Draft Supplemental Program Environmental Impact Report for the National City Focused General Plan Update

National City, California

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List of Abbreviated Terms

Acronym/Definitions	Term
AB	Assembly Bill
ABM	Activity Based Model
ACM	Asbestos-containing materials
ADT	Average daily traffic
ADU	Accessory dwelling unit
AFFH	Affirmatively Furthering Fair Housing
AHSC	Affordable Housing and Sustainable Communities Program
AIA	Airport Influence Area
ALUC	Airport Land Use Commission
APN	Assessor's Parcel Number
APS	Alternative Planning Strategy
AVR	Assessed value ratio
Balanced Plan	National City Bayfront Balanced Plan
BMO	Biological Mitigation Ordinance
BMR	Below market rate
CAA	Clean Air Act
CAAQS	California Ambient Air Quality Standards
CAFE	Corporate Average Fuel Economy
Cal/EPA	California Environmental Protection Agency
CalARP	California Accidental Release Prevention
CalEEMod	California Emissions Estimator Model
CALGreen	California Green Building Standards Code
California CAA	California Clean Air Act
Caltrans	California Department of Transportation
CAP	Climate Action Plan
CARB	California Air Resources Board
CBC	California Building Code
CC&Rs	Covenants, conditions, and restrictions
CCA	California Coastal Act
CCR	California Code of Regulations
CDFW	California Department of Fish and Wildlife
CEQA	California Environmental Quality Act

CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
Certified United Program Agency	Certified United Program Agency
CGP	Construction General Permit
CLUU/2011 General Plan	Comprehensive Land Use Update
CNEL	Community noise equivalent level
CO	Carbon monoxide
CO Protocol	California Department of Transportation Project-Level Carbon Monoxide Protocol
CO_2e	Carbon dioxide equivalent
CRHR	California Register of Historic Places
CVESD	Chula Vista Elementary School District
CZMA	Coastal Zone Management Act
dB	Decibels
dBA	A-weighted decibels
DEH	County of San Diego Department of Environmental Health
District	San Diego Unified Port District
DPM	Diesel-exhaust particulate matter
DTSC	California Department of Toxic Substances Control
du/acre	Dwelling unit per acre
EIR	Environmental Impact Report
EMFAC	Emissions factor
EO	Executive Order
EPA	U.S. Environmental Protection Agency
ESA	Environmental Site Assessment
ESCP	Erosion and sediment control plan
FAA	Federal Aviation Administration
FAR	Floor Area Ratio
FGPU, the Project	Focused General Plan Update
GHG	Greenhouse gas
HCD	California Department of Housing and Community Development
HMD	San Diego County Hazardous Materials Division
HMMD	Hazardous Materials Management Database
HMMP	Hazardous Materials Management Plan
HNC Program	House National City Opt-In Density Bonus Program

HVAC	Heating, ventilation, and air conditioning
Hz	hertz
I-5	Interstate 5
I-805	Interstate 805
in/sec	Inches per second
INTRAConnect	Integrating Neighborhoods with Transportation Routes for All Connections Planning Study
JADU	Junior accessory dwelling unit
JRMP	Jurisdictional Runoff Management Program
JURMP	Jurisdictional Urban Runoff Management Programs
LBP	Lead-based paint
LCP	Local Coastal Program
L_{dn}	Day/night average sound level
L_{eq}	Equivalent noise level
L_{max}	Maximum noise level
L_{min}	Minimum noise level
LOS	Level of service
MCR	Multi-Use Commercial-Residential
MM	Mitigation measure
MMRP	Mitigation Monitoring and Reporting Program
MPG	Miles per gallon
mph	Miles per hour
MPO	Metropolitan Planning Organization
MSCP	Multiple Species Conservation Program
$MTCO_2e$	metric tons of carbon dioxide equivalent
MTS	San Diego Metropolitan Transit System
MXC	Minor Mixed-Use Corridor
MXD	Minor Mixed-Use District
NAAQS	National Ambient Air Quality Standards
NAHC	Native American Heritage Commission
NASNI	Naval Air Station North Island
NCMT	National City Marine Terminal Optimization Study
NCPD	National City Police Department
Next OS	Next Operating Systems
NHPA	National Historic Preservation Act of 1966
NO_2	Nitrogen dioxide

NOP	Notice of Preparation
NO_X	Nitrogen oxides
NRHP	National Register of Historic Places
NSD	National School District
O_3	Ozone
OSHA	Occupational Safety ad Health Act
PCBs	Polychlorinated biphenyls
PEIR	Program Environmental Impact Report
Planning Area	The boundary that extends beyond the City's limits to include the Sphere of Influence (SOI)(for National City, this includes the unincorporated parts of Lincoln Acres).
PM_{10}	Particulate matter less than or equal to 10 microns in diameter
$PM_{2.5}$	Particulate matter less than or equal to 2.5 microns in diameter
Port	Unified Port of San Diego
PPV	Peak particle velocity
PRC	Public Resources Code
RAQS	San Diego County Regional Air Quality Strategy
RCRA	Resource Conservation and Recovery Act
RHNA	Regional Housing Needs Assessment
RM	Residential
RMS	Root mean square
RPS	Renewable Portfolio Standard
RS	Residential
RTP/SCS	Regional Transportation Plan
RWQCB	Regional Water Quality Control Board
SANDAG	San Diego Association of Governments
SARA	Superfund Amendments and Reauthorization Act
SB	Senate Bill
SCAQMD	South Coast Air Quality Management District
SCH	State Clearinghouse
SCINC	South Coastal Information Center
SCS	Sustainable Communities Strategy
SDAB	San Diego Air Basin
SDAPCD	San Diego Air Pollution Control District
SDIA	San Diego International Airport

SES	Sherman Elementary School
SIP	State Implementation Plan
SO_2	Sulfur dioxide
SOI	Sphere of Influence (includes City of National City and unincorporated Lincoln Acres)
SPEIR	Supplemental Program Environmental Impact Report
SR-54	State Route 54
STRAHNET	Strategic Highway Network
SUHSD	Sweetwater Union High School District
SWPPP	Storm Water Pollution Prevention Plan
SWRCB	State Water Resources Control Board
TAC	Toxic Air Contaminants
TODO	Transit Oriented Development Overlay
TOD	Transit Oriented Development
TPA	Transit Priority Area
U.S.C.	United States Code
UPFP	Unified Program Facility Permit
USACE	U.S. Army Corps of Engineers
UWMP	Urban Water Management Plan
VdB re 1 micro-in/sec	vibration decibels in relation to 1 micro-inch per second
VMT	Vehicle miles travelled
VOC	Volatile organic compounds

ES EXECUTIVE SUMMARY

ES.1 Proposed Project Under Review

To address new State legislation, a changing regional context, and forecasted future growth, and implement the City's 2021 Housing Element, National City is conducting a Focused General Plan Update (FGPU). A General Plan is required by State law (Government Code Section 65300). The FGPU collectively includes targeted updates to General Plan element goals and policies, as well as supporting updates to codes, ordinances, and development standards. The FGPU also takes into account separate recent planning efforts, including the 24th Street Transit Oriented Overlay (TODO) study. Recommendations from this predecessor planning study have been carried forward to all components of the FGPU per City Council direction.

The goals, policies, and actions in the FGPU would guide development and conservation in National City through the horizon year in 2050. These FGPU project components will supersede the current respective elements of the City's General Plan and update portions of the current Municipal Code.

There are revisions to 11 separate planning documents reviewed in this Supplemental Program Environmental Impact Report (SPEIR). The components propose goal, policy, and regulation changes that are primarily implemented through amendments and revisions to the Municipal Code and Zoning Map. Collectively, the term "FGPU" refers to all components as detailed below.

ES.1.1 Land Use Element

The City's approach to updating the Land Use Element (see Appendix 13.B.1 Land Use Element Update) was to revise policies to incentivize housing development in an integrated way with proposed circulation network improvements. Based on the existing conditions analysis, community feedback, and housing-related needs, a series of goals and policies were updated to guide zoning changes across National City to accomplish this goal. These land use policy updates are intended to:

- Foster an integrated development pattern;
- Improve development opportunities in areas served by transit and facilitate the creation of 10-minute neighborhoods based on National City's prior INTRAConnect (2020) study;
- Support the City's Climate Action Plan (CAP) and other sustainability goals;
- Prioritize increasing housing in areas that have access to transit and resources; and
- Stimulate the production of additional housing units to meet housing-related needs.

ES.1.2 Transportation Element

The update (see Appendix 13.B.2 Transportation Element Update) builds on the focused studies and plans that were completed since the last 2011 Comprehensive Land Use Update (CLUU), including integrating findings from the Safe, Multi-modal, Accessible Routes To (SMART) Foundation Plan (2014), Downtown Specific Plan (2017), INTRAConnect (2020), Homefront to Waterfront Connectivity Study (2020), and Bicycle Master Plan (2010). Traffic modelling was completed to inform the development of the update to the Transportation Element to ensure the proposed network adequately accommodates anticipated growth in the region and includes the annexation of approximately 50 acres of the unincorporated community of Lincoln Acres.

Goals and policies within the Transportation Element were revised to provide more effective language. The Transportation Element Update identifies additional Community Corridors along the circulation network to better connect multimodal resources into a complete network so that residents and visitors can access key destinations (such as schools, commercial centers, public facilities, homes, and the waterfront) through the City safely and easily by any mode. "Community Corridors," as defined by the

City's street typologies, are streets where the primary focus is not on vehicular throughput, but on other functions related to streets.

In addition, the Transportation Element Update incorporates 24th Street TODO Network recommendations, including:

- Road diets on 24th Street, 30th Street and Hoover Avenue;
- Closure of 19th Street under Interstate 5 (I-5);
- Conversion of one-way to two-way traffic on 18th Street under I-5; and
- Signal at National City Blvd and 22nd Street.

As part of the FGPU, the Transportation Element Update expands upon the existing Community Corridors typology and identifies two new typologies specific to pedestrians: walkable retail corridors and pedestrian safety corridors. The element defines a new typology, the Traffic Calming District or Traffic Calming Corridor, and provides recommendations for locations for additional traffic-calming investments by the City. Proposed improvements to the Transportation Element would be implemented via the Capital Improvement Plan through the horizon year (2050).

ES.1.3 Safety Element

Information in the Safety Element Update (Appendix 13.B.3 Safety Element Update) has been updated to be consistent with information about the City that is provided in the 2018 San Diego County Multi-Jurisdictional Hazard Mitigation Plan. In addition, the proposed policies address methods to minimize risks and economic disruption and promote recovery following an incident.

The update includes the addition of a set of feasible implementation measures for climate change adaptation and resilience, including a vulnerability assessment and measures to address vulnerabilities that are increasingly impacting California communities.

ES.1.4 Specific Plan Amendments

ES.1.4.1 Downtown Specific Plan

The amendments to the Downtown Specific Plan as part of the FGPU include updates to sections referencing the General Plan's goals and policies, additions of references to the objective design standards, clarifications to regulations where residential uses are involved, and clarification that in cases where the procedures of the Specific Plan and Municipal Code conflict, the Municipal Code shall prevail.

ES.1.4.2 Westside Specific Plan

Under the Westside Specific Plan amendments, the FGPU proposes allowing transitional/supportive housing as a permitted use in the MCR-1 and MCR-2 zones and group homes as a permitted use in the RS-4, MCR-1, and MCR-2 zones in the Westside Specific Plan, in accordance with State law.

Zoning changes are proposed for the entire 24th Street "Transit Center" Focus Area within the Westside Specific Plan boundary (see Figure 3.3-4 Specific Plan and Overlap Zone). The site is currently zoned Limited Commercial (CL) with a proposed zoning change to Multi-Use Commercial-Residential (MCR-1) (see Figure 3.3-8 Adopted Zoning and 3.3-9 Proposed Zoning).

