

2.8 Land Use

This section evaluates existing conditions for onsite and surrounding land uses within the County, relative to the Project areas addressed in this SEIR, and the potential effects that implementation of the proposed Project may have on such uses. This section also evaluates the potential for the Project to result in physical division of an existing community, or to conflict with applicable land use or Habitat Conservation Plans (HCPs).

2.8.1 Existing Conditions

This section provides new existing conditions information that has come to light since adoption of the General Plan Update in August 2011 for land use within the unincorporated County as relates to the Project areas addressed in this SEIR. The remaining information in the General Plan Update Program EIR relative to this section applies equally to the Project areas addressed in this SEIR, and is therefore not repeated here. Discussion provided in the General Plan Program Update Program EIR of existing conditions within community and subregional planning areas in the County that are not affected by the proposed Project was not updated herein, as such information would not pertain to the Project (e.g. existing conditions for the County Islands CPA, Desert Subregion, Lakeside CPA, or Fallbrook CPA).

Page 2.9-1, Section 2.9.1.2, Community and Subregional Planning Areas - Overall, the population of the unincorporated County has grown approximately ten percent from 442,919 in the year 2000 to 486,604 in the year 2010. Historically, the fastest growing areas have been those west of the SDCWA boundary in close proximity to infrastructure.

Page 2.9-4, Section 2.9.1.2, Central Mountain Subregion - Since 1992, and prior to adoption of the County of San Diego General Plan Update, a moratorium that was imposed on development within the Central Mountain Subregion that prohibited the County from processing applications for, or issuing or approving building permits, subdivision maps, other lot parcelizations, or any activity that could result in a change or alteration to the physical environment of privately-owned land in specified areas within the Subregion, with exception of obtaining building permits for existing legal lots, or for structures damaged by brush fires. With certification of the General Plan Update Program EIR by the County Board of Supervisors (BOS), the moratorium was lifted.

Page 2.9-8, Section 2.9.1.2, Jamul/Dulzura Subregion - The Jamul Indian Village occupies approximately six acres south of Jamul to the west of SR-94 and has filed a Fee-to-Trust application for an additional 101 acres to the west and north of this area. At the time of preparation of the General Plan Update, the tribe planned to construct a two-story casino building (approximately 205,000 square feet) on their six-acre parcel, along with a seven-story parking garage and 300-room hotel on the adjacent Fee-to-Trust land. As of March 2012, the plan remained unapproved, and a revised proposal was presented that included construction of a

three-story casino, a 10-level parking garage, and approximately 228,000 square feet of casino space in conjunction with a hotel.

Page 2.9-45, Table 2.9-2, San Diego County Land Use Distribution Totals:

**TABLE 2.9-2. 2009 SAN DIEGO COUNTY
LAND USE DISTRIBUTION TOTALS**

General Land Use	Acreage
Residential Total	342,197
Low Density Residential	182,172
Single Family	137,350
Mobile Homes	6,058
Multiple Family	16,617
Commercial Total	33,531
Commercial & Office	8,924
Commercial Recreation	18,002
Shopping Centers	6,604
Industrial Total	19,199
Light Industry	14,751
Heavy Industry	414
Extractive Industry	4,034
Facilities Total	21,911
Education	12,518
Communication - Utilities	4,867
Institutions	4,526
Circulation Total	101,525
Freeways/Roads	88,978
Miscellaneous Transportation	4,269
Junkyards, dumps, landfills	2,571
Airports	5,706
Open Space Total	1,196,890
Parks	1,078,053
Intensive Agriculture	118,836
Extensive Agriculture	0
Miscellaneous Totals	1,010,279
Military	133,100
Undeveloped/Vacant	841,407
Water	28,657
Miscellaneous	7,116
Total	2,725,531

Source: San Diego Association of Governments (SANDAG), 2009.

Page 2.9-46, Table 2.9-3, FCI Acreage Totals by Community Planning Area: Updated for consistency with the proposed Project.

TABLE 2.9-3. FCI ACREAGE TOTALS BY PLANNING AREA

CPA or Subregion	Total Acreage Affected by the Proposed Project ¹
Alpine	13,808
Central Mountain	27,110
Desert	170
Jamul/Dulzura	1,330
Julian	8,426
Mountain Empire	2,050
North Mountain	17,214
Pendleton/De Luz	1,020
Ramona	832
TOTAL:	71,960

Note: Data has been rounded to the nearest number.

Source: County of San Diego, Planning & Development Services, 2012.

¹ Includes 381.8 acres of non-FCI lands.

