



Edmund G. Brown Jr.  
Governor

STATE OF CALIFORNIA  
Governor's Office of Planning and Research  
State Clearinghouse and Planning Unit



Ken Alex  
Director

**Memorandum**

**Date:** February 2, 2018  
**To:** All Reviewing Agencies  
**From:** Scott Morgan, Director  
**Re:** SCH # 2016021105  
**McClellan - Palomar Airport Master Plan Update**

Pursuant to the attached letter, the Lead Agency has *extended* the review period for the above referenced project to **March 19, 2018** to accommodate the review process. All other project information remains the same.

S1-1

cc: Cynthia Curtis  
San Diego County  
5510 Overland Ave., Suite 410  
San Diego, CA 92123

1400 TENTH STREET P.O. BOX 3044 SACRAMENTO, CALIFORNIA 95812-3044  
TEL (916) 445-0613 FAX (916) 323-3018 www.opr.ca.gov

**Comment Letter S1  
Exhibit**



# County of San Diego

**RICHARD E. CROMPTON**  
DIRECTOR

DEPARTMENT OF PUBLIC WORKS  
COUNTY AIRPORTS  
1960 JOE CROSSON DRIVE, EL CAJON, CA 92020  
(619) 956-4800 FAX: (619) 956-4801  
Web Site: [www.sdcountryairports.com](http://www.sdcountryairports.com)

Governor's Office of Planning & Research

FEB 01 2018

STATE CLEARINGHOUSE

February 1, 2018

Via Electronic Mail

[State.Clearinghouse@opr.ca.gov](mailto:State.Clearinghouse@opr.ca.gov)

Re: Extension of Public Review and Comment Period on the McClellan-Palomar Airport Master Plan Update and Draft Program Environmental Impact Report (SCH# 2016021105)

To CEQAnet Administrators,

The County of San Diego has extended the public comment period for the McClellan-Palomar Airport Master Plan Update and Draft Program Environmental Impact Report (SCH# 2016021105). The documents were published and circulated in accordance with the requirements of Section 15105 of the California Environmental Quality Act (CEQA) and the County of San Diego guidelines, and were made available to the public on January 18, 2018. We will be accepting public comment through March 19<sup>th</sup>, 2018 for a total of 61 days.

Please accept this submittal as a request to update the CEQAnet and OPR records for this project.

We appreciate your help! Please let me know if you have any questions.

Sincerely,

Cynthia Curtis  
Environmental Planning Manager

**Comment Letter S1  
Exhibit**

Print Form

Appendix C

**Notice of Completion & Environmental Document Transmittal**

Mail to: State Clearinghouse, P.O. Box 3044, Sacramento, CA 95812-3044 (916) 445-0613  
For Hand Delivery/Street Address: 1400 Tenth Street, Sacramento, CA 95814

SCH # 2016021105

**Project Title:** McClellan-Palomar Airport Master Plan Update  
Lead Agency: County of San Diego, Department of Public Works Contact Person: Cynthia Curtis  
Mailing Address: 5510 Overland Avenue, Suite 410 Phone: (858) 694-3906  
City: San Diego Zip: 92123 County: San Diego

**Project Location:** County: San Diego City/Nearest Community: Carlsbad  
Cross Streets: Palomar Airport Road at Yarrow Drive Zip Code: 92011  
Longitude/Latitude (degrees, minutes and seconds): 33 ° 07 ' 40.4 " N / 117 ° 16 ' 45.0 " W Total Acres: 231  
Assessor's Parcel No.: 213-020-18 Section: \_\_\_\_\_ Twp.: \_\_\_\_\_ Range: \_\_\_\_\_ Base: \_\_\_\_\_  
Within 2 Miles: State Hwy #: Interstate 5 Waterways: Agua Hedionda Creek  
Airports: McClellan-Palomar Airport Railways: none Schools: Pacific Ridge School

**Document Type:**  
CEQA:  NOP  Draft EIR  NEPA:  NOI Other:  Joint Document  
 Early Cons  Supplement/Subsequent EIR  Draft EIS  Other: \_\_\_\_\_  
 Neg Dec  (Prior SCH No.)  Other: \_\_\_\_\_  
 Mit Neg Dec Other: \_\_\_\_\_

**Local Action Type:**  
 General Plan Update  Specific Plan  Rezone  Annexation  
 General Plan Amendment  Master Plan  Prezone  Redevelopment  
 General Plan Element  Planned Unit Development  Use Permit  Coastal Permit  
 Community Plan  Site Plan  Land Division (Subdivision, etc.)  Other: \_\_\_\_\_

**Development Type:**  
 Residential: Units \_\_\_\_\_ Acres \_\_\_\_\_ Employees \_\_\_\_\_  
 Office: Sq. ft. \_\_\_\_\_ Acres \_\_\_\_\_ Employees \_\_\_\_\_  
 Commercial: Sq. ft. \_\_\_\_\_ Acres \_\_\_\_\_ Employees \_\_\_\_\_  
 Industrial: Sq. ft. \_\_\_\_\_ Acres \_\_\_\_\_ Employees \_\_\_\_\_  
 Educational: \_\_\_\_\_  
 Recreational: \_\_\_\_\_  
 Water Facilities: Type \_\_\_\_\_ MGD \_\_\_\_\_  
Transportation: Type \_\_\_\_\_  
Mining: \_\_\_\_\_ Mineral \_\_\_\_\_  
Power: \_\_\_\_\_ Type \_\_\_\_\_ MW \_\_\_\_\_  
Waste Treatment: Type \_\_\_\_\_ MGD \_\_\_\_\_  
Hazardous Waste: Type \_\_\_\_\_  
 Other: Airport

**Project Issues Discussed in Document:**  
 Aesthetic/Visual  Fiscal  Recreation/Parks  Vegetation  
 Agricultural Land  Flood Plain/Flooding  Schools/Universities  Water Quality  
 Air Quality  Forest Land/Fire Hazard  Septic Systems  Water Supply/Groundwater  
 Archeological/Historical  Geologic/Seismic  Sewer Capacity  Wetland/Riparian  
 Biological Resources  Minerals  Soil Erosion/Compaction/Grading  Growth Inducement  
 Coastal Zone  Noise  Solid Waste  Land Use  
 Drainage/Absorption  Population/Housing Balance  Toxic/Hazardous  Cumulative Effects  
 Economic/Jobs  Public Services/Facilities  Traffic/Circulation  Other: \_\_\_\_\_

**Present Land Use/Zoning/General Plan Designation:**  
Zoning = Industrial. Land Use = Public  
**Project Description:** (please use a separate page if necessary)  
McClellan-Palomar Airport (Airport) is owned and operated by the County of San Diego and located in the City of Carlsbad. The current Airport Master Plan was prepared in 1997 and has reached the end of its 20-year planning period. The County of San Diego has prepared a new comprehensive Master Plan Update to plan for the future while enhancing operations and safety at the airport. The County is the Lead Agency in preparation of the Master Plan Update and its associated Program Environmental Impact Report (PEIR) in compliance with CEQA. The PEIR serves to inform the general public, the local community, and responsible trustee, state, and federal agencies of the Project, its potentially significant environmental effects, feasible mitigation measures to mitigate those effects, and its reasonable and feasible alternatives.

State Clearinghouse Contact: (916) 445-0613  
State Review Began: 1 - 18 - 2018  
SCH COMPLIANCE 3 - 19 - 2018

**Project Sent to the following State Agencies**

|   |   |
|---|---|
| <input checked="" type="checkbox"/> Resources       | Cal EPA   |
| <input type="checkbox"/> Boating & Waterways        | ARB: Airport & Freight                            |
| <input type="checkbox"/> Central Valley Flood Prot. | ARB: Transportation Projects                      |
| <input type="checkbox"/> Coastal Comm               | ARB: Major Industrial/Energy                      |
| <input type="checkbox"/> Colorado Rvr Bd            | Resources, Recycl. & Recovery                     |
| <input type="checkbox"/> Conservation               | SWRCB: Div. of Drinking Water                     |
| <input checked="" type="checkbox"/> CDFW # 5        | SWRCB: Div. Drinking Wtr # _____                  |
| <input type="checkbox"/> Cal Fire                   | SWRCB: Div. Financial Assist.                     |
| <input type="checkbox"/> Historic Preservation      | SWRCB: Wtr Quality                                |
| <input checked="" type="checkbox"/> Parks & Rec     | SWRCB: Wtr Rights                                 |
| <input type="checkbox"/> Bay Cons & Dev Comm.       | <input checked="" type="checkbox"/> Reg. WQCB # 4 |
| <input checked="" type="checkbox"/> DWR             | Toxic Sub Ctrl-CTC                                |
|   | <b>Yth/Adlt Corrections</b>                       |
|   | Corrections                                       |
|   | <b>Independent Comm</b>                           |
| <input checked="" type="checkbox"/> CalSTA          | Delta Protection Comm                             |
| <input type="checkbox"/> Aeronautics                | Delta Stewardship Council                         |
| <input type="checkbox"/> CHP                        | Energy Commission                                 |
| <input checked="" type="checkbox"/> Caltrans # 11   | NAHC  |
| <input type="checkbox"/> Trans Planning             | Public Utilities Comm                             |
| <b>Other</b>  | Santa Monica Bay Restoration                      |
| <input type="checkbox"/> Education                  | State Lands Comm                                  |
| <input type="checkbox"/> OES                        | Tahoe Rgl Plan Agency                             |
| <input type="checkbox"/> Food & Agriculture         |   |
| <input type="checkbox"/> HCD                        |   |
| <b>State/Consumer Svcs</b>                          | Conservancy                                       |
| <input type="checkbox"/> General Services           | Other: _____                                      |

*Note: Extended Per Lead*

**Please note State Clearinghouse Number (SCH#) on all Comments**  
SCH#: **2016021105**  
**Please forward late comments directly to the Lead Agency**

AQMD/APCD 27  
(Resources: 1 / 20)

**Response to Letter S1**

**State of California, Governor's Office of Planning and Research  
State Clearinghouse and Planning Unit**

- S1-1** The comment includes a notice from State Clearinghouse verifying that Draft PEIR public review had been extended. This letter has been noted and included in the record for review and consideration by the decision-making body. No further response is required.



## Comment Letter S2



EDMUND G. BROWN JR.  
GOVERNOR

STATE OF CALIFORNIA  
GOVERNOR'S OFFICE *of* PLANNING AND RESEARCH



KEN ALEX  
DIRECTOR

March 20, 2018

Cynthia Curtis  
San Diego County  
5510 Overland Ave., Suite 410  
San Diego, CA 92123

Subject: McClellan - Palomar Airport Master Plan Update  
SCH#: 2016021105

Dear Cynthia Curtis:

The State Clearinghouse submitted the above named Draft EIR to selected state agencies for review. On the enclosed Document Details Report please note that the Clearinghouse has listed the state agencies that reviewed your document. The review period closed on March 19, 2018, and the comments from the responding agency (ies) is (are) enclosed. If this comment package is not in order, please notify the State Clearinghouse immediately. Please refer to the project's ten-digit State Clearinghouse number in future correspondence so that we may respond promptly.

Please note that Section 21104(c) of the California Public Resources Code states that:

"A responsible or other public agency shall only make substantive comments regarding those activities involved in a project which are within an area of expertise of the agency or which are required to be carried out or approved by the agency. Those comments shall be supported by specific documentation."

These comments are forwarded for use in preparing your final environmental document. Should you need more information or clarification of the enclosed comments, we recommend that you contact the commenting agency directly.

This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act. Please contact the State Clearinghouse at (916) 445-0613 if you have any questions regarding the environmental review process.

Sincerely,

Scott Morgan  
Director, State Clearinghouse

Enclosures  
cc: Resources Agency

1400 10th Street P.O. Box 3044 Sacramento, California 95812-3044  
1-916-322-2318 FAX 1-916-558-3184 www.opr.ca.gov

**Comment Letter S2  
Exhibit**

**Document Details Report  
State Clearinghouse Data Base**

**SCH#** 2016021105  
**Project Title** McClellan - Palomar Airport Master Plan Update  
**Lead Agency** San Diego County

**Type** EIR Draft EIR  
**Description** Note: Extended Per Lead

McClellan-Palomar Airport is owned and operated by the county of San Diego and located in the city of Carlsbad. The current Airport Master Plan was prepared in 1997 and has reached the end of its 20-year planning period. The county of SD has prepared a new comprehensive MPU to plan for the future while enhancing operations and safety at the airport. The county is the lead agency in preparation of the MPU and its associated PEIR in compliance with CEQA. The PEIR serves to inform the general public, the local community, and responsible trustee, state, and federal agencies of the project, its potentially significant environmental effects, feasible mitigation measures to mitigate those effects, and its reasonable and feasible alternatives.

**Lead Agency Contact**

**Name** Cynthia Curtis  
**Agency** San Diego County  
**Phone** 858-694-3906 **Fax**  
**email**  
**Address** 5510 Overland Ave., Suite 410  
**City** San Diego **State** CA **Zip** 92123

**Project Location**

**County** San Diego  
**City** Carlsbad  
**Region**  
**Lat / Long** 33° 07' 40.4" N / 117° 16' 45" W  
**Cross Streets** Palomar Airport Rd @ Yarrow Drive  
**Parcel No.** 213-+020-18  
**Township** **Range** **Section** **Base**

**Proximity to:**

**Highways** I-5  
**Airports** McClellan-Palomar  
**Railways**  
**Waterways** Agua Hedionda Creek  
**Schools** Pacific Ridge School  
**Land Use** Z: I; LU: P

**Project Issues** Aesthetic/Visual; Biological Resources; Noise; Toxic/Hazardous; Traffic/Circulation; Vegetation

**Reviewing Agencies** Resources Agency; Department of Fish and Wildlife, Region 5; Department of Parks and Recreation; Department of Water Resources; Caltrans, Division of Aeronautics; Caltrans, District 11; Regional Water Quality Control Board, Region 9; Native American Heritage Commission

**Date Received** 01/18/2018 **Start of Review** 01/18/2018 **End of Review** 03/19/2018

Note: Blanks in data fields result from insufficient information provided by lead agency.

**Comment Letter S2  
Exhibit**

CEAR  
3-11-18  
C

STATE OF CALIFORNIA—CALIFORNIA STATE TRANSPORTATION AGENCY

EDMUND G. BROWN Jr., Governor

**DEPARTMENT OF TRANSPORTATION**

DISTRICT 11  
4050 TAYLOR STREET, MS-240  
SAN DIEGO, CA 92110  
PHONE (619) 688-3193  
FAX (619) 688-4299  
TTY 711  
www.dot.ca.gov

Governor's Office of Planning & Research

MAR 19 2018

STATE CLEARINGHOUSE



Making Conservation  
a California Way of Life.

March 15, 2018

11-SD-5

PM R47.03

McClellan-Palomar Airport Master Plan Update DEIR  
SCH#2016021105

Ms. Cynthia Curtis  
County of San Diego, Department of Public works  
5510 Overland Avenue, Suite 410  
San Diego, CA 92123

Dear Ms. Cynthia Curtis:

Thank you for including the California Department of Transportation (Caltrans) in the environmental review process for the Draft Environmental Impact Report for the McClellan-Palomar Airport Master Plan Update located near Interstate 5 (I-5). The mission of Caltrans is to provide a safe, sustainable, integrated and efficient transportation system to enhance California's economy and livability. The Local Development-Intergovernmental Review (LD-IGR) Program reviews land use projects and plans to ensure consistency with our mission and state planning priorities.

Caltrans has the following comments:

**Traffic Impact Study**

Traffic Engineering and Analysis has reviewed the Traffic Impact Analysis (TIA) dated December 7, 2017 for the above development and has the following comments:

1. The following existing volumes used for the analysis on I-5 intersections with Palomar Airport Road (PAR) are significantly lower than Caltrans' published volumes. The main difference is that the peak time frames are different (the TIA AM peak hour is 07-09 and PM peak hour is 16-18 hours). Caltrans' existing counts are taken for at least seven continuous days, 24 hours per day and Caltrans has found that the peak times vary depending on the intersection. Caltrans would like to review analysis on these intersections using actual peak time volumes not what it is standard for the City of Carlsbad.
  - SB I-5 on-ramp from WB PAR, AM peak hour count is 57% lower (peak time 11-12)
  - SB I-5 on-ramp from EB PAR, the AM peak hour count is 62% lower (peak time 11-12)

*"Provide a safe, sustainable, integrated and efficient transportation system to enhance California's economy and livability"*

**Comment Letter S2  
Exhibit**

Ms. Cynthia Curtis  
March 15, 2018  
Page 2

- NB I-5 on-ramp from PAR, AM peak hour count is 35% lower (peak time 11-12)
  - NB I-5 off-ramp to PAR, PM peak hour count is 39% lower (peak time 13-14)
2. The Synchro intersection analysis output sheets of the Long Term and Long Term plus project (PAL2) show a level of service for the entire intersection and per leg of the intersection. Although the average level of service for the entire intersection may be an acceptable one (LOS D or better) Caltrans does not accept having a level of service lower than D per leg as this affects the queue length and delay for drivers. The following are movements per intersection that fall in this scenario:
- Intersection #6 shows an increase of delay from 148.3 (Long Term only) to 163 (Long Term plus project) for the NB right movement (NB I-5 off-ramp) during the PM peak hour. Both are LOS F, an increase of 2 or more seconds triggers a significant impact.

**Right-of-Way**

Any work performed within Caltrans right-of-way (R/W) will require discretionary review and approval by Caltrans and an encroachment permit will be required for any work within the Caltrans R/W prior to construction. As part of the encroachment permit process, the applicant must provide an approved final environmental document including the California Environmental Quality Act (CEQA) determination addressing any environmental impacts within the Caltrans's R/W, and any corresponding technical studies.

If you have any questions, please contact Kimberly Dodson, of the Caltrans Development Review Branch, at (619) 688-2510 or by e-mail sent to [Kimberly.dodson@dot.ca.gov](mailto:Kimberly.dodson@dot.ca.gov).

Sincerely,



DAMON DAVIS, Acting Branch Chief  
Local Development and Intergovernmental Review Branch

*"Provide a safe, sustainable, integrated and efficient transportation system  
to enhance California's economy and livability"*

**Response to Letter S2**

**State of California, Governor's Office of Planning and Research  
State Clearinghouse and Planning Unit**

- S2-1** The comment includes a notice from State Clearinghouse providing a copy of a letter prepared by the California Department of Transportation (Caltrans). This Caltrans letter is addressed below as **Letter S3**. No further response is required.

**Comment Letter S3**

**From:** Dodson, Kimberly@DOT <kimberly.dodson@dot.ca.gov>  
**Sent:** Monday, March 19, 2018 11:59 AM  
**To:** Curtis, Cynthia  
**Cc:** State.Clearinghouse@opr.ca.gov; Davis, Damon@DOT  
**Subject:** I-5: McClellan-Palomar Airport Master Plan Update DEIR SCH#2016021105  
**Attachments:** SD\_5\_R47.03\_McClellan-Palomar Airport Master Plan Update DEIR.pdf

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Dear Ms. Curtis:

Please see the attached comment letter regarding the McClellan-Palomar Airport Master Plan Update Draft Environmental Impact Report SCH#2016021105. The original letter will be mailed.

S3-1  
↓

Regards,

**KIMBERLY D. DODSON, GISP**  
 Caltrans District 11 Planning Associate Transportation Planner  
 4050 Taylor St., MS-240 | San Diego, CA 92110 | 619-688-2510  
[kimberly.dodson@dot.ca.gov](mailto:kimberly.dodson@dot.ca.gov) | <http://www.dot.ca.gov/d11/index.html>

STATE OF CALIFORNIA—CALIFORNIA STATE TRANSPORTATION AGENCY

EDMUND G. BROWN Jr., Governor

DEPARTMENT OF TRANSPORTATION

DISTRICT 11
4050 TAYLOR STREET, MS-240
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TTY 711
www.dot.ca.gov



Making Conservation
a California Way of Life.

March 15, 2018

11-SD-5
PM R47.03
McClellan-Palomar Airport Master Plan Update DEIR
SCH#2016021105

Ms. Cynthia Curtis
County of San Diego, Department of Public works
5510 Overland Avenue, Suite 410
San Diego, CA 92123

Dear Ms. Cynthia Curtis:

Thank you for including the California Department of Transportation (Caltrans) in the environmental review process for the Draft Environmental Impact Report for the McClellan-Palomar Airport Master Plan Update located near Interstate 5 (I-5). The mission of Caltrans is to provide a safe, sustainable, integrated and efficient transportation system to enhance California's economy and livability. The Local Development-Intergovernmental Review (LD-IGR) Program reviews land use projects and plans to ensure consistency with our mission and state planning priorities.

S3-1
cont.

Caltrans has the following comments:

Traffic Impact Study

Traffic Engineering and Analysis has reviewed the Traffic Impact Analysis (TIA) dated December 7, 2017 for the above development and has the following comments:

- 1. The following existing volumes used for the analysis on I-5 intersections with Palomar Airport Road (PAR) are significantly lower than Caltrans' published volumes. The main difference is that the peak time frames are different (the TIA AM peak hour is 07-09 and PM peak hour is 16-18 hours). Caltrans' existing counts are taken for at least seven continuous days, 24 hours per day and Caltrans has found that the peak times vary depending on the intersection. Caltrans would like to review analysis on these intersections using actual peak time volumes not what it is standard for the City of Carlsbad.
- SB I-5 on-ramp from WB PAR, AM peak hour count is 57% lower (peak time 11-12)
- SB I-5 on-ramp from EB PAR, the AM peak hour count is 62% lower (peak time 11-12)

S3-2

"Provide a safe, sustainable, integrated and efficient transportation system to enhance California's economy and livability"

Ms. Cynthia Curtis  
March 15, 2018  
Page 2

- NB I-5 on-ramp from PAR, AM peak hour count is 35% lower (peak time 11-12)
- NB I-5 off-ramp to PAR, PM peak hour count is 39% lower (peak time 13-14)

S3-2  
cont.

2. The Synchro intersection analysis output sheets of the Long Term and Long Term plus project (PAL2) show a level of service for the entire intersection and per leg of the intersection. Although the average level of service for the entire intersection may be an acceptable one (LOS D or better) Caltrans does not accept having a level of service lower than D per leg as this affects the queue length and delay for drivers. The following are movements per intersection that fall in this scenario:
- Intersection #6 shows an increase of delay from 148.3 (Long Term only) to 163 (Long Term plus project) for the NB right movement (NB I-5 off-ramp) during the PM peak hour. Both are LOS F, an increase of 2 or more seconds triggers a significant impact.

S3-3

**Right-of-Way**

Any work performed within Caltrans right-of-way (R/W) will require discretionary review and approval by Caltrans and an encroachment permit will be required for any work within the Caltrans R/W prior to construction. As part of the encroachment permit process, the applicant must provide an approved final environmental document including the California Environmental Quality Act (CEQA) determination addressing any environmental impacts within the Caltrans's R/W, and any corresponding technical studies.

S3-4

If you have any questions, please contact Kimberly Dodson, of the Caltrans Development Review Branch, at (619) 688-2510 or by e-mail sent to Kimberly.dodson@dot.ca.gov.

Sincerely,

DAMON DAVIS, Acting Branch Chief  
Local Development and Intergovernmental Review Branch

*"Provide a safe, sustainable, integrated and efficient transportation system to enhance California's economy and livability"*



**Response to Letter S3****State of California, California Department of Transportation (Caltrans)**

- S3-1** The comment provides introductory remarks about Caltrans' mission and to conduct land use project review to ensure consistency with their mission.
- S3-2** The comment states that traffic volumes under existing conditions published in the Draft PEIR are lower than Caltrans' published volumes. The comment also states there is a difference between peak hour times in the PEIR (which relied on data from the City of Carlsbad) compared to Caltrans' data. Caltrans requested to review the analysis based on their peak hour times.

Following submittal of Caltrans' comments to the Draft PEIR, County staff met with Caltrans to discuss this comment on April 16 and April 19, 2018, and both parties reached an agreement that the Draft PEIR analysis is appropriate. Specifically, selection of the peak hour in the analysis is consistent with City of Carlsbad & San Diego Traffic Engineers' Council (SANTEC) methodology, and with the "common rules" as set forth in Caltrans' December 2002 published guidance: Caltrans Guide for the Preparation of Traffic Impact Studies. The traffic study methodology follows the Caltrans guidelines. County staff confirmed that existing weekday AM and PM peak hour (7:00-9:00 AM and 4:00-6:00PM) traffic volumes should be used from the TMP, and are most relevant to the project impact area. Comparison of Caltrans peak hour to the project's peak hour analysis are not equivalent since each agency applied different peak hour timeframes based on the roadways within their jurisdiction. The City's peak hour analysis, particularly in the 5-6PM timeframe, is most relevant to this project, as it demonstrates the movement of traffic from all directions from the I-5 facility onto the City's roadways and towards the airport.

In addition, in consideration of Caltrans' comment regarding the Master Plan Update traffic volumes at these alternate peak hour timeframes, County staff agreed at the April 19 meeting to augment the CEQA analysis by also looking at the same traffic volumes in the 11AM-12PM and 1-2PM time frames. As such, the County studied the Caltrans ramp data and City of Carlsbad 24-hour data on Palomar Airport Road to calculate existing turn volumes for the 11AM-12PM and 1-2 PM time frames. These existing volumes were then extrapolated (using the same methodology as the Master Plan Update PEIR traffic study) to estimate long-term and project-related traffic volumes for these times frames. Analysis was performed for these scenarios to Caltrans satisfaction, and the levels of service would not cause a significant impact to traffic at the Caltrans facility.

On May 1, 2018, the County submitted a letter to Caltrans summarizing the above discussion and resolution. On May 16, 2018, Caltrans submitted a response letter to the County confirming their original March 15, 2018 comment letter on the Draft PEIR is no longer applicable, and Caltrans concurs with the PEIR traffic analysis. Therefore, no changes to the PEIR have been made in response to this comment.

- S3-3** This comment discusses the project study's approach to analyzing the function of the Palomar Airport Road / I-5 northbound ramps intersection. Specifically, the comment states that Caltrans does not accept having a level of service lower than D per leg.

Following submittal of Caltrans' comments to the Draft PEIR, County staff met with Caltrans to discuss this comment on April 16 and April 19, 2018, and both parties reached an agreement the PEIR analysis is appropriate. Specifically, the PEIR intersection analysis methodology is consistent with the common rules as set forth in the currently utilized Caltrans published guidance, which does not require a "per leg" analysis. Similarly,

SANTEC guidance, City of Carlsbad standards, and other major public and private traffic impact studies in the region are not conducted with a “per leg” analysis. Both Caltrans and County staff concurred at the aforementioned meetings that the County’s approach to the analysis of the intersection was valid and consistent with regional standards which require that significance is determined by assessing the entire intersection and not based on the level of service for the individual legs (per leg) of an intersection.

In addition, in consideration of Caltrans’ comment, the County agreed to supplement the CEQA analysis by also looking at project impacts on a per-leg basis incorporating optimized traffic signal phasing in a manner consistent with Caltrans signal timing. As such, the County re-modeled the intersection’s Synchro analysis of the Palomar Airport Road/I-5 northbound ramps intersection during the AM and PM commuter peak hours on a per-leg basis and shows no significant impact would occur as the off-ramp leg of the intersection would operate at LOS D or better. The PEIR has been revised to reflect these calculations. It was further discussed that Caltrans controls the signal timing and can adjust the timing to minimize backups onto I-5.

On May 1, 2018, the County submitted a letter to Caltrans summarizing the above discussion and resolution. On May 16, 2018, Caltrans submitted a response letter to the County confirming their original March 15, 2018 comment letter on the Draft PEIR is no longer applicable, and Caltrans concurs with the PEIR traffic analysis. Therefore, no changes to the PEIR have been made in response to this comment.

- S3-4** The comment states that any work performed within Caltrans right-of-way would require discretionary review and approval by Caltrans and an encroachment permit. At this time, the County does not propose any improvements or encroachment within Caltrans right-of-way. If this would occur, the County would coordinate with Caltrans to seek applicable review and permit approvals. Therefore, no changes to the PEIR have been made in response to this comment.

**Comment Letter S4**

**From:** Odermatt, John@Waterboards <John.Odematt@waterboards.ca.gov>  
**Sent:** Monday, March 19, 2018 8:27 AM  
**To:** LUEG, PalomarMP  
**Cc:** Samrad, Laura@Waterboards; Sawyer, Tony  
**Subject:** San Diego Water Board comments: Master Plan Update and PEIR, Palomar Airport  
**Attachments:** Final Palomar Airport PEIR Comments\_signedjro\_3\_19\_18.pdf

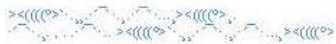
Dear Representative,

Please see attached written comments from the California Regional Water Quality Control Board, San Diego Region (San Diego Water Board) concerning the Proposed Master Plan Update and Draft Program Environmental Impact Report (EIR) for the Palomar Airport. The San Diego Water Board appreciates this opportunity to review and comment on the Master Plan update and PEIR. If you have any questions, please contact Ms. Laura Samrad (tel 619-521-5895 or [Laura.Samrad@waterboards.ca.gov](mailto:Laura.Samrad@waterboards.ca.gov)).

S4-1  
 ↓

Regards,

John R. Odermatt, M.Sc., PG, Senior Engineering Geologist  
 California Regional Water Quality Control Board - San Diego Region  
 2375 Northside Drive, Suite 100,  
 San Diego, CA 92108-2700  
 OFFICE TEL: 619-521-5906  
 GENERAL OFFICE TEL: 619-516-1990



**RWQCB WEB PAGES:**

Drought/Water Conservation  
 information: [http://www.waterboards.ca.gov/water\\_issues/programs/conservation\\_portal/emergency\\_regulation.shtml](http://www.waterboards.ca.gov/water_issues/programs/conservation_portal/emergency_regulation.shtml)

San Diego Water Board Home Webpage: [www.waterboards.ca.gov/sandiego](http://www.waterboards.ca.gov/sandiego)





San Diego Regional Water Quality Control Board

March 19, 2018

In reply refer to:  
L10003501496:LSamrad

County of San Diego  
Department of Public Works  
Airport Division  
5510 Overland Avenue, Suite 410  
San Diego, CA 92123  
Attn: Ms. Cynthia Curtis

**Subject: Palomar Airport Master Plan Update/Draft Program Environmental Impact Report, January 2018**

Ms. Curtis:

The California Regional Water Quality Control Board, San Diego Region (San Diego Water Board) has reviewed the January 2018 Palomar Airport Master Plan Update and Draft Program Environmental Impact Report (Plan).<sup>1</sup> The following are San Diego Water Board comments regarding water issues related to the twenty year Master Plan. We understand that the County of San Diego (County) has not yet allocated funding to make the improvements proposed in the Plan and that the current version of the Plan contains only a broad timeline. Further, additional environmental analyses under the California Environmental Quality Act (CEQA) will be required for individual elements/projects at the time they are designed and proposed. The Plan divides the proposed projects into three phases: near term (0-7 years), intermediate term (8-12 years) and long term (13-20 years).

The Plan includes six potential build alternatives and one "No Project Alternative." The proposed alternative is referred to as the "D-III Modified Standards Compliance Alternative in the Master Plan Update."

S4-1  
Cont

<sup>1</sup> Master Plan Update and PEIR (2018):  
[https://www.sandiegocounty.gov/content/dam/sdc/dpw/AIRPORTS/palomar/documents/CRQ\\_Master\\_Plan\\_Update-Draft\\_PEIR.pdf](https://www.sandiegocounty.gov/content/dam/sdc/dpw/AIRPORTS/palomar/documents/CRQ_Master_Plan_Update-Draft_PEIR.pdf)

THOMAS MORALES, CHAIR DAVID GIBSON, EXECUTIVE OFFICER

2375 Northside Drive, Suite 100, San Diego, California 92108-2700 www.waterboards.ca.gov/sandiego





**Water Quality Issues/Permits:**

In May 2013, the San Diego Regional Water Quality Control Board (San Diego Water Board) adopted Order R9-2013- 0001 – National Pollutant Discharge Elimination System Permit and Waste Discharge Requirements for Discharges from the Municipal Separate Storm Sewer Systems (MS4) Draining the Watersheds within the San Diego Region. That Order was amended by Order Nos. R9-2015-0001 (February 11, 2015) and R9-2015-0100 (November 18, 2015) and are collectively referred to here as the “2013 Permit;”<sup>2</sup> rather than the citation given in the Plan (see page 3-73). The 2013 Permit requires the owners of storm drain systems, municipal agencies or Responsible Agencies, to implement management programs to limit discharges of non-storm water runoff and pollutants from the storm drain systems. The Permit requires Responsible Agencies in each of the region’s watersheds to develop Water Quality Improvement Plans (WQIPs). The Carlsbad Watershed Management Area WQIP was developed in response to the requirements of the 2013 Permit, a revised WQIP was accepted by the San Diego Water Board on November 22, 2016, and the final Carlsbad was provided to the San Diego Water Board in January 2017 . The Plan indicates that several of the redevelopment elements qualify as “Priority Development Projects” and the County should ensure that the qualifying project elements comply with all the applicable requirements of the WQIP, the 2013 Permit, and the most current statewide Construction General Storm Water Permit.<sup>3</sup>

The State Water Resources Control Board and the Regional Water Quality Control Boards regulate the discharge of waste to waters of the State via the 1969 Porter-Cologne Water Quality Control Act codified into the California Water Code (Division 7, sections 130000 *et seq.*). State waters that are not also classified as federal waters (*i.e.* areas not regulated by the CWA) may be regulated under the Water Code. A Report of Waste Discharge (ROWD) may be filed with the San Diego Water Board for projects that result in discharge of waste into waters of the State (includes surface water and groundwater). The San Diego Water Board may issue Waste Discharge Requirements or a waiver for waters of the State or a 401 Water Quality Certification for impacts to waters of the United States. The Plan indicates (see section 2.2.5 Mitigation- Impact BI-3: Items M-BI-3 and M-BI-5) that impacts to vernal pools located adjacent to proposed construction is anticipated to occur. The State or federal permitting process may require modification for each segment of the larger 20-year three phased approach which the Plan presents.

The airport is partially located within the hydrologic unit of Agua Hedionda Creek, which is included on federal 2014 CWA Section 303(d) List<sup>4</sup> as a “water segment



S4-1  
cont.

<sup>2</sup> See Order No. R9-2013-0001, as amended by Order Nos. R9-2015-0001 and R9-2015-0100: [https://www.waterboards.ca.gov/sandiego/water\\_issues/programs/stormwater/docs/2015-1118\\_AmendedOrder\\_R9-2013-0001\\_COMPLETE.pdf](https://www.waterboards.ca.gov/sandiego/water_issues/programs/stormwater/docs/2015-1118_AmendedOrder_R9-2013-0001_COMPLETE.pdf)

<sup>3</sup> Currently State Water Board Order No. 2009-009-DWQ: [https://www.waterboards.ca.gov/water\\_issues/programs/stormwater/construction.html](https://www.waterboards.ca.gov/water_issues/programs/stormwater/construction.html)

<sup>4</sup> Regional Board 9 –San Diego Region 2014 California 303(d) list of Water Quality Segments (Category 5): [https://www.waterboards.ca.gov/sandiego/water\\_issues/programs/303d\\_list/docs/App\\_B1\\_category5\\_report.pdf](https://www.waterboards.ca.gov/sandiego/water_issues/programs/303d_list/docs/App_B1_category5_report.pdf)

Ms. Curtis

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March 19, 2018

where standards are not met and a TMDL is required, but not yet completed, for at least one of the pollutants being listed for this segment” (Category 5). As of 2016, the actual listed water quality impairments for the Agua Hedionda Creek include: benthic community effects, toxicity, pesticides (proposed bifenthrin, chlorpyrifos, cypermethrin, malathion), indicator bacteria (a proposed name change), manganese, selenium, total dissolved solids, and nutrients (nitrogen and phosphorus).<sup>5</sup> A tributary of Agua Hedionda Creek, is located near the project site.

S4-1  
cont

Storm water runoff from each phase of the proposed project may need to be modified (SWPPP) through the San Diego Water Board for each segment of the proposed project. Runoff from the project does not directly discharge into Agua Hedionda Creek, however, construction of each of the segments will need to be carefully evaluated individually at each of the three phase of the proposed project construction.

**Landfill Issues:**

Portions of the airport are underlain by three units of an inactive landfill. The landfill is currently regulated by Waste Discharge Requirements (WDR) Order No. 96-13 (and Addendum 1) and Monitoring and Reporting Program No. 96-13).<sup>6</sup> The WDR requires the County to:

1. inspect and maintain the landfill cover system, storm water conveyance system, and water quality monitoring systems; and
2. report results of inspections and water quality monitoring semi-annually to the San Diego Water Board.

