES
- Transportation, Communications, Utilities
- Education and Institutions
- Public/Semi-public
- Military

PARKS AND RECREATION
- Undeveloped Natural Area
- Open Space Parks
- Recreational

AGRICULTURE
- Agriculture

UNDER CONSTRUCTION
- Under Construction

VACANT
- Vacant
- Vacant (Within Indian Reservation)

OTHER
- Road Rights of Way
- Railroad Rights of Way
- Water
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Transportation Network Improvements

By 2050, most of the highway, transit, and active transportation (bicycle and pedestrian) improvements, along with other infrastructure projects, would be in place and operational in accordance with the 2050 RTP/SCS, as listed in Tables 2.0-5 and 2.0-6 in Chapter 2.0. Some key highway improvements that would be in place by 2050 would include widening portions of SR 52, SR 56, SR 76, SR 94, SR 125, and I-5; additional HOV lanes and Managed Lanes along segments of I-8, I-805, I-5, I-15, SR 94, SR 125, and SR 54; and freeway and HOV connector improvements. Important transit improvements in place by 2050 would include the extension of Trolley lines and increased Trolley service frequency. The Trolley Green Line would be extended to Downtown-Bayside; a new Phase 2 of the line connecting San Diego State University to downtown San Diego via El Cajon Boulevard/Mid-City would be constructed; a line from University Town Center to San Ysidro Street Trolley Station in the South Bay via Kearny Mesa, Mission Valley, Mid-City, and National City, and Chula Vista would be established.

As described for the 2020 analysis, widening projects, installation of Managed Lanes or HOV lanes, and connector projects would necessitate the take of some properties adjacent to the roadway and would modify the existing land uses adjacent to the transportation facility. By 2050, many of the major interstate corridors would have already been widened and, as listed in above, the widening projects during this time period would be along key highways and state routes. The highway widening projects would all take place along existing corridors where the transportation facility is already part of the setting, and widening would not result in a new use but would be an extension of the existing transportation use. Widening projects would not divide a community or substantially disrupt the character of the adjacent areas as the transportation corridors would have operated as major transportation facilities for many years. Thus, there would not be a resulting shift in overall land use patterns that would result in conflict with existing community character and cohesion in 2050.

However, similar to the analysis of 2035, some of the 2050 widening projects are located along smaller roadways, such as rural portions of SR 76, SR 94, or SR 125. These smaller facilities pass through more rural areas with portions of their alignments surrounded by less-urbanized areas with a rural atmosphere. The expansion of a small highway to a larger more urban-type of facility with additional lanes could disrupt the character of the adjacent areas that strive to maintain a rural atmosphere. For this reason, widening projects in 2050 along smaller roadways would deteriorate the community character of some areas. Adherence to local land use plans and regulations would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, impacts related to community character and cohesion due to roadway widening projects in 2050 would be significant.

Transit improvements in 2050 would generally increase services of existing Trolley operations as well as additional expansion of the Trolley lines. An increase in frequency of already operating transit modes would not result in substantial deterioration of community character or cohesion as the facilities already exist and the community is adapted to the transit mode passing through the area. Similar to the discussion provided under the 2035 analysis, the extension of Trolley service into new areas, such as Kensington-Talmadge, Normal Heights, Greater North Park, or City Heights, as shown in Figure 2.0-13, would have the potential to disrupt existing communities through take of property for the necessary right-of-way, a new physical division along the alignment, a new noise source, new crossings with local roadways, and other similar types of changes. Adherence to local land use plans and regulations would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, modifications within an established community as a result of Trolley line extension could cause a substantial deterioration of community character or cohesion, and would be a significant impact in 2050.
Conclusion

Increased densities by 2050 may create highly urban scenarios that are out of character with the local communities in some cities. The growth and expansion of rural residential uses into locations of undeveloped land would compromise community character. Therefore, impacts related to deterioration of community character due to substantial expansion of both urban and rural development in 2050 would be significant; mitigation measures are described in Section 4.11.5.

Transportation network improvements including roadway widening projects and Trolley line extensions also have the potential to deteriorate community character and cohesion. This is a significant impact for which mitigation measures are described in Section 4.11.5.

LU-2 SUBSTANTIALLY CONFLICT WITH OR IMPEDE THE IMPLEMENTATION OF EXISTING LAND USE PLANS AND POLICIES, INCLUDING GENERAL PLANS AND SPECIFIC PLANS

Growth, development, and resulting land use changes could potentially substantially conflict with existing local government plans and policies. Substantial increase in densities in urban areas could be higher than the densities anticipated and planned for in local plans and policies. Similarly, increased development in rural or undeveloped areas may be of different character or type than that proposed in existing plans and policies for those rural areas. A conflict with existing land use plans and policies would be considered a significant impact if the conflict is substantial, if the conflict is with both adopted land use plans and with emerging land use polices contained in draft land use plans and local jurisdiction land use input to SANDAG’s 2050 RTP/SCS growth forecast, and if it would lead to a significant adverse environmental impact.

Transportation network improvements, most specifically the extension of existing or new facilities into new locations, have the potential to create conflicts with relevant plans and policies that govern the local areas. Unless anticipated in local plans, construction of new or expanded transportation facilities would have the potential to be inconsistent with relevant plans and policies. The analysis of transportation network improvements considers ways in which major transportation system improvements may result in land use modifications or other effects that could be inconsistent with relevant land use plans and policies. A conflict with existing land use plans and policies would be considered a significant impact if the conflict is substantial, if the conflict is with both adopted land use plans and with emerging land use polices contained in draft land use plans and local jurisdiction land use input to SANDAG’s 2050 RTP/SCS growth forecast, and if it would lead to a significant adverse environmental impact.