Portions of the 16th Street Focus Area, which is within the boundaries of the Westside Specific Plan boundary, fall within the TODO, as described above (see Figure 3.3-4 Specific Plan and Overlap Zone). This overlay allows for multifamily residential development in areas zoned for commercial and institutional uses and near transit. The overlay is optional and does not propose a change in zoning to these parcels.

ES.1.5 Climate Action Plan

The FGPU includes a comprehensive update to the 2011 CAP by updating the 2009 greenhouse gas (GHG) emissions inventory to 2018 as its baseline year and forecasting emissions for 2030 and 2050, consistent with Executive Order B-30-15 and Senate Bill (SB) 32. The CAP update (see Appendix 13.B.6 CAP Update) also would account for new policies stemming from the FGPU that are expected to expand the City's housing capacity and implement mobility improvements in select corridors. Updates to the Land Use and Transportation Elements are expected to yield revised projected vehicle miles traveled (VMT) estimates, which will result in updated GHG emissions projections and reductions from transportation sources included in the adopted 2011 CAP. The 2022 CAP update accounts for existing plans, programs, and activities that the City has already completed or implemented to reduce emissions and revises, removes, or expands upon 55 emission-reducing strategies from the 2011 CAP to improve GHG reductions in the residential, commercial/industrial, transportation and land use, solid waste, and water and wastewater sectors.

ES.1.6 Municipal Code Updates

As part of the 6th Cycle 2021-2029 Housing Element implementation, National City's Municipal Code Title 18 must be updated to comply with Housing Element policies and recent State housing legislation, and to address minor language and conformance discrepancies throughout as part of the 6th Cycle Housing Element implementation. The Housing Element update thus identified a program to update the City's Municipal Code to be in compliance with all State housing legislation. As part of the FGPU, the Municipal Code would be updated to comply with legislation such as SB 35, SB 330, Assembly Bill (AB) 101, AB 2162, AB 1397, AB 68, etc.

In addition to ensuring legislative compliance, the Municipal Code Update (see Appendix 13.B.7 Municipal Code Update) implemented feedback from stakeholders gathered during engagement efforts for the Housing Element update. This feedback included adding language and requirements from the State Density Bonus program directly into the Municipal Code to encourage the use of the program. National City staff had identified smaller amendments to the Municipal Code that would correct language discrepancies, facilitate easier use, and address conformance issues. These amendments were also incorporated into the Municipal Code update.

The Municipal Code also would be updated include the proposed development standard revisions.

ES.1.7 Objective Design Standards

To incentivize the production of housing in National City, the City is adopting objective design standards to streamline the approval process for qualifying multi-unit developments. The objective design standards only apply to multifamily projects located on a site that is zoned for residential use or residential mixed-use development or on a site that has a general plan designation allowing residential use or a mix of residential and non-residential uses. Qualifying mixed-use projects must be located in a mixed-use zone that designates at least two-thirds of the square footage of the development for residential use. These standards serve as the minimum requirements and are mandatory for any eligible project for which a streamlined approval process is requested pursuant to State law provisions that reference objective design standards.

ES.1.8 Housing Strategic Plan

The purpose of the National City Housing Strategic Plan (see Appendix 13.B.9 Housing Strategic Plan) is to establish guidance for the National City Housing Authority to utilize City-owned real estate and financial assets for housing purposes. This plan establishes a work plan for the Housing Authority to make progress toward the goals and objectives of the 6th Cycle Housing Element and help meet the housing needs of National City residents. The work plan includes recommended actions, metrics, and a timeline to guide the Housing Authority's resources for the first four years (2021–2025) of the eight-

year Housing Element planning period (2021–2029). This plan is an advisory document intended to support the Housing Authority, which will monitor plan implementation over time.

ES.1.9 House National City

The House National City Opt-In Density Bonus Program (see Appendix 13.B.11 House National City) intends to incentivize the construction of new context-sensitive development that would assist the City of National City in meeting, first and foremost, the residents' needs for new affordable housing opportunities, as well as the State's Regional Housing Needs Assessment allocation. The purpose of the program is to help create new, transit-supportive development by strategically placing new development in areas near job centers and schools with the greatest access to mobility choices to reduce the reliance on automobiles. Additionally, this program is intended to create new commercial and retail spaces along the commercial corridors.

ES.1.10 Bicycle Master Plan Updates

The Bicycle Master Plan Update (see Appendix 13.B.12 Bicycle Master Plan Update) would include the incorporation of changes from the General Plan elements, as described above, and other recently completed planning documents, such as the Harbor Drive Corridor Study, INTRAConnect Plan, and 24th Street TODO Study. This update revises the citywide bicycle network to guide the City in planning for a more connected, safe, and accessible network. Design guidelines would be updated to align with current best practices and City plans. The plan would recommend programs related to furthering bicycling education, bicycling encouragement, enforcement, and evaluation. It would also include estimated network costs and resources to fund construction.

ES.1.11 Zoning Map Amendments

Zoning changes are being recommended for six Focus Areas to facilitate housing production and promote mix-used development by increasing the maximum allowable density and height, as well as allowing commercial uses for areas currently zoned for residential uses.

In addition to the proposed zoning changes, an overlay area ("TOD") is being proposed to allow for multifamily residential development in areas zoned for commercial and institutional uses and near transit. This overlay is intended to facilitate progress toward an integrated land use pattern where housing is well-supported by services and amenities and create a transition to neighboring residential areas.

ES.2 Issues to be Addressed

The Notice of Preparation (NOP) for the FGPU and notice for a scoping meeting was publicly noticed and distributed on March 19, 2022. The NOP public notice and comment letters are included in this SPEIR as Appendix 13.A.1 and 13.A.2. This notice was published in the Union Tribune and Star News, placed on the City of National City FGPU website, and was available at the MLK Jr. Community Center (140 E. 12th Street, Suite B, National City, CA 91950). The virtual online scoping meeting was held on Wednesday, April 6, 2022, at 6:00–7:00p.m. to present on the project and solicit comments on the scope of the SPEIR.

Potentially significant impacts on the following environmental issues are analyzed in detail in the SPEIR:

- 4.1 Aesthetics
- 4.2 Air Quality
- 4.3 Cultural and Tribal Cultural Resources
- 4.4 Paleontology
- 4.5 Hazards and Hazardous Waste

- 4.6 Land Use
- 4.7 Noise
- 4.8 Transportation
- 4.9 Greenhouse Gas Emissions

ES.3 Issues to be Resolved

The issues to be resolved include how to reduce programmatic significant, unavoidable adverse environmental impacts associated with the FGPU to the maximum extent feasible while achieving project objectives, through adoption of mitigation measures and/or alternatives to the FGPU.

ES.4 Alternatives to the Project

Alternatives fully analyzed include the No Project (Adopted Plan) Alternative and the Alternate Project Location Alternative. For purposes of discussing alternatives, the FGPU is referred to as the "Proposed Project." A comparison of the number of residential units, commercial and industrial development that would occur at buildout of each planning scenario is provided in Table 8.3-1.

In addition, the environmentally superior alternative is also identified.

ES.4.1 No Project (Adopted Plan) Alternative

The following discussion of the No Project Alternative (Adopted Plan) is based on the CEQA Guidelines section 15126.6(e)(3)(A), which states:

> *When the project is the revision of an existing land use or regulatory plan, policy or ongoing operation, an alternative will be the continuation of the existing plan, policy or operation into the future. Typically, this is a situation where other projects initiated under the existing plan will continue while the new plan is developed. Thus, the projected impacts of the proposed plan or alternative plans would be compared to the impacts that would occur under the existing plan.*

Consistent with CEQA Guidelines section 15126.6(e)(3)(A), the No Project Alternative represents the continued implementation of the adopted 2011 CLUU, including all subsequent General Plan and zoning amendments, which would continue to guide development throughout the City through implementation of the policies and regulations. The Westside Specific Plan and Downtown Specific Plan would continue to be implemented through the policies of each. It is noted that the CLUU focused on reinvestment in existing neighborhoods and directing additional development and redevelopment near transit stations, within urban and community centers, and along transit corridors.

The new dwelling units, retail/office, and industrial facilities would replace existing buildings. Areas of change would occur mainly in the mixed-use zones, including those identified in the Westside Specific Plan and Downtown Specific Plan areas as identified in the land use map in the 2011 CLUU Program Environmental Impact Report (PEIR). The 2011 CLUU PEIR describes substantial growth as a result of the CLUU being attributed predominately to the change from single-use commercial to mixed-use with the addition of high-density residential use. Existing and proposed single-family residential areas are unlikely to be affected.

ES.4.2 Alternate Project Location Alternative

The Alternative Project Location Alternative would include all the same components as the FGPU: updates to the Land Use, Transportation, and Safety Elements and CAP, along with code and specific plan amendments. The sole difference between this alternative and the Proposed Project pertains to one Focus Area: the exclusion of the 24th Street Transit Station. This alternative would relocate density from the 24th Street Transit Station to a set of parcels ("Alternative Site"), which would be rezoned to RM-2. The Alternative Site is composed of a set of parcels between A Avenue, E 26th Street, E 27th

Street, and D Avenue. Under the Alternative Site Alternative, the City would net an additional 119 dwelling units as compared to the Proposed Project, but would see a reduction of 87,705 square feet of commercial space. This reduction would stem from this location being rezoned from commercial uses to RM-2, which is purely residential.

The Alternative Site was selected as a replacement for the 24th Street Transit Station Focus Area to reduce potential air quality and noise impacts to residential uses near the I-5 corridor. The Alternative Site is located approximately 2,400 feet (0.4 miles) from the I-5 corridor (as the crow flies), as compared to the 24th Street Transit Station Focus Area, which is approximately less than 200 feet from the edge of parcel to the nearest off-ramp (as the crow flies).

ES.4.3 Environmentally Superior Alternative

As required under Section 15126.6 (e)(2) of the CEQA Guidelines, an EIR must identify the environmentally superior alternative. Pursuant to the CEQA Guidelines, if the No Project Alternative is determined to be the most environmentally superior alternative, then another alternative among the alternatives evaluated must be identified as the environmentally superior project.

In the case of this SPEIR, the Alternate Project Location Alternative is considered the environmentally superior alternative because, due to the exclusion of the 24th Street Transit Center Focus Area, it would incrementally reduce significant impacts associated with air quality emissions on sensitive receptors compared to the Proposed Project. This alternative would comply with the California Air Resources Board Scoping Plan and Sustainable Communities Strategy since it would assist in regional efforts to reduce VMT by providing opportunities for higher-density residential land uses in proximity to transit. The Alternative Project Location Alternative would meet all the project's objectives (although not to the same degree as the Proposed Project due to the removal of the 24th Street Transit Station Focus Area, which would reduce the Planning Area's transit-oriented developments). In conclusion, the Alternate Project Location Alternative is considered the environmentally superior alternative because it would result in fewer impacts than the Proposed Project and would still meet the project's objectives.

ES.5 Summary Table

Table ES-1summarizes significant impacts and mitigation measures that would reduce the impact to less than significant, as identified in this SPEIR. It is organized to correspond with the environmental issues discussed in Chapter 4 Environmental Analysis and makes reference to previous mitigation in the 2011 CLUU PEIR.

The table is arranged in five columns: 1) environmental issue; 2) result of impact analysis; 3) mitigation measure summary; 4) new and/or previous mitigation; and 5) impact level after mitigation. For a complete description of potential impacts, please refer to the specific discussions in Chapter 4.