S4-2

The “Palomar Airport Landfill” is listed in the GeoTracker Database as a Landfill (under title 27- Closed, Abandoned, Inactive site) with a required detection monitoring program. There are three landfill units containing approximately 195,000 cubic yards of wastes and located in three relatively small canyons on the north side of Palomar Airport Road (landfill unit locations are illustrated in Figure 2.3.1 in the Plan). Units 1 and 2 are paved areas currently used for hangars and parking airplanes. Unit 3 (easternmost unit) is unpaved, and an engineered landfill cover inhibits precipitation form infiltrating into the trash.

Engineered changes to the landfill cover system, in support of constructing an extension of taxiway, a retaining wall located along the southern slope of the Airport, or other potential modifications; may affect the integrity of the landfill cover.

S4-3

<sup>5</sup> Proposed updates to 303(d) List of Impaired Water Bodies (2016): [https://www.waterboards.ca.gov/sandiego/water\\_issues/programs/303d\\_list/docs/App\\_A\\_Proposed\\_Updates\\_to\\_the\\_303\(d\)\\_List.pdf](https://www.waterboards.ca.gov/sandiego/water_issues/programs/303d_list/docs/App_A_Proposed_Updates_to_the_303(d)_List.pdf)

<sup>6</sup> The San Diego Water Board issued Order No. 96-13 and Monitoring and Reporting Program No. 96-13 on February 8, 1996; and Addendum No. 1 to Order No. 96-13 on March 4, 2001. [https://www.waterboards.ca.gov/sandiego/board\\_decisions/adopted\\_orders/orders1990s.html](https://www.waterboards.ca.gov/sandiego/board_decisions/adopted_orders/orders1990s.html)



Ms. Curtis

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The current landfill cover is reportedly comprised of a soil cover ranging from 2 to 7 feet in thickness, except for some limited locations on Unit 2 where asphalt may be up to 12 feet thick.<sup>7</sup> A number of factors will need to be evaluated for proposed engineering modifications to the slopes or the top deck of the landfill cover. The protective cap is a non-permeable layer that are designed to exclude water infiltration. The County may also be prohibited from installing utilities in or below any landfill layer intended for final cover (CalRecycle, 2007).

S4-3  
cont.

Since 2002, the sub-drain system has discharged polluted groundwater into a sump located downgradient of Unit 1. Dewatering, grading or construction in this area of the Palomar Airport may require that solid, liquid or gaseous wastes be managed and disposed of in compliance with applicable federal, State and local requirements. Geosyntec reported analytical results from samples of groundwater collected from the sub-drain system (Geosyntec, 2017, October 2016- March 2017, and 2016 Annual Monitoring Report in GeoTracker:

[https://geotracker.waterboards.ca.gov/esi/uploads/geo\\_report/3441865921/L10003501496.PDF](https://geotracker.waterboards.ca.gov/esi/uploads/geo_report/3441865921/L10003501496.PDF) ) as:

| Parameter                    | Water Quality Objective <sup>a</sup> | Sump sample (1/4/2017) |
|------------------------------|--------------------------------------|------------------------|
| Chloride                     | 800 mg/L                             | 6,200 D mg/L           |
| Sulfate                      | 500 mg/L                             | 1,700 mg/L             |
| Total Dissolved Solids (TDS) | 3,500 mg/L                           | 13,800 mg/L            |
| 1,4 Dichlorobenzene          | 5.0 µg/L                             | <0.43 µg/L             |
| Benzene                      | 1.0 µg/L                             | <0.14 µg/L             |
| cis-1,2- Dichloroethene      | 6.0 µg/L                             | 9.6 D µg/L             |
| Tetrachloroethene (PCE)      | 5.0 µg/L                             | <0.39 µg/L             |
| Trichloroethene (TCE)        | 5.0 µg/L                             | 3.7 J µg/L             |
| Vinyl Chloride               | 0.5 µg/L                             | <0.30 µg/L             |

S4-4

- a = Basin Plan Water Quality Objective or State/Federal Maximum Contaminant Level (MCL)
- J = Estimated concentration detected between Reporting Limit and Method Detection Limit (MDL)
- D = The concentration is reported from analysis of a diluted sample.

Drilling into the landfill Unit 3 may require specialized drilling methods, as waste may be encountered.

Substance Handling (see section 2.3.2.1 of the Plan) and Projects with Existing On-site Contamination (section 2.3.2.2 of the Plan). Any construction, grading or drilling work that produces a waste stream (e.g., solid waste, liquid waste, landfill gas, etc.) from the contents of the landfill must include a plan for managing and disposing of the waste stream(s) in compliance with all federal, State and local requirements.

S4-5

<sup>7</sup> Phase II Evaluation Monitoring Program, Palomar Airport Landfill – Unit 2, San Diego California; dated October 2006: [https://geotracker.waterboards.ca.gov/esi/uploads/geo\\_report/3818743646/L10003501496.PDF](https://geotracker.waterboards.ca.gov/esi/uploads/geo_report/3818743646/L10003501496.PDF)

Ms. Curtis

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March 19, 2018

Permanent pressurized irrigation lines should not be installed on the surface of the landfill, including the slopes. Any leakage of pipes, valves, and irrigation meters, may be create conditions that may be considered an illicit discharge by the San Diego County Solid Waste Local Enforcement Agency and the San Diego Water Board.

S4-6

Vegetation planted to stabilize engineered slopes on the landfill should include low maintenance, native species with shallow roots. Appropriately chosen native species should require a minimum amount of irrigation and help to maintain the integrity of the landfill covers system.

In addition to a "Soil Management Plan," the County should plan to prepare and submit a Report of Waste Discharge (ROWD)<sup>8</sup> including detailed project specific engineering design and construction work that may impact the current location of wasters and configuration or integrity of any portion(s) of the landfill cover, the existing sub-drain system, or water quality monitoring system. A ROWD is required for any project affecting those landfill related systems and associated with implementation of any element(s) of the redevelopment Plan for the Palomar Airport. The information provided in a ROWD is necessary for the San Diego Water Board to assess the potential impacts to the integrity of the existing landfill cover system, the continued function of the water quality monitoring systems, and any potential need to revise or amend existing requirements of Order No. 96-13.

S4-7

Please submit all future responses to the San Diego Water Board by email. The email submittals must include a signed cover or transmittal letter (with the facility name, facility contact information, and reference code **L10003501496:LSamrad**), and be sent via email to [sandiego@waterboards.ca.gov](mailto:sandiego@waterboards.ca.gov). Routine email correspondence may be sent to individual San Diego Water Board staff members.

Documents that are 50 megabytes or larger should be transferred to a disk and mailed to the San Diego Water Board. Please make sure the electronic files on any disk are not password protected. For more extensive information provided in ROWDs or large documents, the San Diego Water Board staff may request that specific individual items such as appendices, complex technical reports, large drawings, grading plans, or maps continue to be provided in paper format. If you have any specific questions about email submittal procedures please contact our Mission Support Unit, at 619-516-1990.

S4-8

<sup>8</sup> As required by Water Code section 13260.



Ms. Curtis

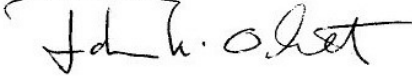
- 6 -

March 19, 2018

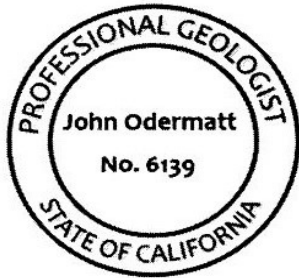
In the subject line of any response, please include the reference code **L10003501496:LSamrad**. Please contact Ms. Laura Samrad at 619-521-5895, or at [Laura.Samrad@waterboards.ca.gov](mailto:Laura.Samrad@waterboards.ca.gov) if you have any questions.

S4-8  
cont.

Sincerely,



John R. Odermatt, M.Sc., B.Sc., PG, Senior Engineering Geologist  
Groundwater Protection Unit



JRO:las

Cc: Mr. Tony Sawyer, County of San Diego, Department of Public Works  
Landfill Management, via email [tony.sawyer@sdcounty.ca.gov](mailto:tony.sawyer@sdcounty.ca.gov)

| Tech Staff Info & Use |               |
|-----------------------|---------------|
| WDR No.               | R9-1996-013   |
| MRP No.               | R9-1996-013   |
| Party ID              | 11763, 551803 |
| Place ID              | 247472        |
| Reg Measure           | 420159        |
| Geotracker ID         | L10003501496  |

**Response to Letter S4****State of California, Regional Water Quality Control Board – San Diego**

- S4-1** This comment provides introductory and background information on the water quality plans and permits implemented by the San Diego Regional Water Quality Control Board (RWQCB) that are applicable to the individual elements of the Master Plan Update. PEIR Section 3.1.6 evaluated implementation of the Master Plan Update and its effects on water quality, specifically regulatory compliance. Section 3.1.6.2.3 concluded that as individual activities are proposed under the Master Plan Update and PEIR, they will be evaluated to ensure full compliance with the standards set forth by the County, including all applicable regulatory ordinances in effect at that time. To reduce the potential impacts to water quality, individual activities would also be required to comply with the SWRCB Construction General Permit and the NPDES Municipal Permit, as applicable, which would require the implementation of a Storm Water Pollution Prevention Plan (SWPPP), thereby conforming to applicable federal, state, or local “Clean Water” statutes or regulations. Implementation of these measures would comply with state and federal water quality regulations and reduce potential water quality impacts to less than significant. No changes to the PEIR have been made in response to this comment.
- S4-2** This comment summarizes the existing Waste Discharge Requirements and Monitoring and Reporting Program, including issuance dates, for the portions of the airport underlain by three units of inactive landfill. No changes to the PEIR have been made in response to this comment, and no further response is required.
- S4-3** This comment states that an extension of the existing taxiway and other modifications may affect the integrity of the landfill cover, and it states the County is required to adhere to CalRecycle 2007 requirements. The County presumes the CalRecycle 2007 citation is in reference to the State of California Inspection Guidance for State Minimum Standards at Closed, Illegal, and Abandoned Disposal Sites as cited in the PEIR Section 2.1.2.1. The County concurs that as individual project elements are proposed that would require excavation, grading, or other earthwork activities over the inactive landfill, engineering design plans would be needed to ensure the protective cap on the inactive landfill maintains a non-permeable layer designed to exclude water infiltration. As discussed in the PEIR Section 2.1.2.1, the County is also aware of the prohibitions of installing utilities in or below landfill layer intended for final cover. The County would also incorporate structural design recommendations from a detailed subsurface geotechnical evaluation report.

Additionally, the County would prepare a Stormwater Water Pollution Prevention Plan (SWPPP) and implement pre- and post-construction Best Management Practices (BMPs), in consultation with the San Diego County Regional Water Quality Control Board, which would minimize the potential for unstable soils.

No changes to the PEIR have been made in response to this comment.

- S4-4** This comment states that polluted groundwater is located downgradient of the inactive landfill Unit 1, and dewatering, grading, or construction in this area may require that solid, liquid, or gaseous wastes be managed and disposed of in compliance with applicable federal, State and local requirements. As noted in the PEIR, the County anticipates a potentially significant impact would occur from hazards or hazardous materials regarding grading and/or excavation activities over the inactive landfill units or other areas of known contaminated soil and/or groundwater. As a result, Mitigation Measure M-HZ-1 would be implemented to reduce this impact to less than significant. No changes to the PEIR have been made in response to this comment.

**S4-5** This comment states that specialized drilling methods may be required as waste is encountered during drilling activities. It also states that any construction activities that produce waste must include a plan for managing and disposing of the waste. The County acknowledges the Proposed Project would include construction activities located over an inactive landfill. Please see **Response to Comment S4-3**. In addition, the PEIR disclosed that Mitigation Measure M-HZ-1 would be implemented prior to grading or excavation over the inactive landfill. This mitigation measure identifies that a Soil Management Plan (or equivalent remediation plan) shall be prepared in accordance with applicable federal, state, and local requirements for the purpose of removing, treating, or otherwise reducing potential contaminant concentrations to below human or ecological health risk thresholds. The Soil Management Plan (or equivalent remediation plan) shall outline methods for characterizing and classifying soil for off-site disposal, as needed, during site development.

As this comment does not specifically identify an environmental issue with the PEIR analysis or proposed mitigation, no changes to the PEIR have been made in response to this comment.

**S4-6** This comment states that permanent pressurized irrigation lines should not be installed on the surface of the inactive landfill. The County concurs with this comment, and PEIR Section 2.1.2.1 included a similar statement. No changes to the PEIR have been made in response to this comment.

**S4-7** The comment states that the County should prepare a Report of Waste Discharge (ROWD) for the RWQCB to assess potential impacts to the existing landfill cover system, the continued function of the water quality monitoring systems, and any potential need to revise or amend existing requirements of Order No. 96-13. The County agrees that as individual project elements are proposed that may encounter inactive landfill materials during construction, engineering design plans would be needed to analyze potential impacts to the integrity of any portion(s) of the landfill cover, existing sub-drain system, or water quality monitoring system.

As described in the PEIR, the exact scope, scale, and timing for construction of the Master Plan Update elements will be determined once elements are proposed that may encounter inactive landfill materials during construction. At that time, the County would coordinate with RWQCB to ensure all applicable permitting is secured, and all applicable monitoring and reporting is conducted.

**S4-8** These are conclusion comments. They do not raise specific issues regarding the content of the PEIR, but will be included as part of the administrative record and made available to the County Board of Supervisors prior to a final decision on the Proposed Project.



KAPLAN KIRSCH ROCKWELL

January 24, 2018

Via Electronic and Regular Mail

Cynthia Curtis, Environmental Planning Manager  
County of San Diego  
Department of Public Works  
5510 Overland Avenue, Suite 410  
San Diego, CA 92123

Re: Request for Extension of Public Review and Comment Period on the McClellan-Palomar Airport Master Plan Update and Draft Program Environmental Impact Report

Dear Ms. Curtis:

We represent the City of Carlsbad in connection with its review of the McClellan-Palomar Airport Master Plan Update (“Master Plan Update”) and Draft Program Environmental Impact Report (“DEIR”) prepared in connection with the Master Plan Update. On the City’s behalf, we hereby request a 30-day extension of the public review and comment period on the Master Plan Update and DEIR from March 5, 2018 to April 3, 2018.

The City and its residents are keenly interested in the Master Plan Update and its various project components. Accordingly, the City intends to coordinate careful review of the Master Plan Update and DEIR by City staff as well as outside consultants and legal counsel. The City requests the extension to ensure that it has adequate time to conduct the necessary review and coordinate thoughtful comments to both documents.



L1-1

Thank you for your consideration.

Sincerely,

Kaplan Kirsch & Rockwell

By:   
Sarah M. Rockwell

Cc: Celia Brewer, Esq.  
Carlsbad City Attorney

Attorneys at Law  
Denver • Washington, DC • New York

Kaplan Kirsch & Rockwell LLP tel: 303.825.7000  
1675 Broadway, Suite 2300 fax: 303.825.7005  
Denver, CO 80202 kaplankirsch.com

**Response to Letter L1****Kaplan Kirsch & Rockwell (representing City of Carlsbad)**

- L1-1** This comment includes a request for a 30-day extension during Draft PEIR public review period. As documented, the public review was extended an additional 31 days. No further response is required. Also refer to **Master Response 2 (Public Review Period Extension)**.

**Comment Letter L2**

---

**From:** Litchney, Seth <Seth.Litchney@sandag.org>  
**Sent:** Friday, March 02, 2018 12:38 PM  
**To:** LUEG, PalomarMP  
**Cc:** Hentrich, Katie  
**Subject:** McClellan-Palomar Airport Master Plan Update Draft PEIR – SANDAG Comments  
**Attachments:** SANDAG Comment Letter\_McClellan-Palomar Airport Master Plan Update DPEIR.pdf

Dear Ms. Curtis,

Thank you very much for the opportunity to comment on the County of San Diego’s McClellan-Palomar Airport Master Plan Update Draft PEIR. Please see the attached comments from SANDAG, and contact me if you have any questions or concerns.

L2-1  
↓

Thank you.

Seth Litchney  
Senior Regional Planner

SANDAG  
(619) 699-1943  
401 B Street, Suite 800, San Diego, CA 92101



[Facebook](#) | [Twitter](#) | [YouTube](#)



401 B Street, Suite 800  
San Diego, CA 92101-4231  
(619) 699-1900  
Fax (619) 699-1905  
sandag.org

March 2, 2018

File Number 3300300

Ms. Cynthia Curtis  
Environmental Planning Manager  
County of San Diego  
5510 Overland Avenue, Suite 410  
San Diego, CA 92123

MEMBER AGENCIES

- Cities of
- Carlsbad
- Chula Vista
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- Metropolitan Transit System
- North County Transit District
- United States Department of Defense
- San Diego Unified Port District
- San Diego County Water Authority
- Southern California Tribal Chairmen's Association
- Mexico

Dear Ms. Curtis:

SUBJECT: McClellan-Palomar Airport Master Plan Update Draft Program Environmental Impact Report

Thank you for the opportunity to comment on the County of San Diego's McClellan-Palomar Airport Master Plan Update (MPU) Draft Program Environmental Impact Report (PEIR). The San Diego Association of Governments (SANDAG) is submitting comments based on the policies included in San Diego Forward: The Regional Plan (2015 Regional Plan). These policies will help provide people with more travel and housing choices, protect the environment, create healthy communities, and stimulate economic growth. SANDAG comments are submitted from a regional perspective emphasizing the need for better land use and transportation coordination.

L2-1 cont.

**San Diego Forward: The Regional Plan**

Throughout the document, please reference the 2015 Regional Plan where appropriate, as opposed to the 2050 Regional Transportation Plan. Suggested language is included below:

*"San Diego Forward: The Regional Plan (2015 Regional Plan) combines the region's two most important existing planning documents: the Regional Comprehensive Plan (RCP) and the Regional Transportation Plan and its Sustainable Communities Strategy (RTP/SCS). The RCP, adopted in 2004, laid out key principles for managing the region's growth while preserving natural resources and limiting urban sprawl. The plan covered eight policy areas including urban form, transportation, housing, healthy environment, economic prosperity, public facilities, our borders, and social equity. These policy areas were addressed in the 2050 RTP/SCS and are now fully integrated into the 2015 Regional Plan.*

L2-2

*On April 24, 2015, SANDAG released the draft of San Diego Forward: The Regional Plan for public comment, with a closing date of July 15, 2015. A final plan was adopted by the SANDAG Board of Directors on October 9, 2015."*

**Long-Range Transportation**

SANDAG encourages the County of San Diego to consider the project’s impact on future transit routes within the vicinity of the project area, including:

- Route 440 (Carlsbad to Escondido Transit Center via Palomar Airport Road)
- Route 650 (Chula Vista to Palomar Airport Road Business Park via Interstate 805 [I-805]/ Interstate 5 [I-5] Peak Only)
- Route 653 (Mid-City to Palomar Airport Road via Kearny Mesa/I-805/I-5)
- Airport Express routes

L2-3

**Airport Multimodal Accessibility Plan**

The Draft PEIR references the SANDAG Airport Multimodal Accessibility Plan (AMAP), but roadway and transit access improvements proposed in the AMAP are not included in the project. Please consider incorporating the following AMAP improvements, which are referenced in the Draft PEIR, into the MPU:

- Widen Palomar Airport Road from six to eight lanes between I-5 and Hidden Valley Road
- Construct additional entrance to the airport terminal at Owens Avenue
- Modify North County Transit District’s Route 445 to serve the airport terminal for more direct access to the terminal, which would provide connectivity to COASTER service at the Carlsbad Poinsettia Station
- Add a bus stop near the terminal building as part of the Route 445 modification

L2-4

For more details, please refer to the AMAP, which can be found at sandag.org.

**Transportation Demand Management**

Please consider the integration of Transportation Demand Management (TDM) strategies to help mitigate traffic impacts and reduce parking demand as airport demand increases. TDM strategies to consider include:

- Promotion of shared mobility service (e.g., on-demand rideshare and shuttle service) as a means of transportation to and from the airport to reduce trips made by private automobiles
- Provision of adequate curb space to facilitate passenger pick-up and drop-off for rideshare and shuttle service
- Provision of interactive transportation kiosks that display real-time information about regional transit services, bikeshare, carshare, rideshare, and other transportation options

L2-5



- Encouragement of airport employees to use transportation alternatives to driving alone. Consider providing secure and convenient bike parking and amenities such as showers, lockers, and bicycle repair stands for airport employees

Please consider partnering with iCommute, the SANDAG TDM Program, to promote regional TDM programs and services to employees. The iCommute employer services program can work with the airport to offer customized commuter benefit programs that promote transportation alternatives to employees, including the SANDAG Vanpool Program, Guaranteed Ride Home service, support for carpooling, and bike encouragement programs. More information on available regional TDM programs is available at iCommuteSD.com.

L2-5 cont.

**Other Considerations**

A number of SANDAG resources are available for additional information on or clarification of TDM programs, TDM strategies, and the AMAP. The following pertinent resources can be found at sandag.org:

- SANDAG Regional Parking Management Toolbox
- Integrating Transportation Demand Management into the Planning and Development Process – A Reference for Cities
- San Diego Airport Multimodal Accessibility Plan

L2-6

When available, please send any additional environmental documents related to this project to:

Intergovernmental Review  
 c/o SANDAG  
 401 B Street, Suite 800  
 San Diego, CA 92101

L2-7

SANDAG appreciates the opportunity to comment on the County of San Diego’s McClellan-Palomar Airport MPU Draft PEIR. If you have any questions, please contact me at (619) 699-1943 or seth.litchney@sandag.org.

Sincerely,

SETH LITCHNEY  
 Senior Regional Planner

SLI/KHE/kwa

**Response to Letter L2****San Diego Association of Governments (SANDAG)**

- L2-1** The County acknowledges these introductory comments; however, they do not raise an issue concerning the analysis or adequacy of the PEIR pursuant to CEQA Guidelines Section 15088. Therefore, no further response is required. This comment is included in the Final PEIR for review and consideration by the County Board of Supervisors prior to a final decision on the project.
- L2-2** This comment requests adding reference to the 2015 San Diego Forward: The Regional Plan instead of the 2050 Regional Transportation Plan. As requested, the PEIR Section 3.1.5.1 has been revised to reflect the 2015 Regional Plan.
- L2-3** The comment encourages the County to consider the Master Plan Update's potential impact on future transit routes within the vicinity of the Airport. As requested by the City of Carlsbad, the PEIR included an analysis of potential impacts to multi-modal levels of service, including bicycle, pedestrian, and transit. As described in PEIR Section 2.5.4.6, the project would not result in impacts to these multi-modal methods of transportation, including transit. Furthermore, implementation of the Master Plan Update would not preclude the development or the public's utilization of future transit routes. The County supports the utilization of transit to reach the Airport. Therefore, no changes to the PEIR have been made in response to this comment.
- L2-4** This comment asks the County to consider incorporating various improvements identified in SANDAG's Airport Multimodal Accessibility Plan (AMAP) into the proposed Master Plan Update. The comment is correct that the Master Plan Update does not propose roadway or transit access improvements. In part, this is because the Master Plan Update's PEIR did not identify significant impacts to these facilities requiring mitigation. Furthermore, improvements identified in the Master Plan Update focus on facilities located within the airport boundary. As noted in PEIR Objective 7, major reconstruction of existing businesses, infrastructure, and transportation systems can have significant impacts on an airport and the surrounding area. Such projects add cost, impact operations, capacity, and can have unintended environmental impacts. The project (i.e., Master Plan Update) should minimize changes to the surrounding community and infrastructure.

The County agrees that the four improvement projects cited in this comment would be valuable to the community and region; however, these improvements are not within the County's scope or jurisdiction, and as discussed above these improvements are not required to implement the proposed Master Plan Update. Therefore, while the AMAP is referenced in the PEIR for the purposes of discussing air quality and greenhouse gas emissions, the County is not required to incorporate AMAP improvements into the Master Plan Update. Implementation of the Master Plan Update would not preclude the development of such improvements by SANDAG or the City of Carlsbad. Therefore, no changes to the PEIR have been made in response to this comment.

- L2-5** The comment requests the County to consider integrating Transportation Demand Management (TDM) strategies to help mitigate traffic impacts and reduce parking demand as airport demand increases. In general, the County supports TDM strategies to help alleviate traffic congestion.

However, as noted in the PEIR, a traffic impact at the intersection of Palomar Airport Road / El Camino Real (TR-2) was identified as a result of the proposed Master Plan Update. In accordance with City of Carlsbad Mobility Element Policy 3-P.11, this intersection is exempt

from City LOS standards, which requires implementation of TDM or Transportation System Management (TSM) strategies. As such, Mitigation Measure M-TR-2 is proposed to implement a TSM strategy in coordination with the City of Carlsbad as owner of the surrounding roadway network. As individual Master Plan Update elements are proposed that would trigger Impact TR-2, the County is amenable in coordinating with City staff to identify specific mitigation, as applicable. Furthermore, this comment does not specifically identify an environmental issue with the PEIR analysis or proposed mitigation. Therefore, no changes to the PEIR have been made in response to this comment.

- L2-6** The comment provides citations for additional information regarding TDM programs and strategies, and the AMAP. No response is required.
- L2-7** The comment provides SANDAG's contact information for additional notifications. This information has been added to the County's distribution list, and additional environmental documents (i.e., portions of the recirculated Draft PEIR and these responses) have been provided to SANDAG as requested.

**Comment Letter L3**



March 16, 2018

Cynthia Curtis, Environmental Planning Manager  
County of San Diego  
Department of Public Works  
5510 Overland Avenue, Suite 410  
San Diego, CA 92123

Re: Comments on the McClellan-Palomar Airport Master Plan Update and Draft Program Environmental Impact Report

Dear Ms. Curtis:

The City of Carlsbad submits the attached comments on the McClellan-Palomar Airport Master Plan Update and Draft Program Environmental Impact Report (DEIR) prepared in connection with the Master Plan Update.

The City and San Diego County have had a cooperative working relationship regarding the operation of the Airport and the County’s compliance with the City’s land use policies related to the Airport. We expect and appreciate that the County will continue its long-standing policy of respecting the City’s land use policies and objectives. To that end, we believe that the Master Plan Update should acknowledge that history and the County’s intentions in that regard. With a goal of continuing that cooperation, the City requests that revisions to the Master Plan Update and Draft EIR focus on the following principal areas of concern, consistent with our detailed comments:

1. For transparency, the documents should properly, accurately and consistently describe the nature and extent of future airport operations. The public deserves a thorough and plain-English explanation of the types and extent of commercial service expected to be accommodated by the Master Plan Update projects and the extent to which future commercial traffic is merely accommodated or induced by the Master Plan Update projects.

2. The documents should thoroughly analyze and disclose the impacts of the Master Plan Update projects and aircraft operations, including impacts related to aesthetics, noise, surface transportation, air quality, biological and greenhouse gas emissions.

L3-1

**City Manager’s Office**

**City Hall** 1200 Carlsbad Village Drive | Carlsbad, CA 92008 | 760-434-2820 t

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Page 2

3. We request that the County commit to robust and effective mitigation measures to mitigate the impacts on Carlsbad residents of the Master Plan Update projects.

4. As noted above, the public expects that the documents will clearly describe the County's intentions regarding the extent to which the County will abide by, and conform to, the City's land use regulations related to the Airport.

The City looks forward to working with San Diego County and its consultants to ensure that the Master Plan Update and its various project components are undertaken in a manner that does not compromise the health and well-being of Carlsbad residents, while ensuring that requirements for safety and air navigation are met at the McClellan-Palomar Airport.

Sincerely,



Scott Chadwick  
Chief Operations Officer

cc: Carlsbad City Council

↑  
L3-1  
cont.

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**MASTER PLAN UPDATE COMMENTS**

Capitalized terms not otherwise defined below have the meanings set forth in the Master Plan Update. References to CEQA Guidelines refer to California Code of Regulations Title 14, Division 6, Chapter 3, Sections 15000 -15387.

**I. COMMENTS APPLICABLE TO MULTIPLE SECTIONS OF THE MASTER PLAN UPDATE**

L3-2

The following comments address issues that apply to multiple sections of the Master Plan Update.

**A. Definition of Airport Property and Indication of Airport Boundaries**

McClellan-Palomar Airport is referred to throughout the Master Plan Update as the “Airport”; however, it is unclear from this definition what property is considered to be within the airport boundary. Moreover, the various exhibits included in the Master Plan Update do not consistently indicate a single airport boundary. For example, certain exhibits indicate that the parking area to the south of the airport is within the airport boundary (see, for example, Exhibit 2.1 [Existing Airfield Facilities] [p. 2-2], while others do not include this area (see, for example, Exhibits 2.17 [Compatibility Policy Map - Safety] [p. 2-40] and 5.1 [Airport Influence Area/Safety Zones] [p. 5-11]). Please distinguish between the boundary of County-owned airport property and the boundary of airport operations, and ensure that these definitions and boundaries are used consistently throughout the Master Plan Update. Additionally, please clarify how these boundaries relate to the area subject to CUP 172 and CUP 172(B). Moreover, as discussed below in relation to the DEIR, please ensure that the definitions and boundaries used to identify the airport property in the Master Plan Update are also used consistently within the DEIR, which does not appear to include the area to the northeast of El Camino Real and Palomar Airport Road within the Airport Study Area (the “Eastern Parcel”).

L3-3

As the County recognizes, a proper identification of the airport boundary has more than mere practical implications. Under FAA regulations, the County is required to maintain both a current Airport Layout Plan and an airport property map, both of which accurately depict the real property that is subject to FAA grant obligations. (See generally, FAA Order 5190.5B, *Airport Compliance Manual*, § 7.18.) Whether a particular parcel is (a) merely owned by the County but not formally designated as part of the airport; (b) owned by the County, designated as part of the airport and properly approved by the FAA for non-aeronautical uses; or (c) owned by the County, designated as part of the airport and authorized only for aeronautical uses, are all significant legal distinctions that affect the future uses of the property, and the role of the City and the County in planning for use of the property. The designation of County-owned property as lying within the boundary of the airport has financial and legal significance under federal, state and local law; the City needs to understand the precise boundary in order to comment meaningfully on key elements of the Master Plan Update. The Airport Layout Plan is

L3-4



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not included in the Master Plan Update and there is an indication that it will be attached, perhaps to the final version after final approvals. We request that the Master Plan Update include both the current and proposed Airport Layout Plan in its entirety (to include the airport property map and appropriate maps of airport safety geometry).

L3-4  
cont.

The Master Plan Update also fails to disclose whether the County is planning to seek FAA approval for the change in designation of any airport property from aeronautical to non-aeronautical uses or whether the County is planning to designate any County-owned property that lies outside the Airport Layout Plan as airport property for purposes of FAA regulations. Such planning is crucially important for the City to understand its role and the potential flexibility in future uses of such property. Providing a copy of the Airport Layout Plan airport property map (or Exhibit A to the latest FAA grant application) will be enormously valuable for public evaluation of the Master Plan Update.

L3-5

Finally, "Airport" should only be used to mean the facility or the location of the airport, not an entity capable of taking action with respect to the Proposed Project. See, for example, Section 5.7.6 (Preferred Airfield Alternative), which provides that "It is also recommended that the Airport pursue land acquisition for any and all existing and ultimate RPZs although this action may not be determined as practical..." (p. 5-42) Please ensure that the term "Airport" is not used to refer to an action by the County.

L3-6

**B. Modification of D-III Standards**

The Master Plan Update contemplates that the project improvements will consist of the D-III Modified Standards Compliance Alternative. We presume that the Master Plan Update is referring to the airport design standards contained in the latest edition of FAA Advisory Circular 150/5300.13A, *Airport Design*. As the term implies, adoption and implementation of this alternative will require FAA formal approval of a Modification of Standards ("MOS") applicable to certain airfield design standards. Such modifications are also contemplated by the DEIR, which notes with respect to the separation normally required between runways and taxiways: "Despite not achieving the full 400-foot runway-taxiway separation distance, the FAA could potentially approve the layout if the County formally requests a Modification to Standard to the FAA." (Section S.5.4 [D-III Modified Standards Alternative] [p. S-5]).

L3-7

While historically the FAA was fairly liberal in granting an MOS, current FAA policy does not routinely allow an MOS except in extraordinary circumstances. It is important that the County disclose: (a) the process involved in seeking such approvals; (b) why the County believes that the FAA will approve an MOS; (c) what modifications to FAA standards will be sought; (d) what operational or land use conditions are likely to be imposed in connection with any MOS approval; and (e) how failure to secure an MOS approval will affect the elements of the Master Plan Update. Of course, if the County has already secured informal or conditional approval of an MOS as contemplated in the Master Plan Update, that approval should be explained.

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**C. Runway Protection Zones (“RPZ”)**

The City has the following comments and questions regarding the ways in which the RPZs are addressed in the Master Plan Update.

L3-8

1. In connection with most Master Plan Update approvals (and undoubtedly in connection with approval of an MOS), the FAA will seek to have the County indicate whether it has plans for bringing its safety area geometry into compliance with *Airport Design*. The Master Plan Update appropriately addresses compliance with requirements for the Runway Safety Area and other runway safety zones such as the Object Free Area and Building Restriction Line. However, the airport does not presently have FAA-compliant Runway Protection Zones (“RPZs”) and it appears that the Master Plan Update does not contemplate property acquisitions that would be necessary to achieve compliance. In the interest of transparency, and to educate those portions of the public who are not intimately familiar with *Airport Design* or with the FAA policy on use of real property within the RPZs ([https://www.faa.gov/airports/planning\\_capacity/media/interimLandUseRPZGuidance.pdf](https://www.faa.gov/airports/planning_capacity/media/interimLandUseRPZGuidance.pdf)), we request that the Master Plan Update explain (a) the FAA policies on permissible land uses within the RPZs; (b) whether the County intends to seek to have restrictions imposed on land use consistent with FAA policies by the jurisdiction with land use regulatory authority over each such parcel; (c) whether the County will seek to acquire property within the RPZs, if practical; and (d) what, if any, operational changes or restrictions will be imposed in light of the non-compliant RPZs. The City is especially interested in whether the FAA is likely to seek from the City land use restrictions on non-County-owned property within the RPZs and what such restrictions are planned to be.

L3-9

2. As noted above, the City wishes to know whether the County intends to acquire additional property within the RPZs. Section 5.7.6 (Preferred Airfield Alternative) provides that “It is also recommended that the Airport pursue land acquisition for any and all existing and ultimate RPZs although this action may not be determined as practical [see discussion above]. At a minimum, the Airport should demonstrate that it is taking all steps possible to protect land uses within existing and ultimate RPZs. These actions should not fall under the definition of ‘expansion’ identified in CUP-172 as the size of the RPZs represent existing conditions.” (p. 5-42 – 5-43). The acquisition of RPZ land is also recommended in the DEIR (see, for example, DEIR Section 2.3.2.3 [Airport Hazards], noting that “land within RPZs should be secured at the earliest opportunity” [p. 2-65] and Section 5.1.2 [Project’s Component Parts], noting that “lands within these areas would be sought over time for property interest as opportunities arise.” [p. 5-3])

L3-10

In contrast to these statements, the County explains elsewhere in the Master Plan Update that it has intentionally abstained from acquiring such land. Section 5.4.2.1 (General Environmental and Land Use Constraints) states that “The County in developing the Master Plan has voluntarily avoided any property acquisition to support the expansion of airport facilities beyond current property boundaries.” (p. 5-6). Section 5.7.1.2 (Constraints Regarding



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Airfield Alternative 2) further notes that “Expansion of Airport would trigger vote of Citizens of Carlsbad in accordance with Section 21.53.015 of the City’s Municipal Code due to the need to acquire additional land to accommodate airport facilities and City of Carlsbad to amend CUP-172.” (p. 5-27)

L3-10  
cont.

Please address how the land acquisition recommended in Section 5.7.6 of the Master Plan Update may affect the need for additional approvals from the City or the County. In particular, as noted in the previous Comment section, if the County (or the FAA) seeks land use changes on non-County-owned property, the Master Plan Update should indicate what such proposed changes are and the process that the County proposes to use to seek such changes.

3. Please address how the Proposed Project will impact the size and location of the current RPZ areas. Section 5.7.6 (Preferred Airfield Alternative) of the Master Plan Update provides that “the size of the RPZs represent existing conditions.” (p. 5-42). The Master Plan Update does not describe an increase in the size of the RPZs in its text. However, a comparison of Exhibit 2.1 (Existing Airfield Facilities) (p. 2-2) and Exhibit 5.10 (Phased Development Exhibit) (p. 5-54) shows that the western RPZ appears significantly longer, and the eastern RPZ appears significantly smaller, in the future development scenario. We understand these changes are needed in connection with the proposed redesignation of the airport as a D-III category airport. Please clarify if and how the RPZ areas are planned to change under the Master Plan Update, including any consequences this may have with regard to CUP 172 and CUP 172(B). This also should be done to ensure that the Master Plan Update is consistent with the DEIR, which discusses that the RPZs will shift in location in connection with relocating the runway north and extending its eastern end (see DEIR Section 2.3.2.3 [Airport Hazards] [p. 2-65]).