Regional Growth/Land Use Change

The RCP, adopted by the SANDAG Board of Directors in 2004, serves as a blueprint for the region’s future growth and development. It sets forth a regional strategy to promote smarter growth, focusing on locating higher-density and mixed-use development close to existing and planned transportation infrastructure, as reflected in the 2050 RTP/SCS. Following the guidance of the RCP, cities and other jurisdictions have begun to integrate local and regional plans for accommodating the region’s growing population, preserving open space, and reducing GHG emissions through sustainable development practices.

To ensure that the growth patterns and land use plan presented in the 2050 RTP/SCS were consistent with local planning documents, SANDAG worked closely with the individual jurisdictions throughout the
4.11 Land Use

entire planning process, beginning with the 2050 Regional Growth Forecast through the completion of the 2050 RTP/SCS. Input from the local jurisdictions helps to reduce any potential land use patterns that are incompatible with future use as envisioned on a local level. In most cases, the current horizon year of local land use plan inputs is between 2020 and 2035. Since the 2050 forecast extends 15 to 30 years beyond the typical horizon date of local land use plans, SANDAG staff also worked extensively with local jurisdictions to inventory ways in which plans might change in the next four decades. These additional land use inputs were derived from draft plan updates, rezoning programs, and other locally recommended alternatives (SANDAG2010c).

The land use inputs SANDAG received are considered to reflect existing local land use policies. It should be noted that the majority of the land use inputs are consistent with existing, adopted local plans, and that several of the proposed draft plans received final local approval between the date of the forecast and the preparation of this EIR. An exception is the County of San Diego Draft General Plan, which was used for land use input as the plan update and its environmental documentation have been issued for public review. San Diego County General Plan adoption is, however, anticipated prior to the approval of 2050 RTP/SCS.

SANDAG worked closely with each jurisdiction to gather information about adopted specific plans that have yet to be implemented to ensure that all anticipated development is consistent with the goals and policies of the 2050 RTP/SCS. Each jurisdiction compiled a complete list of all specific plans that have been adopted locally and are not yet fully implemented. Information as to the type of development allowed, buildout assumptions, development occurred to date, and the expended buildout year of each plan was provided (SANDAG 2010c).

To accommodate regional growth in 2020, new development would be more compact in existing urban centers and along transportation corridors and more accessible to a wide variety of public transit modes. The extensive coordination between SANDAG and the local jurisdictions and planning agencies during the development of the 2050 RTP/SCS served to minimize conflicts in the proposed land use development pattern with existing land use plans and policies. In addition, the ability of the 2050 RTP/SCS land use pattern to be consistent with individual planning efforts has been aided by recent efforts by local jurisdictions to update general and specific plans to accommodate future development using sustainable principles and following the guidance of the RCP. Due to these efforts, recently updated plans and specific plans have incorporated the underlying principles of the 2050 RTP/SCS land use plan of creating denser uses in existing urbanized areas and along transportation corridors (SANDAG 2011).

The land use changes that would occur in the span of the next 10 years are not highly noticeable at a regional level, as can be seen when comparing Figures 4.11-1 and 4.11-3. Development patterns would begin to focus more dense residential, commercial, and office uses in existing cities with small amounts of growth occurring in the eastern portion of the region. The pattern of denser land uses, along with the transit improvements that are planned to service the compressed residential, commercial, and employment centers, is generally consistent with plans and policies guiding development, especially when considering that recently updated plans now include many of the same sustainable principles as the 2050 RTP/SCS, such as increased urban densities and access to transit. As noted previously, land use inputs used for the growth forecasts and land use patterns extending to 2020 included approved/adopted general plans and reflect the anticipated growth and land development of local jurisdictions. Thus, the land use and development patterns to accommodate regional growth as forecasted in the 2050 RTP/SCS to increase densities in existing urban centers would not substantially conflict or impede the implementation of existing land use plans and policies, including general plans and specific plans in 2020. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to substantial conflicts with land use plans and policies of urban areas in 2020.
As described previously, many rural communities in more eastern areas of the region have community plans, specific plans, or zoning ordinances that include planning goals and guidelines that serve to maintain rural character. This overall concept is generally consistent with the regional growth pattern provided in the 2050 RTP/SCS that seeks to guide the San Diego region toward a more sustainable future by focusing new housing and jobs growth in urbanized areas. The 2050 RTP/SCS plan to focus development in the heavily urbanized western portions of the San Diego region is consistent with the planning goals of smaller rural communities in the eastern portion of the region to maintain a more rural, nonurbanized character. As shown in 4.11-2, the land use change from 2010 through 2020 in the eastern portion of the region is fairly minimal. Thus, accommodating regional growth through the land use pattern proposed in the 2050 RTP/SCS would not substantially conflict or impede the implementation of existing land use plans and policies, including general plans and specific plans, in the more eastern portion of the region in 2020. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to substantial conflicts with existing land use plans and policies of rural areas in 2020.

The 2050 RTP/SCS land use pattern identifies protected parklands and open space and natural resource areas in the region. The SCS land use pattern incorporates finalized habitat conservation plans as well as the conservation of other sensitive resource lands such as steep slopes, wetlands, and floodplains as reflected in plans by local jurisdictions. Potential land use plan and policy conflicts related to open space and protection of environmentally sensitive areas due to the proposed development patterns have been minimized though the coordination with local jurisdictions as described above and incorporation into finalized conservation habitat plans. As shown in Figure 4.11-3, large areas of open space remain generally intact, both within the urbanized areas as well as more rural undeveloped areas. Therefore, in 2020 implementation of the 2050 RTP/SCS would result in less than significant impacts related to substantial conflicts with relevant land use plans and policies concerning protected parklands, open space, and natural resources areas. Natural resource plans and habitat conservation plans are discussed further in Section 4.4, Biological Resources.