Table ES-1 Summary of Impacts and Mitigation Measures

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
Air Quality				
Impact AQ-1 Consistency with Air Quality Plans: The FGPU would result in greater density, and overall future operational emissions associated with buildout of the FGPU would be greater than future emissions associated with buildout of the adopted General Plan land uses. Therefore, emissions of ozone precursors (reactive organic gases and nitrogen oxides) would be greater than what is accounted for in the San Diego County Regional Air Quality Strategy (RAQS). Thus, the FGPU would conflict with implementation of the RAQS.	Significant	**MM-AQ-1 Conflicts with Air Quality Plans:** Within six months of the certification of the Final Supplemental Program Environmental Impact Report, the City of National City shall provide a revised land use map and housing and employment forecast for the Planning Area to the San Diego National Association of Governments to ensure that any revisions to the population and employment projections used by the San Diego Air Pollution Control District in updating the Regional Air Quality Standards and State Implementation Plan will accurately reflect anticipated growth due to the proposed project.	New	Significant and Unavoidable
Impact AQ-2 Air Quality Standards: The exact number and timing of individual development projects that would occur as a result of implementation of the FGPU are unknown at this time, and therefore project-level emission estimates cannot conclusively be determined at the program level. Because of the potential for multiple individual projects occurring simultaneously, construction emissions	Significant	**MM-AQ-2A Air Quality Standards - Project-specific Construction Air Quality Impact Analysis**: Proposed development projects that are subject to the California Environmental Quality Act (CEQA) and larger than the hypothetical 1.87-acre mixed-use scenario contained herein shall have construction-related air quality impacts analyzed using the latest available CalEEMod model, or	New	Significant and Unavoidable

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
could exceed San Diego Air Pollution Control District screening thresholds.		other analytical method determined in conjunction with the City of National City. The results of the construction-related air quality impacts analysis shall be included in the development project's CEQA documentation. If such analyses identify potentially significant regional or local air quality impacts based on the City's emissions thresholds, the City shall require the incorporation of appropriate mitigation to reduce such impacts. Examples of potential mitigation measures are provided in MM-AQ-2B, below. **MM-AQ-2B Air Quality Standards - Construction Emissions Reduction Measures:** For individual construction projects greater than 5 acres that exceed the daily emissions thresholds established by the City of National City, best available control measures/ technology shall be incorporated to reduce construction emissions to the extent feasible. Best available control measures/technology shall include, but not be limited to, the following: a) Minimizing simultaneous operation of multiple pieces of construction equipment;		

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		b) Use of more efficient, or low pollutant emitting equipment, e.g., Tier III or Tier IV rated equipment; c) Use of alternative fueled construction equipment; d) Dust control measures for construction sites to minimize fugitive dust such as: i) Contractor(s) shall implement paving, chip sealing, or chemical stabilization of internal roadways after completion of grading. ii) Dirt storage piles shall be stabilized by chemical binders, tarps, fencing, or other erosion control. iii) A 15-mile per hour (mph) speed limit shall be enforced on unpaved surfaces. iv) On dry days, dirt and debris spilled onto paved surfaces shall be swept up immediately to reduce resuspension of particulate matter caused by vehicle movement. Approach routes to construction sites shall be cleaned daily of construction-related dirt in dry weather.		

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		v) Haul trucks hauling dirt, sand, soil, or other loose materials shall be covered, or 2 feet of freeboard shall be maintained. vi) Disturbed areas shall be hydroseeded, landscaped, or developed as quickly as possible and as directed by the County of San Diego and/or San Diego Air Pollution Control District to reduce dust generation. vii) Grading shall be terminated if winds exceed 25 mph. viii) Any blasting areas shall be wetted down prior to initiating the blast. e) Minimizing idling time by construction vehicles. **MM-AQ-3 Air Quality Standards - Project-specific Operational Air Quality Impact Analysis**: Proposed development projects that are subject to the California Environmental Quality Act (CEQA) (non-ministerial) shall have long-term operational-related air quality impacts analyzed using the latest available CalEEMod model, or other analytical method determined in conjunction with the City of National City. The results of the operational-related air		

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		quality impacts analysis shall be included in the development project's CEQA documentation. If such analyses identify potentially significant regional or local air quality impacts based on the City's thresholds, the City shall require the incorporation of appropriate mitigation to reduce such impacts. Examples of potential measures shall include, but not be limited to, the following: • Install electric vehicle charging stations; • Improve walkability design and pedestrian network; • Increase transit accessibility and frequency by incorporating Bus Rapid Transit routes; • included in the San Diego Association of Governments Regional Plan; and/or • Limit parking supply and unbundle parking costs. Lower parking supply below Institute of Traffic Engineers rates and separate parking costs from property costs.		
Impact AQ-3 Sensitive Receptors: Potential impacts to sensitive receptors may result from stationary or mobile sources in the vicinity of the receptor. Future development may site new sensitive	Significant	**MM-AQ-4A Sensitive Receptors - Health Risk Assessment:** Prior to the issuance of building permits for any facility within 500 feet of Interstate 5, a health risk	New	Less than Significant

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
receptors in proximity to land uses commonly associated with substantial air emissions, such as industrial uses.		assessment shall be prepared that demonstrates that health risks would be below the level of significance. **MM-AQ-4B Sensitive Receptors – Enhanced Construction:** Where a project consistent with the Focused General Plan Update would place sensitive receptors within 500 feet of Interstate 5, the City of National City shall require that buildings be equipped with ventilation systems that are rated at Minimum Efficiency Reporting Value of "MERV13" or better for enhanced particulate removal efficiency. The City Building Inspector shall verify the aforementioned requirements are included on plans submitted for approval of any Land Use and Building permits and shall verify compliance on site prior to occupancy clearance.		
Impact AQ-4 Odors: The FGPU would not introduce land uses known to generate substantial odor. The use of diesel-powered equipment during construction may generate transient odors. Diesel exhaust may occasionally be noticeable at adjacent properties; however, construction activities would be temporary, and the odors would dissipate quickly in an outdoor environment.	Less than Significant	None	None	N/A

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
Cultural Resources and Tribal Cultural Resources				
Impact CUL-1 Historic Resources: Direct impacts to historical resources could result from the physical demolition, destruction, relocation, or alteration of potential historical resources within the City from future buildout. Future projects have the potential to impact buildings or structures that may be 50 years of age or older at the time certain projects are proposed, and, therefore, those sites may need to be evaluated for historical significance.	Significant	**MM-CUL-1 Historic Properties Application Review:** Applications for future development shall be reviewed by the building official or designee for non-discretionary building or demolition permits to determine if they involve any structure identified on the list of historic properties, per National City Title 18 Zoning Chapter 18.12.160 Historic Properties, (c) Review of Ministerial Permits, or if a structure is known to be 45 years or older. If a property proposed for demolition or significant alteration or conversion is determined to be on the historic properties list, the application must be reviewed in accordance with Municipal Code Title 15 Buildings and Construction Chapter 15.34 Historical Buildings, which addresses regulations governing the enlargement, alteration, repair, moving, removal, demolition, converging, occupancy, use, and maintenance of all historical buildings and/or structure. All discretionary permits involving a historic resource, or a structure known to be 45 years or older shall be reviewed in compliance with the California Environmental Quality Act	New	Less than Significant

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		(CEQA). For any building/structure having its original structural integrity intact and potentially eligible for the National Register of Historic Places or the California Register of Historic Resources, a qualified professional architectural historian may be required to determine whether the affected building/structure is historically significant. The evaluation of historic architectural resources shall be based on criteria such as age, location, context, association with an important person or event, uniqueness, or structural integrity, as indicated in CEQA Guidelines section 15064.5. A historical resource report shall be submitted by the project applicant to the City of National City and shall include the methods used to determine the presence or absence of historical resources, identify potential impacts from the proposed project, evaluate the significance of any historical resources, and identify mitigation measures to protect the resource from loss of a characteristic designating it as historic.		

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
Impact CUL-2 Archaeological Resources: Future development consistent with the FGPU may result in direct or indirect impacts to both known and unknown archaeological resources. While a majority of the City is largely built-out with limited vacant and undeveloped land, construction activities such as grading and excavation could result in the accidental destruction or disturbance of previously unidentified archaeological sites.	Significant	**MM-CUL-2 Ground Disturbance Monitoring:** Applications for future development located on a vacant/undeveloped site or on a site with proposed excavation into native soils, wherein the Planning Department has determined a potential for impacts to subsurface archaeological resources, shall be required to comply with the following mitigation framework: An archaeological and/or Native American monitor shall be present during construction activities that involve subsurface grading and/or excavation involving the disturbance of native soils more than 3 feet in depth. The monitor(s) would ensure that important subsurface archaeological sites, which could underlie a redevelopment area, are not damaged or destroyed.	New	Less than Significant
		MM-CUL-3 Archaeological Survey and Report: Applications for future development located on a vacant/undeveloped project site, wherein the Planning Department has determined a potential for impacts to archaeological resources, shall be required to comply with the following mitigation framework:	New	Less than Significant

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		As applicable by recommendation by the Planning Department, an archaeological field survey of the project site and a report summarizing the findings of the survey shall be completed by a qualified archaeologist. An archaeological resource report detailing the results of the record search and the field survey of the project area shall be submitted by the project applicant to the City of National City. The archaeological resources report would be required prior to issuance of a permit to ensure that any resources are identified and mitigated prior to grading and construction.		
		MM-CUL-4 Unanticipated Discovery of Archaeological Resources: In the event of an unanticipated discovery during construction, construction should stop on the site until a qualified archaeologist can survey the resource and determine potential impacts and preservation measures. Any archaeological resources that are found on an undeveloped project site would be identified, adequately documented in the field, and/or preserved, as recommended by a qualified archaeologist.	New	Less than Significant

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
Paleontology				
Impact PALEO-1 Paleontological Resources: Projected buildout and the associated construction activities, which are likely to occur under the FGPU could result in direct or indirect impacts to paleontological resources depending on the depth and quantity of ground disturbance proposed. Construction activities such as grading and excavation within paleontologically sensitive areas may result in the accidental destruction or disturbance of paleontological resources.	Significant	**MM-PALEO-1 Paleontological Monitoring and Excavation Plan:** All proposed site-specific projects under the Focused General Plan Update (FGPU) shall be reviewed by the Planning Department for the potential to result in impacts to paleontological resources. A project may result in impacts to paleontological resources if it: (a) Is situated above any area of moderate to high paleontological sensitivity (as defined in the 2022 FGPU Supplemental Program Environmental Impact Report Chapter 4.4 Paleontology); (b) Would result in greater than 1,000 cubic yards of excavation at 10 feet or greater of depth in an area of high sensitivity; or (c) Would result in greater than 2,000 cubic yards of excavation at 10 feet or greater depth in an area of moderate sensitivity. Projects meeting the above criteria shall be subject to implementation of the following mitigation framework: (a) A qualified paleontological monitor shall be present during ground disturbance. The monitor shall have the authority to stop	New	Less than Significant

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		and/or divert grading, trenching, or excavating within an appropriate radius of the find if a paleontological resource is encountered. (b) An excavation plan shall be implemented to mitigate the discovery. Excavation shall include the salvage of the fossil remains (simple excavation or plaster-jacketing of larger and/or fragile specimens); recording of stratigraphic and geologic data; and transport of fossil remains to laboratory for processing and curation.		
Hazards and Hazardous Materials				
Impact HAZ-4 Cortese List: Redevelopment of sites with existing soil or groundwater contamination could potentially pose a significant hazard to the public or the environment through releases of hazardous materials into the environment.	Significant	**MM-HAZ-1 Environmental Site Assessment:** Applications for site-specific developments under the Focused General Plan Update (FGPU) where the Planning Department has determined a potential impact to a site listed in a hazardous materials database, or to sites with potential but unknown hazardous material impacts, shall be required to comply with the following mitigation framework: Projects shall be required to identify potential conditions that require further regulatory oversight and	New	Less than Significant