Page 2.9-46, Table 2.9-4, Proposed Road Improvements by Community – Table 2.9-4 of the General Plan Update Program EIR has been updated below to include those roadway segments that would be significantly impacted by the proposed Project, consistent with the findings of the Traffic Analysis prepared for the FCI Lands GPA. The four road segments identified below would need to be widened from two to four lanes to accommodate the additional traffic generated by the proposed Project. Therefore, as shown in the revised Table 2.9-4, the number of roads to be widened in Alpine was increased from three to seven.

- Alpine Boulevard: Tavern Road to East Willows Road
- South Grade Road: Eltinge Drive to Olive View Road
- West Willows Road: Otto Avenue to Viejas Casino Road
- East Willows Road: Viejas Casino Road to I-8 On-Ramp

TABLE 2.9-4. PROPOSED ROAD IMPROVEMENTS BY COMMUNITY

CPA/Subregion	Number of New Roads or Extensions	Number of Roads to be Widened	Total Improvements
Alpine	5	7	8
Bonsall	0	7	7
County Islands	1	1	2
Crest/Dehesa	0	4	4
Fallbrook	4	7	11
Jamul/Dulzura	0	1	1
Lakeside	6	9	15
Mountain Empire	0	2	2
North County Metro	8	15	23
Otay	10	1	11
Pala Pauma Valley	1	0	1
Rainbow	1	0	1
Ramona	3	4	7
San Dieguito	1	2	3
Spring Valley	0	2	2
Sweetwater	1	2	3
Valle de Oro	0	10	10
Valley Center	4	4	8
Total	45	74	119

Source: County of San Diego, Planning & Development Services, 2012.

2.8.2 Regulatory Framework

With the following exceptions, the regulatory framework discussion in the General Plan Update Program EIR as pertains to land use has not changed since adoption of the General Plan Update in August 2011, applies equally to the Project areas addressed in this SEIR, and is therefore not repeated here.

2.8.2.1 State

California Office of Planning and Research General Plan Guidelines

The General Plan Update Program EIR states that the most recent version of the California Office of Planning and Research (OPR) General Plan Guidelines was prepared in 2003. This remains a valid statement; however, it should be noted that the OPR is currently in the process of preparing its 2013 update of the General Plan Guidelines.

2.8.2.2 Local

County of San Diego Plans, Programs, Policies, and Regulations

San Diego County Multiple Species Conservation Program (MSCP)

As updated in Section 2.4.2, Regulatory Framework, of this SEIR, the County is currently developing new MSCP Plans for the North County and East County areas. The Draft North County Plan is a stand-alone habitat conservation program for unincorporated lands under the County's jurisdiction in the northwestern part of the County, from the coast eastward to Ramona and the western flanks of Palomar Mountain. It is intended to create a 107,000-acre regional preserve system in northern San Diego County. Included are general measures for managing plant communities and specific habitats for over 60 species and recommendations for monitoring of plant communities and species. Public review of the Draft Plan and associated environmental analyses are scheduled for the fall of 2013. Development of the Draft East County Plan is currently on hold due to staffing and budget constraints. No projected schedule for the East County Plan is available at this time.

Other Local Planning Regulations

San Diego County Regional Air Quality Strategy (RAQS)

The San Diego Air Pollution Control District (APCD) recently updated the RAQS for 2009. The RAQS provides a program for attaining the standards for ozone and outlines the APCD's plans and control measures specifically designed to attain the California Ambient Air Quality Standards for ozone. The RAQS, initially adopted in 1991, was updated in 1995, 1998, 2001, 2004, 2007, and 2009. Refer also to Section 2.3, Air Quality, of this SEIR for additional discussion.

San Diego Basin Plan

The Water Quality Control Plan for the San Diego Basin (Basin Plan) was most recently amended in 2011 and designates water quality objectives for constituents that could potentially cause an adverse effect or impact on the beneficial uses of water. The intent of the amended Basin Plan remains consistent with that described in Section 2.9.2.2, Local, of the General Plan Update Program EIR.

2050 Regional Transportation Plan (RTP)

The General Plan Update Program EIR includes the 2030 RTP; however, the SANDAG Board of Directors adopted the 2050 Regional Transportation Plan (RTP) on October 28, 2011. This Plan supersedes the 2030 RTP. The Plan identifies projects to obligate projected revenues; allocating the largest proportion of the funds to transit projects, then the next largest portion for highway improvements, followed by local roads and streets.

Along with the 2050 RTP, the Board adopted the Sustainable Communities Strategy (SCS). The SCS details how the region will reduce greenhouse gas emissions to state-mandated levels over time. The inclusion of the SCS is required by Senate Bill 375, and the San Diego region is the first in California to produce a regional transportation plan with an SCS.