**Transportation Network Improvements**

The 2050 RTP/SCS provides a transportation network improvement plan that meets the transit goals through improvement of the current system and implementation of new transit services to improve transit in more areas and offer new service types designed to attract new riders. The 2050 RTP/SCS vision for a flexible highway system would be accomplished through improvements to the existing highway system in which the same lanes used by transit also are used by car pools, vanpools, and fee-paying patrons with an extensive network of Managed Lanes, which are critical to many of the regional transit services. The planning of these transportation network improvements has been extensively coordinated by SANDAG with local jurisdictions and planning agencies as described under Regional Growth/Land Use Change.

The transportation network improvements that would be implemented between 2010 and 2020 generally include widening and/or installation of HOV lanes, Managed Lanes, and Transit Lanes along portions of I-5, I-15, I-805, SR 78, and SR 94; completion of SR 905 and SR 11; and HOV connector projects along I-805 and SR 78 at I-15. Some key transit network improvements in place by 2020 would include increases in existing COASTER service, including extension of COASTER service to the San Diego Convention Center and Petco Park. BRT downtown express services from inland and south bay locations would be expanded as well as new BRT routes from the south bay area and along I-15. Rapid bus service would add new routes and streetcar routes would be established. Airport express routes would also be developed. Local bus service would be improved to 15 minutes in key corridors. Double-tracking of the LOSSAN rail corridor would occur to accommodate increased frequency in COASTER and other rail services that utilize this rail line. In addition, the new Mid-Coast Trolley line from Old Town to University Town Center would be constructed and the Green Trolley line would be extended to downtown San Diego.
Many of the highway improvements included in the 2050 RTP/SCS propose new express lanes or Managed Lanes that often would require the widening of highway and interstate facilities, which would require the take of property adjacent to the existing facility to accommodate the increased right-of-way. By 2020, widening projects would be planned along portions of I-5, I-15, I-805, SR 78, and SR 94. Because the interstate and highway facilities planned for widening are long standing, communities have had the opportunity to plan appropriate uses along the transportation corridor and account for potential future expansion of the facility. In general, the planned widening of the transportation corridors would not cause substantial shifts in land use patterns or cause new land use inconsistencies with existing land use plans and policies. However, in some locations, widening of transportation facilities may place the interstate or highway closer to uses like residential development that may result in incompatibilities with planning document policies such as increased noise levels, air pollution exposure, or other planning guidelines. In addition, there would be locations along the planned widening alignments that are adjacent to sensitive environmental areas. Many local jurisdictions have specific environmental preservation areas delineated within their planning documents for the protection of sensitive environmental resources within their boundaries. Widening projects have the potential to be inconsistent with existing land use plans and policies due to encroachment into open space and preserve areas. Habitat conservation plans and natural community conservation plans are discussed in Section 4.4, Biological Resources. For these reasons, interstate widening projects in 2020 would substantially conflict with existing land use plans and policies, including general plans and specific plans. Adherence to local land use plans and policies would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, impacts related to substantial conflicts with land use plans and policies due to roadway widening projects in 2020 would be significant.

Completion of the new SR 905 and SR 11 transportation corridors is anticipated by 2020. These new facilities would directly alter the existing land uses of the area and indirectly cause land use modifications as large areas of industrial development would result around the new alignment and in proximity to the new Otay Mesa East POE. Environmental planning documents for the SR 11 and East Otay Mesa POE found that the project was consistent with applicable plans, such as the County General Plan, Otay Subregional Plan, East Otay Mesa Specific Plan, or Otay Mesa Community Plan (Caltrans 2008, 2010b). Similarly, the Final EIR/EIS for the SR 905 project found the project would not result in substantial conflicts with applicable plans. Because these new transportation network improvements are located in newly developing areas, applicable plans have accommodated and planned for these facilities, and for this reason these improvements would not substantially conflict with existing land use plans and policies, including general plans and specific plans. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to substantial conflicts with land use plans and policies in 2020 due to the development of SR 905 and SR 11.

As directed in the 2050 RTP/SCS, many of the planned transit improvements in 2020 would include the expansion of existing transit options such as COASTER service and BRT downtown express services. The increased frequency of COASTER service would not require the addition of new facilities and would not create a new type of use along the LOSSAN corridor. Similarly, the expansion of BRT service would necessitate minimal facilities, such as bus stops, because the buses would use existing roadways. For these reasons, the increased frequency and provision of more BRT routes would not substantially conflict with existing land use plans and policies. However, the extension of Trolley service into new areas, such as the Mid-Coast Trolley from Old Town into University Towne Centre, would have the potential to conflict with local plans and policies because it would require a substantial amount of property to encompass the necessary right-of-way, introduce a new physical division along the alignment, create a new noise source, require new crossings with local roadways, and result in other similar types of changes associated with a light rail line. These modifications within an established community, such as University City, as a result of Trolley line extension could be in conflict with applicable planning document policies,
such as noise level limits, land use and zoning designations, or environmental protection policies. Adherence to local land use plans and policies would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, Trolley line extensions would substantially conflict with existing land use plans and policies and a significant impact would result in 2020.

Double-tracking of the LOSSAN corridor may require additional right-of-way to facilitate the expansion. Similar to the discussion provided above regarding interstate widening projects, the double-tracking would not develop a new transit use within the surrounding communities, which have already adapted to the rail lines and train operations, and no major shifts in land use would result. However, as described for the widening projects, the rail alignments would also pass through sensitive environmental areas that are protected within plans and have the potential to be inconsistent with land use plans and policies due to encroachment into open space and preserve areas. For this reason, double-tracking projects in 2020 would conflict with or impede the implementation of existing land use plans and policies, including general plans and specific plans. Adherence to local land use plans and policies would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, impacts related to substantial conflicts with land use plans and policies due to double-tracking projects would be significant in 2020.