L3-11

**D. Change in Airport Reference Code**

The Master Plan Update explains the FAA policies governing changes in the airport reference code (as set forth in *Airport Design*) that are necessitated by the largest commonly used aircraft at the airport. This explanation is useful but begs the question that the public needs to understand: if at least 500 D-II aircraft have been using this airport notwithstanding its designation as a B-II airport, have all of these operations (and other operations by aircraft larger or faster than B-II aircraft) been operating unsafely at this airport? In other words, would it be unsafe for the airport to continue to accommodate aircraft larger and faster than B-II aircraft until such time as the County is able to make the safety improvements contemplated in the Master Plan Update? These questions are important because it is not immediately clear to the non-expert public whether the proposed improvements are designed to *remedy an unsafe condition* at the airport or, more optionally, designed to *enhance* airport safety for the benefit of users and the general public. In particular, the Master Plan Update should clearly explain whether, in the absence of the proposed airfield improvements, aircraft in categories above B-II would either discontinue to use the airport altogether or would decrease their usage for safety reasons.

L3-12

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The County appears to take the position in the Master Plan Update that the airfield improvements are merely designed to accommodate aircraft that are already using the airport, albeit with a compromised margin of safety. If so, the Master Plan Update also needs to explain (a) whether the enhancement of the airport to comply with D-III standards (with a MOS) would create an inducement for even larger aircraft, i.e. aircraft that are faster and larger than D-III, to use the airport or whether there are other physical characteristics, e.g., runway length or pavement weight-bearing capacity, that would prevent such growth; and (b) whether the existing fleet mix would change once the airport becomes officially able to accommodate larger aircraft.

**E. Distinguishing Safety and Business Benefits of a Runway Extension**

The Master Plan Update explains that a longer runway would allow larger aircraft to take off with full fuel loads, as certain aircraft that currently utilize the airport are only able to take off with reduced fuel loads. The purpose of extending the runway is also explained as a way of enhancing safety (see, for example, pages ES-7 and ES-8); however the specific safety benefits of the runway extension (as opposed to the construction of Engineered Material Arresting Systems) are not described. This is also applicable to the DEIR (see, for example, DEIR Section 1.1.2 [Meet Runway Length], stating that “A longer runway would enhance safety and operational capabilities of the existing and future fleet of aircraft at the airport....” [p. 1-4])

It is important for both the Master Plan Update and the DEIR to clearly distinguish between the safety mandates and rationale for the runway extension and the business or user-enhancement benefits. While a longer Takeoff Run Available (“TORA”) and other runway geometries certainly could enhance the maximum stage length of departing flights, the Master Plan Update does not explain these benefits, quantify the benefit to the County or the users, or, most importantly, explain whether such benefits are the driving force or only a minor factor in seeking a runway extension. It is especially important for the Master Plan Update to forecast the number of operations that would be affected by the longer runway, in particular the number of operations that would not occur *but for* the runway extension and how many operations would exist *with or without* the runway extension but be able to take advantage of the longer stage length available because of the longer runway takeoff distance available.

It appears that the longer runway will principally provide business benefits by making the airport more attractive for long-stage-length operations. The Master Plan Update, however, also asserts that there are safety imperatives driving the runway extension but those safety benefits are neither disclosed nor explained. Beyond the obvious statement that a longer runway is almost always safer, the Master Plan Update should address the safety benefits of the proposed runway extension, and explain where there is a safety mandate from the FAA (or requirement under applicable *Airport Design* standards) that is driving the runway extension.



L3-12  
 cont.

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**F. NEPA Documentation for FAA Approvals**

Neither the Master Plan Update nor the DEIR adequately explains the NEPA process that will be used to secure necessary FAA approvals for Master Plan Update components. While the FAA allows airport sponsors to prepare joint CEQA and NEPA documents, the County has not chosen this path. It is important, therefore, to disclose the County’s strategy for NEPA documentation because that strategy will fundamentally affect the level and depth of public participation in the FAA approval process. For example, the County should disclose the following: (1) is the County going to seek conditional FAA approval of the Airport Layout Plan as envisioned in the Master Plan Update or will it seek approval of each component of the Master Plan Update as it becomes ripe for decision; (2) will the County request that the FAA prepare NEPA documentation on the entire Master Plan Update or only on specific project components once timing and financing become clearer for that component; and (3) does the County contemplate that some or all of the Master Plan Update components will require a federal EIS prior to FAA approval or will an Environmental Assessment or even a Categorical Exclusion (or documented Categorical Exclusion) be sought under FAA Order 5050.1B? The answers to these key questions will help the public understand whether the review of this DEIR and Master Plan Update will be only the initial opportunity for public participation or whether it is the only such opportunity.

L3-13

**G. General Readability**

The Master Plan Update should be revised to ensure that all section, exhibit and table references are correct in the text of the document, and that conflicting, inconsistent, or unsubstantiated statements are addressed (certain of these statements are identified in later comments below). Please ensure that tables and exhibits include proper labelling and numbers, for example: Exhibits 2.13 and 2.14 are mislabeled (Exhibit 2.13 depicts General Plan planned land uses but is labelled “Airport Area Existing Land Use”, while Exhibit 2.14 appears to depict existing land uses and is labelled “Airport Area Future Land Use”) (pp. 2-32 and 2-34); Exhibit 5.2 (Airfield Alternative 1) (p. 5-24) includes a reference to the “Airport Property Line” in the legend, but the line does not appear to be shown on the actual exhibit; and Table 6.7 (Airport Capital Improvement Plan) (p. 6-7) includes numerous arithmetical errors that render it difficult to understand. Addressing these issues will greatly improve the readability of the Master Plan Update.

L3-14

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**II. SECTION SPECIFIC COMMENTS ON MASTER PLAN UPDATE**

The following comments address issues that are particular to specific sections of the Master Plan Update.

**A. Section 2 – Inventory of Existing Conditions**

**1. Section 2.10.5 (Policy F-44 “Development of McClellan-Palomar Airport”) (p. 2-44)**

Section 2.10.5 describes the purpose and content of County Policy F-44, and notes that “The new McClellan-Palomar Airport Master Plan lays out a new comprehensive 20-year plan for development of the Airport, making Board Policy F-44 Development of McClellan-Palomar Airport duplicative....[F]ollowing adoption of the McClellan-Palomar Airport Master Plan the Board of Supervisors may determine Board Policy F-44 is no longer needed and repeal it.” (p. 2-44)

L3-15

Of potential significance is the fact that Board Policy F-44 limits scheduled commuter airline operations to 70-seat aircraft, while the Master Plan Update does not. Please consider whether the repeal of Board Policy F-44 is an action that would need to be evaluated in the DEIR. The DEIR notes the existence of Board Policy F-44 (p. 3-86) but includes no discussion of whether the Master Plan Update conflicts with Board Policy F-44, nor what the considerations may be in repealing Board Policy F-44.

**B. Section 3 – Aviation Activity Forecast**

**1. Section 3.2 (Aviation Activity Forecast – Introduction) (p. 3-1)**

The Master Plan Update provides in Section 3.2 that “Since the ‘planning-level’ scenario is beyond the specific tolerance for future projections, submitted forecasts of aviation activity have not been approved by FAA in their entirety.” (p. 3-2) Section 3.2 further references a memorandum issued by the FAA Los Angeles District Office on October 10, 2017, stating that “the FAA had no objections if the County chose to base local land use planning decisions on the ‘planning-level’ forecast, however, any related mitigation measure would not be eligible for Airport Improvement Program funding.” Please address how the lack of: (1) FAA approval of submitted forecasts; and (2) Airport Improvement Program (“AIP”) funding for mitigation measures related to ‘planning-level’ forecasts, might impact the feasibility of the Proposed Project.

L3-16

The statement in the Master Plan Update that the FAA Los Angeles District Office has no objections to use of Planning Activity Levels (“PALs”) in lieu of specific data does not address the question of whether the FAA has formally approved the use of any forecast other than the Terminal Area Forecast (“TAF”). Both the proposed forecast in the Master Plan Update and the



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regional forecast differ substantially from the latest TAF, so the appropriate Airport District Office approval letter should be referenced in, and attached to, the Master Plan Update.

↑ L3-16  
cont.

Because the proposed forecast, especially with respect to commercial passenger enplanements, differs so dramatically from the FAA TAF, it is incumbent on the County to explain why its forecast passenger enplanement level is so high. The Master Plan Update explains why the FAA passenger enplanement forecast is too low, but it does not include any data to substantiate the growth that the County projects. In particular, if the County has information from existing or proposed new commercial operators, the Master Plan Update should disclose that information.

L3-17

Finally, the availability of commercial service at small regional airports has seen a resurgence in the last few years for myriad economic reasons. In some regions, such as the San Francisco Bay Area, Seattle and Los Angeles, the growth of commercial passenger service has been led by the increased inconvenience of large hub airports (e.g., SFO, SEA, LAX, respectively) and regional surface traffic congestion. In other places, such as Tampa Bay and the Boston metropolitan area, the relative cost of operating at the large hub and the growth of ultra-low-cost carriers (e.g., Allegiant and Spirit) have been the driving factors. And at still others, growth has been driven by a single new innovative carrier such as Rise, SurfAir, Blade and other start-ups operating very small aircraft outside the regulatory ambit of the Transportation Security Administration. The Master Plan Update forecast should place the projected enormous growth in commercial passenger enplanements at the airport in this context. In particular, does the County contemplate that congestion at San Diego International Airport (“SAN”), surface travel times to SAN, or the growth of startups like CalJet to be the driving force(s) for growth at the airport? Are there other startups whom the County believes may be interested in establishing service at the airport? What are the opportunities or impediments to an increase in commercial service? Given that service with large transport category aircraft such as the A320 or B737 is likely, does the County expect that the introduction of the new, efficient C-series regional passenger aircraft from Bombardier (<https://commercialaircraft.bombardier.com/en/cseries.html>) and similar aircraft from Dornier (<https://www.fairchild-dornier.com/3.html>) will have a significant impact on operations at the airport? These are all questions that the public has been asking and should be addressed in the Master Plan Update.

L3-18

**2. Section 3.2 (Aviation Activity Forecast – Introduction) (p. 3-1)**

CEQA Guidelines § 15144 states that “While foreseeing the unforeseeable is not possible, an agency must use its best efforts to find out and disclose all that it reasonably can.” To that end, please provide a more comprehensive discussion of whether the planned improvements will induce demand at the airport, with a particular focus on whether: (1) an extended runway would attract additional air carriers traveling longer distances; and (2) the County expects that air cargo operations would be introduced to the airport, given the growth of e-commerce and increased demand for faster, more efficient delivery services.

L3-19  
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The issue of induced demand is especially important for this Master Plan Update. For many airports, capital improvements are designed primarily to accommodate existing or reasonably foreseeable future demand caused by extrinsic forces (e.g., regional growth, increase in aircraft movements generally, etc.) This Master Plan Update appears to contemplate induced demand by: (a) increasing the design category of the airport from B-II to D-III; (b) increasing runway length; and (c) making the commercial passenger facilities more attractive to air carriers. The Master Plan Update and the DEIR should disaggregate the forecast to show the portion of the increase that is attributable to extrinsic economic factors and the portion of the increase that is induced, i.e., attributable to improvements in airport facilities.

L3-19  
cont.

**C. Section 5 – Alternative Analysis**

**1. Section 5.4.2.2. (Existing Conditions – Environmental Factors – Air Quality) (p. 5-6)**

Section 5.4.2.2 explains that a runway extension would allow for aircraft to take off from the airport without having to make a second fuel stop at a nearby airport, noting that “With the runway improvements, the efficiency or “green benefits” of the project would help to offset overall fuel usage and, hence, greenhouse gas and other air quality emissions.” (p. 5-7) This assertion is made without reference to any supporting evidence. Please explain the basis for this assertion. Please also provide context for this assertion by explaining how many flights this change is anticipated to impact. We understand from Airports Director Peter Drinkwater that, to the best of his knowledge, there is currently only one flight per week that needs to make a second fuel stop at a nearby airport (as stated at the February 13, 2018 public workshop hosted by the County).

L3-20

**2. Section 5.4.2.12 (Existing Conditions – Light Emissions and Visual Effects) (p. 5-18)**

Section 5.4.2.12 notes that the proposed improvements “include potential runway and taxiway extensions that would alter existing slopes and likely require a retention wall. The City of Carlsbad Landscape Manual (February 2016) identifies policies and requirements that correspond with Community Theme Corridors. Due to the existing landfill and methane collection system, and steep slopes associated with a potential retention wall, adherence to these policies and requirements may be challenging, however, they should be followed to the extent possible.” The Master Plan Update also refers to a potential retaining wall at the west end of the runway. (p. 5-19)

L3-21

Please provide greater detail regarding the location, length and height of both of these retention walls. Section 5.7.3 (Airfield Alternative 4 – D-III – On Property) explains that the taxiway extension “is proposed over an area that has an approximate drop-off of 50 feet from

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the airfield," which would seem to indicate that the first described retaining wall also would need to be as much as 50 feet in height. (p. 5-33)

L3-21  
cont.

Furthermore, it is unclear from the above description at what point in the development process the County would seek to incorporate the screening and landscaping measures outlined in the Landscape Manual, or how these measures would be implemented. Please provide additional information regarding these measures.

In addition to Carlsbad Landscape Manual policies and requirements, Carlsbad Municipal Code Chapter 21.95 (Hillside Development Regulations) also addresses development affecting hillsides. One of the purposes of this chapter is to "preserve and/or enhance the aesthetic qualities of nature hillsides and manufactured slopes by designing projects which relate to the slope of the land, minimizing the amount of project grading, and incorporating contour grading into manufactured slopes which are located in highly visible public locations." (Section 21.95.010(B)) Please assess the applicability of these Hillside Development Regulations to the project and state whether the County intends to adhere to these provisions as well as to those of the Landscape Manual. Additionally, the City requests that it be able to review, comment on and approve the plans for hillside/slope grading, the retaining walls, and the screening thereof.

L3-22

Additional comments regarding the DEIR's discussion of the retaining walls are provided below, in DEIR Comment II.B.3 of this letter.

L3-23

**3. Section 5.7.7.2 (Interim Airfield Alternative -- Constraints) (p. 5-44)**

Section 5.7.7.2 notes that the Interim Airfield Alternative may not be eligible for FAA AIP funding, and that "a significant portion of the Preferred Airfield Alternative presented in Section 5.7.5<sup>1</sup> may not be eligible for FAA or State grants." (p. 5-44) However, Table 6.7 (ACIP) includes such potential funding, with a note in Section 6.2 (ACIP) acknowledging that securing funding from the FAA for some of these components "may be challenging." (p. 6-6) Please provide a more detailed description of how project costs are anticipated to be met if FAA funding cannot be secured for certain components.

L3-24

Tables 6.4 (Operating Revenues), 6.5 (Operating Expenses), and 6.6 (Operating Revenues and Expenses) (all p. 6-5) also appear to show operating losses without any current debt service. This would seem to indicate that airport revenues cannot support the cost of project components without FAA funding.

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<sup>1</sup> Please note that the reference to Section 5.7.5 on p. 5-44 of the Master Plan Update is incorrect, as the Preferred Airfield Alternative is discussed in Section 5.7.6.

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**4. Exhibit 5.10 (Phased Development Exhibit) (p. 5-54)**

Exhibit 5.10 indicates an area labeled “Reserved for Future GA Parking”. If parking were constructed in this location, a retaining wall almost certainly would be required. However, this is not discussed in the Master Plan Update. Please ensure that the Master Plan Update explicitly states where retaining walls would be needed in connection with the project improvements, including labeling the location of such retaining walls in this exhibit.

L3-25

**5. Table 5.1 (Preferred Development Strategy by Phase) (p. 5-53)**

Aesthetic projects, such as retaining walls and associated landscaping costs, are not included in Table 5.1, which is described as listing “the various recommended improvement projects and development programs by phase. These listed projects form the basis of the Airport Capital Improvement Program (ACIP).” (p. 5-52) Please update this table to include aesthetic improvements as a component of the ACIP.

L3-26

We also note that cost estimates for the area reserved for General Aviation parking and for other improvements are noted as “TBD.” This information is needed to more fully understand the costs associated with the ACIP. Please include such cost estimates in the final Master Plan Update.

**D. Section 6 – Airport Capital Improvement Plan**

**1. Table 6.7 (ACIP) (p. 6-7)**

Table 6.7 displays the ACIP, based on Exhibit 5.10, and outlines various capital expenditures. As with Table 5.1, aesthetic improvements, particularly retaining walls and corresponding landscaping, need to be included in the table as separate project components with their own phasing and budget line items. The City has for many years emphasized the need for the County to undertake aesthetic improvements to the airport perimeter; as the Proposed Project is now anticipated to have a further significant impact on visual resources, mitigation is required by the DEIR, and must be funded accordingly. Near-term slope improvement projects should be contemplated as part of the overall program, rather than solely as part of mitigation, as they will be needed in advance of the retaining walls.

L3-27

[COMMENTS TO THE DEIR BEGIN ON THE FOLLOWING PAGE]

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**DRAFT EIR COMMENTS**

Any capitalized terms not otherwise defined below have the meanings set forth in the DEIR. References to CEQA Guidelines refer to California Code of Regulations Title 14, Division 6, Chapter 3, Sections 15000 -15387.

**I. COMMENTS APPLICABLE TO MULTIPLE SECTIONS OF THE DEIR**

The following comments address issues that apply to multiple sections of the DEIR.

**A. Clarification of Proposed Project Components**

CEQA Guidelines § 15126.6 requires consideration and discussion of alternatives to the Proposed Project, providing that “The EIR shall include sufficient information about each alternative to allow meaningful evaluation, analysis, and comparison with the proposed project.” To that end, please provide a comprehensive outline of the components of the Proposed Project, so that the Proposed Project may more accurately and readily be compared with the alternatives considered. Chapter 4 of the DEIR compares the Proposed Project to the project alternatives with respect to both project objectives and potential impacts. These elements are discussed in the text of the chapter and in Tables 4-1 (Comparison of Project Alternatives to Project Objectives) (p. 4-17) and 4-2 (Comparison of Project Alternatives to Significant Proposed Project Impacts) (p. 4-19), respectively. However, this chapter does not include a clear description of the components of the Proposed Project as compared to the components of the project alternatives. Without such a description, it is very difficult to distinguish how the Proposed Project varies from the D-III Modified Standards Alternative.

L3-28

The difficulty in comparing the project alternatives is exacerbated by the fact that the Proposed Project is referred to in the Master Plan Update as the ‘D-III Modified Standards Compliance Alternative.’ It is very easy for the reader to confuse the ‘D-III Modified Standards Compliance Alternative’ (selected as the Proposed Project) with the ‘D-III Modified Standards Alternative’ (which was not selected). A clear description of the Proposed Project components, and a table comparing these components with those of the project alternatives, would help the reader to distinguish the Proposed Project from the other options.

**B. Definition of Airport Property**

As discussed above with respect to the Master Plan Update, it is unclear from the definition of “Airport” what property is considered to be within the airport boundaries. Please distinguish between the boundary of County-owned airport property and the boundary of airport operations, and ensure that these definitions and boundaries are used consistently throughout the DEIR.

L3-29

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**C. Study Area Boundaries**

CEQA Guidelines § 15124(a) requires that “the precise location and boundaries of the proposed project shall be shown on a detailed map.” The DEIR includes a map indicating the project Study Area (Figure 1-2 [Vicinity Map] [p. 1-23]) but this map does not include the Eastern Parcel, even though the eastern RPZ overlaps with this area (see Figure 1-5 [Conceptual Development Phases] [p. 1-29]). Please explain why the RPZ is not included in the Study Area.

L3-31

Additionally, it appears that the relocation of a Medium Intensity Approach Lighting System with Runway Alignment Indicator Lights (“MALSR”) is being contemplated outside of the Study Area, in the Eastern Parcel. Section 1.3 (Project Location) states that “the Proposed Project site does not include the vacant County-owned parcel located at the northeast corner of Palomar Airport Road and El Camino Real. All improvements are proposed on the existing airport use areas northwest of the Palomar Airport Road/El Camino Real intersection.” (p. 1-11) This assertion is also made in Section 3.1.7.1 (Land Use and Planning – Existing Conditions) (p. 3-81) and elsewhere in the DEIR. However, Fig. 1-3 (Runway Safety Areas and Runway Object Free Areas) (p. 1-25) of the DEIR appears to show MALSR being present in the Eastern Parcel, and Section 1.2.1.1 (Near-term Projects) further states that the “200-foot extension would also require the relocation of the MALSR located east of the runway....The additional lighting system would be located on County-owned land that is currently vacant. A portion of this land is designated as Open Space.” (p. 1-7)

L3-32

We understand that the relocation of MALSR is considered a federal action as “The FAA is the owner and responsible agency for this lighting system.” (Section 1.2.1.1 [Intermediate-term Projects] [p. 1-8]) However, as the land impacted by the relocation is County-owned, analysis of this action still is required. Such an analysis is also relevant because it will inform federal agencies of potential impacts of the Proposed Project (see Section 1.5 [Intended Uses of the EIR] [p. 1-14]). As such, please expand the Study Area boundaries to include the RPZ and MALSR. Please also evaluate the potential environmental impacts of relocating the MALSR.

**D. NEPA Documentation for FAA Approvals**

Neither the Master Plan Update nor the DEIR adequately explains the NEPA process that will be used to secure necessary FAA approvals for Master Plan Update components. Please refer to Master Plan Update Comment I.F, above, for the City’s questions with respect to the County’s strategy for NEPA documentation.

L3-33



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**II. COMMENTS ON PARTICULAR SECTIONS OF THE DEIR**

The following comments are particular to specific sections of the DEIR.

**A. Chapter 1 (Project Description, Location, and Environmental Setting)**

**1. Inclusion of Environmental Review and Consultation Requirements in Project Description**

L3-34

CEQA Guidelines § 15124(d)(1)(C) states that the EIR Project Description must contain “A list of related environmental review and consultation requirements required by federal, state, or local laws, regulations, or policies. To the fullest extent possible, the lead agency should integrate CEQA review with these related environmental review and consultation requirements.” While the DEIR considers related environmental review and consultation requirements in its analysis of the Proposed Project’s impacts, these requirements do not appear to be outlined in the Project Description. Please add such a section to the DEIR Project Description.

**2. Section 1.1.2 (Meet Runway Length/Width Requirements) (p. 1-4)**

L3-35

Section 1.1.2 notes that a “longer runway...is not defined or required by FAA Design Standards for a D-III airfield.” (p. 1-4) Please confirm if this is why the runway extension is not eligible for FAA AIP funding; if not the cause, please explain what is.

**3. Section 1.2.1.3 (Long-term Projects (13-20 years)) (p. 1-8)**

L3-36

This Section notes that in connection with the MALSR relocation (discussed above in DEIR Comment I.C of this letter) “Minor trenching to connect electrical utilities to the new locations of the navigational aids would be necessary.” (p. 1-9) We note that in addition to the minor trenching mentioned, MALSR relocation also would require foundations for relocated light structures as well as a maintenance path or road. Please ensure that the DEIR describes all physical improvements required in connection with the MALSR relocation.

**4. Section 1.3 (Project Location) (p. 1-11)**

L3-37

Section 1.3 provides that “The City of Carlsbad maintains land use authority outside of the boundaries of the County-owned land” (p. 1-11) and Section 2.1.1 (Existing Conditions) similarly notes that “The airport is located within the municipal limits of the City of Carlsbad, but is not subject to its land use authority.” (p. 2-5) However, the distinction between the City and County’s land use authority is not simply demarcated by the boundary of County-owned property. The City maintains land use authority for private development on County-owned airport land and is responsible for issuing building permits for such non-public use structures (see Section 3.1.6.1 [Existing Conditions], explaining that “...future private development at the

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Airport is subject to discretionary review by the City” [p. 3-69], as well as DEIR Comment II.C.6, below). Airport improvements also are subject to CUP 172 and CUP 172(B), issued by the City. As such, this section should more thoroughly address the respective land use authority of the City and the County in the DEIR.

L3-37  
cont.

Additionally, Section 2.1.1 states that “because the Airport is located within the City of Carlsbad’s municipal limits, the County’s Zoning Ordinance does not apply to the Proposed Project.” (p. 2-3) When read together with the statement in Section 1.3, this language implies that there are no land use regulations applicable to the airport. Please clarify this statement.

L3-38

**5. Section 1.4.3 (Site Characteristics) (p. 1-12)**

In keeping with DEIR Comment I.C, above, regarding the inclusion of the MALSR in the Study Area boundaries, please include a description of the Eastern Parcel and existing navigational aids in this description of airport site characteristics, rather than in the preceding section on surrounding land uses.

L3-39

**6. Section 1.8 (List of Past, Present, and Reasonably Anticipated Future Projects in the Project Area) (p. 1-15)**

Section 1.8 notes that “City of Carlsbad records were reviewed for development project environmental documents within two miles of the airport for potential cumulative environmental impacts...”, yet the DEIR provides no explanation for why a two-mile radius was chosen to define the area within which cumulative impacts would be evaluated. (p. 1-15) Please explain why a two-mile radius was chosen, in accordance with CEQA Guidelines § 15130(b)(3), which requires that a cumulative impacts analysis “...define the geographic scope of the area affected by the cumulative effect and provide a reasonable explanation for the geographic limitation used.”

L3-40

**7. Section 1.9.2 (Promotion of Economic Growth) (p. 1-17)**

Section 1.9.2 provides that “Based on CEQA Guidelines, the Proposed Project includes improvements to an existing airport that would not significantly induce economic or population growth...” (p. 1-17) However, the 2013 Feasibility Study for Potential Improvements to McClellan-Palomar Airport Runway, prepared by Kimley-Horn & Associates, Inc., identifies economic growth resulting from the proposed runway extension. Please discuss the economic growth findings of this study, or explain why such findings are not applicable to the DEIR review.

L3-41

**8. Table 1-3 (Matrix of Project Approvals) (p. 1-19)**

The table notes that the FAA is the agency responsible for approving the Airport Layout Plan. Please also add that the FAA is responsible for the relocation of the MALSR, if this is correct.

L3-42

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**9. Table 1-4 (Cumulative Projects List) (p. 1-19) and Figure 1-7 (Cumulative Projects Map) (p. 1-33)**

In July 2017, the City provided the County with a list of projects to include in the evaluation of cumulative impacts of the Proposed Project. It appears that a number of these projects were omitted from the DEIR analysis. Omitted projects include the Legoland Hotel, Westin Hotel (including timeshares), and the International Floral Trade Center, among others. Please update the evaluation of cumulative impacts to include the projects provided in this list, or explain why these projects were omitted from the analysis.

L3-43

This comment is also applicable to the near-term cumulative projects listed in Traffic Study Table 9-1, included in Appendix E. A number of projects identified by the City for the cumulative impacts noise analysis were not included in the study, and the reason for their omission is unclear.

**B. Chapter 2 Significant Environmental Effects of the Proposed Project**

**1. Section 2.1.1 (Aesthetics and Visual Resources – Existing Conditions) (p. 2-1)**

Section 2.1.1 provides that “The Airport’s primary viewers are motorists along Palomar Airport Road. These viewers’ exposure to visual changes from a project are temporary and transient, lasting only as long as they are traveling on Palomar Airport Road adjacent to the Airport.” (p. 2-2) This characterization does not account for the fact that many of the same commuters drive along this route daily, resulting in viewers’ repeated exposure to airport projects, and thereby downplays the significance of this exposure. Please update this description to more accurately characterize viewer exposure.

L3-44

**2. Section 2.1.1 (Aesthetics and Visual Resources – Existing Conditions) (p. 2-1)**

Section 2.1.1 describes the various components of the regulatory framework that control the aesthetics and visual resources impacted by the Proposed Project (p. 2-3). Please update this list to include the Carlsbad Landscape Manual, which establishes a structure for designing and maintaining landscapes in new construction and renovated landscapes, as well as Carlsbad Municipal Code Chapter 21.95 (Hillside Development Regulations), which regulates development affecting hillsides and steep slopes.

L3-45

**3. Section 2.1.2.1 (Visual Character and Visual Quality – Analysis) (p. 2-5)**

L3-46

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Section 2.1.2.1 explains that the Proposed Project “would introduce a retaining wall along the southern slope of the Airport along Palomar Airport Road (near its intersection with El Camino Real)...Because this portion of the Airport currently consists of a natural slope, introduction of this retaining wall would contrast with the existing visual character and quality of the site. Therefore, implementation of the Proposed Project would result in *significant impact* related to visual character and visual quality.” (p. 2-6)

L3-46  
cont.

The City has the following comments and questions regarding the retaining wall and the corresponding landscaping needed to screen it.

a) Please better identify the specific height and location of this wall, as it is not indicated in Figure 1-5, Phased Development Plan (p. 1-29), nor anywhere else that we could find. A retaining wall would need to be constructed on the western end of the runway, in addition to the southern slope of the airport, but is not shown, either. Please provide this information on a map.

L3-47

b) Taxiway A would be extended in two phases: a 200-foot near-term extension, and then a 600-foot long-term relocation/extension. Please discuss whether the retaining wall would similarly be constructed in two phases to accommodate both taxiway extensions. Also, the Taxiway A extension(s) appears to conflict with the existing vehicle service road at the southeast end of the airport. How would the vehicle service road be modified, and what effect would it have on the extent of the future retaining wall? Please confirm that no retaining wall would be necessary along El Camino Real to accommodate the future runway extension, EMAS, vehicle service road and runway lighting.

L3-48

c) The description of the retaining wall provides that “the County will incorporate aesthetic measures from the City of Carlsbad, including the *City of Carlsbad Scenic Corridor Guidelines* as discussed in Section 2.1.2.1 (see Section 2.1.2.4 [Consistency with Adopted Goals, Policies, and Ordinances] [p. 2-10]). Explicit reference also should be made to adhering to the Carlsbad Landscape Manual.

L3-49

d) Section 2.1.2.1 discusses the existing slopes along Palomar Airport Road and El Camino Real, and explains that several factors prevent implementation and landscaping of this area, the primary reason being that the eastern slope “functions as the protective cap (cover) for the inactive landfill underlying portions of the Airport boundary.” (p. 2-6) The City recognizes that these factors limit the potential landscaping and screening options, however the City does not believe that they eliminate all viable options. Please consider the following landscaping measures:

L3-50

i. Utilize the slope areas outside of the landfill footprint, as it appears there are fairly wide, flat areas at the base of the slope along Palomar Road and more narrow areas on El Camino Real that are outside of the landfill footprint. Appropriate landscaping, including trees and larger screen shrubs, could be installed in these areas to provide

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screen/softening of the slopes beyond, and to provide a more desirable view corridor on these major streets.

ii. Install plantable walls if wall heights exceed six feet.

iii. As permanent pressurized irrigations lines are not permitted on the landfill’s surface, including the slopes (see p. 2-7), install pressurized mainlines at the base of the slopes in the public right-of-way outside of the landfill footprint. Install non-pressurized irrigation lateral lines above-grade up the slopes to allow for proper germination and the establishment of plantings. Use large radius rotors to minimize the number of lateral lines needed, thus reducing removal and replacement costs during maintenance grading operations. If irrigation can be added, explore an appropriate native seed mix that could establish in the clay cap or be added to a shallow layer of more conducive soil.

iv. As an alternative to permanent pressurized irrigation lines, consider master valves/check valves and leak detectors to avoid damage. These elements could also be installed at the bottom of the slopes.

v. The native seed mix that is being used to treat the slopes has not been performing well, and it is unclear if this is due to the clay soil being devoid of nutrients and/or a lack of irrigation, but most likely it is due to a combination of both factors. If allowable, providing a shallow layer of more appropriate soil over the clay cap would be more conducive to plant growth.

e) Section 2.1.2.1 notes that “State Guidance requires the County Landfill Management Unit to properly maintain the slope, often by grading.” (p. 2-7) Please explain why state guidance requires grading and whether installation of a retaining wall would eliminate the need for such periodic regrading.

f) We understand that the protective cap over the landfill is “a non-permeable layer consisting of three feet of clay rich soils that are designed to exclude water infiltration.” (p. 2-7) As the cap is impermeable, please explain the concern for irrigation, even of shallow-rooted groundcover.

g) The City seeks a commitment from the County to allow the City to review, comment on, and approve the landscaping and screening of the retaining wall, as no such commitment is currently outlined in the DEIR. Section 2.1.4 (Mitigation Measures) provides that “The future retaining wall would be designed in consideration of the City of Carlsbad Scenic Corridor Guidelines to the degree feasible since any modification of the inactive landfill slopes would require coordination and oversight by applicable State and local agencies.” (p. 2-11) While the City recognizes that there are certain limitations to the way in which the retaining wall may be landscaped and screened, the City must have an opportunity to review and provide oversight of the proposed landscaping measures.

L3-50  
cont.

L3-51

L3-52

L3-53



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**4. Section 2.1.2.1 (Visual Character and Visual Quality – Analysis) (p. 2-5)**

While Section 2.1.2.1 discusses the need for a retaining wall along the southern slope of the airport along Palomar Airport Road, the DEIR does not discuss the need for a retaining wall associated with future GA parking, although one would almost certainly be required. The only reference to such a retaining wall appears in Section 4.2.2.1 (Comparison of the Effects of the No Project Alternative to the Proposed Project – Aesthetics), which notes that “The No Project Alternative would not result in any airport improvements identified under the Proposed Project, such as extension of Taxiway A or future general aviation parking that would necessitate a retaining wall visible along Palomar Airport Road.” (p. 4-3)

L3-54

Please revise the Visual Character and Visual Quality Analysis to include the potential for a retaining wall in this location, and discuss relevant measures to mitigate the visual impact of such a wall. Please note that the comments provided above with respect to the runway/taxiway retaining wall(s) also apply to a retaining wall in this location, apart from the slope-specific comments provided. The City also requests that it be able to approve the hillside/slope grading, landscaping, and screening of a retaining wall as needed in connection with GA parking.

**5. Section 2.1.2.1 (Visual Character and Visual Quality – Analysis) (p. 2-5)**

Please clarify whether the proposed relocation of MALSР has been included in the consideration of light and glare impacts discussed in Section 2.1.2.1. This Section provides that the “Airport would be required to comply with applicable regulations as set forth in the County Light Pollution Code and the McClellan-Palomar ALUCP, as well as the FAA to ensure that light and glare would not result in safety hazards. As a result, any change in lighting with the Proposed Project would be *less than significant*.” (p. 2-7) As the MALSР has not been included within the Study Area boundaries set forth in the DEIR, it is unclear whether this conclusion also applies to the proposed MALSР relocation.

L3-55

**6. Section 2.2 (Biological Resources) (p. 2-17)**

The following comments apply to the entirety of Section 2.2 and should be addressed, as applicable in the setting, analysis, and mitigation portions of this Section.

a) Section 2.2 provides that “Biological resources data presented in this section include information obtained through a search of sensitive species and habitats databases for sensitive species known to occur within two miles of the project site.” (p. 2-17) Please explain why two miles was determined to be the appropriate radius for obtaining information regarding sensitive species surrounding the airport.

L3-56

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b) As previously discussed in this letter, the DEIR states that the Master Plan Update does not propose impacts to the Eastern Parcel. We believe this statement is somewhat misleading, as the MALSRS will need to be relocated to accommodate the runway shift. This relocation will likely require relocation of the MALSRS into the preserve area or the Pre-Approved Mitigation Area (“PAMA”), which will likely result in habitat loss. Please analyze the movement of the MALSRS into the preserve area or the PAMA and the associated impacts. (Please also see DEIR Comment II.C.1 below, questioning whether the relocation of MALSRS may impact land subject to a conservation easement.) Also, please analyze the impacts of the relocation of MALSRS on the requirements set forth in the letter dated March 7, 2011 to Cynthia Curtis from the U.S. Fish and Wildlife Service and the California Department of Fish and Game (attached to Appendix B, Biological Resources Technical Report, at page 165).

L3-57

c) The DEIR states that the airport “is subject to a Wildlife Hazard Management Plan (WHMP; C&S 2015) as approved by the FAA in 2016.... Components of the WHMP include wildlife control actions such as habitat management, hazing, and harassment. The FAA requires a zero-tolerance for hazardous wildlife on the airfield within the framework of federal and state regulations.” (p. 2-17) The DEIR also correctly notes in Section 2.2.1.1 that, “Actions that jeopardize endangered or threatened species and the habitats upon which they rely are considered a ‘take’ under the [Federal Endangered Species Act] FESA. Section 9(a) of the FESA defines “take” as ‘to harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or attempt to engage in any such conduct.’ ‘Harm’ and ‘harass’ are further defined in federal regulations and case law to include actions that adversely impair or disrupt a listed species’ behavioral patterns.” (p. 2-18) Please address how the FESA requirements affect the need to prevent wildlife from entering airport property and whether such activities would be considered “take” under the FESA. Also, please disclose what environmental assessment, if any, was conducted in connection with the 2016 approval of the WHMP.