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		demonstrate compliance based on the following measures prior to issuance of any permits. a) A Phase I Environmental Site Assessment (ESA) shall be completed in accordance with ASTM International Standards. If hazardous materials are identified that require remediation, a Phase II ESA and remediation effort shall be conducted in conformance with federal, state, and local regulations. b) If the Phase II ESA identifies the need for remediation, then the following shall occur prior to the issuance of grading permits: 1) The applicant shall retain a qualified environmental engineer to develop a soil and/or groundwater management plan to address the notification, monitoring, sampling, testing, handling, storage, and disposal of contaminated media or substances (soil, groundwater). The qualified environmental consultant shall monitor excavations and grading activities in accordance with the plan. The groundwater management		

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		and monitoring plans shall be approved by the City of National City prior to development of the site. 2) The applicant shall submit documentation showing that contaminated soil and/or groundwater on proposed development parcels has been avoided or remediated to meet cleanup requirements established by appropriate local regulatory agencies (Regional Water Quality Control Board [RWQCB]/California Department of Toxic Substances Control [DTSC]/Department of Environmental Health [DEH]) based on the future planned land use of the specific area within the boundaries of the site (i.e., commercial, residential), and that the risk to human health of future occupants of these areas therefore has been reduced to below a level of significance. 3) The applicant shall obtain written authorization from the appropriate regulatory agency (RWQCB/DTSC/DEH)		

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		confirming the completion of remediation. A copy of the authorization shall be submitted to the City to confirm that all appropriate remediation has been completed and that the proposed development parcel has been cleaned up to the satisfaction of the regulatory agency. In the even that previous contamination has occurred on a site that has a previously closed case or on a site included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5, the DEH shall be notified of the proposed land use. 4) All cleanup activities shall be performed in accordance with all applicable federal, state, and local laws and regulations, and required permits shall be secured prior to commencement of construction to the satisfaction of the City and compliance with applicable regulatory agencies such as		

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		but not limited to the National City Municipal Code.		
Noise				
Impact NOI-1 Ambient Noise: There is a high likelihood for construction activities to take place adjacent to existing noise-sensitive receivers such as residential dwelling uses. Noise level changes would be greatest nearest the Focus Areas, where the greatest concentration of project-related traffic would occur and would diminish at greater distances from the Focus Areas of development. Future development in and around the Focus Areas potentially would be exposed to changes in ambient noise from a variety of sources including vehicular traffic, stationary sources such as certain commercial uses and construction noise.	Significant	**MM-NOI-1 Temporary Noise Sources (Construction):** Prior to the issuance of a permit to construct land uses associated with noise-sensitive receptors consistent with the Focused General Plan Update within 112 feet of a noise-sensitive receptors, including, but not limited to, residential dwelling units, transient lodging, hospitals, nursing homes, facilities for long-term medical care, educational facilities, libraries, or churches, a Construction Noise Control Plan shall be submitted to the City of National City's Community Development Department for review and approval. The plan shall demonstrate that all construction activity will not expose noise-sensitive land uses such as residences to noise levels that exceed 75 dBA L_{eq}. The construction noise control plan can include, but is not limited to, the following: • Ensure that construction equipment is properly muffled according to industry standards and is in good working condition.	New	Less than Significant

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		• Place noise-generating stationary equipment and construction staging areas away from sensitive uses, where feasible. • Implement noise attenuation measures to the extent feasible, which may include, but are not limited to, temporary noise barriers or noise blankets around stationary construction noise sources. • Use electric air compressors and similar power tools rather than diesel-powered equipment, where feasible. • Construction-related equipment, including heavy-duty equipment, motor vehicles, and portable equipment, shall be turned off when not in use for more than 5 minutes. • Project developers shall require by contract specifications that heavily loaded trucks used during construction be routed away from residential streets to the extent feasible. Contract specifications shall be included in construction documents, which shall be reviewed by the City prior to issuance of a grading permit.		

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		• Prior to commencement of construction activities, at least one sign shall be installed near the project site entrance stating the allowable construction hours and workdays, as well as the phone number of the job superintendent. The sign shall be clearly conspicuous and legible from the public right-of-way and shall remain in place throughout construction. If the City or the job superintendent receives a complaint, the superintendent shall investigate, take appropriate corrective action, and report the action taken to the reporting party.		
		MM-NOI-2 Permanent Stationary Noise Sources: Prior to the issuance of a permit to construct developments consistent with the Focused General Plan Update that would include outdoor mechanical equipment, the Planning Department shall require appropriate noise attenuation measures for heating, ventilation, and air conditioning (HVAC) equipment, including, but not limited to, (1) set back at least 30 feet from the nearest property line, (2) surrounded by walls	New	Less than Significant

Environmental Issue	Result of Impact Analysis	Mitigation Measure Summary	New and/or Previous Mitigation?	Impact Level After Mitigation
		or parapet walls that obstruct the line-of-sight to adjacent land uses, or (3) placed within a mechanical equipment room. Where it may be demonstrated that other measures would reduce HVAC noise to levels below the limits specified in the Municipal Code, such measures may be substituted.		
Impact NOI-2 Vibration: Future development consistent with the Specific Plan may require pile driving or blasting that would expose people to excessive groundborne vibration or noise levels.	Significant	**MM-NOI-3 Vibration:** Prior to the issuance of a permit to construct projects that are in the Planning Area and would include pile driving, the Planning Department shall require that a Noise and Vibration Impact Analysis be prepared. The Noise and Vibration Impact Analysis shall be prepared by a qualified professional. Wherein a potential impact-related groundborne noise or vibration is identified, the Planning Department shall require that the reduction measures be incorporated into project design.	New	Less than Significant

1 INTRODUCTION

This Supplemental Program Environmental Impact Report (SPEIR) for the proposed National City Focused General Plan Update project and associated discretionary actions (collectively referred to throughout this SPEIR as the "FGPU") has been prepared by the City of National City in compliance with the California Environmental Quality Act (CEQA) Statute and Guidelines (Public Resources Code [PRC], Section 21000 et seq. and California Code of Regulations [CCR], Title 14, Section 15000 et seq.). The City is the Lead Agency responsible for ensuring that the proposed FGPU complies with CEQA.

The FGPU includes a number of legislative actions to be considered by the City Council, but primarily is a focused update of the 2011 Comprehensive Land Use Update (CLUU) and associated Climate Action Plan (CAP). The FGPU reflects an update to citywide policies and programs developed to address changes in State legislation, a changing regional context, and forecasted future growth.

The FGPU includes updates to policies, as well as supporting updates to codes, ordinances, and development standards. Policy updates will be reflected in the Land Use Element, Transportation Element, Safety Element, and CAP, which were last updated in 2011. The FGPU takes into account separate recent planning documents, including the 24th Street Transit Oriented Development Overlay study.

1.1 SPEIR Purpose and Intended Uses

1.1.1 What Is an EIR?

An environmental impact report (EIR) is intended to inform decision-makers, public agencies, and the public about the potential significant adverse environmental impacts from a project and provide decision-makers with an understanding of the associated physical and environmental changes a project may have on the environment. It is important to note that the objective of CEQA is to conduct an analysis of a project's impact on the environment and not the impacts of the environment on the project.

1.1.2 What Is a Program EIR?

Per Section 15168(a), "a program EIR is an EIR which may be prepared on a series of actions that can be characterized as one large project and are related either: (1) geographically" or "(4) as individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects which can be mitigated in similar ways." Per Section 15168(b), a program EIR can:

(1) Provide an occasion for a more exhaustive consideration of effects and alternatives than would be practical in an EIR on an individual action,
(2) Ensure consideration of cumulative impacts that might be slighted in a case-by-case analysis,
(3) Avoid duplicative reconsideration of basic policy considerations,
(4) Allow the Lead Agency to consider broad policy alternatives and program wide mitigation measures at an early time when the agency has greater flexibility to deal with basic problems or cumulative impacts, and
(5) Allow reduction in paperwork.

Furthermore, under Section 15168(c), a program EIR applies to later activities, as future development projects in the program "must be examined in the light of the program EIR to determine whether an additional environmental document must be prepared," as follows:

(1) If a later activity would have effects that were not examined in the program EIR, a new Initial Study would need to be prepared leading to either an EIR or a Negative Declaration. That later analysis may tier from the program EIR as provided in Section 15152.

(2) If the agency finds that pursuant to Section 15162, no subsequent EIR would be required, the agency can approve the activity as being within the scope of the project covered by the program EIR, and no new environmental document would be required.
[....]
(5) A program EIR will be most helpful in dealing with later activities if it provides a description of planned activities that would implement the program and deals with the effects of the program as specifically and comprehensively as possible. With a good and detailed project description and analysis of the program, many later activities could be found to be within the scope of the project described in the program EIR, and no further environmental documents would be required.

A program EIR would allow the City to determine potential impacts of policy changes on future buildout of the FGPU, i.e. projects that are in conformance with the General Plan, prior to taking action on the project.

1.1.3 Why a Supplemental Program EIR?

Per CEQA Guidelines Section 15162(a)(1), "when an EIR has been certified or a negative declaration adopted for a project, no subsequent EIR shall be prepared for that project unless the lead agency determines, on the basis of substantial evidence in the light of the whole record" that "substantial changes are proposed in the project which will require major revisions of the previous EIR or negative declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects."

Per Section 15163(a), the Lead Agency "may choose to prepare a supplement to an EIR rather than a subsequent EIR if: (1) Any of the conditions described in Section 15162 would require the preparation of a subsequent EIR, and (2) Only minor additions or changes would be necessary to make the previous EIR adequately apply to the project in the changed situation." A supplemental EIR allows the Lead Agency to tier from previous environmental analysis efforts and focus on resources that may be impacted by the proposed project that is in conformance with the General Plan. Per Section 15163(e), "when the agency decides whether to approve the project, the decision-making body shall consider the previous EIR as revised by the supplemental EIR."

As a result of initial assessment, the City decided that the SPEIR for the FGPU would cover additional analysis under the following resource topics: Aesthetics, Air Quality, Cultural and Tribal Cultural Resources, Paleontology, Hazards and Hazardous Waste, Land Use, Noise, Transportation, Greenhouse Gas Emissions, Growth Inducement, and Cumulative Impacts. Analysis that would result in impacts that would not arise above and beyond the significance conclusions of the 2011 CLUU Program Environmental Impact Report (PEIR) are included in Chapter 7 Comprehensive Land Use Update PEIR Subject Areas Requiring No Change in Analysis.

1.1.4 Incorporation by Reference

Following CEQA Guidelines Section 15150, this SPEIR incorporates the context and findings of the 2011 CLUU PEIR by reference. The SPEIR tiers to the certified (State Clearinghouse [SCH] No. 2010051009) 2011 CLUU PEIR. This SPEIR considers the issues discussed in the first-tier document, updates those topic discussions with the 2022 CEQA Appendix G Checklist, evaluates whether a significant effect has been adequately addressed or if the FGPU would result in an effect that was not addressed in the initial report.

Per Section 15163(b) and (e), "the supplement to the EIR need contain only the information necessary to make the previous EIR adequate for the project as revised....When the agency decides whether to approve the project, the decision-making body shall consider the previous EIR as revised by the supplemental EIR. A finding under Section 15091 shall be made for each significant effect shown in the previous EIR as revised.

The May 16, 2011, certified 2011 CLUU PEIR can be viewed and downloaded from the City's website using the following links:

Draft EIR 2011: https://www.nationalcityca.gov/services/documents/-folder-467

Final EIR 2011 Part 1: https://www.nationalcityca.gov/Home/ShowDocument?id=5238

Final EIR 2011 Part 2: https://www.nationalcityca.gov/Home/ShowDocument?id=5237

Ordinance No. 2012/Resolution No.14-11 adopting the EIR:
https://www.nationalcityca.gov/Home/ShowDocument?id=6133

A physical copy is available at: MLK Jr. Community Center (140 E. 12th Street, Suite B, National City, CA 91950).