Conclusion

By 2020, land use pattern changes on a regionwide basis would not be substantial. Some increases in development densities in existing urban centers would occur and more eastern rural areas would continue to maintain their nonurbanized community character, but conflicts with existing land use plans are unlikely. However, transportation network improvements, including roadway widening projects, double-tracking of rail corridors, and Trolley line extensions, have the potential to conflict with existing land use plans. Therefore, impacts related to conformance with relevant land use plans, ordinances, and policies due to roadway widening, double-tracking projects, and Trolley line extensions in 2020 would be significant, and mitigation measures are described in Section 4.11.5.

2035

Regional Growth/Land Use Change

In 2035, the 2050 RTP/SCS land use pattern, as previously described, would continue to create communities that are more sustainable, walkable, transit-oriented, and compact by focusing development in urban centers and along existing transportation corridors. The description of coordination between SANDAG and the local jurisdictions and planning agencies during the development of the 2050 RTP/SCS is applicable to the analysis of 2035. The year 2035 does not extend substantially beyond the planning horizons used in many local plans and the coordination between SANDAG and the individual jurisdictions in developing the growth patterns would be in line with the type of community envisioned at a local planning level.

As shown in Figure 4.11-4, development patterns in 2035 continue to become denser in existing urban centers with compact residential, commercial, and office uses. Increased population densities also become apparent along transportation corridors, such as SR 78 between Oceanside and Escondido, SR 67 near Santee, and SR 125 near Chula Vista as can be seen in Figure 4.13-7. The discussion provided under the 2020 analysis regarding compatibility of the 2050 RTP/SCS land use pattern of increased dense development in urban centers is also applicable to the 2035 analysis. Land use inputs used for the growth forecasts and land use patterns extending to 2035 included approved/adopted general plans and some draft plans when necessary and, thus, generally continue to reflect the anticipated growth and planned land development of local jurisdictions. Thus, the land use plan and development patterns to accommodate
regional growth as forecasted in the 2050 RTP/SCS to increase densities in existing urban centers would not substantially conflict with existing land use plans, policies, or plans anticipated to be updated and adopted prior to the adoption of the 2050 RTP/SCS, including general plans and specific plans in 2035. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to substantial conflicts with land use plans and policies in urban areas in 2035.

The land use change from 2010 through 2035 includes considerable increases in spaced rural residential development in the more eastern areas of the region, outside of the heavily urbanized coastal areas. The development pattern shows these increases in development generally occur around existing communities and transportation corridors. As shown in Figure 4.11-4, areas of increased spaced rural residential development occur along roadway corridors such as SR 76 in the northern portion of the region, I-15 north of Escondido, SR 67 and SR 78 east of Poway, I-8 east of El Cajon, and along SR 94. Spaced rural residential development is typical of the type of development existing around these more rural communities and area. Additionally, this expanded rural residential land use pattern has been designed to be consistent with existing plans and plans pending adoption. Thus, the land use pattern proposed in the 2050 RTP/SCS would not substantially conflict with existing land use plans or policies, including general plans and specific plans in the more eastern portion of the region in 2035. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to substantial conflicts with land use plans and policies in rural areas in 2035.

Similar to 2020, as shown in Figure 4.11-4, large areas of open space remain generally intact in 2035 within the urbanized areas as well as more rural undeveloped areas. Therefore, in 2035 implementation of the 2050 RTP/SCS would result in less than significant impacts related to substantial conflicts with land use plans and policies concerning protected parklands, open space, and natural resources areas. Natural resource plans and habitat conservation plans are discussed further in Section 4.4, Biological Resources.

Transportation Network Improvements

Some key highway improvements in place by 2035 would include additional HOV and Managed Lanes along portions of I-5, I-15, I-805, and SR 52; widening of portions of SR 125 and SR 67; and additional freeway and HOV connector improvements. Some important transit projects operational by 2035 would include continued increases in COASTER service, increases in SPRINTER service, increases in downtown area streetcar service, and substantial increases in rapid bus service throughout the region. The Trolley Blue Line would be extended from UTC to Mira Mesa via Sorrento Mesa and Carroll Canyon; the Orange Line would be extended to Lindbergh Field; Phase 1 of the new Mid-City to Downtown San Diego line would provide service from the Mid-City transit station via El Cajon Boulevard to Downtown; and a new line from Pacific Beach to El Cajon via Kearny Mesa, Mission Valley, and San Diego State University would be established. Double-tracking along the SPRINTER rail line through the cities of Oceanside, Vista, San Marco, and Escondido would take place by 2035 as well as continued double-tracking along the LOSSAN corridor.

As in 2020, widening projects would continue in 2035 along of portions of I-5; SR 125, and SR 67 with additional HOV lanes and Managed Lanes added along portions of I-5, I-805, and SR 52. The analysis and conclusions provided for potential plan and policy inconsistencies due to widening projects for 2020 are applicable in 2035. However, one difference would occur with widening projects in 2035 that are located along small roadways, such as SR 67. These smaller facilities that pass through more eastern rural areas have portions of their alignments that are surrounded by less-urbanized areas. The expansion of a small highway to a larger more urban-type of facility with additional lanes could be in conflict with the plans and policies of local communities that strive to maintain the rural atmosphere of the areas. For this reason, and those discussed under the 2020 analysis, widening projects in 2035 would substantially conflict with existing land use plans or policies, including general plans and specific plans. Adherence to
local land use plans and policies would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, impacts related to substantial conflicts with land use plans and policies due to roadway widening projects in 2035 would be significant.