On November 28, 2011, a lawsuit was brought against the General Plan Update Program EIR claiming it did not adequately address reduction of greenhouse gas emissions. On December 3, 2012, the court found that the RTP EIR violated State law by failing to fully account for, and take steps to reduce greenhouse gas emissions. The ruling requires SANDAG to conduct new environmental review for the 2050 RTP to ensure it adequately addresses the risk of climate change, which could result in revisions to the Plan.

2.8.3 Analysis of Project Effects and Cumulative Impacts

For the cumulative impact analyses, the geographic scope for each of the issues below would be the same as described and evaluated in the General Plan Update Program EIR, and as updated in Section 1.9 of this SEIR (Cumulative Project Assessment Overview). The geographic scope of the cumulative impact analysis for land use is the San Diego region, including jurisdictions and special districts within and adjacent to the unincorporated County.

2.8.3.1 Physical Division of an Established Community

This section describes potential direct and cumulative impacts relative to physical division of an established community as it pertains to the Project areas addressed in this SEIR.

Guidelines for the Determination of Significance

Based on Appendix G of the CEQA Guidelines, the proposed Project would have a potentially significant impact if it would physically divide an established community. For the purposes of this SEIR, established communities are defined as established town centers and communities described in Section 2.9.1.2, Community and Subregional Planning Areas (under Section 2.9.1, Existing Conditions), of the General Plan Update Program EIR, and referenced above in Section 2.8.1.

Analysis

The General Plan Update Program EIR determined that buildout under the General Plan Update would result in potentially significant direct and cumulative impacts related to the physical division of an established community from the construction, expansion, or widening of a roadway. These impacts would be reduced to below a level of significance through the implementation of a combination of federal, State, and local regulations; existing County regulatory processes; the adopted General Plan Update goals and policies; and, specific mitigation measures/implementation programs identified in the General Plan Update Program EIR.

SIGNIFICANT ENVIRONMENTAL EFFECTS OF THE PROPOSED PROJECT

The proposed Project proposes a General Plan Amendment (GPA) to re-designate the former FCI lands to be consistent with the Guiding Principles and Policies of the adopted General Plan; changes in land use designations for approximately 400 acres of private lands adjacent to former FCI lands to ensure that the uses anticipated for these lands are consistent with the changes proposed; amendments to the Jamul/Dulzura and North Mountain Subregional Plans; minor changes to designations of several General Plan Mobility Element roadways; removal of the FCI Appendix from the General Plan; and, amendments to the County Zoning Ordinance, such that new zoning designations would be adopted to be consistent with the GPA. As stated above, the General Plan Update Program EIR determined that buildout under the General Plan Update would result in potentially significant direct and cumulative impacts due to the physical division of an established community through placement of a road, railroad, airport, or large open space area. In particular, new roadways (e.g. multi-lane roads) and improvements to existing roadways (e.g. extension or widening) were identified in the Mobility Element of the General Plan Update. Such activities were found to have the potential to result in new roadways or improvements that would physically divide an established community, and therefore, impacts were determined to be potentially significant.

Impacts resulting from the construction of alternative transportation routes or associated large structures (e.g. airports, railroad tracks) or from the designation of new areas of open space that would create a physical separation between established community areas and/or restrict access between such areas were determined to be below a level of significance. It was also determined that cumulative projects would have the potential to result in a significant cumulative impact associated with the physical division of an established community, and that implementation of the General Plan Update, in combination with other cumulative projects, would have the potential to provide a considerable contribution to a significant impact with regard to new roads, road extensions, and roadway widening.

As described above, implementation of the proposed Project would not result in the construction, expansion, or extension of any roadways; planning for or construction of alternative transportation routes or associated large structures; or, establishment of any new large areas of open space that would have the potential to physically divide an established community. Therefore, it is not anticipated that the proposed Project would result in a potentially significant impact associated with the physical division of an established community. The implementation of any federal, State, and local regulations; existing County regulatory processes; adopted General Plan Update goals and policies; or, specific mitigation measures/implementation programs identified in the General Plan Update Program EIR would therefore not be required, nor would any additional measures not identified in the Program EIR be required. Project impacts with regard to physical division of an established community would be below a level of significance.

2.8.3.2 Conflicts with Land Use Plans, Policies, and Regulations

This section describes potential direct and cumulative impacts with regard to conflict with land use plans, policies, or regulations as pertains to the Project areas addressed in this SEIR.

Guidelines for the Determination of Significance

Based on Appendix G of the CEQA Guidelines, the proposed Project would have a significant impact if it would conflict with an applicable land use plan, policy, or regulation of an agency with jurisdiction over the Project adopted for the purpose of avoiding or mitigating an environmental impact.