1.2 SPEIR Legal Authority

1.2.1 Lead Agency

The City of National City is the Lead Agency for the project pursuant to Article 4 (Sections 15050 and 15051) of the CEQA Guidelines. The Lead Agency, as defined by CEQA Guidelines Section 15367 and PRC Section 21067, is the public agency that has the principal responsibility and authority for carrying out or approving the project which may have a significant effect upon the environment. As the Lead Agency, the City of National City Planning Department determined that a SPEIR would be necessary.

1.2.2 Responsible and Trustee Agencies

A Responsible Agency, defined pursuant to State CEQA Guidelines Section 15381, includes all public agencies other than the Lead Agency that have discretionary approval power over the project. A Trustee Agency is defined in Section 15386 of the CEQA Guidelines as a State agency having jurisdiction by law over natural resources affected by a project that are held in trust for the people of the State of California.

Implementation of the FGPU could require consultation from any responsible and trustee agencies. Future projects that are in conformance with the General Plan that would require individual environmental analysis may involve consultation with the following agencies:

- San Diego County Air Pollution Control District (SDCAPCD)
- San Diego Regional Water Quality Control Board (RWQCB)
- California Department of Transportation (Caltrans) District 11
- California Department of Fish and Wildlife (CDFW)
- San Diego County Regional Airport Authority
- Federal Aviation Administration

The SDCAPCD regulates sources of air pollution within the County and would be responsible for issuing permits for construction of future projects associated with the General Plan.

The RWQCB regulates water quality through monitoring of compliance with the regional water quality permit (or "general permit") in accordance with the Clean Water Act section 401 certification process. The RWQCB would have the responsibility of approving the Notice of Intent to comply with the terms of the general permit to discharge storm water associated with future construction activity allowed by the General Plan. The RWQCB would also be a Trustee Agency as it holds regional water quality in its trust through the National Pollutant Discharge Elimination System compliance review process.

Additionally, Caltrans is responsible for the state highway system, including freeway entrance and exit ramps.

The CDFW is responsible for the protection of fish and wildlife; designated rare or endangered native plants; and game refuges, ecological reserves, and other areas administered by the State. Most often, the CDFW acts as a Trustee and/or Responsible Agency and provides the requisite biological expertise to review and comment upon CEQA environmental documents prepared by another Lead Agency.

1.3 SPEIR Scope

The scope of analysis for the SPEIR was determined by the City as a result of initial project scoping, consideration of agency and public comments received in response to the Notice of Preparation (NOP) circulated on March 19, 2022, through April 18, 2022, and a scoping meeting held on April 6, 2022. The NOP and letters received during the public comment period are included in Appendix A of this SPEIR.

This SPEIR serves as a supplemental analysis to the previously certified 2011 CLUU PEIR, as referenced above. All environmental issues analyzed in the 2011 CLUU PEIR were considered during initial review of the project. The issues marked "Yes" or "New" in Table 1.3-1 were determined to result in new impacts that may be potentially significant and require subsequent analysis and/or mitigation as part of this SPEIR.

Table 1.3-1 Impact Assessment Summary

Issue Area	2011 PEIR Impact	New or Substantially Increased Impact compared to the 2011 CLUU PEIR?	New and/or Previous Mitigation?	Resultant Project Impact after Mitigation?
Aesthetics	Less than Significant	**Yes**	No	N/A
Agricultural Resources	No Impact	No	No	N/A
Air Quality	Less than Significant with Mitigation	**Yes**	**New**	**Significant and Unavoidable**
Biological Resources	Less than Significant with Mitigation	No	No	N/A
Cultural Resources	Less than Significant	**No**	**New**	**Less than Significant**
Geology and Soils	Less than Significant	No	**No**	N/A
Hazards and Hazardous Materials	Less than Significant with Mitigation	**Yes**	**New**	**Less than Significant**
Hydrology and Water Quality	Less than Significant with Mitigation	No	No	N/A
Land Use	Less than Significant with Mitigation	**Yes**	**New**	**Less than Significant**

Issue Area	2011 PEIR Impact	New or Substantially Increased Impact compared to the 2011 CLUU PEIR?	New and/or Previous Mitigation?	Resultant Project Impact after Mitigation?
Noise	Less than Significant with Mitigation	**Yes**	**New**	**Less than Significant**
Population and Housing	Less than Significant	No	No	N/A
Public Services and Recreation	Less than Significant	No	No	N/A
Transportation	Less than Significant	**Yes**	No	N/A
Tribal Cultural Resources	Less than Significant	**Yes**	**New**	**Less than Significant**
Utilities and Service Systems	Less than Significant with Mitigation	No	No	N/A
Greenhouse Gas Emissions	Less than Significant	**Yes**	**No**	**N/A**
Energy	No Impact	No	No	N/A

Through these scoping activities, the project was determined to have the potential to result in the following significant environmental impacts:

- Aesthetics
- Air Quality
- Cultural Resources
- Paleontological Resources
- Hazards and Hazardous Materials
- Land Use
- Noise
- Transportation
- Tribal Cultural Resources
- Greenhouse Gases

Each of those topics are discussed in detail in Chapter 4.0 Environmental Analysis.

Alternatives are presented to evaluate scenarios that further reduce or avoid significant impacts associated with the FGPU. An analysis of the impacts of the FGPU compared to existing adopted plans, a "plan-to-plan" analysis, is presented in Chapter 8.0 Project Alternatives, under the No Project (Adopted Plan) Alternative.

Additionally, the SPEIR includes a recommended programmatic mitigation framework (see Chapter 9 Mitigation Monitoring and Reporting Program). When mitigation measures are implemented by future development under the FGPU, they would provide the City with ways to substantially lessen or avoid significant effects of the project on the environment, whenever feasible.

1.4 Public Comments on the Notice of Preparation

Table 1.4-1 provides a summary of written comments received regarding the environmental scope from agencies and interested individuals during the public comment period on the SPEIR from March 19, 2022, through April 18, 2022.

Table 1.4-1 Public Review Comments on the Notice of Preparation

Agency/Individual	Date	Comment Summary
Edward Nieto (Resident)	April 6, 2022	Requests information on the Focused General Plan Update and clarification on where the proposed land use changes are.
National City Historical Society – Nancy Estolano (President)	April 7, 2022	Requests consultation with the National City Historical Society for demolition of houses over 75 years old within the zoning overlays of 2, 4, and 6.
Building Industry Association of San Diego – Adrian Luna (Legislative Aid)	April 8, 2022	Requests that staff present the Draft SPEIR to our Urban Council Committee on April 26 from 11:00 a.m. to 12:00 p.m.
California Department of Transportation (Caltrans) District 11 – Maurice A. Eaton (Branch Chief – Local Development Review)	April 13, 2022	Requests a vehicle miles of travel (VMT)-based Traffic Impact Study that is drafted using the Governor's Office of Planning and Research Guidance to identify VMT-related impacts. Encourages coordination with Caltrans in locations that may affect Caltrans and other responsible agencies regarding complete streets proposed improvements. Recommends using the "Contextual Guidance for Bike Facilities" Memorandum (March 2020) to identify the preferred bikeway facility type in areas where bikeway facility installations are planned. Notes that Caltrans is not responsible for existing or future traffic noise impacts associated with the existing configuration of Interstate 5 or State Route 54. Acknowledges that the availability of affordable and reliable, high-speed broadband is a key component in supporting travel demand management and reaching the State's transportation and climate action goals. Offers a reminder of the requirement to provide an approved final environmental document, corresponding technical studies, and necessary regulatory and resource agency permits—specifically, any CEQA determinations or exemptions—as part of the encroachment permit process.
County of San Diego Department of Public Works / San Diego County's Sanitation District – Sue Waters (Land Use/Environmental Planner)	April 18, 2022	Requests that the environmental document include a statement that "no additional sewer flow capacity impacts to the San Diego County Sanitation Districts (District), Spring Valley outfall sewer trunk line will occur in accordance with any sewer transportation agreements between the District and the City of National City."

1.5 SPEIR CONTENT AND ORGANIZATION

The SPEIR has been organized in accordance with the 2022 CEQA Guidelines. Its organization and content are outlined below:

- **Executive Summary** provides a brief description of the project, identification of areas of controversy, a summary of the SPEIR analysis, a summary table identifying significant impacts, and a summary of the proposed mitigation framework.
- **Chapter 1 Introduction** is this chapter, which contains an overview of the legal authority, purpose, and intended uses of the SPEIR, as well as its scope and organization. It provides a discussion of the CEQA environmental review process, including opportunities for public involvement. It also includes a summary of comments received during the public review period.
- **Chapter 2 Environmental Setting** contains a description of the project's physical location and characteristics, regional and local context, and planning context.
- **Chapter 3 Project Description** contains a description of the FGPU's proposed changes, its relationship to the 2011 CLUU and other planning efforts the City has completed, and the discretionary actions required to implement the project.
- **Chapter 4 Environmental Analysis** contains sections for each of the resource areas that are being analyzed due to a lack a site-specific impact analysis and adequate mitigation for project impacts in the 2011 CLUU PEIR or that result in new impacts that may be potentially significant and require subsequent analysis and/or mitigation as part of this SPEIR. It also includes existing conditions, regulatory framework, significance thresholds, and an analysis of potential impacts.
- **Chapter 5: Growth Inducement** evaluates the potential for the project to induce economic or population growth or the construction of additional housing, either directly or indirectly, in the surrounding environment, per Section 15162.2 (e).
- **Chapter 6: Cumulative Impacts** discusses the cumulative impacts of a project when the project's incremental effect is cumulatively considerable, as defined in section 15065 (a)(3).
- **Chapter 7: Topics Requiring No Change in Analysis** discusses the resource areas that were determined not to require a change in analysis as identified during scoping and preliminary environmental review.
- **Chapter 8: Alternatives** provides a description of each proposed alternative to the FGPU and a comparison of each as they relate to environmental impacts and meeting project objectives. It also identifies the environmentally superior alternative.
- **Chapter 9: Mitigation Monitoring and Reporting Program** is the programmatic mitigation framework proposed to mitigate potential impacts of future development under the FGPU.
- **Chapter 10: References** lists the additional sources, plans, and studies referenced throughout the SPEIR.
- **Chapter 11: List of Preparers** lists the personnel involved in the preparation of the SPEIR and its associated technical studies.
- **Chapter 12: Individuals and Agencies Consulted** lists the individuals and agencies consulted during preparation of the SPEIR.
- **Chapter 13: Technical Appendices** includes the technical reports and additional sources of information used in the development of the SPEIR. The SPEIR provides a summary of the information found in these appendices.

1.6 Incorporation by Reference

As permitted by CEQA Guidelines section 15150, this SPEIR has referenced several technical studies and reports, including analysis completed for the 2011 CLUU PEIR. Information from these documents has been briefly summarized in this SPEIR where applicable, and their relationship to this SPEIR described. These documents are included in Chapter 10.0 References Cited and are hereby incorporated by reference.

1.7 SPEIR Process

The SPEIR process involves the preparation of a Draft SPEIR, the opportunity for stakeholders and the public to review the Draft SPEIR and provide comments on the adequacy of analysis during a 30-day public review period per Section 15163(c), and a Final SPEIR.

1.7.1 Draft SPEIR

This SPEIR will follow CEQA Guidelines for draft and final EIRs. In accordance with sections 15085 and 15087(a)(1), upon completion of a draft EIR, a Notice of Completion is filed with the State Office of Planning and Research, and a Notice of Availability of the draft EIR is issued in a newspaper of general circulation in the area.