RTP/SCS transit improvements in 2035 would include increases in COASTER service, increases in SPRINTER service, increases in downtown area streetcar service, substantial increases in rapid bus service throughout the region, extension of the Trolley Blue Line to the Mira Mesa area, and double-tracking of both the LOSSAN and Sprinter rail corridors. As described under the 2020 analysis, the increased frequency of COASTER or SPRINTER service would not require the addition of new facilities and would not create a new type of use along the rail corridors. Similarly, the expansion of BRT or street car service would necessitate minimal facilities, such as bus stops, because the buses and street cars would use existing roadways. For these reasons, the increased frequency and provision of expanded existing transit services in 2035 would not substantially conflict with existing land use plans. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to substantial conflicts with land use plans and policies due to transit improvements in 2035.

The extension of a Trolley rail line into a new areas, such as Pacific Beach, Clairemont Mesa, Kearny Mesa, or Mira Mesa would affect the surrounding community because it would require a substantial amount of property to encompass the necessary right-of-way, introduce a new physical division along the alignment, create a new noise source, require new crossings with local roadways, and result in other similar types of changes associated with a light rail line. These modifications within an established community as a result of Trolley line extension could be in conflict with applicable planning document policies, such as noise level limits, land use and zoning designations, or environmental protection policies. Adherence to local land use plans and policies would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, Trolley line extensions would substantially conflict with land use plans or policies, including general plans and specific plans and a significant impact would result in 2035.

Double-tracking of the LOSSAN corridor and SPRINTER rail line may require additional right-of-way to facilitate the expansion. Similar to the discussion provided above regarding interstate widening projects, the double-tracking would not develop a new transit use within the surrounding communities, which have already adapted to the rail lines and train operations, and no major shifts in land use would result. However, as described for the widening projects, the rail alignments would also pass through sensitive environmental areas that are protected within plans and have the potential to be inconsistent with land use plans and policies due to encroachment into open space and preserve areas. For this reason, double-tracking projects in 2035 would substantially conflict with existing land use plans and policies, including general plans and specific plans. Adherence to local land use plans and policies would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, impacts related to substantial conflicts with land use plans and policies due to double-tracking projects would be significant in 2035.

Conclusion

Increased compact and sustainable development in existing cities by 2035 is generally compatible with land use plans and policies of urban areas, and the growth of rural residential uses around existing communities is not so expansive that substantial conflicts or impediment of the implementation of existing land use plans and policies would result. Transportation network improvements, including roadway widening projects, rail double-tracking, and Trolley line extensions, have the potential to be inconsistent with existing land use plans and policies. Therefore, impacts related to substantial conflicts with land use plans and policies due to roadway widening, double-tracking of rail corridors, and Trolley
line extension projects would be significant in 2035 and mitigation measures are described in Section 4.11.5.

2050

Regional Growth/Land Use Change

The 2020 and 2035 descriptions of coordination between SANDAG and the local jurisdictions and planning agencies during the development of the 2050 RTP/SCS are applicable to the analysis of 2050. As shown in Figure 4.11-5, development patterns in 2050 continue to become denser in existing urban centers with compact residential, commercial, and office uses. As described under 2035, increased densities continue along transportation corridors and in existing urban centers. By 2050, the land use plan and development patterns to accommodate regional growth as forecasted in the 2050 RTP/SCS to increase densities in existing urban centers may be in exceedance of the densities currently anticipated in some local plans. Since the 2050 forecast extends 20 or 30 years beyond the typical horizon date of local land use plans, SANDAG staff also worked extensively with local jurisdiction to consider ways in which plans might change in the next four decades. If the 2050 RTP/SCS were to be adopted, in the future jurisdictions would be able to incorporate the land use patterns and overall guiding principles into general plan, specific plan, and other applicable plan and policy updates.

Though some existing urban jurisdictions have recently implemented smart growth principles and provided for increased urban density within their land use plans and policies, the densities and development necessary to accommodate all regional growth as forecasted in the 2050 RTP/SCS may be greater than allowed in some existing local plans and policies. In these instances, the regional growth strategy as presented in the 2050 RTP/SCS would substantially conflict or impede the implementation of existing land use plans and policies, including general plans and specific plans in 2050. Adherence to local land use plans and policies would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, implementation of the 2050 RTP/SCS would result in a significant impact related to substantial conflicts with land use plans and policies in urban areas in 2050.

The SR 905 and SR 11 corridors would experience substantial increases in industrial use and employment density by 2050. These areas are currently experiencing rapid growth and urbanization associated with the construction of the new transportation corridors and the Otay Mesa East POE. Planning documents, such as the County General Plan, Otay Subregional Plan, East Otay Mesa Specific Plan, or Otay Mesa Community Plan have generally accounted for the land use changes in this area with development of the new transportation facilities. The development of industrial uses in this area would not substantially conflict or impede the implementation of existing land use plans and policies, including general plans and specific plans in 2050. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to substantial conflicts with land use plans and policies due to development of SR 905 and SR 11 in 2050.

The land use changes from 2010 through 2050 include considerable increases in spaced rural residential development in the more eastern areas of the region, outside of the heavily urbanized coastal areas. However, in contrast to the type of development seen in 2035, the 2050 development pattern shows spaced rural residential development filling in considerable expanses of area and expanding substantially beyond existing communities and transportation corridors. Even though spaced rural residential use is typical of the type of development existing around these more rural communities and areas, such as Escondido, Poway, and unincorporated County communities, the expansion of the land use into locations of undeveloped land that previously helped to maintain the nonurban character of the area would likely be inconsistent with the goals and policies of land use plans aimed at maintaining rural character and limiting
urban types of development. Adherence to local land use plans and policies would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, the land use pattern proposed in the 2050 RTP/SCS may substantially conflict with land use plans and policies in the more eastern portion of the region in 2050 and a significant land use impact would result.