L3-58

d) This Section does not fully analyze the cumulative impacts of the Master Plan Update on the Diegan coastal sage scrub. Please note that the 4(d) rule limits cumulative impacts to the coastal sage scrub of 5% of coastal sage scrub in the County. Please discuss these limits and evaluate whether the cumulative takes of the coastal sage scrub for the period of the Master Plan will be able to stay within these limits. If not, please provide additional mitigation to address impacts to the coastal sage scrub.

L3-59

e) The DEIR does not address requirements of the Coastal Zone Management Act (“CZMA”). Please note that a nesting gnatcatcher pair identified in the DEIR appears to occupy habitat in the coastal zone directly adjacent to the airport property, and that this habitat area is designated as Proposed Hardline in the City’s Habitat Management Plan (“HMP”). The HMP is a California Coastal Commission-certified component of the City’s Local Coastal Program. Given that the Master Plan Update projects propose to receive federal funding, the DEIR should address whether federal consistency review under the CZMA would be required and the potential results of that consistency review, including whether the City’s HMP

L3-60

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conservation policies for properties inside of the coastal zone would apply. Note, in particular, the City’s HMP policies for conserving gnatcatchers and their habitat in the Coastal Zone.

L3-60  
cont.

f) The DEIR does not appear to analyze potential impacts to offsite vernal pools. Please address those impacts, as well as the application of the CZMA federal consistency review and the City’s HMP conservation policies that could apply to those impacts. (See for example, HMP Policy 7-14a, specific to this site [p. D-119].)

L3-61

**7. Section 2.3.1 (Hazards and Hazardous Materials – Existing Conditions) (p. 2-49)**

We understand that the landfill classification was changed from Category 1 to Category 2 on July 12, 2016, “meaning there is a reduced risk to drinking water.” (p. 2-50) Given that previous County objections to irrigation of landfill slope areas were due in part to groundwater contamination concerns, please discuss whether this change in classification improves the feasibility of providing landscaping and irrigation on the slopes along Palomar Airport Road and El Camino Real. (See DEIR Comment II.B.3 above).

L3-62

**8. Section 2.3.2.2 (Projects with Existing On-site Contamination (p. 2-62)**

This Section notes that “Construction activities would include runway and taxiway improvements over landfill Unit 3, and potential general aviation parking over landfill Unit 1.” (p. 2-63) Construction methods described elsewhere in the DEIR describe drilling hundreds of holes into and through the bottom of landfill Unit 3 to install displacement column piles into competent soils in order to support the runway extension. Please update the description in this Section to clarify that the construction activities would not only occur over landfill Unit 3, but also into the Unit. Additionally, the DEIR should discuss potential hazards associated with this construction method, or explain why such an analysis is not needed.

L3-63

Please reevaluate whether mitigation measure M-HZ-1, described in Section 2.3.5 (Mitigation Measures) (p. 2-67), sufficiently addresses the potential hazards associated with this construction method.

**9. Section 2.3.2.3 (Airport Hazards) (p. 2-64)**

California state law requires each county with jurisdiction over an airport served by a scheduled airline to designate an Airport Land Use Commission (“ALUC”) and requires the ALUC to prepare a land use compatibility plan (“ALUCP”) for each such airport (California Public Utilities Code § 21670(b)). In San Diego County, the San Diego County Regional Airport Authority (“SDCRAA”) acts as the ALUC. Section 2.3.2.3 provides that the “SDCRAA is the responsible agency within San Diego County for regulating land uses within the AIAs [“Airport Influence Areas”] of 16 public-use and military airports.” (p. 2-65) While SDCRAA is the

L3-64

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responsible agency for determining the compatibility of land uses, land use authority still resides with the municipality. Please update Section 2.3.2.3 to make this distinction clear.

L3-64  
cont.

**10. Section 2.3.2.3 (Airport Hazards) (p. 2-64)**

Section 2.3.2.3 provides that “the marginal shift in RPZs would not render existing or approved land uses incompatible with an applicable ALUCP or constitute a hazard to aviation.” (p. 2-65) The current ALUCP assigns lands within the airport influence area to a Safety Zone numbered 1 through 6 (see ALUCP Exhibit III-2). Safety Zone 1 is the RPZ and is the most restrictive in terms of compatibility of land uses. ALUCP Policy 3.4.12 states that the basic compatibility criteria for Safety Zone 1 preclude most uses, including any new structures and uses having an assemblage of people. Further, “the presumption is that the airport owner owns or intends to acquire property interests - fee title or easements - sufficient to effectuate this policy. The ALUC policy is to encourage airport acquisition of these property interests in all of Safety Zone 1 with funding assistance from the FAA.”

L3-65

The analysis in this Section alludes to the ALUCP policy regarding the RPZ (Safety Zone 1), but does not address compatibility restrictions imposed on land uses in Safety Zones 2 through 6. It is conceivable that the northward shift of the runway and corresponding shift of the Safety Zones (in addition to the RPZ) could result in properties being placed in a more restrictive Safety Zone. This could in fact render an existing or approved land use incompatible with the ALUCP. In light of this potential outcome, please update this Section to address potential impacts to properties in all of the Safety Zones, not just the RPZ. (Please refer also to Master Plan Update Comment I.C, above, which address the treatment of the RPZs in the Master Plan Update.)

**11. Section 2.3.6 (Conclusion) (p. 2-68)**

This Section states that “The construction and operation of any structures on the inactive landfill units associated with the Proposed Project will comply with Title 27 CCR, Section 21190(g) to ensure there is no release of CH<sub>4</sub>.” (p. 2-68) Please also address whether the proposed bridge method for constructing the runway extension can be accomplished without the release of methane.

L3-66

**12. Section 2.4 (Noise) (p. 2-73)**

The CEQA Initial Study Checklist for the DEIR requires that a project “located within an airport land use plan” must be evaluated to determine whether the project would “expose people residing or working in the project area to excessive noise levels.” (See DEIR Appendix A, p. 33) We presume that this checklist item refers to projects located within areas subject to an ALUCP under California law. To meaningfully address this issue, individual noise events, such as a single aircraft flyover noise levels, must be taken into consideration.

L3-67

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While the DEIR includes analysis using the Community Noise Equivalent Level (“CNEL”) cumulative noise metric, local residents have a legitimate concern as to how the Proposed Project will affect the number of additional nighttime overflights, the frequency of those overflights, and their effect on sleep disturbance. This concern is of particular significance because no restrictions on aircraft operating hours are proposed at the airport. Single noise events must be analyzed in order to adequately address whether residents will be exposed to noise levels that rise to the level of being annoying or interfering with daily activities. Please include such an analysis in the evaluation of noise impacts of the Proposed Project. Please assure that this analysis includes an evaluation of impacts to Carlsbad residents living both north and south of Palomar Airport Road.

L3-67  
cont.

**13. Section 2.4.1 (Noise -- Existing Conditions) (p. 2-73)**

To evaluate noise impacts, Section 2.4.1 explains that “An ambient noise survey was conducted based on twelve noise measurements taken in ten separate locations.” (p. 2-74) The locations of these measurements are shown on Figure 2.4-3 (Ambient Noise Measurements) (p. 2-93). It is clear from this figure that while 15-minute ambient noise measurements were taken in all directions surrounding the airport, 24-hour noise measurements were not taken to the north of the airport. Carlsbad residents have expressed concern regarding both the noise impacts of aircraft overflights throughout the night, and the lack of measurements taken to the north of the airport. Please explain why no 24-hour noise measurements were taken in this location.

L3-68

**14. Section 2.4.1 (Noise -- Existing Conditions) (p. 2-73)**

The FAA’s proposed Southern California Metroplex “NextGen” air navigation system has the potential to affect flight patterns and schedules within the vicinity of the airport. While San Diego County has no control over the FAA or its management of navigable airspace, there is no doubt that the implementation of FAA’s Metroplex plans has caused considerable community concern and disruption throughout the nation – from northern California to Phoenix and from Seattle to Washington, DC. In light of the cumulative impacts of these new flight track procedures and the Proposed Project, please update the DEIR to evaluate noise impacts in the context of FAA flight track changes. The City previously provided this comment to the County in connection with the 2016 publication of the DEIR Notice of Preparation, but no discussion of the interplay between the FAA’s NextGen system and the Proposed Project was included in the DEIR.

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**15. Section 2.4.2 (Noise -- Analysis of Project Effects and Determination as to Significance) (p. 2-77)**

Section 2.4.2 provides that “The analysis in this PEIR includes a comparison of the Proposed Project’s potential aviation noise impact associated with increased commercial air service activity in existing (2016) conditions, and future (2036) conditions. The County has no discretion or enforcement over non-commercial aviation activity, so the noise impact analysis does not include anticipated growth of non-commercial aircraft growth over the planning period.” (p. 2-78)

L3-70

This statement is both incomplete and not meaningful for CEQA purposes. First, the quotation in the DEIR is not complete. The technical report states: “As the County has the discretionary authority to allow for additional commercial service operations at the Airport, the noise analysis included not only an evaluation of impacts generated from the Proposed Project improvements, but an evaluation of the change in noise generated from the increase in commercial aircraft operations forecasted in the Airport Master Plan.” (Appendix D, Executive Summary, p. vii). Please clarify whether the statement in the DEIR or in the Appendix is accurate because the two statements are fundamentally different.

The City understands that the County may not directly place restrictions on any aeronautical activity with FAA approval under the federal Airport Noise and Capacity Act of 1990. This statute applies equally to both commercial and non-commercial airport users. Contrary to the statement in the DEIR, no distinction is recognized based upon the type of user. Notwithstanding limitations on the County’s authority under federal law, there is nothing in CEQA which exempts the County from analyzing: (1) increases in aircraft activity attributable to the Proposed Project, even if it does not have the independent legal authority to control that activity; and (2) cumulative impacts of aircraft operations at the airport – regardless of the type and regardless of whether such impacts are attributable to the Proposed Project. The purpose of the DEIR is to analyze impacts even if the County itself cannot prevent those impacts and the County’s authority is only relevant in the later discussion of mitigation.

L3-71

While the County has extremely limited authority to limit actual aircraft operations, the County does have considerable (and virtually plenary) authority to develop (or not develop) facilities to accommodate aircraft users. For example, the County enters into ground leases with fixed-base operators that service aircraft of various sizes and types, and as a ground-facility manager, it has at least indirect control over whether facilities are provided either to *accommodate* or to *induce* certain types of commercial or general aviation operations. As an example, if the County chose not to provide facilities to accommodate certain types of aircraft, while it could not prohibit those aircraft from operating at the airport (if their operation were safe), and while it could not prohibit a private sector service provider from accommodating those operations (if doing so complied with the County’s minimum standards), the decision on what facilities to provide, when to provide those facilities, the price at which services are

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provided, and the general level of customer service for users would all be highly relevant in the level of operations by that type of aircraft. It is, therefore, overly simplistic and inaccurate to assert that the County has no control over aircraft operations and that it therefore need to examine the impacts of certain types of operations. We request that the County explain that, while the County has no discretion or enforcement over *either commercial or* non-commercial aviation activity, its decisions on where, when and how to provide facilities will have an effect on aircraft operations. The County should explain the relationship between facilities and operations for both commercial and non-commercial operations. For clarity, the County should explain the cumulative impacts of: (1) actions within the County’s control; (2) actions as a result of the Proposed Project; and (3) cumulative actions that result in an increase in aircraft operations at the airport.

L3-71  
cont.

Regardless of the legal extent of County authority, the County should explain transparently that the impacts of aircraft noise are not tied to whether particular operations are commercial or non-commercial in nature and are not tied to the County’s lack of legal authority to regulate such operations. The noise impacts of both of these types of operation should be analyzed in the DEIR as noise impacts. The California Airport Land Use Planning Handbook provides at D-27 that “For general aviation, solid data may be scarce and use of estimates may become necessary.” While the County may not have comprehensive data on general aviation, it must not disregard the potential noise impacts from this form of aviation. CEQA Guidelines § 15144 states that “While foreseeing the unforeseeable is not possible, an agency must use its best efforts to find out and disclose all that it reasonably can.” Best efforts should therefore be made to anticipate non-commercial aircraft growth over the planning period, and to analyze the potential aviation noise impact of such growth in the DEIR. (It is worth noting that general aviation airports in the United States routinely prepare noise contours, engage in noise compatibility planning under Part 150 of the Federal Aviation Regulations, mitigate noise impacts and, most importantly, prepare forecasts of aviation activity to justify capital projects. The County clearly has the expertise comparable to that of other general aviation airport proprietors to engage in such analysis.) The County should distinguish in its noise analysis between cumulative noise impacts and those impacts that are attributable to the Proposed Project.

L3-72

**16. Section 2.4.2.1 (Noise Sensitive Land Uses) (p. 2-79)**

The noise analysis in the Master Plan Update and DEIR considers two different forecast planning scenarios – PAL 1 (totaling 195,000 annual aircraft operations) and PAL 2 (totaling 208,004 annual aircraft operations) (see DEIR p. 2-80). We note that the current ALUCP assumes 289,100 annual operations (see ALUCP p. 3-2), which is a substantially larger figure than that presented in either PAL 1 or PAL 2. Please address the reasons for this difference. In particular, if the County rejects the ALUCP forecast, the DEIR should explain why the County’s projections are more reliable than those previously done as part of the ALUCP process.

L3-73

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**17. Section 2.4.2.1 (Noise Sensitive Land Uses) (p. 2-79)**

This Section provides that “In accordance with FAA guidelines, the noise analysis is measured by comparing conditions with and without the project in the same implementation year (i.e., 2036)... In other words, for the purpose of the noise analysis, the ‘without project’ scenario anticipates that aircraft operations would naturally continue to increase overtime [sic] regardless of commercial airline activity or capital improvements associated with the Master Plan Update.” (p. 2-79) Essentially, two future baselines are being compared against one another, instead of comparing existing conditions to projected ones, to determine noise impacts to noise sensitive land uses.

CEQA Guidelines § 15125(a) requires that “An EIR must include a description of the physical environmental conditions in the vicinity of the project, as they exist at the time the notice of preparation is published, or if no notice of preparation is published, at the time environmental analysis is commenced, from both a local and regional perspective. The environmental setting will normally constitute the baseline physical conditions by which a lead agency determines whether an impact is significant.”

CEQA requirements are therefore generally understood to require that measured existing conditions be used as a baseline against projected future conditions. However, the California Supreme Court has held that “Projected future conditions may be used as the sole baseline for impacts analysis if their use in place of measured existing conditions – a departure from the norm stated in Guidelines § 15125(a) – is justified by unusual aspects of the project or the surrounding conditions.” *Neighbors for Smart Rail v. Exposition Metro. Line Constr. Auth.*, 57 Cal. 4th 439, 451-52, 160 Cal. Rptr. 3d 1, 12, 304 P.3d 499, 508-09 (2013)

L3-74

We note that Table 2.4-6 (Existing Conditions vs. Existing Conditions with Proposed Project [PAL 2]) (p. 2-99) does compare current conditions to future forecasts, and a brief discussion of this comparison is provided in Sections 2.4.2.1 and 2.4.2.2 (Project Generated Airborne Noise) (p. 2-81). However, the focus of the noise analysis remains a comparison of future-to-future conditions, not present-to-future conditions. In light of the CEQA guidance set forth above, and in light of the need for transparency, please include an additional comparison of present conditions to future projections with respect to noise impacts. Such a comparison will allow the public to have an understanding of the future environment (as compared to today’s environment) without regard to whether the changes from today are attributable to actions by the County (as set forth in the Master Plan Update) or are attributable to organic growth in aircraft operations. Understanding the County’s role as decision-maker is important to the disclosure and transparency objectives of CEQA and without such data, it is difficult or impossible for the public to have a meaningful understanding of that role.

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**18. Section 2.4.2.1 (Noise Sensitive Land Uses) (p. 2-79)**

This Section explains that the “PAL 2 noise contours extend over Planned Industrial and Open Space land uses that are not defined by the FAA or ALUCP as noise sensitive.” (p. 2-80) These land use classifications are based on the Carlsbad General Plan’s planned uses for this area however, and do not necessarily reflect current conditions. Additionally, Section 2.4.3 (Cumulative Impact Analysis) provides that “there are no noise-sensitive land uses located within the 60 [dB] CNEL contours under Existing Conditions (2016) or Future Conditions (2036) scenarios. A review of the City of Carlsbad’s General Plan determined that there are no changes to the land uses surrounding the Airport....” (p. 2-84) This statement is not precisely accurate. We note that there are a number of hotels in the vicinity of the airport, and that hotel uses are considered noise sensitive land uses (see p. 2-79). Rather than relying solely on the *planned* uses as set forth in the Carlsbad General Plan, please evaluate whether the Proposed Project will impact nearby *existing* or recently *approved* hotel uses.

L3-75

**19. Section 2.4.2.2 (Project Generated Airborne Noise) (p. 2-81)**

The threshold outlined in this Section discusses non-construction airborne noise, while the analysis focuses entirely on noise from projected vehicle trips. Please address why no other airborne noise sources are discussed in this Section.

L3-76

**20. Section 2.4.5 (Mitigation Measures) (p. 2-84)**

This Section explains how construction noise mitigation measures will be implemented to ensure that the noise limits specified in the San Diego County Code will be adhered to, and that if the construction hours mandated by the County Noise Ordinance need to be varied, County airport staff will seek a Noise Variance Permit from the County Noise Officer.

L3-77

The City also limits construction hours in Carlsbad Municipal Code Section 8.48.010 (Construction Hours Limitations), which should similarly be adhered to. Please commit to following these limitations, unless exempted by a designated City official.

**21. Section 2.4.5 (Mitigation Measures) (p. 2-84)**

The City requests that the County commit to allowing the City to review and comment on construction noise mitigation plans and implementation processes. The City further requests that the County commit to coordinating with the City’s Communications Office regarding planned major construction activities, so that residents and businesses can be informed of such activities in a timely manner.

L3-78

**22. Section 2.4.5 (Mitigation Measures) (p. 2-84)**

At the February 13, 2018, airport informational meeting hosted by the County, airport staff described steps that the County intends to take to strengthen Voluntary Noise Abatement Procedures (“VNAP”) beyond the VNAP measures described in the Master Plan Update. Please incorporate these actions into the planned mitigation measures outlined in the DEIR, and

L3-79

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update the Master Plan Update to include these additional steps. The inclusion of comprehensive VNAP is especially important in light of the fact that Policy F-44, which included a VNAP commitment, may be rescinded (as discussed above in Master Plan Update Comment II.A.1). So that the public can understand the value of the VNAP as a mitigation measure, it would be helpful for the County to provide data (to the extent that it is available) on the degree of compliance with the VNAP – is this program a meaningful mitigation measure or it something on paper only that aircraft operators routinely ignore? Since the Carlsbad community so fundamentally depends upon the success of the VNAP, it is important to understand whether it has been successful in the past, whether the County expects the level of compliance to increase or decrease, and what further actions, if any, that the County plans to take to ensure compliance to the maximum extent permitted by law. We expect that the mitigation section will include a commitment by the County to encourage and pressure users for compliance with the VNAP to the extent allowed by federal law.

L3-79

**23. Section 2.5.1.1 Transportation and Traffic – Study Area) (p. 2-101)**

Please note that reference is made on p. 2-102 to “Oak Ridge Way” but no such road exists in the area.

L3-80

**24. Section 2.5.2.6 (Regulatory Setting) (p. 2-105)**

This Section correctly notes that Palomar Airport Road from I-5 to College Boulevard and from El Camino Real to Melrose Drive are exempt from the City’s vehicle Level of Service (“LOS”) standards (see p. 2-106). This intersection is instead governed by Policy 3-P.11 of the Carlsbad Mobility Element (p. 3-30), which identifies the need to implement both Transportation Demand Management (“TDM”) strategies and Transportation System Management (“TSM”) strategies in this location.

L3-81

To mitigate the impacts of the Proposed Project on traffic at this intersection, the City requests that the County develop a site/employer-based TDM plan, and that the County document the TDM activities that they are or will be implementing in conjunction with both the site/employer and operational activities of the airport.

**25. Section 2.5.4.1 Performance of Circulation System (p. 2-108 – 2-109)**

At the bottom of page 2-108, the language states that “The Proposed Project will not augment the non-commercial uses at the airport and therefore, non-commercial land uses did not need to be accounted for in the trip generation projections.” As a general matter, as with our comments on other DEIR sections, we do not believe it is appropriate for the transportation analysis to omit from its analysis trips that may be generated by non-commercial land uses. As one example, the Master Plan Update at page 3-24 clearly states that based aircraft at the Airport is projected to increase, presumably resulting in an increase in vehicle trips associated

L3-82



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with based aircraft use. Please explain why the DEIR does not include vehicle trips from non-commercial activities in its transportation analysis.

L3-82  
cont.

**26. Section 2.5.4.1 Performance of Circulation System (p. 2-108)**

In the third paragraph of page 3-59, the DEIR refers to transportation improvements recommended in the Airport Multimodal Accessibility Plan (AMAP) and the Regional Aviation Strategic Plan (RASP), prepared by the SDCRAA; however, these improvements are not described in this transportation section. Please identify what the recommended improvements are and how they relate to the Master Plan Update and relevant sections of the City’s General Plan.

L3-83

**27. Section 2.5.4 Cumulative Impact Analysis (p. 2-112)**

As noted above with regard to Table 1-4, a number of projects identified by the City for the cumulative impacts analysis do not appear to have been included in this study. Please explain this omission.

L3-84

**28. Section 2.5.6 (Transportation and Traffic – Mitigation Measures) (p. 2-114)**

a) M-TR-1: Palomar Airport Road / El Camino Real Intersection: Section 2.5.6 describes that “Cumulative impacts would be mitigated below the level of significance by financially contributing a fair-share payment to the City of Carlsbad towards the installation of signal improvements along Palomar Airport Road or other Transportation System Management strategy to improve signal operations....this would equate to an estimated fair-share payment of 7.5 percent...” (p. 2-114). The City concurs with this mitigation measure.

L3-85

b) M-TR-2: Palomar Airport Road / Camino Vida Roble Intersection: Per Policy 3-P.10 of the Carlsbad Mobility Element, this intersection is not exempt from the City’s vehicle LOS standards, and therefore the appropriate mitigation measure would be to reconfigure the intersection. The DEIR should include an improvement to the intersection to mitigate impacts, and the County should contribute a lump sum payment of 10.7 percent of the cost of this mitigation measure. Alternatively, the County may request that the Carlsbad City Council approve adding this intersection to the list of street facilities exempt from LOS standards, and follow the approach set forth above with respect to the intersection of Palomar Airport Road and El Camino Real, utilizing a cost-share rate of 10.7 percent rather than 7.5 percent.

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**C. Chapter 3 Environmental Effects Found Not to be Significant**

**1. Table 3.1.2-6 (Future Project Emissions from Operational Activities) (p. 3-26)**

Please provide operational emissions in pounds per day, rather than tons per year, as this is the measurement referenced in the significance threshold. (See Section 3.1.2.3 [Analysis of Project Effects and Determination as to Significance] [p. 3-14])

It appears that the analysis outlined in this table is based solely on future commercial flight operations, not all flight operations (which would also include general aviation activities). The omission of general aviation operations from this analysis provides an artificially low total emissions result. Please update this analysis to consider emissions from both commercial and general aviation operations.

L3-87

Additionally, the City has concerns regarding the reliability of the future baselines included in this table, as they are dramatically lower than existing emissions totals. Table 3.1.2-1 (p. 3-23) indicates that existing carbon monoxide emissions total 1,111.54 tons per year (or 6,090 pounds per day, far in excess of the 550 pounds per day significance threshold). The projected emissions totals set forth in Table 3.1.2-6 are significantly lower than these numbers. Please provide a more comprehensive discussion regarding the methodology for reaching these numbers, and as noted, include general aviation emissions also in these totals.

L3-88

**2. Table 3.1.2-7 (Project-related Emissions from Operational Activities) (p. 3-26)**

The notes to this table explain that the “Proposed Project” is defined as only aircraft operations associated with commercial activity from PAL 2 (since the County has discretion over approval of commercial air service leases). As discussed above with respect to noise impacts and the project emissions set forth in Table 3.1.2-6, this approach seems to underestimate actual airport impacts, as general aviation operations are being omitted. We note that future airport improvement projects benefit, and therefore likely attract, growth of all aircraft operations, not just commercial flights. Please ensure that the DEIR analyzes impacts of all operational activities – commercial and general aviation.

L3-89

**3. Section 3.1.4.2.5 (Expansive Soils) (p. 3-41)**

This Section provides that “The CBC [California Building Code] requires that the Proposed Project, both airfield and landside improvements, comply with the building permit or with the Building Code in effect when final design plans are submitted.” (p. 3-42) The City wishes to clarify that airport buildings are subject to any and all codes and standards adopted by the City of Carlsbad, including local amendments, except for those buildings owned, leased or occupied by the County, State, or by federal agencies. This authority is grounded in Chapter 1 of the California Fire and Building Codes. With respect to the airport, the County’s jurisdiction is therefore over the Airport Terminal, the Aircraft Rescue and Firefighting facility, the

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Maintenance and Operations Building and the Administrative Office Building. All other airport buildings and hangars are the responsibility of the City of Carlsbad Fire and Building Departments for the purposes of plan review, permit issuance and construction inspections. Please ensure that the DEIR clarifies this distinction.

L3-90  
cont.

**4. Section 3.1.5 Greenhouse Gas Emissions (p. 3-53)**

We have the following comments on the GHG emissions analysis.

a) The DEIR’s regulatory environment section should be revised to describe the applicable provisions of the Air Resources Board’s 2017 Scoping Plan<sup>2</sup> and San Diego County’s Final Climate Action Plan (CAP),<sup>3</sup> which was adopted on February 14, 2018. The 2017 Scoping Plan sets forth the state strategy to achieve SB 32’s GHG reduction target of reducing GHG emissions to 40% below 1990 levels by 2030, including strategies for stationary and mobile source GHG emissions. Similarly, the County CAP presents strategies for reducing stationary and mobile source GHG emissions from County facilities such as the McClellan-Palomar Airport. Also, the regulatory environment section should be updated to describe applicable requirements of the latest version of SANDAG’s RTP/SCS, entitled San Diego Forward: The Regional Plan, which was adopted in 2015.<sup>4</sup>

L3-91

b) The GHG impact analysis uses incorrect and outdated methodologies and significance thresholds, and should therefore be revised, as discussed in detail below. Lead agencies are required to ensure that CEQA GHG impact analyses stay “in step with evolving scientific knowledge and state regulatory schemes.” *Cleveland National Forest Foundation v. San Diego Association of Governments (2017)* 3 Cal. 5th 497, 519.

L3-92

c) The GHG impact analysis repeatedly and mistakenly asserts (see, e.g., p. 3-55) that since the County has no authority to regulate aircraft or their emissions, there is no applicable methodology or threshold with which to evaluate their significance. This type of assertion misstates CEQA’s requirements and should be removed from the DEIR. Even if the County cannot directly regulate aircraft emissions, the DEIR must still disclose those emissions and address the feasibility of mitigating any significant impacts, for example through changing those airport operations which the County does control. See *Association of Irrigated Residents v. Kern County Bd. of Supervisors (2017)* 17 Cal.App.5th 708 (County was not preempted from disclosing rail operations impacts caused by refinery expansion and identifying feasible

L3-93

<sup>2</sup> [https://www.arb.ca.gov/cc/scopingplan/scoping\\_plan\\_2017.pdf](https://www.arb.ca.gov/cc/scopingplan/scoping_plan_2017.pdf)

<sup>3</sup>

[https://www.sandiegocounty.gov/content/sdc/pds/ceqa/Climate\\_Action\\_Plan\\_Public\\_Review.html](https://www.sandiegocounty.gov/content/sdc/pds/ceqa/Climate_Action_Plan_Public_Review.html)

<sup>4</sup> <https://www.sdforward.com/previous-plan>

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mitigation measures, even though it was preempted from directly regulating mainline rail operations).

Moreover, the referenced ACRP Report 11 Guidebook (p.16) states that “airports can have varying degrees of influence over sources they do not own. In general, all airport tenants are affected by the assets owned and controlled by the airport operator in some way, even if loosely through airport policies. As such, the airport operator may influence each source at the airport to varying degrees, and may also be able to claim recognition/ credit for emissions reductions from those sources as well.”

L3-93  
cont.

d) The DEIR’s GHG analysis of both construction and operations emissions should be explicitly guided by CEQA Guidelines § 15064.4 which states in part that the significance of GHG emissions should be determined by whether the project increases GHG emissions as compared to the existing environmental setting (emphasis added), and the extent to which the project complies with requirements of statewide, regional or local plans to reduce GHG emissions. CEQA Guidelines § 15064.4 gives each lead agency the affirmative duty to develop its own GHG methodologies and thresholds regardless of project type. The DEIR misstates CEQA requirements when stating (p. 3-55) that “[i]n the absence of state and local GHG thresholds applicable to aviation sources and air travel,” the Draft PEIR uses CEQ guidance to analyze aviation-related GHG emissions.” The Council on Environmental Quality (CEQ) guidance for review of GHG impacts under NEPA is not applicable to the DEIR and should not be used, not only because it has been formally rescinded, but also because it is not consistent with the precise language of CEQA Guidelines § 15064.4.

L3-94

e) The CAPCOA thresholds described on DEIR pages 3-57 and 3-58 for construction impacts are outdated and inapplicable to the proposed project for several reasons, and should not be used. The CAPCOA thresholds were published in 2008, when GHG impact analysis under CEQA was still in its infancy and the governing “SB 97” CEQA Guidelines for GHG analysis had not yet been adopted. The disclaimer to the CAPCOA white paper notes that the report was prepared soon after AB 32 was adopted in 2006, and that at that time, “the full programmatic implications of this new law” were “not fully understood.” The paper was intended as a resource “in the face of incomplete information during a period of change.”

L3-95

Second, the DEIR provides no evidence that the 900 MT CO2e and 4.9 MTCO2e/SP/yr thresholds extracted from the CAPCOA paper would prevent significant GHG impacts from occurring given current scientific knowledge and state regulatory frameworks; for example, these thresholds were developed well before SB 32’s ambitious 2030 GHG reduction target of 40% below 1990 levels was enacted. To achieve this target, 2017 Scoping Plan (pp. 101-102) recommends a net zero threshold for project EIRs unless it is infeasible to achieve; a net zero threshold could be used to judge the significance of the proposed project’s construction GHG emissions unless it is infeasible to achieve.

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Further, the DEIR improperly applies an efficiency threshold (4.9 MTCO<sub>2</sub>e/SP/yr) to judge the significance of construction impacts, and this threshold should not be used. An efficiency threshold may theoretically be appropriate to apply to annual operational impacts, but not to short-term construction impacts, as the example calculations presented in the CAPCOA white paper demonstrate (see, e.g., pp. 62-64).<sup>5</sup> In addition, the DEIR improperly uses the entire San Diego County service population as a denominator when calculating the proposed project’s efficiency metric; to be accurate, it should have used the project-specific Master Plan’s service population. Lastly, the 4.9 MTCO<sub>2</sub>e/SP/yr threshold appears to be derived from AB 32’s 2020 GHG reduction target, not the more ambitious SB 32 GHG reduction target (CAPCOA white paper, p. 4).

L3-95  
cont.

f) The construction impacts analysis improperly treats each of the 16 improvement elements as a discrete project, thereby “piecemealing” impacts of the Master Plan and understating the overall construction related GHG emissions. Because GHG emissions persist in the atmosphere for many decades, it would be especially appropriate for the DEIR to add all construction emissions to determine overall construction impacts of the Master Plan. Under CEQA, a project under CEQA is defined as “the whole of the action” that may result either directly or indirectly in physical changes to the environment (CEQA Guidelines § 15378(a)). For this DEIR, the Master Plan is a single project. Therefore, construction emissions from each project element should be totaled. To avoid piecemealing, construction GHG emissions should then be added to operational GHG emissions to disclose total GHG emissions caused by the Master Plan.<sup>6</sup>

L3-96

g) For operational GHG emissions, the DEIR does not present an explicit quantitative significance threshold that is consistent with current scientific knowledge and state’s regulatory schemes. For example, consistent with the 2017 Scoping Plan, a net zero threshold could be used to judge the significance of the proposed project’s operational GHG emissions unless it is infeasible to achieve.

L3-97

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<sup>5</sup> Regarding operational impacts, the three reasons the DEIR (p. 3-58) uses for not applying an efficiency threshold to operational impacts (e.g., “[t]he EIR is programmatic”) are not persuasive, since a Program EIR is prepared for a series of actions that can be characterized as one large project. CEQA Guidelines § 15168(a). Nevertheless, in a revised analysis an efficiency threshold should not be applied to proposed project operational impacts without further evidence that it is relevant to project impacts, and would prevent significant GHG impacts from occurring given current scientific knowledge and state regulatory frameworks.

<sup>6</sup> These comments nevertheless address the validity of separate thresholds for construction and operational impacts because that is the approach used in the DEIR.



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h) The operational impact analysis improperly uses only a future baseline (future conditions without project); see, e.g., Table 3.1.5-6. However, the environmental setting (existing conditions) normally constitutes the baseline by which the lead agency determines whether an impact is significant. CEQA Guidelines § 15125(a). A future baseline, if supported by substantial evidence, may also be used in addition to the existing environmental setting, but cannot be the sole baseline unless use of the existing environmental setting would be uninformative or misleading. *Neighbors for Smart Rail v. Exposition Metro Line Construction Authority* (2013) 57 Cal. 4th 439. The DEIR cites FAA Guidance recommending comparison of future no project and proposed project emissions (p. 3-62), but this guidance does not supersede CEQA’s requirements for also presenting an analysis using an existing conditions baseline.

L3-98

The DEIR does not demonstrate that using an existing conditions baseline would be uninformative or misleading. Proposed project GHG emissions compared to existing conditions could theoretically be calculated from information presented in the Draft Climate Change Technical report, but important information like this should not be buried in an EIR appendix where it is difficult for the average reader to locate and understand. See, e.g., *California Oak Found. v. City of Santa Clarita* (2005) 133 Cal.App. 4th 1219. Therefore, the DEIR text should be revised to include an operational GHG emissions impact analysis using existing conditions as a baseline.

i) Even under a future baseline, the GHG increases from operational activities are quite large (as shown in Table 3.1.5-6. a net increase of 13,469 MTCO<sub>2</sub>e/yr under Scenario PAL 1, and 24,115 MTCO<sub>2</sub>e/yr under Scenario PAL 2). Using an existing conditions baseline would add an additional 15,290 MTCO<sub>2</sub>e/yr to these increases (Table 3.1.5-5 total minus Table 3.1.5-1 total). These large increases should be considered significant impacts; the DEIR presents no convincing reasons why they should not be considered significant. Further, the analysis does not appear to include existing and future emissions by all of the various FBOs/tenants, and thus does not provide a complete picture of airport related GHG (see, e.g. Table 3.1.5-2); the DEIR should explain these omissions.

L3-99

j) The Draft PEIR (p. 3-63) uses conflicts with applicable plans, policies, and regulations for reducing GHG emissions as a significance threshold for operational emissions, but the one paragraph analysis is conclusory and fails to address conflicts with two highly-relevant plans -- the 2017 Scoping Plan and the County CAP. The DEIR should be revised to disclose these conflicts and the associated significant impacts.

L3-100

The proposed project’s combined construction and operational GHG emissions should be considered significant because they are inconsistent with the 2017 Scoping Plan. The proposed project’s large GHG emissions increases are inconsistent with the state’s ability to achieve the steep declines in GHG emissions called for in the 2017 Scoping Plan, and the proposed project fails to explicitly incorporate stationary and mobile source GHG reduction strategies described in the 2017 Scoping Plan.

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The proposed project’s combined construction and operational GHG emissions should also be considered significant because they appear to be inconsistent with the adopted County CAP. The Draft PEIR does not disclose whether the proposed project’s emissions are included in the County CAP emission projections. It appears the County CAP excluded McClellan-Palomar Airport from its County Operations Greenhouse Gas Emissions Inventory (see County CAP Appendix B, Table 3). If airport GHG emissions are not covered by the County CAP, it becomes even more important that GHG emissions are properly analyzed as significant as part of the DEIR, and mitigated.

L3-100  
cont.