The draft EIR is distributed for review to the public and interested and affected agencies for the purpose of providing comments "on the sufficiency of the document in identifying and analyzing the possible impacts on the environment and ways in which the significant effects of the project might be avoided or mitigated" (Section 15204, CEQA Guidelines).

The Draft SPEIR and all related technical studies are available for review during the public review period at https://www.nationalcityca.gov/government/community-development/planning/focused-general-plan-update. A physical copy is available at: MLK Jr. Community Center (140 E. 12th Street, Suite B, National City, CA 91950).

1.7.2 Final SPEIR

The Final SPEIR will incorporate responses to the comments received during public review, associated revisions to the Draft SPEIR sections, Findings of Fact, and a Statement of Overriding Considerations (if applicable for any impacts identified in the Draft SPEIR as significant and unmitigated). Per Section 15163(e), when the City decides to approve the project, City Council shall consider the previous EIR as revised by the supplemental EIR and will consider all comments in making its decision whether to certify the Final SPEIR.

The City will be able to use this SPEIR to ensure compliance of future development under the General Plan with the programmatic mitigation framework included in this SPEIR and with applicable policy changes and regulations from the FPGU.

2 ENVIRONMENTAL SETTING

2.1 PROJECT LOCATION

The City of National City is located in the southwestern portion of San Diego County, California. National City is bordered by San Diego to the north and east, Chula Vista to the south, and San Diego Bay to the west. National City encompasses 9.2 square miles, of which 1.7 square miles is water. Interstate 5 (I-5) and Interstate 805 (I-805) cross the City from north to south, and State Route 54 (SR-54) traverses the southern edge (see Figure 2.1-1).

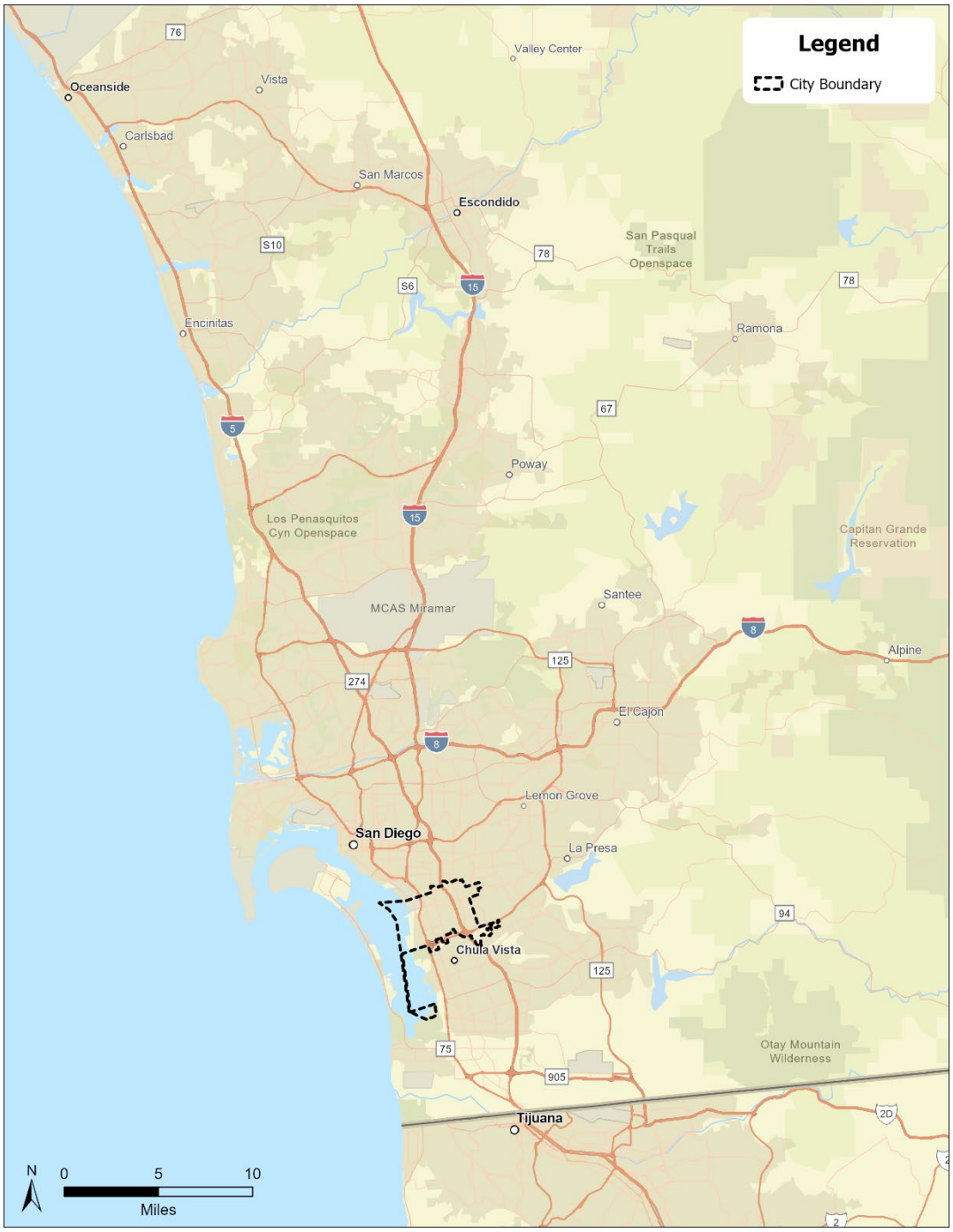
National City lies within close proximity of the San Diego Bay, the United States–Mexico border, downtown San Diego, and other south bay communities. Although no airports are located within the Planning Area, there are three airports near National City: the San Diego International Airport at Lindbergh Field, the Naval Air Station North Island in Coronado, and Brown Field Municipal Airport south of the Planning Area in the Otay Mesa community.

Much of the land within National City to the west of I-5 is outside the jurisdiction of the City and is under the control of the San Diego Unified Port District or U.S. Department of Defense (U.S. Navy). The National City Marine Terminal, under the ownership of the Unified Port of San Diego (Port), is the most advanced vehicle import and export facility on the West Coast, processing more than 270,000 vehicles annually. The Port's marine terminals are vital components of the San Diego region's working waterfront. National City's waterfront extends 3 miles along San Diego Bay and is part of the largest U.S. Navy installation on the West Coast.[1]

The proposed Focused General Plan Update (FGPU) is effective citywide and includes the annexation of three parcels within the Lincoln Acres unincorporated community in 2019 into the City boundaries.

1 National City, About National City, https://www.nationalcityca.gov/government/police/about-us/about-national-city

Figure 2.1-1 Regional Location



Source: SANGIS, County Boundary, October 2022, https://rdw.sandag.org/Account/gisdtview?dir=Jurisdiction

2.2 PLANNING CONTEXT

The State of California encourages cities and counties to look beyond their borders during general plan development and update processes and to consider a "Planning Area" that extends beyond the municipal limits. Accordingly, the Planning Area for the proposed FGPU extends beyond the City's limits to include the Sphere of Influence (SOI) (refer to Figure 2.2-1 , below).

Typically, an SOI is the area immediately outside city limits where development is likely to occur because of the proximity of existing services such as roads, water, sewer, police, and fire. Since there is no other land outside of the SOI within the Planning Area boundary, because all of the other land surrounding National City is located within the city limits of Chula Vista or San Diego, the City's SOI only additionally encompasses the unincorporated island portion of San Diego County known as Lincoln Acres. While the City does not have regulatory power over the unincorporated portion of the Planning Area, including it in the Planning Area signals that National City recognizes the impact that development within this area has on the future of the City. The unincorporated portion of the Planning Area will remain under the jurisdiction of San Diego County unless and until such time as it is annexed into the City of National City.

The land most recently (2019) annexed into the National City boundary includes the following (Figure 2.2-2):

- 0.23 acres of unincorporated territory consisting of two vacant parcels along Sweetwater Road in the Lincoln Acres community (Assessor's Parcel Number [APN]: 563-252-23 and 563-252-28)[2]
- 49.5 acres of a right-of-way area under the I-805/SR-54 freeway interchange (APN: 563-330-41)

2.3 PHYSICAL ENVIRONMENT

2.3.1 Aesthetics

The visual character of the Planning Area is typical of surrounding cities and contains several aesthetic resources such as scenic vistas of San Diego Bay and mountains to the east, cohesive residential neighborhoods, and a vibrant, pedestrian-scale downtown. Existing neighborhoods are predominantly residential, while many districts contain a mixture of residential, commercial, and industrial uses. National City is the second oldest city in San Diego County and has maintained many of its historic neighborhoods and structures, which date back to the late 1880s.

As part of the 2011 CLUU, the Planning Area has been divided into 13 geographic areas, each with a unique character and distinctive land use pattern.[3] The visual characteristics of each of these areas have not significantly changed since the 2011 CLUU.

2 San Diego County Local Agency Formation Commission, Agenda Report 7a Public Hearing, December 2, 2019 https://www.sdlafco.org/home/showpublisheddocument/4676/637102834232470000
3 National City, Comprehensive Land Use Update (CLUU) Draft EIR, Chapter 4.1 Aesthetics, 2011, https://www.nationalcityca.gov/home/showpublisheddocument/4458/636090627169130000