Similar to 2020, as shown in Figure 4.11-5, large areas of open space remain generally intact in 2050 within the urbanized areas as well as more rural undeveloped areas. Therefore, in 2050 implementation of the 2050 RTP/SCS would result in less than significant impacts related to substantial conflicts with land use plans and policies concerning protected parklands, open space, and natural resources areas. Natural resource plans and habitat conservation plans are discussed further in Section 4.4, Biological Resources.

Transportation Network Improvements

By 2050, most of the highway, transit, and active transportation (bicycle and pedestrian) improvements, along with other infrastructure projects, would be in place and operational in accordance with the proposed 2050 RTP/SCS. Some key highway improvements that would be in place by 2050 would include widening portions of SR 52, SR 56, SR 76, SR 94, SR 125, and I-5; additional HOV lanes and Managed Lanes along segments of I-805, I-5, I-15, SR 94, SR 125, and SR 54; and freeway and HOV connector improvements. Important transit improvements in place by 2050 would include the extension of Trolley lines and increased Trolley service frequency. The Trolley Green Line would be extended to Downtown-Bayside; Phase 2 of the line connecting Downtown San Diego to El Cajon Boulevard/Mid-City would be extended to San Diego State University; and a line from University Town Center to San Ysidro via Kearny Mesa, Mission Valley, Mid-City, National City, and Chula Vista would be established.

As in 2020 and 2035, widening projects would continue in 2050. Some key highway improvements that would be in place by 2050 would include widening portions of SR 52, SR 56, SR 76, SR 94, SR 125, and I-5. The analysis and conclusions provided for potential land use plan and policy inconsistencies due to widening projects for 2020 are applicable in 2050 as well. However, as described under the 2035 analysis, widening projects in 2050 would also include smaller highway facilities in more eastern rural areas that have portions of their alignments surrounded by less-urbanized areas. The expansion of a small highway to a larger more urban-type of facility with additional lanes could be in conflict with the land use plans and policies of local communities that strive to maintain the rural atmosphere of the areas. For this reason, and those discussed under the 2020 analysis, widening projects in 2050 would substantially conflict with land use plans or policies, including general plans and specific plans. To the extent feasible, adherence to local land use plans and policies would minimize these potentially significant land use impacts. However, impacts related to substantial conflicts with land use plans and policies due to roadway widening projects would be significant in 2050.

As directed in the 2050 RTP/SCS, many of the planned transit improvements in 2050 would include increases in COASTER service, increases in SPRINTER service, increases in downtown area streetcar service, substantial increases in rapid bus service throughout the region, and extension of the Trolley Blue Line to the Mira Mesa area. As described under 2020 analysis, the increased frequency of COASTER or SPRINTER service would not require the addition of new facilities and would not create a new type of use along the rail corridors. Similarly, the expansion of BRT or street car service would necessitate minimal facilities, such as bus stops, because the buses and street cars would use existing roadways. For these reasons, the increased frequency and provision of expanded existing transit services in 2050 would not substantially conflict with land use plans or policies. Implementation of the 2050 RTP/SCS would result in less than significant impacts related to substantial conflicts with land use plans and policies due to increased transit services in 2050.
Important transit improvements in place by 2050 would include the extension of Trolley lines and increased Trolley service frequency. The increased frequency of Trolley service would not require the addition of new facilities and would not create a new type of use along the light rail corridor. However, as described under 2035, the extension of a Trolley rail line into a new areas such as Kensington-Talmadge, Normal Heights, Greater North Park, or City Heights would affect the surrounding community because of modifications within an established community that could be in conflict with applicable land use planning document policies, such as noise level limits, land use and zoning designations, or environmental protection policies. For this reason, Trolley line extensions in 2050 would substantially conflict with land use plans or policies, including general plans and specific plans, and a significant impact would result. Adherence to local land use plans and policies would reduce these potentially significant land use impacts, but there is no assurance that land use impacts would be reduced to less than significant levels. Therefore, impacts related to substantial conflicts with land use plans and policies due to Trolley line extensions would be significant in 2050.

Conclusion

Increased compact and sustainable development in existing cities may be beyond that anticipated and planned for within local plans and policies. The growth and expansion of rural residential uses into locations of undeveloped land may have substantial incompatibilities and conflicts with existing land use plans and policies. Therefore, impacts related to substantial conflicts with land use plans and policies due to high urban densities beyond that planned for by local jurisdictions and substantial expansion of rural development would be significant in 2050 and require mitigation measures as described in Section 4.11.5.

Transportation network improvements including roadway widening projects and Trolley line extensions have the potential to be inconsistent with existing land use plans and policies. Therefore, impacts related to substantial conflicts with land use plans and policies due to these types of projects in 2050 would be significant and require mitigation measures as described in Section 4.11.5.

4.11.5 MITIGATION MEASURES

Implementation of the 2050 RTP/SCS would result in significant impacts related to deterioration of community cohesion and character, and conflicts with existing land use plans. Implementation of the below mitigation measures would reduce these impacts, though not to a less than significant level. These mitigation measures are general and programmatic in nature, and would be refined in project-specific CEQA documents.

LU-1 COMMUNITY COHESION AND CHARACTER

2020

Implementation of the 2050 RTP/SCS would result in significant impacts to community character and cohesion in 2020 due to Trolley line extensions. Implementation of Mitigation Measure LU-A would reduce these impacts.

LU-A For transportation facility widening projects, Trolley line extensions, and double-tracking of the LOSSAN and SPRINTER corridors, SANDAG shall and other implementing agencies can and should implement feasible alignments, design options, and other design features that avoid or substantially reduce impacts on community character and cohesion, and avoid or substantially reduce conflicts with land use plans. To achieve this objective, SANDAG shall and implementing agencies should coordinate with cities and San Diego County early in the
planning process for these facilities to identify potentially significant land use impacts and address them through the facility planning and design process.