Also, to help determine consistency with the County CAP, the DEIR should disclose whether the proposed project incorporates any of the following the following County CAP measures designed to reduce GHG emissions from County facilities:

- T-2.3 Reduce county employee VMT
- T-3.2 Use alternative fuels in County projects
- T-3.4 Reduce the County’s fleet emissions
- E-1.4 Reduce energy use at County facilities
- E-2.4 Increase use of on-site renewable electricity generation for County operations
- W-1.3 Reduce potable water consumption at County facilities

k) Based on the above comments, the proposed project’s GHG emissions impact appear to be significant. The DEIR should therefore be revised to reach this conclusion and then present feasible measures or alternatives to avoid or substantially lessen this impact. Potentially feasible mitigation measures can be derived from the County CAP GHG reduction measures listed above, from City of Carlsbad’s adopted Climate Action Plan, and from the San Diego Forward Final EIR (e.g., Mitigation Measure GHG-4H). In addition, Section 4 of the Draft Climate Change Technical Report offers a number of GHG reduction mitigation measures that the County could implement as part of the Master Plan. These include electric-powered Ground Power Units and Ground Support Equipment, both of which the Technical Report considers to be potentially feasible.

L3-101

l) The DEIR also fails to include a quantitative energy impact analysis, either as part of the GHG section or in a stand-alone analysis, as required by CEQA Guidelines Appendix F and case law interpreting Appendix F requirements. An EIR must quantify a project’s energy impacts, and then determine whether a proposed project may result in significant environmental effects due to wasteful, inefficient, or unnecessary consumption of energy. See, e.g., *Tracy First v. City of Tracy (2009)* 177 Cal. App. 4th 912; *California Clean Energy Com. v. City of Woodland (2014)* 225 Cal.App.4th 173. These cases require that a project’s increases in electricity, natural gas, and gasoline consumption must be quantified and included in the DEIR;

L3-102

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energy assumptions embedded in air quality and GHG emissions calculations, or statements indicating the project will comply with applicable building codes, are insufficient.

L3-102  
cont.

An energy impact analysis should be added to the DEIR. If the analysis determines that the proposed project’s energy impacts are significant, then the DEIR should present feasible mitigation measures, many of which could be the same as discussed for GHG impacts above.

m) Under CEQA Guidelines § 15088.5, a DEIR must be recirculated for additional public review if “significant new information” is added in a way that deprives the public of meaningful opportunity to comment on a substantial adverse effect or feasible ways to mitigate or avoid such an effect that the project proponent declines to implement. Based on the above comments, significant new information that should be added to the Draft PEIR includes:

- Major revisions to the construction and operations GHG impact analysis. GHG emissions will likely be a new significant impact once appropriate significance thresholds are employed.
- Evaluations of potentially feasible mitigation measures to reduce the proposed project’s significant GHG impact.
- Addition of a quantitative energy impact analysis and evaluations of feasible energy mitigation measures if energy impacts are significant.

L3-103

Therefore, the County should consider whether the DEIR needs to be revised and recirculated.

**5. Table 3.1.7-1 County-Owned Land (p. 3-82)**

This table lists 82.67 acres of vacant property to the east of El Camino Real, but as previously discussed in this letter, the existing MALSR are located in this area. The City therefore suggests adding a footnote to this table, clarifying that this “vacant” property is the location of the MALSR.

L3-104

Further, Section 3.1.7.1 (Existing Conditions), in describing the area outlined in Table 3.1.7-1, explains that the “County also owns a vacant 203-acre parcel located east of El Camino Real; however, this parcel is not included in the Proposed Project since no improvements are identified by the Airport Master Plan Update.” (p. 3-81) Please update this Section to explain that this is the location of the MALSR and planned MALSR relocation.

**6. Section 3.1.7.1.1 (Land Use and Planning – Existing Land Uses) (p. 3-82)**

L3-105

Section 3.1.7.1.1 provides that “The airport is bounded to the east by El Camino Real, and further east lies a County-owned parcel that contains a mixture of existing industrial uses,

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vacant fallow lands, and existing open space granted to the City under a conservation easement.”<sup>7</sup> (p. 3-82 - 3-83) This conservation easement applies to property located to the northeast of El Camino Real and Palomar Airport Road, in the vicinity of the existing MALSRS system. Please discuss whether the proposed relocation of the MALSRS will impact the land subject to the Conservation Easement, and if so, how the County will address this impact. (Please also refer to DEIR Comment II.B.6, above, regarding the potential impacts to biological resources of relocating MALSRS in a designated preserve area.)

L3-105  
cont.

**7. Section 3.1.7.1.2 (Land Use and Planning -- Relevant Policies, Ordinances, and Adopted Plans) (p. 3-83)**

This Section describes the guidelines that should be considered in land use planning for airport improvements. In addition to the policies listed, please also include the El Camino Real Corridor Development Standards (applicable to actions that impact property facing El Camino Real), the Carlsbad Landscape Manual, and Carlsbad Municipal Code Chapter 21.95 (Hillside Development Regulations).

L3-106

**8. Section 3.1.7.1.2 (Land Use and Planning -- Relevant Policies, Ordinances, and Adopted Plans) (p. 3-83)**

This Section provides that “Section 21.53.015 [of the Carlsbad Municipal Code] would only be applicable if the County were to expand the Airport beyond its current boundaries and a City legislative enactment or City expenditure in support of such an expansion were required.” (p. 3-90) As there are varied opinions as to what actions would constitute “expansion” (the actual term used in the Code), rather than simply an enlargement of the airport beyond its current boundaries, please clarify that this is the County’s position as to the applicability of the Code. Please also clarify that a zoning change necessary for the expansion as well as a City legislative enactment or City expenditure, would trigger the applicability of this Code section.

L3-107

Similar clarification is required in Section 3.1.7.2.2 (Conflict with Applicable Land Use Plans, Policies, or Regulations) (p. 3-92), where a similar description of the applicability of Code section 21.53.015 is made.

Please also note that as individual plan components of the Master Plan Update are developed for implementation, the City will review each such project to determine whether the project prompts the need for additional approvals from the City or a public vote pursuant to Carlsbad Municipal Code Section 21.53.015.

L3-108

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<sup>7</sup> Conservation Easement Deed #2004-1123441 was authorized by the County Board of Supervisors on June 23, 2004 and subsequently approved on October 14, 2004. The document was recorded on November 30, 2004.

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**9. Section 3.1.7.1.2 (Relevant Policies, Ordinance, and Adopted Plans) (p. 3-84)**

As described on p. 3-86 of this Section, the City has adopted a Growth Management Plan, which places conditions on how growth may occur while maintaining a desirable mix of commercial, industrial, recreation, open space, and infrastructure. In connection with the Growth Management Plan, the City has been divided into 25 subareas with a unique Local Facilities Management Plan (“LFMP”) for each subarea. The airport is located within LFMP Zone 5.

L3-109

While the LFMP is referenced in this Section, no discussion is provided regarding whether the Master Plan Update is consistent with the Zone 5 LFMP. The DEIR should include such an evaluation.

**10. Section 3.1.7.1.2 (Relevant Policies, Ordinance, and Adopted Plans) (p. 3-83 – 90)**

This Section describes on page 3-87 that “As part of the proposed Airport Master Plan, the ALP would be revised to depict anticipated improvements in the 20-year planning period (2016-2036).” Please also describe how the revised ALP would trigger the need to update the Airport Land Use Compatibility Plan (“ALUCP”) (which is touched upon in Section 3.1.7.2.2 [Conflict with Applicable Land Use Plan, Policies, or Regulations] [p. 3-91]), and how this in turn may require the City to update its General Plan for consistency with the ALUCP.

L3-110

**11. Section 3.1.7.1.2 (Relevant Policies, Ordinance, and Adopted Plans) (p. 3-83 - 90)**

This Section explains that the Carlsbad General Plan “identifies the Airport with a land use designation of ‘Public’ and has the property zoned ‘Industrial.’” (p. 3-87) While this is true of the area to the northwest of El Camino Real and Palomar Airport Road, other portions of airport property to the east of El Camino Real and to the south of Palomar Airport Road have other land use and zoning designations. This description highlights the importance of providing clear definitions of the various forms of airport property, as discussed in DEIR Comment I.B, including the area owned by the County for airport uses, and the area currently within the airport fence line. Please ensure that the DEIR correctly characterizes all of the applicable land use and zoning designations.

L3-111

**12. Section 3.1.7.1.2 (Relevant Policies, Ordinance, and Adopted Plans) (p. 3-83 – 90)**

Page 3-89 of the DEIR regarding CUP 172 states “While the County has immunities from City land use requirements, including the requirement to obtain a new CUP or amended CUP, and the County hereby asserts those immunities, the County notes that design changes to the

L3-112



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Airport addressed by this Master Plan Update remain consistent with the portions of CUP-172 that have not been rendered moot by the FAA.”

L3-112  
cont.

The DEIR is required to provide an independent evaluation of the impacts of a project, not simply state legal conclusions of the project sponsor. Please provide an independent analysis of the basis for this statement.

**13. Section 3.1.7.2.2 ((Conflict with Applicable Land Use Plan, Policies, or Regulations) (p. 3-91 - 93)**

This Section provides that “Because the Proposed Project site is owned by the County, it is not subject to the land use plans and policies or municipal code of the City of Carlsbad, except where identified” (p. 3-91) and notes that “Future County public infrastructure improvements as part of the Proposed Project are not subject to City of Carlsbad regulations as further discussed earlier in this section. In an effort to ensure coordination with the City, the County looks to leasees [sic] to obtain approvals of private development on leaseholds wherever necessary but reserves the right to assert available immunities on behalf of tenants.” (p. 3-92)

L3-113

As discussed in DEIR Comment II.C.6 above, the City wishes to clarify that airport buildings are subject to any and all codes and standards adopted by the City of Carlsbad, including local amendments, except for those buildings owned, leased or occupied by the County, State, or by federal agencies. The City also retains jurisdiction over private development within County-owned buildings; if a private tenant within the airport terminal building sought to introduce a use not contemplated by CUP 172, such use would require City approval in the form of an amendment to CUP 172. Please ensure that the DEIR clarifies this distinction between the City and County’s respective land use authority.

**D. Chapter 4 Project Alternatives**

**1. Section 4.4.2.4 (Land Use) (p. 4-8)**

This Section explains that “the D-III Full Compliance Alternative [which would require approximately 22 acres of property acquisitions] would introduce new impacts associated with land use that would not otherwise occur under the Proposed Project.” Please also discuss how this alternative, in expanding the airport boundaries, may trigger the need for additional approvals from the City or a public vote pursuant to Carlsbad Municipal Code Section 21.53.015.

L3-114

**Response to Letter L3****City of Carlsbad**

- L3-1** This comment indicates City of Carlsbad comments are enclosed. The County recognizes and appreciates the long-standing working relationship with the City, and the history of coordination between our two agencies. As explained throughout these responses, various revisions to the PEIR and Master Plan Update have been made, where applicable. No further response is required.
- L3-2** The comment cites the beginning of remarks and corrections to the Master Plan Update. No response is required.
- L3-3** The comment includes remarks regarding the boundaries of McClellan-Palomar Airport (Airport). Figures provided in the Master Plan Update adequately identify which boundaries are part of the Airport or property owned by County Airports.
- L3-4** The comment requests for the Master Plan Update to include both the current and proposed Airport Layout Plan (ALP), including Airport property boundaries. Following FAA guidance (Advisory Circular 150/5070-6B), the ALP is not required to be included in the Master Plan Update. Upon decision by the County Board of Supervisors on the alternatives in Master Plan Update, a revised ALP will be prepared consistent with the Board's selected alternative. The ALP will include a property inventory.
- L3-5** The comment seeks clarification whether the County is proposing aeronautical use changes to surrounding Airport-owned properties. At this time, the County is not proposing any changes in land designations or uses. All County-owned properties are proposed to remain under the same aeronautical or non-aeronautical uses as shown on the current ALP. However, it is important to clarify that the Eastern Parcel (located at northeast intersection of El Camino Real and Palomar Airport Road) currently maintains an existing navigational lighting system that would be relocated once runway improvements are proposed that would affect the lighting distances. Although owned by County Airports, the Eastern Parcel is not currently designated for aeronautical uses. In general, non-aviation use property may provide support for items such as navigational aids and obstruction lights.
- L3-6** The comment clarifies that the term "Airport" should not be used to refer to an entity. The Master Plan Update has been revised to use the term "Airport" only when referring to the facility, and the terms County, County Airports, or Airport Sponsor are used to describe the airport operator.
- L3-7** "Modifications to standard" will be considered and approved by the FAA at the time the ALP is submitted for approval. While it has not been possible to get an earlier approval of proposed modifications to standard from the FAA, the County has been careful to ensure all proposed modifications are approvable. The modifications to standard that will be sought with each alternative are set forth in the Master Plan Update. These modifications are sought primarily to avoid impacts on small portions of private properties north of the current Airport fence line property boundary.
- L3-8** The comment cites the beginning of remarks to Runway Protection Zones (RPZs). The County acknowledges these introductory remarks, and please refer to **Response to Comments L3-9 through L3-11** below.
- L3-9** The comment asks the County explain which FAA policies dictate permissible land uses within RPZs, whether the County intends to seek land use restrictions within RPZs, whether

the County will seek to acquire property, and if any restrictions would be imposed within non-compliant RPZs. Compatibility of land use in RPZs is the responsibility of the San Diego County Regional Airport Authority (SDCRAA) serving as the region's Airport Land Use Commission, and ultimately the City of Carlsbad as the municipality governing zoning and land use within the City. The Master Plan Update and the resultant ALP will not establish land use restrictions in RPZ areas. The County does have responsibilities as the recipient of funding from the FAA to address compatible land use in RPZ areas and will take action consistent with FAA requirements. FAA requirements addressing RPZs are discussed in FAA Advisory Circular 150/5300-13A. Consistent with these requirements, FAA encourages an airport sponsor to make an effort to acquire property interests in areas subject to RPZs. Where it is not feasible to obtain a sufficient property interest, the County would work with the SDCRAA and City to encourage that compatible land uses are ensured through zoning or other land use restrictions. It is unclear from the comment how the City defines "non-compliant" RPZs. All RPZs would comply with FAA requirements; however, at this time it would be speculative to identify whether future land uses would be incompatible with the Airport RPZs. Similarly, at this time it is unknown whether FAA would require the County to seek land use restrictions within the RPZs, and what authority the FAA would execute to enforce such a request.

**L3-10** The comment requests the County to address how land acquisition may affect the need for additional approval by the City of Carlsbad or County. As noted in the previous response to Comment Letter L3, the County will make an effort to seek property interests in RPZs in a manner that is consistent with FAA requirements. These interests could range from acquisition of fee title to an easement acceptable to the FAA. Property acquisition is considered in the Master Plan Update as a means of ensuring compatible land use within RPZs. However, RPZs are not proposed for acquisition in the Master Plan Update for the purpose of expanding Airport facilities. Since RPZ acquisition would only be proposed as a means of ensuring land use compatibility, it does not qualify as an expansion of the Airport that would trigger City approval or Carlsbad Municipal Code section 21.53.015. As discussed in **Response to Comment L3-9**, the SDCRAA is the agency responsible for identifying land use compatibility once a project alternative is selected and the ALP is prepared.

**L3-11** The comment requests an explanation how the RPZ areas could change under the Master Plan Update, including any consequences associated with CUP 172. As published with the recirculated portions of the Draft PEIR, the County developed exhibits showing possible RPZ boundaries based on the various project alternatives. These exhibits are intended to show the range of possible RPZ locations and dimensions. Ultimately, the location and extent of the Airport's RPZs will be reflected in the FAA-approved ALP.

With regard to CUP 172 and CUP 172B, the location of land within RPZs does not require a use permit or use permit amendment. The identification of land within an RPZ does not establish a use by the County. Private property owners may continue to own and use properties in RPZ. The acquisition of a property interest by the County within an RPZ may similarly have no effect on existing uses. Compatible land uses on private property may continue subject to a County easement.

**L3-12** The comment notes that aircraft larger than B-II have been using the Airport, and asks whether it would be unsafe for the Airport to continue to accommodate aircraft larger and faster than B-II until improvements are made. The FAA uses Airport Reference Codes (ARC) to establish design standards for airports. When selecting an ARC, the FAA requires airport sponsors to use the ARC for the most demanding aircraft or group of aircraft with 500 or more annual operations at the airport. For McClellan-Palomar Airport, the current

design critical aircraft is ARC D-III due to the number of D-III aircraft currently using the Airport.

It should be clarified that an ARC for an airport is a planning tool. The safe use of an airport by aircraft is dependent on a range of factors, many of which do not rely on an airport's ARC. For example, the weight and technical specifications of an aircraft can influence operational conditions such as safe stopping distance, so that a larger and faster D-III aircraft with a more modern braking system can stop in a shorter distance than a B-II aircraft. It is, accordingly, inaccurate to directly translate ARC into a safety requirement for airfield design. However, achieving FAA design standards for the design critical aircraft would provide a wider safety margin for aircraft that an airport is designed to accommodate. Aircraft meeting the classification of D-III can safely operate at a B-II airport.

The comment also includes remarks asking the County to address the safety benefits of a runway extension and whether there is a safety mandate from the FAA. The comment notes that the Master Plan Update requests the County to distinguish these benefits from business or user-enhancement benefits.

The goal and intent of the Master Plan Update is to better accommodate existing Airport users. Meeting FAA design standards and providing greater runway length for these users will provide both an increased margin of safety and greater efficiency. Aircraft classified as C-III and D-III currently using the Airport cannot takeoff with maximum fuel loads. This may require operators of these aircraft to schedule additional refueling stops for longer range flights. This is both inefficient and potentially creates greater safety risks by necessitating additional landings and takeoffs to refuel. In addition, as the comment notes, additional paved surface does provide greater safety by providing additional stopping distance for aircraft with greater weight or loading factors. Increasing runway length is a County safety and operational efficiency objective of the Master Plan Update.

The County agrees with the City that there would be added safety benefits from a runway extension as proposed in the Master Plan Update. However, the County does not agree that additional analysis is required to address the impacts of the runway extension on aircraft users when one takes into account limits placed on growth by the Master Plan Update. The Master Plan Update makes no provision for the acquisition of additional land for parking, hangars, or other airport facilities. This is because the users to be accommodated are already using the Airport or can be accommodated by existing facilities. No further studies are warranted to demonstrate the benefits of the Master Plan Update.

**L3-13** This comment notes that the PEIR does not address whether environmental review is needed pursuant to the National Environmental Policy Act (NEPA). The comment requests the County to disclose whether NEPA documentation would be prepared for the Master Plan Update. While the FAA does not take a discretionary action on the Master Plan Update, FAA is expected to "conditionally approve" the ALP associated with the selected alternative after the ALP is prepared and submitted to FAA. At that time (when subsequent discretionary approval of the ALP or individual projects is taken by the FAA, the County would work with the FAA to conduct the necessary environmental review pursuant to NEPA. However, no NEPA documentation is required for the County's decision to proceed with approval of the Master Plan Update. The public would be informed of any opportunity to participate in preparation of NEPA documentation, if applicable, as required by the FAA.

**L3-14** The comment states that several exhibits, tables, and references in the Master Plan Update contain incorrect labeling, numbering, or other errors. The County appreciates the comment and has reviewed and revised the Master Plan Update to ensure consistency.

- L3-15** The comment includes an excerpt from the Master Plan Update stating that approval of the Master Plan Update could make the County Board of Supervisors Policy F-44 obsolete, and the Board of Supervisors may determine that Policy F-44 should be repealed. The comment asks whether a potential repeal of Policy F-44 would be an action that needs to be evaluated in the PEIR. At this time the Master Plan Update does not propose changes to the number of passengers allowed by Policy F-44. For a discussion of the forecasted critical aircraft, please refer to Section 3.10.3 of the Master Plan Update as well as Sections 3.9 and 3.10 for a discussion of air carrier operations forecast during the next 20-year planning period.
- L3-16** The comment states that although FAA has no objections if the County chooses to use a forecasted Planning Activity Level (PAL), this does not address the question of whether the FAA has formally approved the use of any forecast other than the Terminal Area Forecast. The County acknowledges this comment; however, it does not raise an issue concerning the analysis or adequacy of the PEIR pursuant to CEQA Guidelines Section 15088. Therefore, no further response is required.
- L3-17** The comments asks the County to explain “why the forecasted passenger enplanement level is so high.” Please refer to various sections of the Master Plan Update that describe the forecasted enplanements including, but not limited to, Section 3.7 (Passenger Enplanement Forecasts) and Section 3.10.5 (Facility Planning Forecast). Furthermore, this comment does not raise an issue concerning the analysis or adequacy of the PEIR pursuant to CEQA Guidelines Section 15088. Therefore, no further response is required.
- L3-18** The comment references other commercial airports throughout the United States and asks several questions to justify the projected increase in commercial activity. Please refer to **Response to Comment L3-17** for discussion of how the forecasted passenger enplanement levels were developed.
- L3-19** The comment asks the County to clarify whether the Master Plan Update would induce demand at the Airport. The comment requests the County to disaggregate the forecast to the show the different factors attributing to induced aircraft operations. As discussed in the Master Plan Update, changes in operational levels are expected to increase annually at a modest level as compared to the previous planning period. The forecast scenarios include assumptions about the increase in aircraft operations and are not dependent on airfield capacity improvements or other infrastructure improvements. Rather, the forecast scenarios were developed to anticipate foreseeable demand for Airport facilities and infrastructure. As a result, this would help identify which facilities should be improved to meet the projected forecast. In other words, the incremental increase in aircraft operations projected in the Master Plan Update is expected to naturally occur throughout the 20-year planning period whether or not the Master Plan Update is implemented. Therefore, it can be concluded that the Master Plan Update would not induce the forecasted aircraft operations. Also, please refer to **Master Response 9 (Increase in Aircraft Operations)**.
- L3-20** The statement from the Master Plan Update as quoted in this comment was not incorporated in the PEIR’s assumptions or quantified analysis. While there may be environmental benefits from aircraft no longer needing to refuel at a local or regional airport, this efficiency was not assumed in the PEIR’s calculated air quality analysis. No further response is required, and no changes were made to the PEIR in response to this comment.
- L3-21** The comment requests detailed information regarding the location, length, and height of retaining walls associated with the Master Plan Update. As noted in the PEIR, the Master Plan Update is a long-term planning document, and the exact scope, scale, and timing for implementation of each project-specific element will be determined once funding is



identified for project design engineering and construction. Therefore, the associated environmental impact for each element, and the Master Plan Update as a whole, is analyzed at a programmatic level for the purpose of environmental analysis. Additional analysis under CEQA will be required for projects at the time that they are designed and proposed. As such, the project-specific details of a potential retaining wall has not been defined at this time. As funding is identified for project engineering design and construction of individual Master Plan Update elements, additional analysis under CEQA would be conducted at the time that they are proposed, and the County would coordinate with the City of Carlsbad, as applicable.

- L3-22** The comment asks the County to assess the applicability of the City of Carlsbad Hillside Development Regulations and Landscape Manual. The comment also requests the City to review, comment, and approve plans for hillside grading, retaining walls, or screening. Please refer to **Response to Comment L3-21**. Accordingly, the County is not required to include these regulations in the Master Plan Update. However, as part of project-specific elements in the future, the County is amenable in coordinating with the City of Carlsbad, as applicable, to provide review and input on project elements that may involve modification to slopes surrounding the Airport.
- L3-23** This comment notes that the City of Carlsbad provided additional comments further below on the potential retaining wall under the PEIR comments. Please refer to **Response to Comments L3-46 through L3-54**.
- L3-24** The comments asks the County to provide a more detailed description of how project costs are anticipated to be met if FAA funding cannot be secured for certain components. At this time, the County cannot speculate which elements would be funded in part by FAA, and when those elements would be proposed.
- L3-25** The comment assumes that a retaining wall would likely be required if future general aviation parking is constructed as depicted in the Master Plan Update Exhibit 5.10. The comment requests the Master Plan Update to state where the retaining wall would be needed. Whether the future general aviation parking would require a retaining wall is still to be determined as the project-specific engineering design has been not completed. Please refer to **Response to Comment L3-21**. The County concurs with the commenter's request to continue to coordinate with the City of Carlsbad to allow review and comment once engineering design plans for a retaining wall and any landscaping are available. It is the County's intent to follow the City design guidelines for the corridor while balancing the requirements for the Airport and the inactive landfill. However, ultimate approval and implementation of the plans would be retained by the County, FAA, and agencies with regulatory authority.
- L3-26** The comment requests the Master Plan Update, Table 5.1, to identify potential retaining walls as project-specific elements. Please refer to **Response to Comment L3-21**. Furthermore, any potential retaining walls would be considered as part of the engineering design process and would not be identified as a standalone project element.

The comment also requests that cost estimates be included in the Master Plan Update for the general aviation parking improvements. As the exact scope and scale for this element have not been fully defined, the County is unable to speculate the potential cost associated with the general aviation parking improvements. Please refer to **Response to Comment L3-21**.

- L3-27** The comments states that near-term slope improvements should be contemplated by the County as part of the overall program, rather than solely as part of mitigation. As noted

above, slope improvements would be design and identified once the associated project-specific elements are proposed. Furthermore, the Master Plan Update does not include elements specifically for the existing slopes. Rather, the Master Plan Update and associated PEIR were prepared to analyze the Airport's future while enhancing operations and safety. As such, the County is not required to analyze existing conditions where no changes are proposed. Regarding comments on the PEIR, please refer to **Response to Comments L3-46 through L3-54**.

**L3-28** The comment cites the beginning of remarks and corrections to the Draft PEIR. No response is required.

**L3-29** The comment requests a comprehensive outline of the components of the Proposed Project to compare with the alternatives considered. The County acknowledges this comment; however, the County disagrees that the Proposed Project's components are not adequately described in the PEIR. The Proposed Project is described in detail in the PEIR Section 1.2, and individual project elements are discussed across the near-term, intermediate-term, and long-term subsections. Furthermore, the PEIR identifies on the Summary page S-4 that the Proposed Project is reflected in the Master Plan Update as the D-III Modified Standards Compliance Alternative. No changes have been made to the PEIR.

**L3-30** This comment asks the County to distinguish which property is considered part of the Airport boundary as compared to County-owned property. Revisions were made in the Final PEIR to further clarify which properties are County-owned, and which of those properties are part of the active airfield or Proposed Project. Please refer to the Final PEIR, including Chapter 1, Figure 1-6, and Chapter 3.1.7.

**L3-31** The comment requests an explanation why the RPZ over the Eastern Parcel is not included the PEIR study area. Please refer to **Response to Comment L3-9**. Furthermore, no physical improvements or impacts would occur by identifying current or future RPZs for planning purposes. No changes were made to the PEIR.

**L3-32** This comment notes that relocation of the Medium Intensity Approach Lighting System with Runway Alignment Indicator Lights (MALSR) would occur on the Eastern Parcel outside of the study area shown in the Draft PEIR. The comment requests the Draft PEIR be revised to analyze potential impacts of the MALSR relocation. The County concurs with this comment and, upon further review of the MASLR relocation, determined new significant impacts would occur to Biological Resources. As such, the PEIR Biological Resources chapter was recirculated for public review from June 21, 2018 – August 6, 2018. Comments received from the City of Carlsbad on the recirculated chapter are addressed under **Comment Letter R-L3**. Minor revisions to the PEIR citing the MALSR improvements on the Eastern Parcel are included in the Final PEIR; however, these minor revisions do not constitute new information pursuant to CEQA Guidelines Section 15088.5(a).

The comment also requests the study area to include the RPZ on the Eastern Parcel. Please refer to **Response to Comment L3-31** above.

**L3-33** The comment notes that environmental review pursuant to NEPA is not discussed in the Master Plan Update or PEIR. Please refer to **Response to Comment L3-13**, which states that no NEPA documentation is required for the County's decision to proceed with approval of the Master Plan Update.

**L3-34** The comment requests for the PEIR to add a list of related environmental review and consultation requirements in the Project Description. The PEIR does include a list of

environmental regulations and respective agencies in Table 1-3. No changes were made to the PEIR.

- L3-35** The comment asks the County to explain whether the runway extension is not eligible for FAA AIP funding because a longer runway is not required by FAA Design Standards for a D-III airfield. The County acknowledges this comment; however, it does not raise an issue concerning the analysis or adequacy of the PEIR pursuant to CEQA Guidelines Section 15088. Therefore, no changes were made to the PEIR, and no further response is required.
- L3-36** The comment requests for the County to ensure that the PEIR describes all physical improvements required in connection with the MALSR relocation. Please refer to **Response to Comment L3-32**. No further response is required.
- L3-37** This comment states that the City of Carlsbad maintains land use authority for private development on County-owned airport land and is responsible for issuing building permits for such non-public use structures. The comment also states that Airport improvements are subject to CUP 172 and CUP 172(B). Whenever possible consistent with the County's obligations to the federal government as a grant recipient, the County will endeavor to voluntarily seek approvals from the City and require its tenants and contractors to seek approvals from the City as a means of coordinating airport development with City land use requirements. The County, however, has immunities from City building and zoning ordinances and cannot waive those immunities without risking a violation of its federal sponsor assurances<sup>1</sup>. While these immunities apply to projects by the County and other public agencies, they can also apply to projects by airports lessees and contractors<sup>2</sup>. The County will, accordingly, continue to voluntarily comply with CUP-172 and seek to require its airport tenants and contractors to comply with CUP-172, but reserves the right to assert immunities on its behalf and on behalf of its tenants and contractors to the extent provided by applicable law when necessary to comply with federal sponsor obligations or to meet County objectives. The PEIR Section 1.3 has been revised to clarify this discussion as similarly noted in Section 3.1.6.1. Please refer to the Final PEIR.
- L3-38** The comment includes an excerpt from the PEIR Section 2.1.1, which states that the County's Zoning Ordinance does not apply to the Proposed Project. The comment asks for clarification whether there are land use regulations applicable to the Airport. The PEIR Section 2.1.1 was intended to note that because the Airport is located within the City of Carlsbad, the County does not have a zoning or General Plan land use designation for the Airport.

However, the Master Plan Update will serve as the facility plan which identifies land uses at the Airport. In addition, the County applies policies pertaining to County airports and other facilities from the County General Plan. Local land use policies are also reviewed and will be considered whenever possible consistent with the County's obligations to the federal government as a grant recipient. Nonetheless, the County still retains land use authority over the Airport.

Furthermore, as described in the PEIR Section 3.1.7.1.2, the Airport is located on County-owned property within the municipal limits of the City of Carlsbad and is zoned Industrial (M) pursuant to the Carlsbad Municipal Code (CMC) Title 21 "Zoning Ordinance" (Section 21.34) and consists of government (airport) facility land uses. As noted in **Response to Comment L3-37**, the County has immunities from City building and zoning ordinances and cannot waive those immunities without risking a violation of its federal sponsor assurances.

<sup>1</sup> See, Govt. Code § 53090, et seq. & FAA Sponsor Assurances, Assurance No. 5.

<sup>2</sup> See, *Bame v. City of Del Mar* (2001) 86 Cal. App. 4th 1350

However, the County will continue to coordinate with the City in an effort to ensure City requirements are considered. No changes to the PEIR have been made in response to this comment.

- L3-39** The comment requests for the PEIR to include a description of the Eastern Parcel and existing MALSR navigation light system. The comment also requests for this description to be included in Section 1.4.3 (Site Characteristics) instead of Section 1.4.2 (Surrounding Land Uses). The PEIR has been revised to identify the existing MALSR navigation light system on the Eastern Parcel. However, the section headings are appropriate without revision since these sections describe the land uses and characteristics associated with the active airfield. No further response is required.
- L3-40** The comment requests an explanation why a two mile search radius was chosen to analyze potential cumulative impacts. To clarify, the cumulative list was modeled after the analysis provided in Section 2.5; however, **Response to Comment L3-56** also discusses the two-mile search radius for biological resources. PEIR 1.8 has been clarified that cumulative projects were analyzed in the vicinity of the Airport.
- L3-41** The comment cites a previous County-initiated 2013 Feasibility Study for Potential Improvement McClellan-Palomar Airport Runway. Under the PEIR Section 1.9 Growth-inducing Impacts, the comment requests the County to discuss the growth findings of this 2013 study or explain why the findings of the study are not applicable to the PEIR. The County acknowledges this comment; however, it does not raise an issue concerning the environmental analysis or adequacy of the PEIR pursuant to CEQA Guidelines Section 15088. Therefore, no further response is required. This comment is included in the Final PEIR for review and consideration by the County Board of Supervisors prior to a final decision on the project.
- L3-42** The comment requests for the PEIR Table 1-3 to include that the FAA is responsible for the relocation of the MALSR navigation lighting system. While the FAA is the sole responsible agency for all aspects of navigational aid lighting systems at the Airport, the intent of Table 1-3 is to identify approvals that the County may need to obtain to implement the Master Plan Update. For example, Table 1-3 is not intended to identify other project-specific Airport facility improvements that may also involve FAA consultation and approval. Therefore, no changes have been made to the PEIR.
- L3-43** This comment requests an explanation why surrounding projects identified by the City in July 2017 were not included in the Draft PEIR. During development of the PEIR, County staff and its consultant coordinated with the City of Carlsbad Planning Department to obtain a current list of nearby development projects. The list provided by the City in July 2017 included approximately 55 surrounding projects. In consultation with City staff, they confirmed certain projects could be removed after taking into consideration each project's size and location (i.e., potential trip contribution) to determine which projects are most applicable to the PEIR's cumulative analysis. City staff further identified various projects from the County's draft cumulative list that should be removed from the PEIR's analysis since several projects were already constructed, modified, or withdrawn. During this consultation, City staff also recommended following the nearby Uptown Bressi Ranch cumulative list, which had been recently approved at the time in 2017 and was a current example when the cumulative list was created for the Master Plan Update PEIR. Therefore, the County finds that the PEIR adequately addresses surrounding development projects, and no changes to the PEIR have been made in response to this comment.
- L3-44** The comment requests the PEIR Section 2.1.1 be updated to cite that commuters potentially use Paloma Airport Road daily, resulting in repeated exposure to the Airport or to

Airport-related projects. The PEIR has been revised as noted by the comment, but it does not result in a new significant impact. Please refer to the Final PEIR.

**L3-45** The comment requests the PEIR Section 2.1.1 be updated to cite the City of Carlsbad's Landscape Manual and Hillside Development Regulations. As noted in the Landscape Manual, "[t]his manual applies to all public and private developments which require submittal of landscape plans in conjunction with a building permit, grading permit or discretionary permit." As described in the PEIR, the County has immunities from the City's land use restrictions; however, the County will continue to coordinate with the City in an effort to ensure City requirements are taken into consideration. As such, while the City's regulations (i.e., Landscape Manual and Hillside Development Regulations) do not apply to the Master Plan Update, the PEIR has been revised to note the Landscape Manual and Hillside Development Regulations as existing City regulations.

Please also refer to **Responses to Comment L3-37 and L3-38** for discussion of the County's authority to operate and maintain the Airport within the City of Carlsbad municipal boundary.

**L3-46** This comment is an introductory statement regarding the potential impact from the proposed retaining wall along Palomar Airport Road. Please see the following **Response to Comments L3-47 through L3-53** for detailed responses. Also please refer to **Comment Letter S4** from the San Diego Regional Water Quality Control Board regarding their discussion of non-permissible activities within the inactive landfill areas.

**L3-47** The comment requests detailed information regarding the height and location of the proposed retaining wall along Palomar Airport Road. As noted in the PEIR and **Response to Comment L3-21**, the Master Plan Update is a long-term planning document, and the exact scope, scale, and timing for implementation of each project-specific element will be determined once funding is identified for project design engineering and construction. Therefore, the associated environmental impact for each element, and the Master Plan Update as a whole, is analyzed at a programmatic level for the purpose of environmental analysis. Additional analysis under CEQA will be required for projects at the time that they are designed and proposed. As such, the height and location of the proposed retaining wall has not been defined at this time. As funding is identified for project design engineering and construction, the County is amenable in coordinating with the City of Carlsbad on this project element, as applicable.

**L3-48** The comment asks whether the proposed retaining wall would be constructed in two phases similar to the 200-foot and 600-foot runway and taxiway extensions. The comment also asks the vehicle service road would be modified to accommodate the retaining wall. Lastly, the comment asks the County to verify whether any retaining wall would be needed along El Camino Real to accommodate the runway extension, EMAS, vehicle service road, or runway lighting. Please refer to **Response to Comments L3-21 and L3-47**. This comment does not specifically identify a deficiency or environmental issue with the PEIR analysis or proposed mitigation. Nonetheless, the comment is correct that at this time no retaining wall is anticipated to be needed along El Camino Real to accommodate the future runway extension or other facilities. Once these project elements have been funded and engineering design plans have been prepared, additional review would be conducted. No changes to the PEIR have been made in response to this comment.

**L3-49** The County concurs with this comment, and the PEIR has been revised in Section 2.1.2.4 to cite the City of Carlsbad Landscape Manual. Also see **Response to Comment L3-45**.