Figure 2.2-1 Planning Area

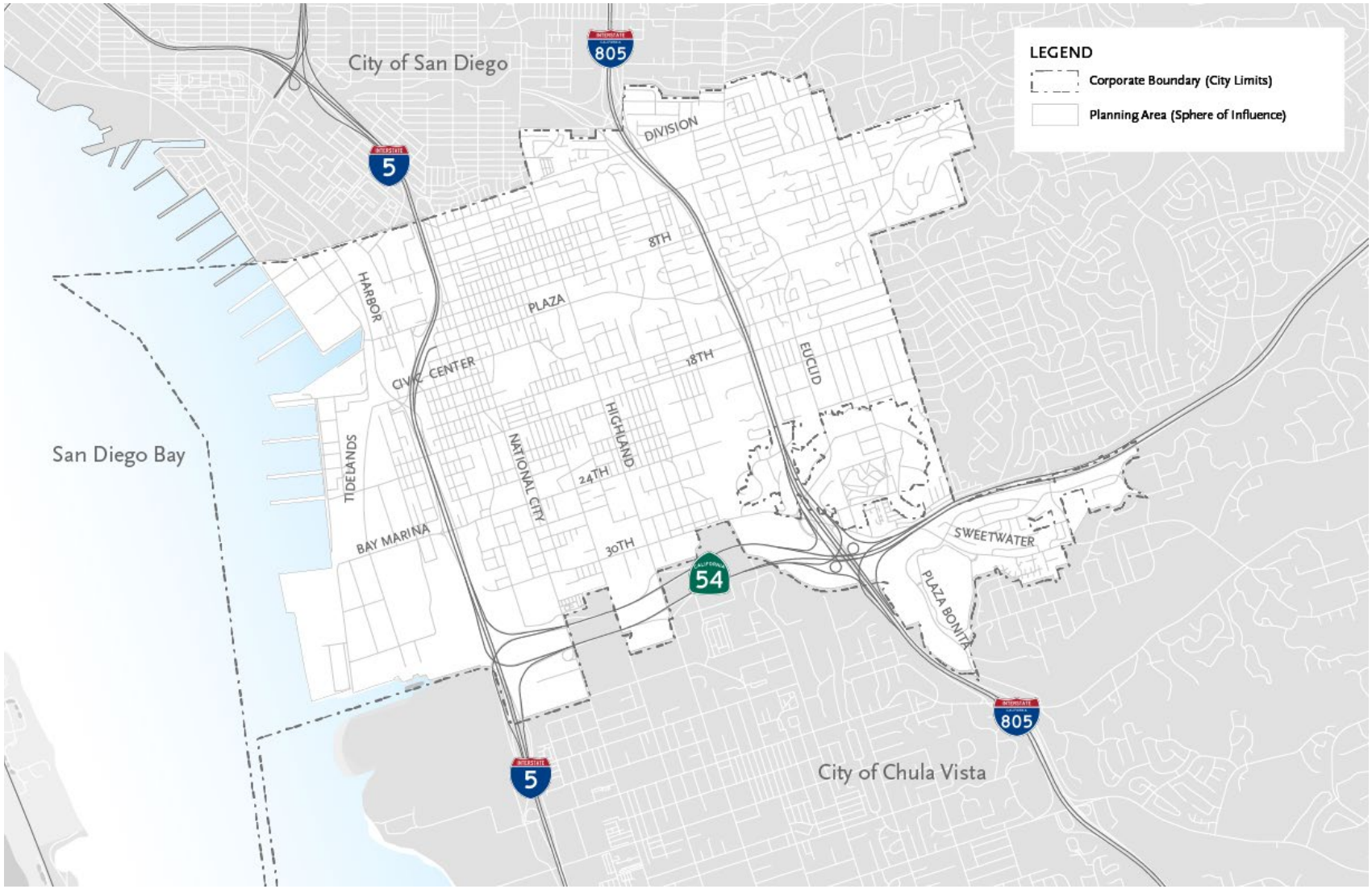
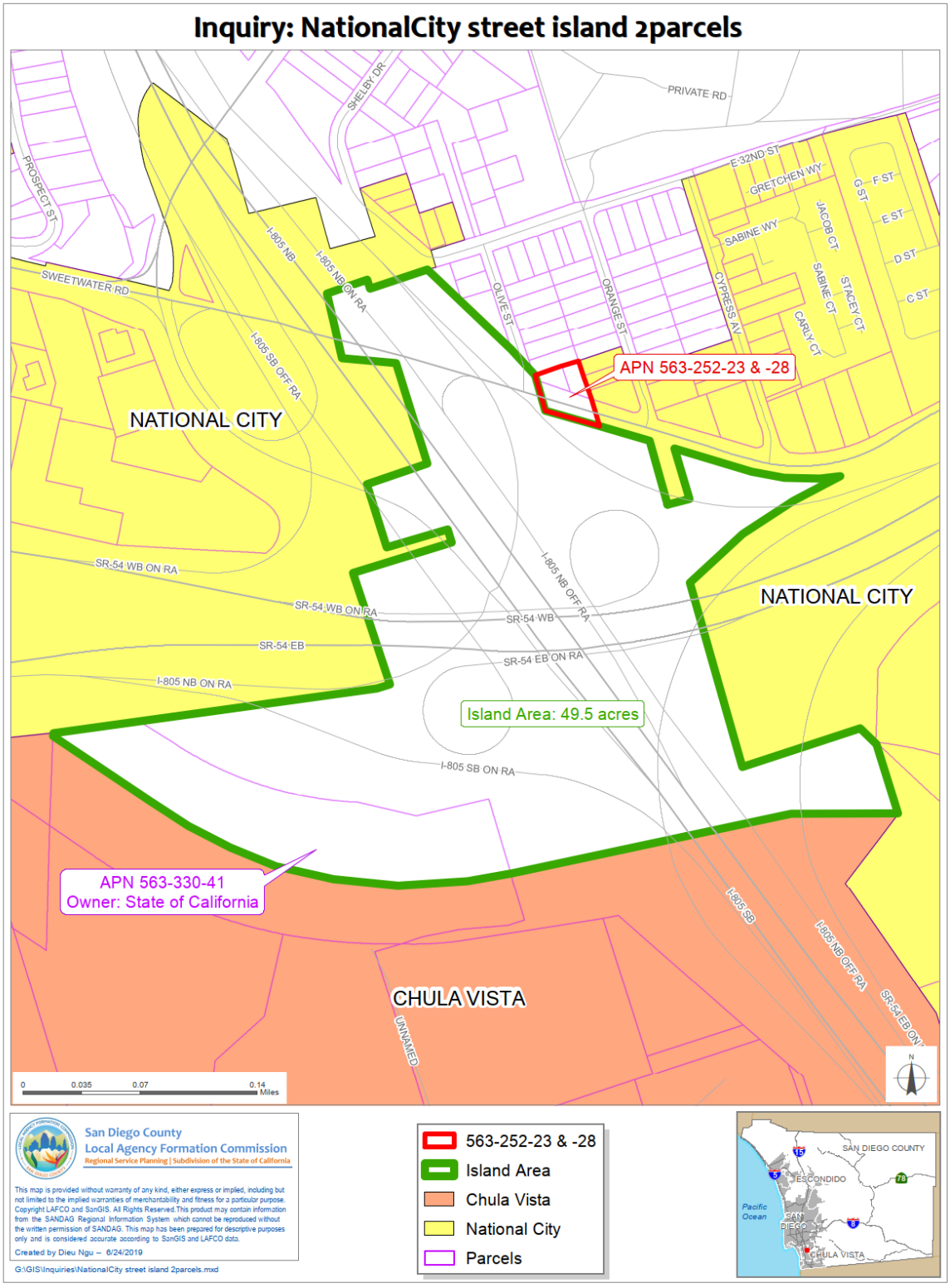


Figure 2.2-2 Land Annexed into National City



2.3.2 Air Quality

National City is in the San Diego Air Basin, which lies in the southwest corner of California and comprises the entire San Diego region. The nearest air quality monitoring stations are located in Chula Vista (CVA) and in downtown San Diego at the Sherman Elementary School.[4] Monitoring data at the San Diego – Sherman Elementary School station showed acceptable levels of nitrogen dioxide (NO_2) for the years 2019 through 2021. The State and federal 8-hour ozone standard was exceeded once in 2019 and three times in 2020. The federal standard for particulate matter less than or equal to 2.5 microns in diameter ($PM_{2.5}$) was exceeded twice in 2020. Sources of air pollution in the Planning Area are primarily on-road vehicles. I-5 and I-805 cross the Planning Area from north to south, and SR-54 traverses the southern edge of the town. Emissions from stationary sources and motor vehicles form secondary particles that contribute to levels of particulate matter less than or equal to 10 microns in diameter (PM_{10}) in many areas. Air quality in the San Diego Air Basin is impacted not only by local emissions but also by pollutants transported from other areas—in particular, ozone (O_3) and ozone precursor emissions transported from the South Coast Air Basin and Mexico.

In additional to transportation sources, there are more than 160 stationary sources in National City that operate under permits approved by the San Diego Air Pollution Control District.[5] These sources include emergency generators, boilers, gas stations, and automotive repair facilities that are common in many cities. Additional sources unique to National City are a number of marine coating operations and a cement terminal silo system. Heavy industrial activities occur at the Naval Base San Diego, located about a mile northwest of the City limits.

2.3.3 Hydrology and Water Quality

Groundwater within the Planning Area occurs mainly within in two aquifers composed of alluvial deposits, the Lower and Middle Sweetwater Basins, and in the San Diego Formation, an aquifer composed of consolidated sediment. Surface waters include the Sweetwater River, Seventh Street Channel, and Paradise Creek, which run through National City and flow into the San Diego Bay. The area of the Sweetwater River that is tidally influenced is known as the Sweetwater River Estuary and is located in the southern edge of the Planning Area on the border of National City and Chula Vista.

2.3.4 Land Use

National City's boundary encompasses approximately 9.2 square miles, of which approximately 7.5 square miles (81.7 percent) consists of land area and 1.7 square miles (18.3 percent) consists of water bodies such as the San Diego Bay. Residential land uses constitute the largest use (26.4 percent, or 1,635 acres) and Transportation, Communications, and Utilities are the next largest use (22.4 percent or 1,389 acres). A detailed breakdown of existing land uses is included in Chapter 4.6 Land Use and Appendix 13.B.1 Land Use Element Update.

Also within the Planning Area are military land uses, including Naval Base San Diego, the Army National Guard (located at 303 Palm Avenue), and the U.S. Government Navy Department (1717 Sweetwater Road). These areas are controlled by the U.S. military.

Three separate agencies control land within National City's Coastal Zone: the San Diego Unified Port District, the U.S. Navy, and the City of National City. The land controlled by the Port District is included in the Port Master Plan, which is undergoing a comprehensive update. Federal lands under the jurisdiction of the U.S. Navy are under the jurisdiction of the Federal Coastal Zone Management Act, which states that military lands shall comply with coastal planning to the extent that national security is not imperiled. The Coastal Zone area over which National City retains jurisdiction totals approximately 575 acres and is bounded by the U.S. Navy lands to the north and the Chula Vista

4 Note: The Downtown site was shut down in 2016 and relocated to Sherman Elementary School. Monitoring resumed in mid-2019. SDACPD, 2020 Network Assessment 2015–2019, https://www.sdapcd.org/content/dam/sdapcd/documents/monitoring/2020-Network-Assessment.pdf
5 San Diego County, Air Pollution Equipment Permits, https://data.sandiegocounty.gov/Environment/Air-Pollution-Equipment-Permits/33xy-2ab9/data

Bayfront to the south. The City has an adopted Local Coastal Program (LCP) for this area; development in the Coastal Zone must comply with the LCP as well as the General Plan.

As noted previously, the land within the Lincoln Acres community is under jurisdiction of the County of San Diego.

2.3.5 Noise

I-5, I-805, and SR-54 are the most prevalent sources of traffic noise and affect distant land uses. Major arterials characterized by substantial traffic-generated noise include National City Boulevard, Highland Avenue, Euclid Avenue, Division Street, Plaza Boulevard, Civic Center Drive, 18th Street, Bay Marina/Mile of Cars Way, and 30th Street/Sweetwater Road. Major stationary noise sources include service commercial uses such as automotive repair facilities, wrecking yards, tire installation centers, car washes, transfer yards, and loading docks and are found at various locations throughout the Planning Area, many of which are located along the waterfront and within Port- and Navy-controlled parcels. Commercial and miliary aircraft are additional sources of noise within the Planning Area.

2.3.6 Public Services

2.3.6.1 Fire

National City's Fire Department provides fire protection and emergency medical services in the City, and the Lower Sweetwater Fire Protection District covers the unincorporated area of Lincoln Acres. There are two fire stations serving the Planning Area; Station 34 is located at 343 East 16th Street, and Station 31 is located at 2333 Euclid Avenue in unincorporated Lincoln Acres. The administration office is located at 1243 National City Boulevard. The Fire Department is composed of three divisions (Administration, Fire Prevention, and Operations) that provide fire control, emergency medical service, rescue, and fire prevention and education.

2.3.6.2 Police

Responsibilities of the National City Police Department (NCPD) include law enforcement, street patrol, traffic and parking enforcement, and investigations. The NCPD has one police station located at 1200 National City Boulevard.