2035

Implementation of the 2050 RTP/SCS would result in significant impacts to community character and cohesion in 2035 due to road widening projects and Trolley line extensions. Implementation of Mitigation Measure LU-A, as described under 2020 above, would reduce these impacts.

2050

Implementation of the 2050 RTP/SCS would result in significant impacts to community character and cohesion in 2050 due to road widening projects and Trolley line extensions. Implementation of Mitigation Measure LU-A, as described under 2020 above, would reduce these impacts.

Implementation of the 2050 RTP/SCS would result in significant impacts to community character in 2050 due to urban and rural growth. Implementation of Mitigation Measure LU-B would reduce these impacts.

LU-B  SANDAG shall, and San Diego region cities and the County of San Diego can and should, review and reevaluate the SCS land use pattern in future years as growth occurs to consider whether continued increased density in urban areas or continued expansion of spaced rural residential use into existing undeveloped lands would be necessary. SANDAG shall revise the SCS land use pattern in future RTP updates to be consistent with the latest updates to local general plans, and to reduce the potential for long-term impacts on community character. In addition, in future updates of the Regional Comprehensive Plan (RCP), SANDAG will continue to coordinate with the local cities and the County of San Diego to update the Smart Growth Concept Map and identify areas of the region where additional growth could be accommodated to coincide with the increased investment in transit.

LU-2  SUBSTANTIAL CONFLICTS WITH EXISTING GENERAL PLANS AND POLICIES

2020

Implementation of the 2050 RTP/SCS would result in significant impacts regarding substantial conflicts with existing land use plans, and policies in 2020 due to road widening projects, double-tracking of rail lines, and Trolley line extensions. Implementation of Mitigation Measure LU-A would reduce these impacts.

2035

Implementation of the 2050 RTP/SCS would result in significant impacts regarding substantial conflicts with existing land use plans, and policies due to road widening projects, double-tracking of rail lines, and Trolley line extensions. Implementation of Mitigation Measure LU-A would reduce these impacts.

2050

Implementation of the 2050 RTP/SCS would result in significant impacts regarding substantial conflicts with existing land use plans, and policies in 2050 due to road widening projects and Trolley line extensions. Implementation of Mitigation Measure LU-A would reduce these impacts.
Implementation of the 2050 RTP/SCS would result in significant impacts regarding substantial conflicts with existing land use plans, and policies in 2050 due to urban and rural growth. Implementation of Mitigation Measure LU-B would reduce these impacts.

4.11.6 SIGNIFICANCE AFTER MITIGATION

LU-1 COMMUNITY COHESION AND CHARACTER

2020

Implementation of Mitigation Measure LU-A would reduce community character and cohesion impacts associated with Trolley line extensions through implementation of feasible alignments, design options, and other design features that avoid or substantially reduce impacts on community character and cohesion, and avoid or substantially reduce conflicts with land use plans. However, there is no assurance that the proposed mitigation would completely reduce all impacts to less than significant as project details are not yet known. Therefore, impacts related to deterioration of community character due to Trolley line extensions would remain significant and unavoidable.

2035

Implementation of Mitigation Measure LU-A would reduce community character and cohesion impacts associated with roadway widening projects and Trolley line extensions through implementation of feasible alignments, design options, and other design features that avoid or substantially reduce impacts on community character and cohesion, and avoid or substantially reduce conflicts with land use plans. However, there is no assurance that the proposed mitigation would completely reduce all impacts to less than significant as project details are not yet known. Therefore, impacts related to deterioration of community character due to roadway widening projects and Trolley line extensions would remain significant and unavoidable.

2050

Implementation of Mitigation Measure LU-A would reduce community character and cohesion impacts associated with roadway widening projects and Trolley line extensions through implementation of feasible alignments, design options, and other design features that avoid or substantially reduce impacts on community character and cohesion, and avoid or substantially reduce conflicts with land use plans. However, there is no assurance that the proposed mitigation would completely reduce all impacts to less than significant as project details are not yet known. Therefore, impacts related to deterioration of community character due to roadway widening projects and Trolley line extensions would remain significant and unavoidable.

Implementation of Mitigation Measure LU-B would reduce community character impacts associated with high urban densities beyond that planned for by local jurisdictions and substantial expansion of rural residential development. However, there is no assurance that the proposed mitigation would reduce all impacts to less than significant levels due to variables such as changes to the actual growth occurring the region compared to the forecasted growth, potential changes made in local plans, or other factors that may likely change in the next 40 years. Therefore, impacts related to deterioration of community character due to changes in both urban and rural communities would remain significant and unavoidable.
LU-2 SUBSTANTIAL CONFLICTS WITH EXISTING LAND USE PLANS AND POLICIES

2020

Implementation of Mitigation Measure LU-A would reduce existing land use plan conflicts associated with roadway widening projects, double-tracking of rail lines, and Trolley line extensions through implementation of feasible alignments, design options, and other design features that avoid or substantially reduce impacts on community character and cohesion, and avoid or substantially reduce conflicts with land use plans and policies. However, there is no assurance that the proposed mitigation would reduce all impacts to less than significant as project details are not yet known. Therefore, impacts related to substantial conflicts with existing land use plans and policies due to roadway widening projects, Trolley line extensions, and double-tracking of rail lines would remain significant and unavoidable.

2035

Implementation of Mitigation Measure LU-A would reduce existing land use plan conflicts associated with roadway widening projects, double-tracking of rail lines, and Trolley line extensions through implementation of feasible alignments, design options, and other design features that avoid or substantially reduce impacts on community character and cohesion, and avoid or substantially reduce conflicts with land use plans and policies. However, there is no assurance that the proposed mitigation would reduce all impacts to less than significant as project details are not yet known. Therefore, impacts related to substantial conflicts with existing land use plans and policies due to roadway widening projects, double-tracking of rail lines, and Trolley line extensions would remain significant and unavoidable.