**L3-50** Please refer to **Master Response 6 (Existing Airport Activity)** in which it is described that the Master Plan Update and associated PEIR were prepared to analyze the Airport's future while enhancing operations and safety, and the County is not required to analyze the Airport's current effects on existing conditions. As this comment does not specifically identify an environmental issue with the PEIR analysis or proposed mitigation, no changes have been made to the PEIR. Nonetheless, as discussed in above responses, the County is amenable in coordinating with the City of Carlsbad to identify solutions for improving the landscape conditions of the existing slopes surrounding the Airport.

**L3-51** Please refer to **Master Response 6** in which it is described that the Master Plan Update and associated PEIR were prepared to analyze the Airport's future while enhancing operations and safety, and the County is not required to analyze the Airport's current effects on existing conditions. As this comment does not specifically identify an environmental issue with the PEIR analysis or proposed mitigation, no changes to the PEIR have been made in response to this comment.

As noted in the PEIR Section 2.1.2.1, the State's published Inspection Guidance for State Minimum Standards at Closed, Illegal, and Abandoned Disposal Sites identifies guidance for maintenance of inactive landfills, including grading as discussed in Section 3 of the document. As discussed above, the scope of the proposed retaining wall has not been defined at this time, and the maintenance of the impervious surface fronting the inactive landfill slopes will be decided through consultation with the applicable jurisdictional agencies. As the funding is identified for design engineering and construction, the County is amenable to coordinating with the City of Carlsbad on project elements that involve modification to slopes surrounding the Airport.

**L3-52** As discussed in Section 2.1.2.1 of the PEIR, the Master Plan Update does not propose irrigating or landscaping the eastern slope along the inactive landfill. This section of the PEIR explains several factors that prevent implementation of irrigation and landscaping of slopes that contain inactive landfill materials. Nonetheless, as discussed in above responses, the County is amenable in coordinating with the City of Carlsbad to identify solutions for improving the landscape conditions of the existing slopes surrounding the Airport.

**L3-53** As funding is identified for design engineering and construction, the County is amenable in coordinating with the City of Carlsbad to accept input on project elements that may involve modification to slopes surrounding the Airport, including the anticipated retaining wall along Palomar Airport Road. However, as this comment does not specifically identify an environmental issue with the PEIR analysis or proposed mitigation, no changes to the PEIR have been made in response to this comment.

It is the County's intent to follow the City of Carlsbad design guidelines for the corridor to the extent feasible while balancing the requirements for the Airport and the inactive landfill. However, ultimate approval and implementation of the improvements would continue to be retained by the County.

**L3-54** The Master Plan Update does not identify specific project elements of a retaining wall associated with the future general aviation parking, and the reference in the PEIR Section 4.2.2.1 has been removed. Whether the future general aviation parking would need a retaining wall is still to be determined as the project-specific engineering design has been not completed.

The County concurs with the request to continue to coordinate with the City to allow review and comment once design plans for the retaining wall and any landscaping are available. It

is the County's intent to follow the City design guidelines for the corridor to the extent feasible while balancing the requirements for the Airport and the inactive landfill. However, ultimate approval and implementation of the improvements would continue to be retained by the County.

- L3-55** Although relocation of the existing FAA navigational aid lighting system, including the MALSR, was described in the Draft PEIR, the conceptual placement and alignment of the navigational aid structures and access road were not designed or calculated for potential impacts. Section 2.2 of the PEIR, which was recirculated for additional public comment, more fully analyzes shifts to the existing MALSR on the County-owned parcel just east of El Camino Real (Eastern Parcel) to describe the potential impacts to biological resources on the County-owned property if, or when, the FAA funds relocation of their navigational aid lighting system. Therefore, while the physical (i.e., biological) impacts had not been designed or calculated for potential impacts in the Draft PEIR, the existing MALSR lighting system is not expected to create a new source or light or glare as it is relocated with the respective runway shift. No changes to the PEIR have been made in response to this comment.
- L3-56** Most of the airport boundary is adjacent to surrounding development, with very limited connections to off-site habitat. Given the airport's relatively urbanized location, a two-mile radius surrounding the airport was considered appropriate as it includes all connections to surrounding PAMA and Preserve lands, extending far enough outward to include lands immediately adjacent to the coastline as well as more inland habitat areas. The radius includes offsite connections to the west through preserve lands at the Crossings Golf Course and continuing north to Agua Hedionda Lagoon and south into conserved slivers of habitat associated with Aviara HOA and other HOAs and private open space; as well as lands to the east extending north to include Carlsbad Oaks North as well as other preserved lands further north (e.g. portions of Carlsbad Highlands), and lands to the south and southeast including conserved lands associated with Rancho La Costa, Rancho Carrillo HOA, and La Costa HOAs. This two-mile radius includes lands that contain all habitats represented on the project site and was considered an adequate representation of area for species with potential to occur on site. No changes to the PEIR have been made in response to this comment.
- L3-57** An analysis of project impacts associated with the MALSR relocation on the Eastern Parcel was included in the recirculated portions of the PEIR. This project element would be consistent with the mitigation strategy outlined in the March 7, 2011 letter from USFWS and CDFW regarding the hardline agreement, whereby impacts to southern maritime chaparral resulting from the relocation of the MALSR on the Eastern Parcel would be mitigated at 3:1 through in-kind preservation of habitat. Further, mitigation would be subject to review and approval by the County and Wildlife Agencies once project elements are designed and proposed.
- L3-58** The intent of the Wildlife Hazard Management Plan (WHMP) is to manage and reduce the risks that wildlife pose to aircraft operations. The Proposed Project does not propose any changes to the WHMP since it is an existing plan that would continue to be utilized at the Airport regardless of the Proposed Project.

Coastal California gnatcatcher is the only federally listed wildlife species known or expected to occur at the Airport. While FESA requirements are not specifically addressed in the WHMP, the presence of coastal California gnatcatcher on site does not pose a high safety risk for airport operations, and implementation of the WHMP is not expected to result in take under the FESA for the following reasons: (1) suitable nesting habitat for the species is located in the northwest corner of the site away from the runway, (2) the species does not

congregate in flocks, (3) the species is not attracted to animal carcasses or other potential prey that could inhabit the airfield (e.g. rodents), and (4) perimeter fencing around the airport does not preclude the gnatcatcher from accessing suitable habitat or otherwise constrain its movement or prevent or adversely affect nesting.

Significant wildlife activities, as described in the WHMP, include observations of coyotes or other large mammals, large flocks of birds, waterfowl on the airport, etc. The presence of a pair of gnatcatchers does not constitute a significant wildlife hazard or pose a significant safety risk for airport operations. It is noted that the WHMP does include the requirement to obtain depredation permits from the USFWS and CDFW to control mammals and migratory birds, if deemed necessary.

- L3-59** The comment asks the PEIR to discuss whether the Proposed Project would impact coastal sage scrub in excess of the County's 5% habitat loss threshold. The Proposed Project will permanently impact 3.1 acres of Diegan coastal sage scrub (including disturbed Diegan coastal sage scrub) outside an approved NCCP (i.e., MSCP) area. As part of the NCCP process, the County was allocated 2,953.3 acres of coastal sage scrub impacts outside of the boundaries of the MSCP. This constitutes the County's five percent habitat loss allowance. As of September 2018, impacts totaling 1,316.95 acres have been recorded or are pending, leaving approximately 1,636.35 acres of allowed coastal sage scrub impacts remaining. Therefore, impacts to 3.1 acres of coastal sage scrub would not exceed the five percent threshold. Should the impact occur after adoption of the NC MSCP, conformance with the adopted plan will be documented at the time project-specific impacts are proposed. The PEIR has been revised to include this analysis.
- L3-60** McClellan-Palomar Airport is not located within the California Coastal Zone. As noted in this comment, there is a small area of the Coastal Zone immediately north of the airport. This off-airport Coastal Zone segment, which encompasses land along Palomar Point Way, is outside the footprint of the Proposed Project and would not be affected. As addressed in the PEIR Section 2.2, the Proposed Project could result in indirect construction noise related impacts to breeding coastal California gnatcatcher, and this includes gnatcatcher breeding pairs that may be located within the off-airport Coastal Zone segment to the airport's north. As described on pages 2-33 to 2-34 of the PEIR, Mitigation Measure M-BI-1b would be implemented to avoid or minimize potential indirect construction noise related impacts to coastal California gnatcatcher. The decision whether federal consistency review is required under the Coastal Zone Management Act will be made by the Federal Aviation Administration as individual project elements are proposed. Because the Master Plan Update would not directly affect resources within the Coastal Zone, and because the Proposed Project includes mitigation to avoid or minimize potential indirect effects to coastal California gnatcatcher that may be located within the segment of the Coastal Zone that is adjacent to the airport, no conflicts with the California Coastal Act's coastal resources management and planning policies are anticipated to result from the Proposed Project.
- L3-61** The property to the north, identified as APN 212-120-33 in the 2004 Carlsbad HMP, has since been subdivided and partially developed. This parcel was subject to specific habitat protection standards which included avoidance of vernal pools and minimizing impacts to vernal pool watersheds. The City's HMP conservation policies do not apply to the Proposed Project, which is on County-owned lands. However, as analyzed in the PEIR Section 3.1.6, individual improvements associated with the Master Plan Update would conform to required storm water regulations and would not substantially alter the existing drainage patterns on site. Thus, the project would have no impact to the off-site parcel or the resources reported within that parcel. In addition, the Airport is not located within the California Coastal Zone. The small area of Coastal Zone located immediately north of the airport is outside the

footprint of the Proposed Project and would not be directly affected by the Proposed Project. Because the Proposed Project would not directly affect resources within the Coastal Zone, no conflicts with the California Coastal Act's coastal resources management and planning policies are anticipated to result from the Proposed Project.

**L3-62** This comment cites the State's classification change of the inactive landfill and requests the County to discuss whether this change improves the feasibility of providing landscaping and irrigation on the Airport's existing slopes. The enhancement of existing Airport slopes are not a component of the Master Plan Update. Also, please refer to **Master Response 6** in which it is described that the Master Plan Update and associated PEIR were prepared to analyze the Airport's future while enhancing operations and safety. The County is not required to analyze improvements to the Airport's existing features that are not part of the Master Plan Update in this PEIR. Nonetheless, this classification does not change the County's obligation to comply with the State of California *Inspection Guidance for State Minimum Standards at Closed, Illegal, and Abandoned Disposal Sites* as discussed in the PEIR Section 2.1.2.1. As this comment does not specifically identify an environmental issue with the PEIR analysis or proposed mitigation, no changes to the PEIR have been made in response to this comment.

**L3-63** This comment requests the County clarify that construction would occur into the inactive landfill (not solely on top of the landfill), and to discuss potential hazards associated with the drilling construction method.

The PEIR Chapter 1 discusses installation of drilled displacement columns into the inactive landfill for support of runway or taxiway surfaces. Specifically, Section 1.2.1.3 (p.1-9) state, *"it is anticipated that drilled displacement column piles would be driven into [emphasis added] sections of the ground to support concrete slabs. The piles would extend through the landfill materials [emphasis added] until bedrock or secure material is reached... However, this conceptual layout is preliminary as project-specific engineering design plans have not been prepared at this time."* While the PEIR and Master Plan Update discuss potential construction methods over the inactive landfill, this conceptual construction strategy is preliminary since engineering design plans have not been developed.

Furthermore, the PEIR identifies potential hazards associated with construction activities that may encounter inactive landfill materials. Please refer to Impact HZ-1 and its associated Mitigation Measure M-HZ-1.

The items raised by this comment were addressed in the PEIR, and the comment does not specifically identify an environmental issue with the PEIR analysis or proposed mitigation. Accordingly, no changes to the PEIR have been made in response to this comment.

**L3-64** The comment requests Section 2.3.2.3 of the PEIR be revised to cite that land use authority surrounding the Airport resides with the municipality. The County concurs with this comment as similarly noted in the PEIR Section 3.1.7.1.2. The PEIR Section 2.3.2.3 has been revised to cite that cities and counties with land use jurisdiction for areas around airports are required to ensure their general and specific plans are consistent with the ALUCP.

**L3-65** Please refer to **Responses to Comments L3-9 and L3-10**. As discussed, the SDCRAA is the agency responsible for identifying land use compatibility once a project alternative is selected and the ALP is prepared.

**L3-66** Please refer to **Response to Comment L3-21** regarding the programmatic analysis included in the PEIR. No changes to the PEIR have been made in response to this comment.

**L3-67** The comment states that because the Proposed Project is located within an area with an adopted airport land use plan, a supplemental noise analysis is necessary to determine whether the project would "expose people residing or working in the project area to excessive noise levels." Public use and military airports in the State of California are required to prepare airport land use compatibility plans (ALUCPs) to ensure that only compatible land uses are developed in areas around airports, thus protecting the safety of people and property on the ground as well as safeguarding the continued operation of the airport. Furthermore, ALUCPs include policies to avoid the establishment of noise sensitive land uses in areas around airports where they may be exposed to significant noise impacts. For purposes of identifying compatible land uses around airports, ALUCPs are required to include maps depicting noise contours for the airport based on forecasted operations for a 20-year planning horizon. The current McClellan-Palomar Airport ALUCP includes a noise contour based on the 1997 Master Plan reflecting forecasted operations through 2015. The 2015 forecast anticipated 289,100 operations. This is a greater number of operations than what is anticipated for the 2036 PAL 2 scenario (208,004) which is the largest scenario included in the Master Plan Update. As such, because the currently adopted ALUCP noise contour is based on the 1997 Master Plan, the noise contour prepared for the Proposed Project and evaluated in the PEIR is smaller than the noise contour prepared for the ALUCP, and no new areas would be exposed to noise levels greater than those already identified and accounted for in the policies and compatibility criteria. Accordingly, preparation of a supplemental noise analysis for purposes of answering the topic raised by the commenter is not warranted.

In regards to single noise events, as discussed in Section 2.4.2 of the PEIR, potential noise impacts associated with the Proposed Project were studied using standard tools, methodologies, and significance criteria for aircraft noise as established by the FAA. Specifically, FAA Order 1050.1F Desk Reference (Section 11.4) explains that DNL (or CNEL as explained in the PEIR) is the recommended metric for analyzing aircraft noise exposure, and should continue to be used as the primary metric. It also states there are no new metrics of sufficient scientific standing to substitute for DNL/CNEL. FAA criteria require that the determination of significance must be analyzed through the use of noise contours along with local land use information and general guidance contained in Appendix A of 14 CFR Part 150. Preparation of noise contours associated with airport and aviation projects is the standard means of assessing potential noise impacts associated with airport and aviation projects under both state and federal guidance. Accordingly, preparation of noise contours for purposes of identifying potential noise impacts associated with the Proposed Project is sufficient to identify potential noise impacts associated with the Proposed Project. Therefore, the analysis in the PEIR is valid and no revisions were made.

As noted in FAA Order 1050.1F Desk Reference, supplemental noise measurements, such as single events, may be conducted to assist in the public's understanding of the Airport's noise conditions. Therefore, although single noise events are not used as the County's threshold of significance, the County continues to consider single noise events through the existing Voluntary Noise Abatement Procedures (VNAP) in consultation with the community and local residents. See **Master Response 3** for more information on improvements to VNAP.

**L3-68** As discussed in the PEIR Section 2.4.1 Noise Sources, aviation noise data used for assessing existing noise conditions surrounding the airport was based on detailed flight information from a full year of flight tracks and operations by aircraft type, altitude, and



location using County and FAA sources. Accordingly, the noise analysis reflects actual use of the Airport, not ground-level measurements from noise microphones. The County has an ongoing noise monitoring program with permanent microphones near the flight paths, and those noise monitors are used for outreach and education purposes. The FAA methodology for assessing aircraft noise does not include ground-level measurements. As also discussed in this same section, and in PEIR Section 2.4.1 Methodology Ground Source Noise, the ambient noise survey measurement locations were chosen based on areas with “potential sensitivity to future construction noise.” There are no residential areas directly north of the airport in proximity to hearing construction noise from the Proposed Project, as reflected in the selection of ambient noise measurement locations.

**L3-69** The comment requests that the cumulative impacts noise analysis include the FAA’s SoCal Metroplex project. Revised procedures from FAA’s SoCal Metroplex project were implemented by FAA in late 2016 / early 2017 and replaced previously implemented conventional procedures. As such, these procedures are considered part of existing conditions and as indicated in the PEIR’s Noise Impact Analysis (Appendix D, p. 1-25), the flight tracks developed for the noise analysis accounted for the introduction of these new procedures.

Specifically, FAA’s SoCal Metroplex project introduced three new procedures to serve the Airport using area navigation technology (RNAV): the CWARD and PADRZ SIDs and the LEGOZ STAR. In addition, an instrument approach procedure using Required Navigation Performance (RNP) technology called the RNAV (RNP) Z RWY 06 was also introduced. Furthermore, the SoCal Metroplex procedures were designed to fit within the footprint of existing procedures. Changes to flight paths associated with these procedures primarily occurred at or above 3,000 feet above mean sea level. This is reflected in the procedures designed to serve the Airport as changes to flight tracks associated with these new procedures primarily occur over the ocean and away from the City of Carlsbad.

**L3-70** The County maintains that it has no regulatory ability to restrict or otherwise prevent use of this public-use airport by non-commercial aviation activity, including but not limited to general aviation, military, or charter flights. The County has no jurisdiction or enforcement authority to deny safe use of the Airport. Nonetheless, non-commercial aviation activity was analyzed, and potential noise impacts were disclosed in the PEIR and technical studies. The PEIR’s Noise Impact Analysis (Appendix D) Table 5 describes the anticipated increase in operations for all aircraft types, including non-commercial. Figure C1 from the Noise Impact Analysis (Appendix D) presents a comparison of existing conditions (2016) to future conditions (2036) including full implementation of the Proposed Project, including forecasted commercial and non-commercial aircraft operations. These exhibits were provided to the public for an understanding of several perspectives on how noise may change in the future planning period, but the CEQA significance determination was based on the analysis discussed in Section 2.4.2.

**L3-71** Please refer to **Response to Comment L3-70**. As a federally-obligated public use airport that accepts FAA funds to construct and maintain its facilities, the County as airport sponsor is required to comply with federal grant assurances. As discussed in the PEIR Chapter 1, FAA Order 5190.6B discusses Grant Assurance 22, Economic Nondiscrimination, requires the sponsor to make its aeronautical facilities available to the public and its tenants on terms that are reasonable and without unjust discrimination. This federal obligation involves several distinct requirements. First, the sponsor must make the airport and its facilities available for public use. Next, the sponsor must ensure that the terms imposed on aeronautical users of the airport, including rates and charges, are reasonable for the facilities and services provided. Finally the terms must be applied without unjust

discrimination. The prohibition on unjust discrimination extends to types, kinds and classes of aeronautical activities as well as individual members of a class of operator.

The County purposefully does not use its authority to discriminate on airport uses, as long as it is deemed safe and under the continued oversight of the FAA Air Traffic Control Tower. The Proposed Project consists of a set of safety and operational efficiency improvements based on short, mid, and long-term forecasts of anticipated use. The Master Plan Update's proposed changes to the airfield dimensions are based on FAA design standards to maximize safety for the current and future aircraft fleet mix. The comment's assertion that the County could use its role as airport sponsor to influence the type of operations at the Airport is incorrect. To the contrary, the County's role includes operating the Airport in a manner consistent with federal obligations and the public's investment in civil aviation.

As discussed, the County has no discretion or enforcement authority over non-commercial aviation activity, such as general aviation, military, or charter flights. Nonetheless, non-commercial aviation activity was analyzed, and its potential emissions were fully disclosed in the PEIR and technical studies. Therefore, the PEIR did analyze aircraft activity that is within the County's discretion (i.e., commercial operations) as well as activity that is not within the County's discretion (i.e., non-commercial operations).

**L3-72** Please see **Response to Comment L3-70**. The noise analysis in the PEIR and technical studies analyzed several scenarios, including growth in both commercial and non-commercial (e.g., general aviation) activity.

The PEIR Section 2.4.3 Cumulative Impact Analysis was updated to include reference to Figure C1 from the Noise Impact Technical Report (Appendix D) as it shows the comparison between existing conditions (2016) and full implementation of PAL 2 conditions (2036). This scenario incorporates potential noise impacts of all types of aviation activity at the Airport at the full forecasted operation levels, and incorporates implementation of all Master Plan Update components. Figure C1 supplements the conclusion that there is no cumulative noise impact associated with the Proposed Project.

**L3-73** California State law requires that Airport Land Use Compatibility Plans be based on long range master plans or, if no master plan is available, on an approved airport layout plan. The current (2011) ALUCP for the Airport relied upon the activity forecast included in the Airport's 1997 Master Plan. The 1997 Master Plan's 20-year forecast of 289,100 operations at the Airport for 2015 was based on estimates, market trends, and projections using 1995 data. In reality, the number of aircraft operations has been in decline since 2000 and the operational forecast anticipated in the 1997 Master Plan was not realized. The proposed Master Plan Update (Section 3) discusses the updated assumptions incorporated in the development of the next 20-year forecast. Specifically, the Master Plan Update Section 3.5.4 further discusses the decline in aviation activity experienced nationwide. Adjustments to the forecast were also made to reflect current and anticipated changes to the Airport fleet mix, commercial use at the Airport, and other operational considerations.

The revised forecast provided in the Master Plan Update and analyzed in the PEIR are based on established forecasting methodologies explained in detail in Master Plan Update. Similar to how the 2011 ALUCP reflects the 1997 Master Plan aviation forecast, it is anticipated that upon a decision of a selected alternative by the County Board of Supervisors, the SDCRAA would similarly update ALUCP to reflect the new Master Plan Update aviation forecast.

**L3-74** The comment notes that the aircraft noise analysis in the PEIR primarily focuses on a comparison of future year “No Project” with future year “Proposed Project” conditions and acknowledges that the courts and CEQA Guidelines have allowed for a future year baseline when justified by the conditions of the project. In the court case referenced by the commenter, the noise analysis uses federal thresholds promulgated by the FAA. Those thresholds require a comparison of future year “No Action” conditions (i.e., No Project) to future year “Proposed Action” conditions (i.e., Proposed Project) for purposes of the analysis of impacts directly associated with the project.

Pursuant to CEQA Guidelines § 15125(a) each section of the PEIR includes a discussion of the environmental baseline, and for noise issues that discussion is located in Section 2.4.1 (Existing Conditions). Additionally, existing conditions noise levels are shown graphically in Figure 2.4-2 and are used to compare with several forecasted aviation activity scenarios as shown in the PEIR and its Appendix D. This information regarding the comparison of existing conditions to multiple planning scenarios is included in the record for the Proposed Project, and it was fully disclosed to during the public review period.

As discussed in the Master Plan Update, changes in operational levels are expected to increase annually at a modest level as compared to the previous planning period. The forecast scenarios reflect assumptions about the increase in aircraft operations (referred to planning activity levels, or PALs) and are not dependent on airfield capacity improvements or other infrastructure improvements. Rather, the forecasts were developed to anticipate foreseeable demand for Airport facilities and infrastructure. As a result, this would help identify which facilities should be improved to meet the projected forecast. In other words, the incremental increase in aircraft operations projected in the Master Plan Update is expected to naturally occur throughout the 20-year planning period whether or not the Master Plan Update is implemented. Therefore, it can be concluded that the Master Plan Update would not induce the forecasted aircraft operations.

However, because the County must issue ground leases to allow for commercial air service at the Airport, this would be considered a discretionary action. As such, for the purposes of CEQA, the PEIR includes both facility improvements and commercial air service operations as part of the Proposed Project. Furthermore, it would be misleading and uninformative to presume the County has discretion or control over non-commercial aircraft operations, such as general aviation, charter, military, etc.

Also, potential changes in environmental conditions (i.e., greenhouse gas emissions) were calculated to naturally change regardless of the County’s proposed facility improvements or approval of commercial air service operations (i.e., Proposed Project). As a result, comparing the Master Plan Update’s full implementation timeframe (i.e., 2036) to existing conditions (i.e., 2016) would be misleading and uninformative as conditions would naturally evolve over the 20-year planning period regardless of the Proposed Project. Therefore, for the purposes of the PEIR, emissions associated with the Proposed Project in 2036 were compared to environmental conditions projected to occur in 2036 without the Proposed Project. This methodology is consistent with the FAA Office of Environment and Energy, which requires the study of an implementation year with and without a proposed action to account for incremental changes that may occur in environmental conditions.

Nonetheless, existing environmental conditions have been disclosed for air quality, noise and greenhouse gas emissions. As the commenter acknowledges in a subsequent comment, emissions data comparing the Proposed Project to existing conditions can be calculated from the information disclosed in the PEIR’s technical reports. However, for the purposes of CEQA impact analysis, only the discretionary actions attributable to the Proposed Project are considered.

For the public to be able to consider how existing conditions may be affected by the long-term aviation forecast and as acknowledged by the commenter, Section 2.4.2.1 includes a comparison of the Proposed Project (i.e., facility improvements and commercial air service) PAL 2 and 2016 existing conditions as part of the analysis. Figure 2.4-6 includes a comparison of the future and existing conditions noise contours. The analysis is focused on the PAL 2 scenario because it includes the largest number of forecasted operations. The comparison concludes that the Proposed Project would not result in a 1.5 dB increase in noise to sensitive uses exposed to CNEL 65 dB or greater and thus is below a level of significance. Also, as discussed in **Response to Comment L3-70**, Appendix D to PEIR includes Figure C1 comparing existing (2016) to future (2036) conditions with operations of all types including non-commercial operations.

**L3-75** The shift of the 65 CNEL noise contour associated with 2036 future conditions as shown in the PEIR Figures 2.4-4, 2.4-5 and 2.4-6 incorporates new areas designated by the City of Carlsbad's General Plan as Open Space, Planned Industrial, and General Commercial. There are no existing or foreseeable hotel uses within the Open Space or General Commercial designated areas. The only General Commercial area within the future conditions noise contour is located south of Palomar Airport Drive and west of El Camino Real, and is owned by the County of San Diego.

In review of the City of Carlsbad's Zoning Ordinance, hotel uses are a "Permitted Use" within the Chapter 21.34 P-M Planned Industrial Zone subject to the City's review and issuance of a Conditional Use Permit. The process by which the City would issue a Conditional Use Permit includes review of the hotel within the context of the approved ALUCP to demonstrate compatibility with proximity to the airport. State law requires that the local land use authority, in this case the City of Carlsbad, amend their General Plan in conformance with the ALUCP's designated noise contours and safety zones.

In review of PEIR Figure 2.4-6, which compares 2016 existing conditions to 2036 future conditions including PAL 2, there are no hotels within the 65 CNEL contour in either current or future conditions. Accordingly the existing hotel uses would not conflict with the ALUCP noise compatibility policies.

**L3-76** The analysis in the PEIR accounts for noise from both aircraft operations and on-road vehicular traffic. As discussed in Section 2.4.2.2, the noise impacts associated with future aircraft operations would be less than significant. The analysis accounts for airborne noise from aircraft operations, as well as airborne noise from Airport-related on-road vehicular traffic. Aircraft and ground on-road vehicular traffic are considered the predominant noise sources in the vicinity of the Airport and were analyzed for significance under CEQA.

**L3-77** The County is amenable in coordinating with the City of Carlsbad to consider City requirements and comments when implementing project-specific elements as deemed applicable.

**L3-78** Once project-specific activities are proposed that would warrant construction noise mitigation measures, the County is amenable in coordinating with the City of Carlsbad to consider City requirements and comments as deemed applicable.

**L3-79** The County's existing VNAP is not a CEQA mitigation measure, nor is it an FAA-required noise mitigation program. The VNAP is a voluntary set of procedures initiated by the County to communicate with pilots regarding flight path and altitude recommendations to avoid noise sensitive residential areas. The County has no regulatory authority to require compliance of any portion of the VNAP on pilots as only the FAA (including Air Traffic

Control Tower) can regulate aircraft overflights. The VNAP is a component of the Airport's existing Noise Program. Ongoing performance reporting and briefings are presented to the public and the Palomar Airport Advisory Committee (PAAC) at regular meetings. Further information is available at [www.sandiegocounty.gov/content/sdc/dpw/airports/palomar.html](http://www.sandiegocounty.gov/content/sdc/dpw/airports/palomar.html). Please also refer to **Master Response 3 (Voluntary Noise Abatement Procedures)**.

**L3-80** This comment states there is no such roadway titled "Oak Ridge Way." This roadway does exist within the City of Vista. It is located just east of South Melrose Drive after Faraday Avenue transitions into Park Center Drive. The PEIR Section 2.5.1.1 was revised to replace Oak Ridge Way with South Melrose Drive to cite the correct terminus of Faraday Avenue.

**L3-81** The comment confirms that various segments of Palomar Airport Road are exempt from the City's LOS standards. It is unclear which intersection the City is referring to governed by the Carlsbad Mobility Element Policy 3-P.11. However, as noted in the Mobility Element, this Policy only applies to roadway segments that are exempt from LOS standards. The only exempted intersection impacted by the project is Palomar Airport Road/EI Camino Real. Therefore, the County presumes that is the intersection in reference. No changes to the PEIR have been made in response to this introductory comment.

The comment also requests the County to develop a site/employer-based TDM plan as mitigation for impacts to the (assumed) intersection of Palomar Airport Road/EI Camino Real. This contradicts a later comment (L3-85) in which the City concurs with the County's proposed mitigation at Palomar Airport Road/EI Camino Real, including implementation of Transportation System Management (TSM) strategies. As individual Master Plan Update elements are proposed that would trigger this impact, the County is amenable in coordinating with the City to identify specific mitigation, as applicable. Therefore, no changes to the PEIR have been made in response to this comment.

**L3-82** The comment requests an explanation why the PEIR did not include vehicle trips generated from non-commercial aviation activities (i.e., general aviation) in its transportation analysis, and states it is not appropriate to omit non-commercial aviation activities. Please refer to **Response to Comment L3-74**, which explains that it would be misleading and uninformative to presume the County has discretion or control over non-commercial aircraft operations, such as general aviation, charter, military, etc. Nonetheless, because the Airport's surrounding roadways were studied under existing conditions (2016), vehicle trips generated for all aviation activities (i.e., commercial and non-commercial) were accounted for under existing traffic volumes. Under near-term conditions, the transportation analysis then added the anticipated vehicle trips generated from commercial enplanements to the near-term conditions. And lastly, the long-term forecasted transportation volumes were developed by adding the Proposed Project's anticipated vehicle trips from commercial enplanements to SANDAG's long-term projections of traffic volumes, which have accounted for natural growth throughout the region, including through 2035 (i.e., closest to 2036). Accordingly, the PEIR does account both commercial and non-commercial aircraft operations, and no changes have been made in the PEIR.

**L3-83** The comment requests for the County to summarize the Airport Multimodal Accessibility Plan (AMAP) recommended improvements and how those improvements relate to the Master Plan Update and City's General Plan. As the AMAP was developed by SANDAG, please refer to SANDAG's Comment L2-4 on the Draft PEIR for a description of these improvements, including the County's responses. As noted in **Response to Comment L2-4**, the AMAP improvements are not within the County's scope or jurisdiction, and those improvements are not required in order to implement the Master Plan Update. Therefore, while the AMAP is referenced in the PEIR for the purposes of discussing air quality and greenhouse gas emissions, the County is not required to incorporate AMAP improvements

into the Master Plan Update. Implementation of the Master Plan Update would not preclude the development of such improvements by SANDAG or the City of Carlsbad.

Also, because the AMAP improvements are not within the County’s scope or jurisdiction, the County cannot make a determination as to how those improvements would relate to the City’s General Plan. Nonetheless, a review of the City’s General Plan identified that its EIR incorporated SANDAG’s long-term model, which would have included assumptions from the Regional Aviation Strategic Plan (RASP). Therefore, no changes to the PEIR have been made in response to this comment.

**L3-84** Please refer to **Response to Comment L3-43**, which concludes that the PEIR’s cumulative projects list was appropriately prepared in consultation with the City of Carlsbad Planning Department, and no revisions to the PEIR are required.

**L3-85** The comment states the City’s concurrence with the proposed mitigation for the intersection of Palomar Airport Road / El Camino Real. However, this comment incorrectly transposed the mitigation numbers. El Camino Real is associated with M-TR-2. No changes to the PEIR have been made in response to this comment.

**L3-86** It should be noted that this comment incorrectly transposed the mitigation numbers, and the intersection of Palomar Airport Road / Camino Vida Roble is associated with M-TR-1 (not M-TR-2).

The comment confirms the intersection of Palomar Airport Road / Camino Vida Roble is not exempt from the City’s LOS standards, and as such, the City states that an alternate mitigation measure is warranted to improve the intersection. Specifically, the City finds that physical improvements are needed, and the County should pay 10.7 percent of the cost of those improvements. The County is amenable in working with City staff to identify suitable improvements in which the County would financially contribute its fair-share costs (i.e., 10.7 percent). Therefore, the PEIR Mitigation Measure M-TR-1 was revised to cite that “alternative improvements such as adding a southbound right-turn overlap phase” may be considered as part of the proposed mitigation at Palomar Airport Road/Camino Vida Roble.

The comment also suggests the County could alternatively request the Carlsbad City Council to approve adding this intersection to the list of street facilities exempt from LOS standards. The County did make such a request in a comment letter submitted to the City on June 20, 2014 regarding the City’s Draft General Plan and associated EIR. At that time, the City elected not to include this segment as an LOS-exempt facility.

**L3-87** The comment requests that the metric for Federal de minimis thresholds be converted to “pounds per day.” FAA’s methodology and federal thresholds are used in this project to analyze aircraft emissions because neither the State nor County have adopted thresholds applicable to aircraft emission sources. These thresholds used in the PEIR were copied and applied directly from 40 CFR 93.153(b) (1) and (2), which require analysis of “tons per year”. Therefore, the PEIR analysis is not incorrect. Nonetheless, for the benefit of this comment, the calculations are provided below as part of this response in “pounds per day”.

| Scenario  | Total Emissions (pounds per day) |       |                 |                 |                   |                  |      |
|---|----------------------------------|-------|-----------------|-----------------|-------------------|------------------|------|
|   | CO                               | VOC   | NO <sub>x</sub> | SO <sub>x</sub> | PM <sub>2.5</sub> | PM <sub>10</sub> | Pb   |
| Future Conditions (2036)<br>No Project vs. With-Project (PAL 1) | 414.68                           | 21.10 | 145.59          | 23.89           | 7.95              | 22.41            | 0.05 |



|   |        |        |        |       |       |       |      |
|---|--------|--------|--------|-------|-------|-------|------|
| Future Conditions (2036)<br>No Project vs. With-Project (PAL 2) | 116.11 | 30.58  | 266.36 | 42.47 | 14.74 | 42.03 | 0.05 |
| Federal De Minimis Threshold Level                              | NA     | 547.95 | 547.95 | NA    | NA    | NA    | NA   |
| Impact  | No     | No     | No     | No    | No    | No    | No   |

The comment also asserts the PEIR should account for all aircraft operations; not just commercial. The purpose of the PEIR is to review impacts related to the Master Plan Update improvements to County facilities; not to inventory and assess uses of private leaseholds or tenants, and attributing those ongoing operational emissions to the proposed project would be misleading and uninformative. Also, as noted in **Master Response 7**, aircraft in flight are under the jurisdiction and regulatory enforcement of FAA. As such, the County does not have the regulatory ability to place restrictions on Airport users or mitigate ongoing aircraft at a public-use airport.

As ground-facility manager, the County issues leases for commercial service. Therefore, impacts were analyzed only for commercial activity because the County has discretion over the approval of commercial air service leases. Nonetheless, emissions associated with all aircraft operations (including general aviation) were calculated and disclosed in the published PEIR Air Quality Technical Analysis (Appendix F).

**L3-88** This comment questions why the project emissions totals are lower than existing conditions. The PEIR Table 3.1.2-1 is titled Existing Conditions (2016) Air Quality Emissions and is provided to show current emissions without the Proposed Project. As explained in **Response to Comment L3-74**, the PEIR does not use existing conditions as its baseline for air quality emissions because potential changes in environmental conditions (i.e., greenhouse gas emissions) are anticipated to naturally change regardless of the County’s proposed facility improvements or approval of commercial air service operations (i.e., Proposed Project). The PEIR instead uses future conditions without the Proposed Project as a baseline as explained in **Response to Comment L3-74**. The PEIR Table 3.1.2-6 applies thresholds discussed in Section 3.1.2.3.2 which use a future baseline to compare against future project-related emissions. Nonetheless, as noted above in **Response to Comment L3-87**, emissions associated with the non-commercial aircraft operations (e.g., general aviation) were calculated and included in the published PEIR Air Quality Technical Analysis (Appendix F).