Analysis

The General Plan Update Program EIR determined that buildout under the General Plan Update would not result in potentially significant direct or cumulative impacts resulting from conflict with land use plans, policies, or regulations. Therefore, impacts would remain below a level of significance, and the need for implementation of federal, State, and local regulations; existing County regulatory processes; adopted General Plan Update goals and policies; or, specific mitigation measures/implementation programs was not identified in the General Plan Update Program EIR.

Similarly, no direct or cumulative impacts related to potential conflict with any applicable HCPs or Natural Communities Conservation Plans (NCCPs) would occur with the proposed Project. The unincorporated County is addressed in the County General Plan, as well as various regional planning documents such as the Regional Comprehensive Plan (RCP), Regional Transportation Plan (RTP), Congestion Management Program (CMP), San Diego Basin Plan (Basin Plan), County Trails Program, Airport Land Use Compatibility Plans (ALUCP), RAQS, community plans, and other plans identified and discussed in greater detail in Section 2.9, Land Use, of the County General Plan Update Program EIR.

As stated above, the proposed Project involves, among other actions, a GPA to re-designate the former FCI lands to be consistent with the adopted General Plan; changes in land use designations for certain private lands to ensure that the uses anticipated are consistent with the changes proposed; amendments to the Alpine Community Plan and the Jamul/Dulzura and North Mountain Subregional Plans; and, amendments to the County Zoning Ordinance to ensure that new zoning designations would be adopted to be consistent with the GPA. The proposed Project is aimed at ensuring consistency with the General Plan, Zoning Ordinance, and other relevant plans, as appropriate. Implementation of the Project would allow for development of the former FCI lands in a manner that would be consistent with the intended future growth anticipated under the current General Plan for the affected communities within the unincorporated County. Additionally, the proposed Project is not anticipated to contribute to cumulative impacts when considered with other cumulative projects with regard to conflict with land use plans, policies, or other applicable regulations. Discussion of conformance with relevant planning documents given

in the General Plan Update Program EIR remains relevant for the evaluation of potential impacts for the proposed Project. Therefore, it is not anticipated that the proposed Project would result in a potentially significant impact associated with the conflict with land use plans, policies, or regulations as pertains to the Project areas addressed in this SEIR. The implementation of any federal, State, and local regulations; existing County regulatory processes; adopted General Plan Update goals and policies; or, specific mitigation measures/implementation programs identified in the General Plan Update Program EIR would therefore not be required, nor would any additional measures not identified in the Program EIR be required for the proposed Project. Project impacts with regard to conflict with land use plans, policies, or regulations would be below a level of significance.

2.8.3.3 Conflicts with HCPs or NCCPs

This section describes potential direct and cumulative impacts resulting from conflicts with HCPs or NCCPs as pertains to the Project areas addressed in this SEIR.

Guidelines for the Determination of Significance

Based on Appendix G of the CEQA Guidelines, the proposed County General Plan Amendment would be considered to have a significant impact if it would conflict with any approved local, regional, or State-adopted HCP or NCCP.

Analysis

The General Plan Update Program EIR determined that buildout under the General Plan Update would not result in potentially significant direct or cumulative impacts resulting from conflict with an approved local, regional, or State-adopted HCP or NCCP. Therefore, impacts would remain below a level of significance, and the need for implementation of federal, State, and local regulations; existing County regulatory processes; adopted General Plan Update goals and policies; or, specific mitigation measures/implementation programs was not identified in the General Plan Update Program EIR.

Similarly, no direct or cumulative impacts related to potential conflict with any applicable HCPs or NCCPs would occur with the proposed Project. Project consistency with such plans is discussed in detail in Section 2.4.3.6, Habitat Conservation Plans and NCCPs. All future development on lands affected by the proposed Project would be required to comply with applicable HCPs and NCCPs. Existing regulatory processes to ensure the development is in conformance with such plans, as applicable, would not be removed or otherwise affected by the proposed Project. Therefore, the Project would not conflict with any applicable HCP or NCCP, and impacts would be below a level of significance. The implementation of any federal, State, and local regulations; existing County regulatory processes; adopted General Plan Update goals and policies; or, specific mitigation measures/implementation programs identified in the General Plan Update Program EIR would therefore not be required, nor would any additional measures not identified in the Program EIR be required for the proposed Project.

2.8.4 Mitigation

2.8.4.1 *Physical Division of an Established Community*

Impacts associated with physical division of an established community would be below a level of significance. Therefore, no mitigation is required.

2.8.4.2 *Conflict with Land Use Plans, Policies, and Regulations*

Impacts associated with conflicts with applicable land use plan, policies, or regulations would be below a level of significance. Therefore, no mitigation is required.

2.8.4.3 *Conflicts with HCPs or NCCPs*

Impacts associated with conflicts with adopted HCPs and NCCPs would be below a level of significance. Therefore, no mitigation is required.