2050

Implementation of Mitigation Measure LU-A would reduce existing land use plan conflicts associated with roadway widening projects and Trolley line extensions through implementation of feasible alignments, design options, and other design features that avoid or substantially reduce impacts on community character and cohesion, and avoid or substantially reduce conflicts with land use plans and policies. However, there is no assurance that the proposed mitigation would reduce all impacts to less than significant as project details are not yet known. Therefore, impacts related to substantial conflicts with existing land use plans and policies due to roadway widening projects and Trolley line extensions would remain significant and unavoidable.

Implementation of Mitigation Measure LU-B would reduce existing land use plan conflicts associated with high urban densities beyond that planned for by local jurisdictions and substantial expansion of rural residential development. As described in Mitigation Measure LU-B, SANDAG will revise the SCS land use pattern and future RTP updates to be consistent with actual growth, potential changes made in local plans, or other factors that may likely change in the next 40 years, thus reducing the potential for conflicts with land use plans, policies, and ordinances. Therefore, with implementation of Mitigation Measure LU-B, impacts related to substantial conflicts with existing land use plans and policies would be reduced to less than significant because 2050 RTP/SCS implementation would include updates to maintain consistency with plans for both urban and rural communities.

Mitigation Found to Be Infeasible

To further reduce significant impacts that would result both from regional growth/land use change and transportation improvements, various possible additional mitigation measures were considered. As described below, these additional measures were found to be infeasible.
• Remove road widening, Trolley line extension, and rail double-tracking projects from the 2050 RTP/SCS. This would eliminate the significant land use compatibility impacts that were identified for these types of project in the above analysis.

This measure was considered infeasible because it would not achieve the 2050 RTP/SCS fundamental objectives. Without these transportation network improvements as forecasted in the 2050 RTP/SCS, traffic operations would decrease and have negative regional implications on the ability of workers to efficiently commute, would burden the goods movement industry, and would limit efficient and reliable transit options. This result would be in direct conflict with the 2050 RTP/SCS objective to provide a transportation system that offers convenient travel options for people and goods, as well as reasonable travel costs. Removal of these transportation improvements from the 2050 RTP/SCS would also hinder the ability of the project to meet the objective to provide a transportation system that supports improvement of the region’s standard of living as traffic conditions would worsen and transit options would not be expanded. In addition, regional economic prosperity would be limited as the goods movement industry would be negatively impacted by poor traffic conditions. The widespread negative traffic impacts that would result from lack of these necessary transportation improvements would also not meet the objective to provide a reliable transportation system that offers relatively consistent travel times by mode from day to day as transit service could not be increased and traffic operating conditions would worsen.

• Implement economic disincentives such as increased taxes, development fees, and similar types of economically based actions to slow growth of both regional population and employment. The resulting slower growth would serve to reduce the need for increased urban densities, expansion into currently undeveloped areas, and the need for transportation network improvements and would reduce the associated land use impacts.

This measure was considered infeasible because it would not achieve the 2050 RTP/SCS fundamental objectives. It would not achieve the objective to provide a transportation system that offers convenient travel options for people and goods, as well as reasonable travel costs as increased taxes and other economic disincentives would elevate costs associated with travel such as increased gas prices or higher transit fees. This measure would also be in direct opposition of the project objective to provide a transportation system that supports improvement of the region’s standard of living as it would place an added economic burden on residents and businesses in the San Diego region in addition to the already difficult economic situation. It would have a negative impact on the economic prosperity and viability of the region as a center for regional distribution and the goods movement industry.

Moreover, provisions in SB 375 require that each region plan for its anticipated population growth and that the level of growth be consistent with projections produced by the California Department of Finance (DOF), with no more than +/- 3 percent deviation of the local projection from the DOF projection. For the San Diego region, SANDAG and DOF projections are shown in Table 4.11-5.

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<th>Year</th>
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</tbody>
</table>
The SANDAG projections are lower than those from DOF, but if the projections were to be any lower, the region would be outside the bounds of the +/-3 percent deviation allowed. Additionally, SB 375 requires that the Regional Housing Need Assessment (RHNA) and SCS be consistent, meaning that the SCS land use pattern can accommodate the 8-year RHNA Determination. A slow growth strategy would likely not accommodate the RHNA, creating another inconsistency with the requirements of SB 375. Thus, even if growth-slowing policies would be feasible for the San Diego region, such policies would render the SCS out of compliance with SB 375.

- Implement a regional growth strategy that promotes very restrictive zoning policies and land use regulations intended to limit future residential and economic growth within the San Diego Region. Limiting new residential growth would minimize potential land use conflicts resulting from high densities and expanded development areas as well as reduce the need for transportation network improvements.

Implementation of a highly restrictive regional growth strategy was considered infeasible because it would not achieve the 2050 RTP/SCS fundamental objectives. Consideration of this measure found that these types of restrictions on future residential growth could result in increased interregional commuting, higher housing costs, and reduced economic success. It would not achieve the objective to provide a transportation system that offers convenient travel options for people and goods, as well as reasonable travel costs, as the need for increased interregional travel would not be convenient for San Diego residents and would increase their commute costs. This measure would not achieve the objective to provide a transportation system that supports improvement of the region’s standard of living as more residents would have to commute out of the region for employment and reduced economic success would negatively impact the overall standard of living. Increasing the need to commute out of the region would not achieve the objective to provide an environmentally sustainable transportation system, as longer commutes require additional resources compared to short local commutes. As detailed in the discussion above and shown in Table 4.11-5, restricting and limiting growth as proposed by this measure would result in noncompliance with SB 375.