**L3-89** The comment asserts that future airport improvements would likely attract growth in all aircraft operations; not just commercial airline operations. However, proposed safety and efficiency improvements to the airfield are not considered growth-inducing as discussed in PEIR Section 1.9 and **Response to Comment L3-19**. As also noted in **Master Response 7**, aircraft in flight are under the jurisdiction and regulatory enforcement of FAA. As such, the County cannot place restrictions on Airport users as a public-use airport. However, as ground-facility manager, the County does issue leases for commercial service areas. Therefore, impacts were analyzed only for commercial activity because the County has discretion over the approval of commercial air service leases. Nonetheless, emissions associated with the general aviation were calculated and disclosed in the published PEIR Air Quality Technical Analysis (Appendix F).

**L3-90** Whenever possible consistent with the County’s obligations to the federal government as a grant recipient, the County will endeavor to voluntarily seek approvals from the City and require its tenants and contractors to seek approvals from the City as a means of coordinating airport development with City land use requirements. The County, however, has immunities from City building and zoning ordinances and cannot waive those

immunities without risking a violation of its federal sponsor assurances<sup>3</sup>. While these immunities apply to projects by the County and other public agencies, they can also apply to projects by airports lessees and contractors<sup>4</sup>. Accordingly the County reserves the right to assert immunities on its behalf and on behalf of its tenants and contractors to the extent provided by applicable law when necessary to comply with federal sponsor obligations or to meet County objectives. No changes to the PEIR have been made in response to this comment.

- L3-91** The comment requests the PEIR to be revised to describe the California Air Resource Board (CARB) 2017 Scoping Plan and the San Diego County CAP. The Notice of Preparation (NOP) (February 2016) for this project preceded the finalization of the 2017 Scoping Plan (November 2017) and approval of the County Climate Action Plan (CAP) (February 2018). Please refer to the recirculated portions of the Draft PEIR, which addressed the aforementioned documents in a revised Greenhouse Gas Emissions chapter.

SANDAG's San Diego Forward is included and discussed in the technical report and PEIR section, however, while San Diego Forward includes recommendations, it does not provide specific aviation GHG requirements or reduction strategies for any of the County airport facilities, including McClellan-Palomar Airport. However, San Diego Forward does include language to "[c]oordinate with the Airport Authority to implement the Regional Aviation Strategic Plan and the Airport Multimodal Accessibility Plan to maximize the efficiency and effectiveness of existing and planned aviation facilities..." The Airport is identified in the Regional Aviation Strategic Plan as providing commercial airline services to accommodate demand that cannot be met at the San Diego International Airport through Master Plan Update planning horizon. Implementation of the Master Plan Update would support the goals of SANDAG's San Diego Forward, the regional transportation plan, by providing airline services for residents in northern San Diego County thus reducing the average travel distance of privately owned vehicles accessing aviation facilities, such as San Diego International Airport, Orange County International Airport, or Los Angeles International Airport.

- L3-92** This comment has been addressed through the recirculated portions of the PEIR. No further response is required. Please refer to the PEIR, Section 3.1.5 – Greenhouse Gas Emissions, recirculated for public review from June 21 through August 6, 2018.

- L3-93** In accordance with CEQA Guidelines § 15064.4, the recirculated GHG chapter of the PEIR discloses aircraft emissions for the existing conditions (Table 3.1.5-1 Existing Conditions (2016) GHG Emissions Inventory), and future GHG emissions from operational activities under the Master Plan Update's long-term forecast scenarios (Table 3.1.5-4 Project-related GHG Emissions from Operational Activities). Further, the Climate Change technical reports (PEIR Appendix H) quantify estimated emissions associated at build-out with and without the Proposed Project. These emissions calculations are based on the County's forecast of projected aviation uses at the Airport, and only the FAA has the ability to regulate and enforce emission reduction measures for aircraft, including improvements to engine fuel consumption efficiency, refinement of fuel formulations, changes to flight tracks, and other potential approaches to reduce aircraft's GHG emissions. For example, the FAA, aircraft manufactures, and aircraft engine manufactures have been implementing several technological advancements under the Continuous Lower Energy, Emissions, and Noise (CLEEN) Program.

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<sup>3</sup> See, Govt. Code § 53090, et seq. & FAA Sponsor Assurances, Assurance No. 5.

<sup>4</sup> See, *Bame v. City of Del Mar* (2001) 86 cal. App. 4th 1350

The FAA's Air Quality Handbook, which is based on the federal Clean Air Act requirements, focuses GHG guidance on disclosure, rather than analysis based on specific quantitative criteria; "the GHG emission inventory results are not compared to the NAAQS nor any other significant criteria. Rather, the information is provided for informational purposes as a means of disclosing the project's potential effects on GHGs and climate change." Similarly it should be noted that the State's Scoping Plan includes a statement that aircraft emissions are not included as the State does not have regulatory authority over these sources. Therefore, the State, like the County as lead agency for the Proposed Project, does not assess the significance of aviation emissions relative to statewide GHG emissions or reduction strategies. It should be noted the Carlsbad Climate Action Plan, includes similar language stating "[t]he city has little, if any, influence over airport operations, and emissions associated with airport flight operations are excluded because they occur in a regional context."

- L3-94** This comment states that the GHG analysis of both construction and operations emissions should be explicitly guided by CEQA Guidelines §15064.4. The comment also states that the Council on Environmental Quality (CEQ) Guidance for review of GHG impacts under NEPA is not applicable to the PEIR. The project's GHG analysis is guided by CEQA Guidelines §15064.4. According to this section, "[t]he lead agency has discretion to select the model or methodology it considers most appropriate provided it supports its decision with substantial evidence." Consistent with this guidance the County chose the appropriate models and methodologies for each emissions source as subsequently described in the recirculated GHG section of the PEIR. Please refer to the PEIR Section 3.1.5 – Greenhouse Gas Emissions, which was recirculated for public review from June 21 through August 6, 2018.
- L3-95** This comment states the CAPCOA thresholds cited in the PEIR are outdated and inapplicable to the Proposed Project. The comment further states that the PEIR applied an improper efficiency threshold for construction impacts and applied an improper service population for the efficiency metric. These comments have been addressed through the recirculated PEIR Section 3.1.5 – Greenhouse Gas Emissions. No further response is required.
- L3-96** The comment states that the PEIR's construction analysis improperly analyzed the 16 project elements individually and the PEIR should combine all construction emissions. The comment further states that the total construction emissions should be combined with total operational emissions. These comments have been addressed through the recirculated PEIR Section 3.1.5 – Greenhouse Gas Emissions. No further response is required.
- L3-97** This comment states that the PEIR does not present an explicit quantitative significance threshold that is consistent with current scientific knowledge and state's regulatory schemes. Please refer to the recirculated PEIR Section 3.1.5 – Greenhouse Gas Emissions, and the County's responses to the City of Carlsbad's subsequent Comment Letter (R-L3).
- L3-98** The comment states that the PEIR operational impact analysis improperly uses only a future baseline. Please refer to **Response to Comment L3-74**, which explains that the PEIR does not use existing conditions as its baseline for GHG emissions because potential changes in environmental conditions (i.e., greenhouse gas emissions) are anticipated to naturally change regardless of the County's proposed facility improvements or approval of commercial air service operations (i.e., Proposed Project). The PEIR instead uses future conditions without the Proposed Project as a baseline as explained in **Response to Comment L3-74**.

**L3-99** This comment states that the GHG emissions identified in the PEIR should be considered significant impacts. While the comment includes specific emissions data that was published in the PEIR, the comment does not provide a quantified threshold or other substantiated justification for reclassifying the impacts as significant. Also, please refer to the recirculated portions of the PEIR, and the County's response to City of Carlsbad Comment Letter R-L3. The recirculated GHG chapter identifies that impacts would remain less than significant with no mitigation required. No changes have been made to the PEIR.

The comment also assumes GHG emissions data does not include Fixed Based Operators (FBOs)/tenants and requests the County to explain why these were not included in the emissions calculations. Emissions data associated FBOs/tenants (as well as other non-commercial operations) were included in the recirculated PEIR GHG chapter Table 3.1.5-5. Table 3.1.5-5 identifies GHG emissions that would naturally result without the Proposed Project. However, because the County has no control over non-commercial aircraft (as noted in **Response to Comment L3-70** and **Master Response 7**), the emissions identified in Table 3.1.5-5 are anticipated to naturally occur overtime whether or not the Proposed Project is implemented. Therefore, the County determined it would be misleading and uninformative to state that non-commercial aircraft emissions (such as FBOs/tenants) are attributable to the Proposed Project.

In other words, while GHG emissions from non-commercial operations were disclosed in the PEIR, only the discretionary project (i.e., construction improvements and commercial air service) is used for the impact analysis. No changes have been made to the PEIR.

**L3-100** This comment requests the PEIR be revised to describe the CARB 2017 Scoping Plan and the San Diego County CAP. The comment also states that the Proposed Project would be inconsistent with the aforementioned plans, and the commenter requests the County identify whether the Proposed Project would incorporate any measures from the County CAP. Please refer to the recirculated portions of the PEIR, which addressed these plans in a revised Greenhouse Gas Emissions chapter.

**L3-101** This comment states that GHG emissions associated with the Proposed Project should be considered significant, and the PEIR should identify mitigation measures or alternatives to avoid or less this impact. Please refer to the recirculated portions of the PEIR, which include additional information using project and site-specific data and analysis as well as a revised significance threshold. The revised Greenhouse Gas Emissions chapter identifies that impacts would remain less than significant with no mitigation required.

**L3-102** In response to comments received from the circulation of the Draft PEIR, a new Section 3.1.10 Energy Use and Conservation was added. Please refer to the recirculated PEIR documents that were published for public review from June 21 through August 6, 2018.

**L3-103** This comment asks the County to consider whether the PEIR needs to be recirculated. As noted in previous responses, portions of the PEIR (including a revised Greenhouse Gas Emissions chapter) were recirculated for public review. No further response is required.

**L3-104** The PEIR (including Section 3.1.7 and Table 3.1.7-1) has been revised to reflect the location of the MALSR lighting system (which is owned, operated, and maintained by the FAA) east of El Camino Real.

**L3-105** As noted in the Reader's Guide of the recirculated portions of the PEIR, potential shifts to the existing MALSR on the County-owned parcel just east of El Camino Real (Eastern Parcel) have been analyzed to describe the potential impacts to biological resources if, or when, the FAA funds relocation of their navigational aid lighting system. The County

reviewed Conservation Easement Deed #2004-1123441 to verify whether the relocated MALSRS lighting system would impact the recorded conservation easement. The County confirmed that implementation of the Master Plan Update (including relocation of the MALSRS) would not impact or encroach into the existing conservation easement. Also see new Final PEIR Figure 2.2-5 showing a delineation of the anticipated MALSRS site within the Eastern Parcel. For a discussion of the City's Comment II.B.6, please refer to **Response to Comment L3-56**.

- L3-106** As requested by this comment, additional City regulatory documents have been added to the PEIR Section 3.1.7.1.2. Please refer to the Final PEIR. These have been included for future consideration by the County; however, as noted in **Response to Comment L3-45**, the County retains immunities from the City's land use restrictions.
- L3-107** Please refer to **Master Response 5 (Airport Expansion / Public Vote)** for discussion on the applicability of City of Carlsbad Code Section 21.53.015. Furthermore, this comment requests the County to elaborate on its position of land use authority, but this comment does not specifically identify an environmental issue with the PEIR analysis or proposed mitigation. Therefore, no changes to the PEIR have been made in response to this comment.
- L3-108** The County will continue to coordinate with the City of Carlsbad on the implementation of the Master Plan Update as individual plan components are developed. No changes to the PEIR have been made in response to this comment.
- L3-109** The Zone 5 Local Facilities Management Plan (LFMP) is addressed in the respective resource areas of the PEIR. Specifically, the PEIR Section 2.5.4.2 (Transportation and Traffic) addresses that the roadway "buildout" conditions identified in LFMP for Zone 5 have been mostly implemented. The Master Plan Update does not propose any new development that would conflict or prevent the surrounding roadways from being built-out, nor does the Master Plan Update necessitate the construction of new or improved roadways. Also, the Zone 5 LFMP does not identify any specific policies pertaining to the Airport.

Furthermore, in the Draft PEIR Section 3.1.7.2.2 (Land Use and Planning) starting on page 3-92, it stated the following with regard to the LFMP:

"Under the City Growth Management Plan, new development occurring within the City is required to demonstrate conformance with both the Citywide Facilities and Improvement Plan and applicable LFMP. This ensures there are sufficient public facilities to serve any new development. However, no new development of commercial or industrial space is proposed at the Airport as part of the Master Plan Update (and LFMP Zone 5 does not include residential uses). Specifically, the [City] General Plan identifies the Airport as "Industrial Zone", and the Master Plan Update does not introduce new uses that are inconsistent with this zoning designation. While the [City] General Plan does not focus on specific development restrictions within the County-owned property; nonetheless, the Master Plan Update does not propose adding or eliminating commercial or industrial space within or outside the existing Airport boundaries. In summary, the forecasted supply and demand of commercial and industrial areas (as outlined in the Citywide Facilities and Improvement Plan and LFMP Zone 5) would not be affected by the Proposed Project."

The comment does not provide input or remarks concerning the PEIR's environmental analysis; therefore, no changes to the PEIR have been made in response to this comment. This comment is included in the Final PEIR for review and consideration by the County Board of Supervisors prior to a final decision on the project.

**L3-110** The Draft PEIR Section 3.1.7.1.2 (page 3-83; subheading Airport Land Use Compatibility Plan) stated the following:

“Cities and Counties with land use jurisdiction for areas around airports are required to ensure their general and specific plans are consistent with the ALUCP. The authority of cities and counties to adopt land use plans that are inconsistent with an ALUCP is constrained by State law. (Government Code Section 65302.3 & Public Utilities Code Section 21675.) The current ALUCP for the Airport was adopted on January 25, 2010 and amended twice on March 4, 2010 and December 1, 2011. In accordance with State Law, General Plan Guidelines (California Government Code Subsection 65302(f) and 65302.3) explicitly require local land use authorities (in this case, City of Carlsbad and the County) to either modify their respective general plans, specific plans and ordinances (including zoning designations) to be consistent with the ALUCP or to take special steps to overrule the findings of the ALUC.”

Upon a decision of a selected alternative by the County Board of Supervisors, County staff will initiate revisions to the ALP in consultation with the FAA and SDCRAA, as appropriate. Furthermore, at this time it is not known how the ALUCP revisions by the SDCRAA would affect the City of Carlsbad General Plan and associated documents. As this comment does not specifically identify an environmental issue with the PEIR analysis or proposed mitigation, no changes to the PEIR have been made in response to this comment.

**L3-111** This comment asks the County to clarify the land use and zoning designations of areas owned by the County as compared to the Airport fence line. As noted in **Response to Comment L3-30**, revisions were made in the PEIR to further clarify which properties are County-owned, and which of those properties are part of the active airfield or Proposed Project. Please refer to the Final PEIR, including Chapter 1, Figure 1-6, and Chapter 3.1.7. PEIR Section 3.1.7.1.2 has also been revised to cite the zoning and land use designations, according to the City of Carlsbad General Plan, for the Airport (i.e., active airfield) and Eastern Parcel.

**L3-112** Please refer to **Master Response 5 (Airport Expansion / Public Vote)** for discussion of City of Carlsbad CUP 172. As noted, the Master Plan Update is consistent with the CUP because it proposes changes to existing facilities that are necessary to provide for the safe and efficient operation of the Airport as required by federal grant assurances.

Furthermore, as part of the evaluated impact analysis, the Draft PEIR Section 3.1.7.2.2 identified that, “[t]he County has not, as part of the Airport Master Plan process, identified a need to expand Airport facilities beyond the current provisions of CUP-172 or for a legislative enactment from the City such as a zone change or general plan amendment to support any changes to facilities recommended by the Airport Master Plan.” As the City has indicated in Council meetings and its website, “...the city’s legal team has concluded that the plan does not call for an expansion...The city has not identified any aspect of the master plan or its implementation that would require this kind of legislative action.”

The comment does not provide input or remarks concerning the PEIR’s environmental analysis and no changes to the PEIR have been made in response to this comment.

**L3-113** Whenever possible consistent with the County’s obligations to the federal government as a grant recipient, the County will endeavor to voluntarily seek approvals from the City and require its tenants and contractors to seek approvals from the City as a means of coordinating airport development with City land use requirements. The County, however, has immunities from City building and zoning ordinances and cannot waive those immunities without risking a violation of its federal sponsor assurances. (See, Govt. Code § 53090, et seq. & FAA Sponsor Assurances, Assurance No. 5.) While these immunities



apply to projects by the County and other public agencies, they can also apply to projects by airports lessees and contractors. (See, *Bame v. City of Del Mar* (2001) 86 Cal. App. 4th 1350.) The County will, accordingly, continue to voluntarily comply with CUP-172 and seek to require its airport tenants and contractors to comply with CUP-172, but reserves the right to assert immunities on its behalf and on behalf of its tenants and contractors to the extent provided by applicable law when necessary to comply with federal sponsor obligations or to meet County objectives.

- L3-114** The comment requests the PEIR to explain how the D-III Full Compliance Alternative may trigger the need for additional approval from the City or public vote pursuant to Carlsbad Municipal Code 21.53.015. Although potential selection and implementation of this alternative may require further review pursuant to City land use regulations, the comment does not provide input or remarks concerning the PEIR's environmental analysis pursuant to CEQA. Further, the implications of City approval or Carlsbad Municipal Code 21.53.015 are not applicable to the Master Plan Update's environmental review and would be addressed at the project-level if this alternative is selected. Accordingly, no changes to the PEIR have been made in response to this comment.

**Comment Letter L4**

**From:** Redman Ralph <rredman@san.org>  
**Sent:** Monday, March 19, 2018 9:47 AM  
**To:** LUEG, PalomarMP  
**Cc:** Sheredy, Kim; Hollarn Garret; Gowens Ed  
**Subject:** Program Environmental Impact Report - comments  
**Attachments:** CRQ MP PEIR Comment Letter.pdf

Good morning –

The San Diego County Regional Airport Authority – Airport Land Use Commission staff have completed their review of the draft McClellan-Palomar Airport Master Plan and Program Environmental Impact Report. The attached letter provides the review comments. If you have any questions please let me know.

L4-1

Sincerely,  
Ralph



**Ralph Redman, ENV SP**  
**Manager | Airport Planning**  
 San Diego County Regional Airport Authority  
 T 619.400.2464 | M 619.380.7792 | F 619.400.2459  
[rredman@san.org](mailto:rredman@san.org)

[www.san.org](http://www.san.org) |

San Diego County Regional Airport Authority, PO BOX 82776, San Diego, CA 92138



March 19, 2018

Ms. Cynthia Curtis  
County of San Diego  
Public Works Department  
1222 First Avenue, M.S. 501  
San Diego, California 92123

Re: McClellan-Palomar Airport Master Plan Update & Draft Program Environmental Impact Report

Dear Ms. Curtis:

The San Diego County Regional Airport Authority (Airport Authority), which also functions as the Airport Land Use Commission (ALUC) for San Diego County, appreciates the opportunity to review and comment on the Master Plan Update (MPU) and Draft Program Environmental Impact Report (PEIR) for McClellan-Palomar Airport (proposed project).

The Airport Authority extensively coordinates with County of San Diego Airport staff when preparing, amending, or updating Airport Land Use Compatibility Plans (ALUCPs) and on the review of projects surrounding the six County-operated airports. Our comments primarily focus on clarifications to text and exhibits in the MPU and PEIR. Since the ALUC will use the adopted MPU and corresponding Airport Layout Plan (ALP) as the basis to update the ALUCP for McClellan-Palomar Airport, we will be relying on accurate depictions of the Runway Protection Zones (RPZs) from these documents.

**McClellan-Palomar Master Plan Comments**

***Exhibit 2.1 Existing Airfield Facilities, page 2-2:***

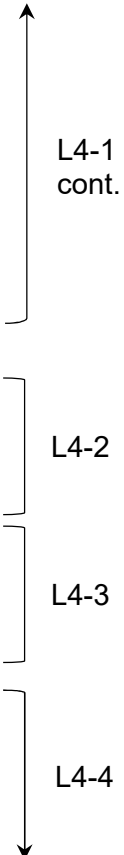
The source states that the date of the current ALP is dated March 2013, FAA Master Record 5010, October 2013, yet the MPU text states that the current ALP is from July 2010.

***Table 2.2 – Existing Runway Data, page 2-4:***

The RPZ dimensions cited in this table for Runway 24 do not correspond to the FAA approved 2010 ALP. The outer width should be 1750' and the length should be 2500'. Recognizing that an error may have been made on the 2010 ALP, an explanation could be beneficial here.

***Section 2.10.4 McClellan-Palomar Airport Land Use Compatibility Plan, page 2-37:***

*State law requires that compatibility plans be based on a long-term master plan or ALP. [Pub. Util. Code §21675(a)]. Prior to modifying an airport master plan, the public agency owning the airport must submit the proposed modification to the ALUC for review [Pub. Util. Code §21676(c)].*



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San Diego, CA 92138-2776  
www.san.org/aluc | AIRPORT LAND USE COMMISSION



The Airport Authority prefers that the Master Plan be submitted to the ALUC after approval by the Board of Supervisors to avoid the need to resubmit it for review, if major changes are made post-ALUC review. The Airport Authority will then update the McClellan-Palomar Airport Land Use Compatibility Plan (ALUCP) accordingly.

L4-4  
cont.

**Exhibit 5.2 Airfield Alternative 1 – B-II Facility, page 5-24:**

The depiction of the RPZs on this exhibit do not appear to be correct and RPZs are not depicted for Runway 06 as they are on Figure 1-4 in the PEIR. Assuming that the approach RPZ is depicted for Runway 24, it appears that it starts 100-200 feet west from a displaced threshold, rather than 200 feet from the end of the runway, which is not labeled or explained in the MPU. The RPZ (assuming departure) depicted for Runway 24 appears to be too short and does not appear to match up to the shifted runway location.

L4-5

**Exhibit 5.3 Airfield Alternative 2 – ARC D-III Full Compliance Facility, page 5-28:**

The depiction of the approach RPZ on this exhibit does not appear to be correct and approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4 in the PEIR. The approach RPZ depicted for Runway 24 appears to start right at the end of the runway, therefore it is assumed there is a displaced threshold, which is not depicted on the exhibit or explained in the MPU.

L4-6

**Exhibit 5.4 Airfield Alternative 3 – ARC D-III Modified Standards, page 5-32:**

The depiction of the approach RPZ on this exhibit does not appear to be correct and approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4 in the PEIR. The approach RPZ depicted for Runway 24 appears to start right at the end of the runway, therefore it is assumed there is a displaced threshold, which is not depicted on the exhibit or explained in the MPU.

L4-7

**Exhibit 5.5 Airfield Alternative 4 – ARC D-III – On Property, page 5-35:**

The depiction of the approach RPZ on this exhibit does not appear to be correct and approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4 in the PEIR. The approach RPZ depicted for Runway 24 appears to start right at the end of the runway, therefore it is assumed there is a displaced threshold, which is not depicted on the exhibit or explained in the MPU.

L4-8

**Exhibit 5.6 Airfield Alternative 5 – ARC D-III Modified Standards Compliance, page 5-38:**

The depiction of the approach RPZ on this exhibit does not appear to be correct and approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4 in the PEIR. The approach RPZ depicted for Runway 24 appears to start 100-200 feet west from a displaced threshold, rather than 200 feet from the end of the runway, which is not depicted on the exhibit or explained in the MPU. The departure RPZ for Runway 24 does not appear to match up to the shifted runway location.

L4-9



**Exhibit 5.7 Airfield Alternative 6 – ARC C-III Modified Standards Compliance, page 5-41:**

The depiction of the approach RPZ on this exhibit does not appear to be correct and approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4 in the PEIR. The approach RPZ depicted for Runway 24 appears to start 100-200 feet west from a displaced threshold, rather than 200 feet from the end of the runway, which is not depicted on the exhibit or explained in the MPU. The departure RPZ for Runway 24 does not appear to match up to the shifted runway location.

L4-10

**Exhibit 5.10 Phased Development Exhibit, page 5-54:**

The depiction of the approach RPZ on this exhibit does not appear to be correct and approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4 in the PEIR. The approach RPZ depicted for Runway 24 appears to start 100-200 feet west from a displaced threshold, rather than 200 feet from the end of the runway, which is not depicted on the exhibit or explained in the MPU. In addition, the proposed 600-foot runway extension is missing from the Phase 3 portion of the text box.

L4-11

**Draft PEIR Comments**

The draft PEIR should be revised to replace all references to Comprehensive Land Use Plans (CLUPs) with Airport Land Use Compatibility Plans (ALUCPs), since the former term is no longer used.

L4-12

**Figure 1-4, Parcels within Runway Protection Zones, page 1-27:**

The colors for the approach RPZ for Runway 24 (blue) and departure RPZ for Runway 06 (orange), as depicted on the exhibit, should be swapped/match the legend. If the RPZs reflect the ultimate condition on this Figure, then why is the approach RPZ to Runway 06 not shown 200 ft. beyond the runway end? Will the displaced threshold remain for this runway end once the EMAS is installed? More clarification is needed. The Figure should be revised to show all airfield improvements to determine if RPZs are shown in the correct locations.

L4-13

**Figure 1-5, Phased Development Plan, page 1-29:**

The depiction of the approach RPZ on this exhibit does not appear to be correct and approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4. The approach RPZ depicted for Runway 24 appears to start 100-200 feet west from a displaced threshold, rather than 200 feet from the end of the runway, which is not depicted or explained in the PEIR. The proposed 600-foot runway extension is missing from the Phase 3 portion of the text box.

L4-14

**Section 2.1.1 Existing Conditions, Regulatory Framework, McClellan-Palomar Airport Land Use Compatibility Plan, page 2-4:**

Suggested edits are as follows:

*The ALUCP for the Airport was adopted on January 25, 2010 and amended twice on March 4, 2010 and December 1, 2011. The purpose of the Airport's ALUCP is to*

L4-15





ensure compatibility between adjacent future land uses and the operation and/or expansion of the Airport. Implementation of the ALUCP is intended to reduce the adverse impacts from aircraft noise, limit the increase in the number of people exposed to airport approach hazards, and ensure that no new incompatible uses or structures are erected that are deemed by the FAA to be hazards.

L4-15  
cont.

**Section 2.3.2.3, Airport Hazards Analysis, page 2-65, second paragraph:**

Suggested edits are as follows:

As a component of the Master Plan Update, the Proposed Project would include shifting the runway north and extending the runway's east end. As such, the associated safety areas, including the RPZs would result in a corresponding shift. As part of the proposed improvements, land within RPZs should be secured at the earliest opportunity, but are not required to be secured prior to implementation of the Master Plan Update. Lands located within RPZs should be sought over time as opportunities arise. However, the marginal shift in RPZs would not render existing or approved land uses incompatible with an applicable ALUCP or constitute a hazard to aviation. The Airport Master Plan Update further describes how the Proposed Project would comply with FAA design standards and therefore, would not introduce new or increased safety hazards to people in the Airport vicinity. Therefore, the Proposed Project would not result in a significant airport hazard.

L4-16

The draft PEIR should be revised to include an exhibit (similar to Figure 3.1.7-1) showing a comparison of the existing RPZs versus the proposed project RPZs (at the parcel level). It is not possible to determine if the RPZ shifts will result in new compatibility impacts to existing or approved land uses without an exhibit.

**Section 2.4.1 Existing Conditions, Noise Setting, McClellan-Palomar Airport Land Use Compatibility Plan, page 2-77, second and third paragraphs:**

From a noise compatibility standpoint, the ALUCPs establish noise/land use acceptability criteria for sensitive land uses at 65 CNEL for outdoor areas and 45 CNEL for indoor areas of residential land uses. These criteria are outlined under Chapter 3 of the ALUCP.

To clarify, the ALUCP established the 60 dB CNEL noise contour as boundary for evaluating noise compatibility for various land uses and sets standards for various land uses including sound attenuation and recordation of an aviation easement.

L4-17

Suggested edits to the third paragraph are as follows:

Using the noise contours, policies (Table III-1 and 2.11.5 Aviation Easement Dedication) were adopted restricting conditioning new noise-sensitive development within the 60 dB65 CNEL noise contour without and higher to be sound attenuated and provide providing the County with an aviation navigation easement allowing the right of flight in the airspace above the property.





**Figure 2.4-2, Existing Noise Contours (2016), page 2-91:**

The inset map on this exhibit is from the adopted ALUCP, but it is not included as a source. Since the inset is not discussed in the text for this exhibit, it's unclear why the inset map was included. The inset map contours represent 289,100 annual operations, whereas the exhibit represents 149,029 annual aircraft operations.

L4-18

**Figure 2.4-6, Existing Conditions vs. Existing Conditions with Proposed Project (PAL2), page 2-99:**

The inset map on this exhibit is from the adopted ALUCP, but it is not included as a source. Since the inset is not discussed in the text for this exhibit, it's unclear why the inset map was included. The inset map contours represent 289,100 annual operations, whereas the PAL 2 scenario identifies a maximum forecast of 208,004 annual aircraft operations.

L4-19

**Section 3.1.7.1.2, Relevant Policies, Ordinance, and Adopted Plans, page 3-83:**

There is an incorrect reference to the Caltrans Division of Aeronautics California Airport Land Use Planning Handbook as being prepared in 2004. It was last updated in 2011.

L4-20

**Section 3.1.7.1.2, Relevant Policies, Ordinance, and Adopted Plans, page 3-84:**

Suggested edits to the second paragraph are as follows:

*The purpose of the Airport's ALUCP is to ensure compatibility between future adjacent land uses (or changes to existing land uses) and the operation and/or improvements to the Airport. One function of the ALUCP is to address existing and future noise levels and how the surrounding land uses may be impacted. The ALUCP identifies an Airport Influence Area (AIA) that designates the general area in which current and future airport-related noise, overflight, safety, and/or airspace protection factors may affect land uses or necessitate restrictions on the uses. Implementation of the ALUCP is intended to reduce the adverse impacts from aircraft noise, limit the increases in the number of people exposed to airport approach hazards, and ensure that no structures are erected that are deemed by the FAA to be hazards.*

L4-21

**Section 3.1.7.2.2, Conflict with Applicable Land Use Plans, Policies, or Regulations, Airport Land Use Compatibility Plan, page 3-91:**

Suggested edit to the second paragraph are as follows:

*The purpose of the ALUCP is to provide land use measures that ensure the safety and welfare of the public is protected from excessive noise and safety hazards associated with aviation by discouraging new incompatible development in areas surrounding airports.*

L4-22

Suggested edits to the third paragraph are as follows:

*Accordingly, the SDCRAA jurisdiction does not apply to the land uses within the County-owned Airport, unless they are nonaviation uses.*

L4-23



While there is a discussion about the changes to the noise contours as a result of the proposed project, there is no discussion about the changes to the RPZs or an exhibit showing how the RPZs differ as compared to the adopted ALUCP. We recommend adding another exhibit similar to 3.1.7-1 and show it at a scale so you can see the extent of the RPZ changes at the parcel level.

L4-24

**Section 3.1.7.4, Conclusion, page 3-94, second paragraph:**

Suggested edits to the second paragraph are as follows:

*The Proposed Project would not result in a land use compatibility impact. Airport development has been anticipated with land use plans and policies including the City of Carlsbad General Plan, County General Plan, and historical Master Plans prepared for the Airport. The ALUCP would be amended to be consistent with the Proposed Project would also be consistent with the ALUCP. Therefore, the Proposed Project would have a less than significant impact to land use and planning.*

L4-25

**Figure 3.1.7-1 Comparison of ALUCP Noise Contour vs Proposed Project (PAL 2), page 3-95:**

This exhibit should show the extent of the noise contour changes at the parcel level in order to evaluate noise compatibility impacts- the current scale does not allow for that analysis. The inset map from Figures 2.4-2 and 2.4-6 should be added and included as a source.

L4-26

**Figure 4-1 B-II Enhanced Alternative, page 4-21:**

The depiction of the approach and departure RPZs on this exhibit do not appear to be correct and approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4. The approach RPZ depicted for Runway 24 appears to start 100-200 feet west from a displaced threshold, rather than 200 feet from the end of the runway, which is not labeled or explained in the PEIR. The departure RPZ depicted for Runway 24 appears to be too short.

L4-27

**Figure 4-2 D-III Full Compliance Alternative, page 4-23:**

The depiction of the approach RPZ on this exhibit does not appear to be correct and approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4. The approach RPZ depicted for Runway 24 appears to start right at the end of the runway, therefore it is assumed there is a displaced threshold, which is not depicted on the exhibit or explained in the PEIR.

L4-28

**Figure 4-3 D-III Modified Standards Alternative, page 4-25:**

The depiction of the approach RPZ on this exhibit does not appear to be correct and approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4. The approach RPZ depicted for Runway 24 appears to start right at the end of the runway, therefore it is assumed there is a displaced threshold, which is not depicted on the exhibit or explained in the PEIR.

L4-29



**Figure 4-4 D-III On Property Alternative, page 4-27:**

The depiction of the approach RPZ on this exhibit does not appear to be correct and approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4. The approach RPZ depicted for Runway 24 appears to start right at the end of the runway, therefore it is assumed there is a displaced threshold, which is not depicted on the exhibit or explained in the PEIR.

L4-30

**Figure 4-5 C-III Modified Standards Compliance Alternative, page 4-29:**

The depiction of the approach RPZ on this exhibit does not appear to be correct and approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4. The approach RPZ depicted for Runway 24 appears to start 100-200 feet west from a displaced threshold, rather than 200 feet from the end of the runway, which is not depicted on the exhibit or explained in the PEIR. The departure RPZ for Runway 24 does not appear to match up to the shifted runway location. The EMAS needs to be labeled on both runway ends.

L4-31

**Figure 4-6 Public Comment Alternative, page 4-31:**

The departure RPZ for Runway 24 does not appear to match up to the shifted runway location. The approach/departure RPZs are not depicted for Runway 06 as they are on Figure 1-4.

L4-32

Thank you for the opportunity to present our comments on the Draft MPU and PEIR for McClellan-Palomar Airport. We look forward to working with the County on the ALUC consistency review process for the proposed project. In the meantime, if you have any questions regarding our comments or if you would like to discuss the issues addressed in this letter further, please do not hesitate to contact Ralph Redman at (619) 400-2464 at your convenience.

L4-33

Sincerely,

Brendan Reed  
Airport Authority, Director of Planning & Environmental Affairs

cc: Kimberly Becker, Airport Authority CEO/President  
Dennis Probst, Airport Authority VP Development  
Lee Ann Lardy, County of San Diego Airports

**Response to Letter L4**  
**San Diego County Regional Airport Authority (SDCRAA)**

- L4-1** The comment provides introductory remarks, and no response is required.
- L4-2** The most current FAA-approved Airport Layout Plan is dated July 2010. The Master Plan Update Exhibit 2.1 has been revised accordingly.
- L4-3** The Master Plan Update Table 2.2 has been revised to reflect the RPZ dimensions of the Airport's existing conditions. Also see Master Plan Update Table 4.11 for B-II and D-III RPZ dimensions.
- L4-4** The County will work with the San Diego County Regional Airport Authority (SDCRAA) to provide the Master Plan Update and ALP after they have been approved by the County Board of Supervisors and FAA, respectively.
- L4-5** Exhibit 5.2 has been revised to correct the Airport facility dimensions, and the exhibit was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.
- L4-6** Exhibit 5.3 has been revised to correct the Airport facility dimensions, and the exhibit was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.
- L4-7** Exhibit 5.4 has been revised to correct the Airport facility dimensions, and the exhibit was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.
- L4-8** Exhibit 5.5 has been revised to correct the Airport facility dimensions, and the exhibit was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.
- L4-9** Exhibit 5.6 has been revised to correct the Airport facility dimensions, and the exhibit was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.
- L4-10** Exhibit 5.7 has been revised to correct the Airport facility dimensions, and the exhibit was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.
- L4-11** Exhibit 5.10 has been revised to correct the Airport facility dimensions, and the exhibit was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.
- L4-12** The County understands and concurs that the term Airport Land Use Compatibility Plan (ALUCP) has replaced the old term Comprehensive Land Use Plan (CLUP). However, as the County's Guidelines for Determining Significance still use the older term, it has been copied to demonstrate consistency. However, all analysis in the PEIR does use the new term, ALUCP. No changes have been made to the PEIR in response to this comment.
- L4-13** PEIR Figure 1-4 was revised and published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.

- L4-14** PEIR Figure 1-5 was revised and published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.
- L4-15** PEIR Section 2.1.1 has been revised as identified by this comment.
- L4-16** PEIR Section 2.3.2.3 has been revised as identified by this comment. Regarding an additional figure showing parcel details, please see **Response to Comment L4-26**.
- L4-17** While the County acknowledges the ALUCP defines the 60 dB CNEL as a noise impact area, the ALUCP also states the maximum level for new residential development is 65dB, and new non-residential development can vary based on specific land uses. ALUCP Table IV-3 further states that City of Carlsbad General Plan discourages development of residential projects in excess of 65dB CNEL. Therefore, the PEIR has been revised as requested by this comment; however, for the purpose of noise compatibility, the PEIR impact analysis does not require revision.
- Furthermore, Table III-1 in the ALUCP establishes CNEL 60 dB as conditionally compatible for a variety of noise sensitive land uses, including residential land uses, contingent on the building structure being capable of attenuating exterior noise to an indoor CNEL of 45 dB (CNEL 50 dB in the case of animal shelters.) Other land uses are conditionally compatible at CNEL 65 dB, contingent on attenuation of interior noise to levels of CNEL 45 or 50 dB depending on the land use. Residential land uses are in fact incompatible in areas exposed to CNEL 65 dB.
- L4-18** The PEIR Figure 2.4-2 does not include an inset and the noise contour depicted is not derived from the ALUCP for McClellan-Palomar Airport. All noise contours in Section 2.4 are from the noise technical reports prepared for the Proposed Project (Appendix D).
- L4-19** The PEIR Figure 2.4-6 does not include an inset map and the noise contour depicted is not derived from the ALUCP for McClellan-Palomar Airport. All noise contours in Section 2.4 are from the noise technical reports prepared for the Proposed Project (Appendix D).
- L4-20** PEIR Section 3.1.7.1.2 has been revised as identified by this comment. No further response is required.
- L4-21** PEIR Section 3.1.7.1.2 has been revised as identified by this comment. No further response is required.
- L4-22** PEIR Section 3.1.7.2.2 has been revised as identified by this comment. No further response is required.
- L4-23** PEIR Section 3.1.7.2.2 has been revised as identified by this comment. No further response is required.
- L4-24** This comment has been addressed through the recirculation of portions of the PEIR. Specifically, several new figures were added to the PEIR regarding the placement and location of RPZs for each alternative. Please refer to the Final PEIR Figures 4-1b, 4-2b, 4-3b, 4-4b, 4-5b, and 4-6b. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.
- L4-25** PEIR Section 3.1.7.4 has been revised as identified by this comment. No further response is required.

**L4-26** Figure 3.1.7-1 in the PEIR depicts San Diego County and City of Carlsbad land use designations within the CNEL 65 dB noise contour for year 2036 with and without the Proposed Project under PAL2 scenario. Also depicted is the future CNEL 65 dB contour from the current Airport Land Use Compatibility Plan. Because information on the designated land uses is provided in the figure legend, the information shown is sufficient for determining noise compatibility impacts. Parcel data is not warranted for this analysis.

Also, neither Figure 2.4-2 nor 2.4-6 include an inset map, so it is not clear from this comment which information is requested. All cited figures include the sources of land use information.

**L4-27** PEIR Figure 4-1 has been revised to correct the Airport facility dimensions, and the figure was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.

**L4-28** PEIR Figure 4-2 has been revised to correct the Airport facility dimensions, and the figure was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.

**L4-29** PEIR Figure 4-3 has been revised to correct the Airport facility dimensions, and the figure was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.

**L4-30** PEIR Figure 4-4 has been revised to correct the Airport facility dimensions, and the figure was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.

**L4-31** PEIR Figure 4-5 has been revised to correct the Airport facility dimensions, and the figure was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.

**L4-32** PEIR Figure 4-6 has been revised to correct the Airport facility dimensions, and the figure was published with portions of the recirculated Draft PEIR. The SDCRAA subsequently provided a letter included as Comment Letter R-L2 confirming it has no further comments.

**L4-33** This comment includes conclusion remark. The County appreciates the coordination and input by the SDCRAA on the Master Plan Update and PEIR.



**Comment Letter O1**

**From:** Renee Brophy <rvmerenee@gmail.com>  
**Sent:** Monday, February 05, 2018 11:12 AM  
**To:** LUEG, PalomarMP  
**Subject:** Rancho Vallecitos and the Flight Plan

Dear Palomar MP

I'm writing with regards to many, many concerns my residents have here and Rancho Vallecitos Mobile Estates. We are located at 3535 Linda Vista Drive, San Marcos CA 92078.

I receive calls in my office daily about the number of planes that fly SO LOW OVER OUR HOUSES. Some spaces – significantly low!

I won't pretend to be an expert on what is acceptable and what is not. I'm new to this park (120 days), so I'm learning each day. I was told that there is currently only a voluntary "Friendly Fly" program. It is not MANDATORY that planes keep certain heights, within 3 miles from the airport, but we are 3.5 miles out. The system for reporting is computerized. You can also call.

My residents find this all obtrusive and a lot of work on their part, to prove that YOU GUYS are doing wrong.

Envision this. SENIOR MOBILE HOE PARK. They have to get up, run to their window, see what kind of plane is flying over and how low and loud it is, note the time, then call or put it on the website available, which they aren't finding very user friendly and a lot of seniors don't even have a computer.

There has to be a better way.

We are asking that the specifications for flying over is reviewed and changed accordingly. I'll even offer up a space for someone to come set up shop in my own home and monitor the severity of the situation.

Please – this is scary for my 55+ residents and something seriously has to be looked at and re-vamped.

Thank you for reading this.

Renee Brophy - Park Manager



**Rancho Vallecitos Mobile Estates**  
 3535 Linda Vista Dr.  
 San Marcos, CA 92078  
 Office: 760-727-1141 Fax: 760-727-1149  
[ranchovallecitos@sbcglobal.net](mailto:ranchovallecitos@sbcglobal.net)

O1-1

**Response to Letter O1**  
**Rancho Vallecitos Mobile Estates**

**O1-1** This comment expresses concern with low flying aircraft and the current Voluntary Noise Abatement Program (VNAP). Regarding the VNAP, please refer to **Master Response 3**. Regarding low flying aircraft, this comment pertains to existing conditions and ongoing operation of the Airport. This comment does not specifically identify an environmental issue with the Master Plan Update PEIR analysis or proposed mitigation. Therefore, no further response is required. This comment is included in the Final PEIR for review and consideration by the County Board of Supervisors prior to a final decision on the project, and no further response is required.

Regarding the commenter's concern of aircraft noise, County staff researched the location provided by this comment and confirmed the location is outside of the 65dB contour (i.e., less than 65dB) under all scenarios. Specifically, the existing noise condition at the location provided was estimated to be 53.46dB, and its future condition without the Proposed Project is estimated to be 56.33dB. Assuming full implementation of the Proposed Project (PAL 2), the estimated future noise condition would be 58.96dB. This is below the threshold of significance of 65dB CNEL. Although the comment pertains to existing noise conditions, there is no evidence the Proposed Project would result in significant noise impacts. Therefore, because the location would be outside of the 65dB contour, no significant noise impacts would occur, and no changes to the PEIR are required. Please refer to Master Responses 1 and 4 in addition to PEIR Appendix D for more information about the supplemental noise analysis conducted for additional locations.

Comment Letter O2



**San Diego County Archaeological Society, Inc.**  
Environmental Review Committee

1 March 2018

**RECEIVED**  
MAR 05 2018  
County of San Diego  
ENVIRONMENTAL SERVICES

To: Ms. Cynthia Curtis, Environmental Planning Manager  
Department of Public Works  
County of San Diego  
5510 Overland Avenue, Suite 410  
San Diego, California 92123

Subject: Draft Program Environmental Impact Report  
McClellan-Palomar Airport Master Plan Update

Dear Ms. Curtis:

I have reviewed the cultural resources aspects of the subject DPEIR on behalf of this committee of the San Diego County Archaeological Society.

Based on the information contained in the DPEIR and its Appendix G, we agree that the program of improvements described are unlikely to result in any significant impacts to cultural resources. Hence, we also agree that no cultural resources mitigation measures are required.

Thank you for the opportunity to review and comment upon this DPEIR.

O2-1

Sincerely,

James W. Royle, Jr., Chairperson  
Environmental Review Committee

cc: RECON  
SDCAS President  
File

P.O. Box 81106 San Diego, CA 92138-1106 (858) 538-0935

**Response to Letter O2****San Diego County Archaeological Society, Inc.**

- O2-1** This comment states that the San Diego County Archaeological Society, Inc. concurs with the PEIR's determination that the Proposed Project would unlikely result in impacts to cultural resources. This comment is included in the Final PEIR for review and consideration by the County Board of Supervisors prior to a final decision on the project.

**Comment Letter O3**

---

**From:** Stephanie <sjackel@cox.net>  
**Sent:** Sunday, March 04, 2018 3:48 PM  
**To:** council@carlsbadca.gov; LUEG, PalomarMP  
**Subject:** comments re PEIR for Palomar master plan  
**Attachments:** SVC ltr re Program EIR 3-3-18.pdf

Good afternoon, Ms. Curtis and members of the Carlsbad City Council –

Attached is my letter, representing South Vista Communities and residents of Vista, regarding the Program EIR for the McClellan-Palomar Master Plan.

Stephanie Jackel

↓ O3-1



770 Sycamore Avenue / Suite 122, Box 208 / Vista CA 92083 / [southvistacommunities@cox.net](mailto:southvistacommunities@cox.net) / [www.southvistacommunities.org](http://www.southvistacommunities.org)

March 3, 2018

County of San Diego, Department of Public Works  
 Attn: Cynthia Curtis, Environmental Planning Manager      Email: [PalomarMP@sdcounty.ca.gov](mailto:PalomarMP@sdcounty.ca.gov)  
 5510 Overland Avenue, Suite 410  
 San Diego, CA 92123

RE: Draft Program Environmental Impact Report  
 McClellan-Palomar Master Plan

Dear Ms. Curtis:

I am submitting these comments about the McClellan-Palomar Master Plan and the Draft Program Environmental Impact Report on behalf of residents of Vista who, over the last four years, have been increasingly assaulted by airplane overflights – noise, vibration, particulate emissions.

As we have met with McClellan-Palomar airport staff, FAA representatives, and members of the Palomar Airport Advisory Committee regarding these issues, we have learned that much of the problem comes from the change in flight paths approaching the airport due to (a) pilots’ ignoring the designated flight paths or (b) increasing use of the new NextGEN technology. Or both.

According to the current McClellan-Palomar master plan, the goal is to modify the airport to meet a D-III Modified standards classification.

↑  
O3-1  
cont.

**Summary**

In the Draft PEIR, under **Key Objectives** (Summary, p. S-2), it says, **A goal of recommended alternatives is to minimize impacts to the environment. This includes on-airport and off-airport impacts.** My comments are regarding the off-airport impacts residents are experiencing right now and which will undoubtedly increase with the increased air traffic expected if the new master plan is approved as submitted.

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O3-2

**Areas of Controversy** (Summary, p. S-3) says, **The CEQA Guidelines Section 15123(b)(2) states that an EIR shall identify areas of controversy known to the Lead Agency, including issues raised by agencies and the public.** My letter to you of March 18, 2016 regarding the earlier Draft EIR, raised all these issues, but none of them is addressed in this Draft PEIR. Appendix A contains a number of comments from area residents, including mine, and I note that most of them complain

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O3-3  
↓



about the off-airport impacts including noise and air quality. The issues have been raised, but are not identified, or responded to, in the PEIR.

O3-3  
cont.

**Table S-2, Summary of Significant Effects and Mitigation Measures** (p. S-10 ), does not include any reference to air quality. Additionally, impacts of noise in this table are all related to construction, none to the impacts of the planes operating out of the airport.

O3-4

In Chapter 1 (p. 1-1), you carefully absolve the County from any responsibility for negative impacts of airplane overflights -- . . . the County has no authority over the quantity, type, or flight track of an aircraft arriving or departing from the airport, which are under the jurisdiction of the FAA.

O3-5

However, the negative impacts of airplane overflights will only increase with the expansion of the airport which the County is proposing for an airport owned by the County and operated by the County. The County is providing the cause of increased negative impacts; therefore the County has to accept responsibility for the inevitable effects.

**Chapter 2 – Significant Environmental Effects of the Proposed Project** (p. 2-1) The purpose of this section is to determine whether implementation of the proposed Airport Master Plan would result in significant environmental impacts . . . in the surrounding environment.

**2-4. Noise** (p. 2-73)

**2.4.1. Existing Conditions – Noise Settings** notes that The closest residential land uses to the Airport are located a half-mile to the southeast . . . Additional residential land uses can be found further south . . .

This statement entirely ignores the many residential areas of Carlsbad, Vista, San Marcos, and even Escondido located east of the airport; these areas are already significantly impacted by noise of airplane overflights and this will increase with the greater number of larger airplanes proposed.

O3-6

**2.4.1. Noise Sources** (p. 2-74): Cites . . . aircraft noise due to potential growth in operations and commercial airline service. An ambient noise survey evidently was conducted; none of the noise measurement locations used, according to this document, was in Vista. Also a noise measurement period of 15 minutes is not long enough to be meaningful.

Community Noise Equivalent Level (CNEL) is the measurement metric used in California. What is the current CNEL for Vista? CNEL is a single number result that is calculated for a complete 24-hour period and usually made up of results taken at shorter intervals such as 5 minutes or 1 hour and then averaged over the whole 24 hours.

This averaging over 24 hours is an inadequate and incomplete measurement. Including the hours when no planes are flying overhead in the calculations dilutes the impact of the very busy hours when many planes are approaching McClellan-Palomar airport. Thus, the averaged noise level number is low and within allowable levels, but does not tell the true story. Our ears hear each individual flight, not a daily average of flights.

O3-7

This CNEL average will not begin to give you the true picture of the noise levels harrowing the lives of Vista residents. The burning question is, how will these noise levels be measured? To date, we understand, the noise levels are extrapolated from the airplane manufacturers' information. That tells you only what the airplane manufacturers believe or think they know.

3  
↑  
O3-7  
cont.

**2.4.1. Regulatory Setting, Federal Order 1050.1F** (p. 2-75): The FAA has determined that the 24-hour cumulative exposure of individuals to noise resulting from aviation activities must be established in terms of yearly day/night average sound level. What is the current CNEL for Vista?

O3-8

**2.4.1. County of San Diego** (p.2-76): The County has established exterior and interior CNEL standards for residential uses. What is the current CNEL for Vista?

**2.4.2. Analysis of Project Effects and ... Significance** (p. 2-78): Day/Night Noise Level (DNL) is also a measurement of noise. Page 2-78 states, A significant impact from (aircraft) noise would occur if the project would: 1. Cause noise sensitive areas located at or above DNL 65 dB to experience a noise increase . . . An increase from DNL 63.5 dB to DNL 65 dB over a noise sensitive area is a significant impact. What is the current and projected DNL for Vista?

O3-9

**2.4.2. Analysis** (p.2-79): Discussion of noise sensitive areas and noise contours. None of the noise contours include Vista, which is absolutely experiencing aircraft noise.

O3-10

**2.4.6 Conclusion** (p. 2-86): Noise impacts associated with future aircraft operations and operations of the airport would be less than significant. This is nonsense. You may have determined this AT the airport site itself. The noise levels in Vista neighborhoods have not been monitored or measured, so this statement cannot be made.

O3-11

**Chapter 3 – Environmental Effects Found Not to be Significant** (p. 3-1)

**Executive Summary, Draft Air Quality Technical Report, Appendix F. pp. vi-vii.** This report presents an assessment of current air quality conditions and whether potential impacts would occur involving criteria pollutant emissions related to implementation of the Airport Master Plan at McClellan-Palomar Airport . . . Neither construction nor operation of the Proposed Project would result in significant impacts to sensitive receptors or result in a significant odor impact.

O3-12

However, three San Diego County Air Pollution Control District monitoring stations are listed in Appendix F – Camp Pendleton, Del Mar, and McClellan-Palomar Airport. None of these is as far east as Vista (or San Marcos or Escondido) and therefore it can be concluded that air quality in Vista has not been and is not being monitored. The roof, patio cover, and plants at my house in Vista have been covered in black gunk ever since low-flying aircraft began flying directly over my neighborhood in 2013.

**3.1.2. Air Quality** (p. 3-9) The information and analysis in this section have been compiled based on the Air Quality Impact Technical Report prepared for the project by C&S Engineers, Inc. (Appendix F).

O3-13

**3.1.2.3 Analysis of Project Effects and Determination as to Significance** (p. 3-14) The significance thresholds for air quality are based on criteria provided in the County's Guidelines for Determining Significance for Air Quality.



**Operation** (p. 3-17) Emissions from the forecasted increase in aircraft operations over the 20-year planning period were calculated using AEDT [Aviation Environmental Design Tool] . . . Emissions above the mixing level height (3,000 ft. above ground level) would not be expected to impact regional air quality and, thus, emissions for the flight operations above the mixing height are not calculated within AEDT.

The PEIR is not clear about the term “ground level.” Altitude measurements, according to McClellan-Palomar Airport staff, are based on height above sea level. Many aircraft fly at 1,000 or 1,500 feet above houses on Vista hillsides; their altitude based on sea level may well be above the mixing level height, but not when measured as the distance above these houses. Therefore, emissions for flight operations above these houses have not been measured. Emissions must be measured on the ground in the flight paths of the aircraft approaches to the airport over the neighborhoods in Vista.

O3-13  
cont.

**3.1.7 Land Use and Planning** (p. 3-81) The following analysis describes existing land uses and policies associated with the Proposed Project site and within its vicinity.

**3.1.7.1 Existing Conditions** (p. 3-81) . . . this PEIR only addresses land use and planning analysis associated with the 231-acre Airport Master Plan Update area. Therefore, this PEIR is totally inadequate. To correctly address land use and impacts from airport/aircraft, the PEIR must include the residential areas to the north and east which are now, and will increasingly be, impacted.

O3-14

**3.1.7.1.2 Relevant Policies, Ordinance, and Adopted Plans**

**State and Local Requirements – Airport Land Use Compatibility Plan:** The purpose of the Airport’s ALUCP is to ensure compatibility between adjacent land uses and the operation and/or improvements to the Airport. One function of the ALUCP is to address existing and future noise levels and how the surrounding land uses may be impacted. (p. 3-84) The Airport Influence Area does not extend far enough north and east to include the impacts of aircraft approaching the airport.

O3-15

**3.1.7.2.2. Conflict with Applicable Land Use Plans, Policies, or Regulations**

**Airport Land Use Compatibility Plan:** The purpose of the ALUCP is to provide land use measures that ensure the safety and welfare of the public is protected from excessive noise and safety hazards associated with aviation by discouraging incompatible development in areas surrounding airports. (p. 3-91)

The residential communities of Vista (and Carlsbad, San Marcos, and Escondido) existed, for the most part, prior to the development of McClellan-Palomar Airport. It is the airport (aircraft overflights) that is incompatible with existing residential neighborhoods.

O3-16

**Chapter 4 – Project Alternatives** (p. 4-1)

It is also important to identify that recommended airfield improvements are solely based on accommodating existing and projected aircraft operations and are not contingent on scheduled commercial activity in any way. Commercial airline activity has been housed at McClellan-Palomar Airport, off and on, for many years. Why is commercial activity not being considered in the PEIR?

O3-17

**Chapter 7 – List of Mitigation Measures and Environmental Design Considerations** (p. 7-1)

**7.1.4. Noise:** Noise levels from project-related demolition, grading, and construction activities shall not exceed the noise limit specified in San Diego County Code Sections . . . when measured at the boundary line of the project . . . (p. 7-4) No mitigation is proposed for aircraft flight noise over residential neighborhoods in Vista. The airport’s VNAP is a joke; pilots are obviously ignoring it entirely.

O3-18

**7.2.2. Air Quality** (p. 7-6): Discussion of air emissions resulting only from construction of proposed airport components. There is no discussion of mitigation of air emissions from aircraft flights over residential neighborhoods in Vista.

O3-19

**CONCLUSION:** Vista neighborhoods are being severely impacted by airplane overflights approaching McClellan-Palomar Airport. The Program EIR does not look at or report on these negative impacts.

For determination of the impacts of particulate emissions affecting **Air Quality**, it is essential that the emissions must be measured on the ground in the pathways of the overhead airplane approaches to the airport over the surrounding residential neighborhoods in Vista.

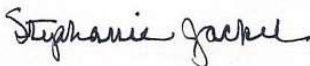
For determination of the impacts of **Noise**, you must first actually monitor and record the noise levels in several Vista neighborhoods. The use of CNEL as the impact metric will not begin to give you the true picture of the noise experiences of Vista residents.

O3-20

Thus, I contend that the Program EIR fails in its purpose. The impacts and effects of Palomar-McClellan Airport do not happen just within the airport property or even within the “noise contour” you have established – they make themselves felt much more broadly to residents in neighborhoods east and north of the airport.

The County cannot absolve itself from any responsibility for negative impacts of airplane overflights. The County owns and operates the Palomar-McClellan Airport. The County is **providing** the cause of increased negative impacts. Therefore, the County has to accept responsibility for the inevitable effects and include them in the PEIR.

Sincerely,



Stephanie Jackel  
President

cc: Carlsbad City Council [council@carlsbadca.gov](mailto:council@carlsbadca.gov)

To give voice to what we are experiencing, I am including a few of numerous comments from Vista residents:

My home is not near the airport but rather behind the [Vista] courthouse near the 78. As you know, since about 2012, I, too, have been experiencing an increased number of flights overhead. Not only are there more planes above than in previous years, but these planes are lower and much louder. Prior to 2012, the number of flights overhead would have equated to what I would consider to be rogue or lost pilots. There weren't that many and they weren't that low.

To give you an idea of what we experience nowadays, let's look at one day as an example of the increase in flights and noise levels over my home.

On October 29th of this year, in a one-hour period from approximately 1:20-2:20 p.m., I counted 27 planes overhead. Sometimes two or three at a time.

I took decibel readings the entire hour. One reading was 59, one was at 65. ALL of the other readings during that hour were above 65, coming in at 70, 79, 82, 84, 95, etc., and as high as 103. This is just one day's accounting, but it happens every day.

Sometimes the noise is such that it does stop conversations, and living here for 23 years, that's a new and unpleasant phenomenon for us. It certainly disrupts the quiet enjoyment of our home and patio garden.

This increase in flights isn't just on Thursday afternoons; flights are overhead all hours of the day and night. There are regular flights between 10 p.m. and 2:00 a.m. We have been awakened between 1:30-2:00 a.m. so many times that when I'm awakened by a plane, I can, sadly, guess the time with uncanny accuracy. (2015)

O3-21

\_\_\_\_\_

This is in response to the planes and noise from Palomar airport. We live on Spyglass Circle and I've noticed a number of planes flying low in the late evening around 11:00/11:30 p.m. and several that come by in the late afternoon around 3-ish. The ones at night are the worst as they wake me up. I've also noticed about once a month (with no real pattern other than 10:00 p.m. being the favored time) we have helicopters that circle around the golf course which are very loud and they spend about an hour or so circling the course and waking everyone up. I've not complained to the airport folks. However, I also own a home on Smilax Rd and noticed that about 4 years ago, they started routing plans overhead. I did complain then, but it really didn't help. (2014)

\_\_\_\_\_

I believe my wife has sent you an email in the past, but I thought I'd add my 2 cents. Low flying aircraft has always been a problem here in Shadowridge especially on the weekends. Many of the commuter flights are so low you can view the people inside!

When we purchased a home here 25 years ago, we were never told that we are in the flight path of the local airport. The whole issue is silly.....the flight path regulations are only voluntary and not enforced! Maybe the IRS should follow suit and tell us all that there are tax requirements, but they are only voluntary and don't care if you pay or not. (2014)

\_\_\_\_\_

Yes, we have had commercial and private planes flying over our HOME, way too low...very loud, and it makes the windows shake and the china cabinet rattle! Ugh. As for exact dates, I never wrote them down. I did call FAA once, and basically got the run around, though. (2014)

I have lived in Vista since 1984, first on Alta Vista Way and since 2000 in north Vista on Ahmu Terrace. Through the years the airplane noise has gotten worse and worse. I am forced to wear ear protection when working in the yard. I paid extra to live on a quiet cul-de-sac, not next to a freeway, so why should the noise equivalent of flying trucks go over my back yard sometimes up to ten a minute.

The airport may have been there before we moved in BUT the level of activity has hugely increased over last thirty years. It is not the same airport as when I moved here.

Not only is there more propeller plane traffic, but now with expansion of runway we have PASSENGER jets! The screaming whine of some of them is insane. And what about all the commuter helicopters? They are two or three times as noisy as planes. Why can't the helicopters fly over the ocean as they go north?

And you realize that aviation fuel is the only fuel allowed to have a known agent of mental retardation as a component. That agent is the metal lead. Why do we tolerate this metal being spewed down on our gardens, our children's and grandchildren's playgrounds? (2016)



O3-21  
cont.



**Response to Letter O3**  
**South Vista Communities**

- O3-1** The County acknowledges these introductory comments; however, they do not raise an issue concerning the analysis or adequacy of the PEIR pursuant to CEQA Guidelines Section 15088. Therefore, no further response is required. This comment is included in the Final PEIR for review and consideration by the County Board of Supervisors prior to a final decision on the project, and no further response is required.
- O3-2** This comment introduces that the following comments pertain to off-airport impacts. As those comments will be addressed below, no further response is required.
- O3-3** This comment includes an excerpt from the PEIR stating that an EIR shall identify areas of controversy. The comment cites their letter dated March 18, 2016 that was submitted during the Notice of Preparation (NOP) public review in which the commenter raised noise and air quality concerns. In accordance with State CEQA Guidelines, comments received during the NOP review period are intended to guide an agency's preparation of an EIR but such comments do not require a response. Nonetheless, the PEIR did address noise and air quality resources, and it was determined the Proposed Project would result in less than significant impacts to these resources. No changes to the PEIR have been made in response to this comment, and no further response is required.

Regarding the commenter's concern of aircraft noise, County staff researched the location provided by this comment and confirmed the location is outside of the 65dB contour (i.e., less than 65dB) under all scenarios. Specifically, the existing noise condition at the location provided was estimated to be 38.62dB, and its future condition without the Proposed Project is estimated to be 40.19dB. Assuming full implementation of the Proposed Project (PAL 2), the estimated future noise condition would be 43.03dB. This is below the threshold of significance of 65dB CNEL. Although the comment pertains to existing noise conditions, there is no evidence the Proposed Project would result in significant noise impacts. Therefore, because the location would be outside of the 65dB contour, no significant noise impacts would occur, and no changes to the PEIR are required. Please refer to Master Responses 1 and 4 in addition to PEIR Appendix D for more information about the supplemental noise analysis conducted for additional locations.

- O3-4** The comment states that Draft PEIR Table S-2 is missing a discussion of air quality. Table S-2 is a summary of potentially significant impacts and their associated mitigation measures. As discussed in the published Draft PEIR, air quality impacts would be less than significant and no mitigation measures are required. Therefore, it would not be included in Table S-2. Please see PEIR Section 3.1.2 for a complete analysis of air quality.

The comment also states that no noise impacts are identified resulting from aircraft. As discussed and analyzed in the Draft PEIR Section 2.4.2.1, the Proposed Project would result in less than significant noise impacts from aircraft. Therefore, it would not be included in Table S-2. Please see PEIR Section 2.3.2.1 for a complete analysis.

- O3-5** This comment includes an excerpt from the Draft PEIR, which states the County has no authority to control aircraft. The comment disagrees with this statement and claims the County is providing the cause of increased negative impacts. Please refer to **Master Response 7**, which reiterates that the County does not have the authority to limit how many aircraft use the airport or to limit the size of the aircraft landing at the airport. In exchange for providing federal (FAA) grant funding for making airport improvements, airport owners (like the County) must make binding commitments to the FAA on how it must operate the

public-use airport. This requires the County to make the airport available to "all types, kinds and classes of aeronautical uses." No changes to the PEIR have been made in response to this comment, and no further response is required.

**O3-6** The commenter states that the PEIR does not consider residential areas located east of the Airport. The purpose of Section 2.4.1 is to describe the areas immediately surrounding where the Airport in order to establish the noise setting for the Proposed Project. The County used FAA's methodology for determining the location and extent of airport noise impacts, and as discussed used a full year of actual flight data to establish the existing conditions regardless of jurisdictional boundaries.

**O3-7** Please refer to **Response to Comment L3-68**. As discussed in Section 2.4.2 of the PEIR, the County, as CEQA Lead Agency, used the FAA's standard methodology and thresholds to identify potential airport noise impacts associated with the Proposed Project. This is accomplished by preparing and comparing noise exposure contours for existing (2016) conditions, and future (2036) conditions using the CNEL noise metric. In the state of California, CNEL is the required noise metric for analysis of impacts to airport projects and is accepted by the FAA in lieu of the DNL metric which is required on the federal level. Per the FAA, DNL and CNEL account for the noise levels of all individual aircraft events, the number of times those events occur, and the period of day/night in which they occur. Both noise metrics average aircraft sound levels at a location over a complete 24-hour period, with a 10-decibel (dB) adjustment added to those noise events occurring from 10:00 p.m. and up to 7:00 a.m. the following morning. The 10-dB adjustment has been added because of the increased sensitivity to noise during night time hours and because ambient (without aircraft) sound levels during nighttime are typically about 10-dB lower than during daytime hours. In addition, CNEL includes a 4.77-dB adjustment added to noise events occurring during the evening from 7:00 p.m. and up to 10:00 p.m. (FAA Order 1050.1f, Desk Reference, Ch. 11, Noise and Noise-Compatible Land Use).

CNEL levels in the City of Vista are not identified as part of the analysis because as shown on PEIR Figures 2.4-4 and 2.4-5, the noise contours do not extend into the City of Vista.

**O3-8** The comment asks for the current CNEL in Vista. Please see **Response to Comment O3-7**.

**O3-9** The comment asks for the current DNL in Vista. Please see **Response to Comment O3-7**.

**O3-10** The comment states that none of the noise contours include Vista. Please see **Response to Comment O3-7**.

**O3-11** The comment states that noise levels in Vista have not been monitored. Please see **Response to Comment O3-7**.

**O3-12** This comment states that ambient air quality conditions in the City of Vista have not been studied and are not being monitored. The comment also states that a black substance has appeared on their home when low-flying began flying over their neighborhood in 2013.

The San Diego County Air Pollution Control District operates eight monitoring sites across the San Diego Air Basin that collect pollutant data. The monitoring network has been designed to provide criteria pollutant monitoring coverage to the majority of the inhabited regions of the County. The PEIR Appendix F (Air Quality Impact Technical Report) cited the three mentioned stations because they are the closest in proximity to McClellan-Palomar Airport. The monitoring stations collect data throughout the region across jurisdictional boundaries. The purpose of the monitoring stations is to measure ambient concentrations of

the pollutants throughout the region and determine whether ambient air quality meets State and Federal air quality standards.

The comment also states that “black gunk” has been deposited by aircraft. It is unclear what substance the commenter is referring to, but the County presumes the commenter is referring to air quality criteria pollutants (or soot). The project’s Air Quality Impact Technical Report analyzes whether implementation of the Master Plan Update would result in excess pollutants, including particulate matter such as soot, in accordance with established thresholds. As noted in PEIR Tables 3.1.2-6 and 3.1.2-7, the project would not exceed applicable thresholds, and therefore would not result in a significant air quality impact.

**O3-13** The comment states that air quality emissions have not been measured above the houses within the City of Vista, and the commenter requests that air quality measurements be taken on the ground in the aircraft flight paths. Analysis of a project’s potential impact on air quality does not require measuring or calculating emissions based on a specific location (such as the flight paths within specific neighborhoods). Rather, County of San Diego Guidelines require the study of criteria pollutants that would be emitted by the project regardless of the location in comparison to established quantified thresholds. Furthermore, the County (including Air Pollution Control District) does not have established thresholds for evaluating or regulating aircraft emissions as they are not stationary sources; therefore, the FAA-approved Aviation Environmental Design Tool (AEDT) was used for evaluating air quality emissions. As discussed in the PEIR, the project would not exceed Federal thresholds; and therefore, would not result in a significant air quality impact.

**O3-14** As discussed in Section 3.1.7 of the PEIR, the land use and planning analysis focuses on the Airport property associated with the Master Plan Update. As noted in the PEIR, all elements of the Master Plan Update are located within existing County-owned properties (including MALSR relocation on Eastern Parcel). Where applicable, the PEIR does analyze environmental resources that are not localized to the Airport (e.g., air quality, greenhouse gas emissions, noise).

The land uses cited by the commenter are existing land uses as approved by the SDCRAA, FAA, and the City of Carlsbad. As noted, the PEIR was prepared to analyze potential environmental effects associated with the proposed activities identified in the Master Plan Update through 2036. CEQA Guidelines do not require an agency to analyze effects of the Airport’s existing operational activity, but to look at the potential impacts associated with implementation of a proposed project.

Furthermore, the Master Plan Update does not introduce new uses, and involves the continuation of existing aviation uses as outlined in the Airport Master Plan Update consistent with the City General Plan industrial zoning designation. No changes to the PEIR have been made in response to this comment.

**O3-15** The Airport Influence Area is defined in the ALUCP by the San Diego County Regional Airport Authority, and is not part of the Master Plan Update. No changes to the PEIR have been made in response to this comment.

**O3-16** Please refer to **Master Responses 3, 4, and 6**. As noted, the PEIR was prepared to analyze potential environmental effects associated with the proposed activities identified in the Master Plan Update through 2036. CEQA Guidelines do not require an agency to analyze effects of the Airport’s existing operational activity, but to look at the potential impacts associated with implementation of a proposed project.

The Proposed Project site has been under active ongoing aviation operations as a public-use airport since opening in 1959, and the Airport precedes most of the surrounding development and land uses. Most of these surrounding uses have been in continuous operation for almost 60 years. No changes to the PEIR have been made in response to this comment.

- 03-17** The comment asks why commercial airline activity is not being considered in the PEIR. The PEIR did analyze forecasted operations of commercial airline activity as part of the Proposed Project. The excerpt identified by this comment was intended to explain that the physical improvements proposed in the Master Plan Update are expected to occur regardless of commercial airline activity. In other words, the identified improvements are not being proposed to accommodate commercial airline activity. No changes to the PEIR have been made in response to this comment.
- 03-18** This comment states that no mitigation is proposed for aircraft that fly over the City of Vista. Please refer to Response to Comments O3-3 and O3-4.
- 03-19** The comment states there is no mitigation for air quality emissions. As discussed above in **Response to Comments O3-12 and O3-13**, the project would not result in significant air quality impacts. Therefore, no mitigation is required.
- 03-20** This comment repeats that air quality emissions should be measured on the ground in the aircraft flight paths within residential neighborhoods in the City of Vista. Please see **Response to Comment O3-13**, which states that the scientific method for analyzing air quality does not require measuring or calculating emissions based on a specific location.
- 03-21** This comment includes noise complaints concerning existing aircraft operations from other City of Vista residents. Please refer to **Master Responses 3 and 6**, which explains aircraft operations are part of existing conditions and an ongoing use of the Airport. The Master Plan Update is intended to create a new blueprint for development of the Airport over the next 20-year planning cycle. As such, the PEIR was prepared to analyze potential environmental effects associated with the proposed activities identified in the Master Plan Update through 2036.

The County acknowledges the comments; however, they do not raise an issue concerning the analysis of adequacy of the PEIR pursuant to CEQA Guidelines Section 15088. Therefore, no further response is required. This comment is included in the Final PEIR for review and consideration by the County Board of Supervisors prior to a final decision on the project, and no further response is required.

**Comment Letter O4**

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**From:** dpcrs@aol.com  
**Sent:** Tuesday, March 13, 2018 1:49 PM  
**To:** LUEG, PalomarMP  
**Subject:** Palomar Airport Master Plan

As the developer of the Premier Jet Center at Palomar Airport located in Carlsbad California (which is now operated by Atlantic Aviation) and having been a businessmen and practicing attorney in the area for over 30 years I can personally attest to the importance of our airport to the community and to the region. Although it may not be evident to the general public the aviation facilities at Palomar Airport provide essential transportation services to residents, professionals and the business community, which are irreplaceable in this era of high-speed travel and communication. The modernization of this facility pursuant to the proposed Master Plan will enhance the usability, safety and noise abatement imperatives that are sought by all stake holders in the vicinity. Airports are often invisible partners with the business and residential communities in which they are located. They are only really noticed when they are no longer available. We do not live in a vacuum. Without modern transportation and the facilities to support their activities communities cannot thrive. I encourage all interested parties to carefully review the Master Plan so as to properly recognize the true benefits while ignoring the imagined negatives.



O4-1

Regards,

DISTINCTIVE PROJECTS COMPANY, INC.

Richard Lee Sax, President

**Response to Letter O4**  
**Distinctive Projects Company, Inc.**

- O4-1** This comment states support for the Proposed Project. While this comment does not specifically address the adequacy or accuracy of the environmental analysis provided in the PEIR, this comment is included in the Final PEIR for review and consideration by the County Board of Supervisors prior to a final decision on the project.