2.3.6.3 Schools

There are three public school districts that serve the Planning Area: National School District (NSD), Chula Vista Elementary School District (CVESD), and Sweetwater Union High School District (SUHSD). There are 10 elementary schools in the NSD;[6] 44 elementary schools in the CVESD,[7] which serves southwest San Diego County; and 15 high schools, 13 middle schools, four adult schools, and five alternative schools in the SUHSD.[8] Within the National City boundaries, the NSD has 10 public schools offering grades K–6, with one location offering preschool. The SUHSD has four campuses in National City, including its founding and namesake school, Sweetwater High, offering instruction primarily in grades 7 through 12. National City Middle School and Granger Junior High offer secondary instruction, and National City Adult School offers high school equivalency and continuing education. Additionally, the Southwestern College's Higher Education Center and South County Regional Education Center are also located within the City.[9]

2.3.6.4 Parks

The City of National City has six public parks, one public plaza, and a nine-hole public golf course under its jurisdiction. Pepper Park and the adjacent boat launch/aquatic center, operated by the Unified Port District, along with a portion of the County's Sweetwater Regional Park, also lie within the City limits

6 National School District, Schools Directory, https://www.nsd.us/domain/84, Accessed June 20,2022
7 Chula Vista Elementary School District, School Directory, https://www.cvesd.org/schools/school-directory
8 Sweetwater Union High School District, About Us, https://www.sweetwaterschools.org/about-suhsd/, Accessed June 20, 2022
9 National City, Community, Schools and Colleges, https://www.cvesd.org/schools/school-directory, Accessed September 20, 2022

but are not under the City's jurisdiction. In sum, there are approximately 119 acres of parkland (excluding the golf course) located within the City limits. This equates to 1.9 acres of parkland per 1,000 residents. One additional park, Lincoln Acres County Park, lies outside the City limits but within the Planning Area.

2.3.6.5 Libraries

The Planning Area is served by two libraries, the City of National City Public Library and the San Diego County Lincoln Acres Branch Library.

2.3.7 Transportation

This section summarizes the existing conditions of the transportation network in National City, as described in more detail (with figures) in the updated Transportation Element (see Appendix 13.B.2).

2.3.7.1 Pedestrian

National City is made up of multi-modal communities with high rates of pedestrian activity. From 2013 through 2019, National City installed 16.9 miles of new sidewalk and installed and/or upgraded 675 curb ramps for compliance with Americans with Disabilities Act requirements.

2.3.7.2 Bicycle

From 2013 through 2019, the City has constructed approximately 12 miles of new bicycle facilities. In addition to the local serving bikeways, the Planning Area also contains two regional bikeways: the Bayshore Bikeway and the Sweetwater River Bikeway. The Bayshore Bikeway is a 26-mile regional bicycle route that encircles San Diego Bay and passes through the Planning Area along Harbor Drive and Tidelands Avenue and provides a link to the nearby cities of San Diego, Coronado, Imperial Beach, and Chula Vista. This route also provides an alternative transportation option to many industrial and military job sites. The Sweetwater River Bikeway is located along the southern border of National City with segments in Chula Vista. It runs parallel with the Sweetwater River Flood Control Channel. It is approximately 1.7 miles long and varies between 8 and 10 feet in width. It connects to the Bayshore Bikeway at the Sweetwater Channel near the Gordy Shields Bridge.

2.3.7.3 Transit

Residents of National City rely more on public transportation than other commuters throughout San Diego County. Of the estimated 25,531 working residents of the City, 6.9 percent commute to work using public transit, compared to the County's average of 3.4 percent. The Planning Area's urban core is well served by multi-modal transportation options that allow for local and regional trips to be made without a car.

National City is served by a regional transit system operated by the San Diego Metropolitan Transit System (MTS). There are 10 bus routes running through the Planning Area, with a total of 205 bus stops. Additionally, the Planning Area includes two MTS Trolley stations, which are located on the Blue Line Trolley running from Old Town and Downtown San Diego to the United States–Mexico border. The 8th Street Trolley Station is located near the intersection of 8th Street and Harbor Drive, and the 24th Street Trolley Station is located near the intersection of 22nd Street and Wilson Avenue.[10]

2.3.7.4 Vehicle

The Planning Area currently has approximately 110 miles of paved streets and 90 signalized intersections. The existing roadway system generally follows a traditional grid pattern. The main regional freeway facilities through the Planning Area are I-5, I-805, and SR-54. Both I-5 and I-805 provide north-south movement, while SR-54 is an east-west corridor.

The Planning Area has approximately 14 major arterial roadways providing circulation across the Planning Area and to major destination points throughout the region. These streets are typically four

10 National City, Transportation Element Update, See Appendix 13.B.2.

lanes and spaced at half-mile intervals. Additionally, the Planning Area is served by approximately 31 collector roadways that operate as local conduits to take users in and out of neighborhoods and business districts onto the arterial routes. These are generally two-lane roads with signalized intersections.

2.3.7.5 Truck Routes

Demand for truck movements is primarily driven by activities relating to the Port of San Diego, Naval Base San Diego, and the shipyard building businesses along Harbor Drive. These facilities serve as key origins and destinations for truck freight. National City has designated trucking routes originating mainly from the National City Marine Terminal and linking to regional highways. The truck routes through National City are classified as either "primary" or "alternate" routes. Primary routes are generally described as the most direct routes to freeways and are used for regional delivery. Multiple Strategic Highway Network (STRAHNET) corridors also pass through the Planning Area to connect to the working waterfront. STRAHNET is a system of roads deemed necessary for emergency mobilization and peace-time movement of heavy armor, fuel, ammunition, repair parts, food, and other commodities to support U.S. military operations.

These routes are shown in Figure T-16 Routes and STRAHNET Corridors in the updated Transportation Element (see Appendix 13.B.2).

2.3.8 Energy and Greenhouse Gas Emissions

The community-wide inventory of greenhouse gas (GHG) emissions includes emissions from activities taking place within the City limits. However, for the purpose of the Climate Action Plan (CAP), the inventory excludes the jurisdictional boundaries of the Navy and Port of San Diego, over which the City does not have regulatory authority. GHG emission sectors in this inventory include residential, commercial/industrial, transportation, solid waste, and water/wastewater. As shown in Table 2.3-1, National City's 2018 community GHG emissions totaled in 518,263 metric tons of carbon dioxide equivalent ($MTCO_2e$) or 2.9 $MTCO_2e$ per capita. The sector with the greatest contribution to global climate change was transportation, accounting for 58.7 percent of the City's total GHG emissions, or 304,070 $MTCO_2e$. Commercial energy source emissions contributed to 29.7 percent of the City's overall emissions, or 153,238 $MTCO_2e$. In comparison, National City's 2005 community-wide GHG emissions from the adopted CAP totaled 550,714 $MTCO_2e$, or 9.9 $MTCO_2e$ per capita. Transportation accounted for 359,029 $MTCO_2e$ (65 percent), and commercial emissions accounted for 139,029 (25.2 percent).

Table 2.3-1 Community-Wide Emissions Inventory (2018)

Sector	$MTCO_2e$	Percentage of Total (%)
Transportation	304,070	59
Commercial/Industrial	153,738	30
Residential	48,872	9
Solid Waste	104,920	2
Water and Waste-Water	1,091	0.2
Total	518,263	100.0%

Source: National City, Climate Action Plan, Table CAP-3: Community-wide Emissions Inventory (2018), May 2022 (See Appendix 13.B.6)

2.3.9 Tribal Cultural Resources

In 2020, local tribes were consulted under Assembly Bill 52 and Senate Bill 18 (see Appendix 13.C.10). No responses were received. No reservations exist within the Planning Area.

The tribes were sent the Notice of Preparation for the Supplemental Program Environmental Impact Report in March 2022. No requests for consultation were received.

To confirm that no additional tribes needed to be notified, an updated 2022 Local Government Tribal Consultation List was requested for the Planning Area was completed (see Appendix 13.C.11). Compared to the 2020 list, it was determined no additional contacts needed to be notified.

In addition, a Sacred Lands File Search request was made to the Native American Heritage Commission (NAHC) in 2022. The NAHC responded on November 22, 2022, that sacred lands may be present within the Planning Area (see Appendix 13.C.11). As no consultation requests were received by the City after the first two notices, no additional notifications were sent out.

3 PROJECT DESCRIPTION

3.1 RELATIONSHIP TO THE NATIONAL CITY 2011 COMPREHENSIVE LAND USE UPDATE

The National City City Council adopted the Comprehensive Land Use Update (CLUU) on June 7, 2011, which included: 1) a comprehensive General Plan update; an update to the Land Use Code (Municipal Code Title 18); a Climate Action Plan (CAP); and amendments to the Downtown Specific Plan, Westside Specific Plan, and Local Coastal Program to ensure consistency with the General Plan; and 2) five individual development projects.

Concurrently, the City certified a Final Environmental Impact Report (EIR) for the CLUU (State Clearinghouse #2010051009), pursuant to the California Environmental Quality Act (CEQA). The 2011 CLUU Programmatic Environmental Impact Report (PEIR) provided a programmatic analysis of the environmental impacts associated with projected buildout of the General Plan, as well as a project-level analysis for the five specific development projects.

Since 2011, changes in State legislation, a changing regional context, and forecasted future growth have prompted the City to update its vision for the future through its General Plan and other documents associated with the Focused General Plan Update (FGPU) effort.

The FGPU components are described below in Section 3.2 Description of Project Components. The integration of land use, transportation, and housing is important in the strategy of greenhouse gas (GHG) reduction, which is why the City is taking a holistic approach in updating these elements in conjunction with updating the CAP.

Due to the nature of the changes proposed in the FGPU (i.e., focused policy changes and zoning updates along key corridors within the City), and lack of site-specific development projects proposed, the City determined that it would be valuable to build an environmental analysis from the previous certified EIR to expand upon the existing analysis of buildout. The preparation of a Supplemental Program Environmental Impact Report (SPEIR) that tiers from the 2011 CLUU PEIR would provide adequate analysis and a mitigation framework that allows for future development, including housing projects, consistent with the General Plan and zoning to tier from the analysis in the SPEIR. This approach would allow more streamlined environmental analysis for future development in the Planning Area and would support the City's Housing Element goals to meet future housing demand for all income categories.

Therefore, this SPEIR builds on the 2011 CLUU and 2011 CLUU PEIR and updates necessary existing conditions, regulatory settings, and policies and programs to guide National City's development through 2050. All environmental issues analyzed in the 2011 CLUU PEIR were considered during initial review of the project. The changed documents will supersede the current adopted CLUU, which was last updated in 2011, and portions of the current Municipal Code. The changes are intended to provide the control necessary to ensure that growth in National City occurs in an orderly fashion.

3.2 CHANGES SINCE THE 2011 COMPREHENSIVE LAND USE UPDATE

3.2.1 State Housing Mandates and Legislation

The following State housing mandates and legislation are organized by these main categories: Accessory Dwelling Units (ADUs), Affordable Housing, Density Bonus Law, Development Requirements, Equity and Fair Housing, Planning Document Procedures, Project Approvals and Streamlining, Youth and Transitional Housing, and Zoning and Lot Division.

ADUs

Senate Bill (SB) 13 (Wieckowski) – 2019
SB 13 states that until January 1, 2025, cities may not condition approval of ADU building permit applications on the applicant being the "owner-applicant" of either the primary dwelling unit or the ADU or impose impact fees on ADUs under 750 square feet. If a local agency does not act on an ADU application within 60 days of a completed application, the application shall be deemed approved.

Assembly Bill (AB) 68 (Ting) – 2019
AB 68 expands the definition of ADU and includes a provision that an ADU is not considered to exceed the allowable density for the lot upon which it is located. In addition, ADUs are not subject to local policies, ordinances, or programs that limit growth, and this bill prohibits the adoption of ADU ordinances that impose lot coverage standards and minimum lot size requirements.

AB 587 (Friedman) – 2019
AB 587 states that ADUs may be sold or conveyed separately from a primary residence if certain conditions are met, such as being developed by a qualified nonprofit corporation. This bill is intended to increase the ability of affordable housing organizations to sell deed-restricted ADUs to eligible low-income homeowners.

AB 670 (Friedman) – 2019
AB 670 makes unlawful any homeowner association condition that prohibits or unreasonably restricts the construction of ADUs on single-family residential lots.

AB 671 (Friedman) – 2019
AB 671 requires jurisdictions to include plans to incentivize and promote the creation of affordable ADUs in local general plan housing elements.

AB 881 (Bloom) – 2019
AB 881 prohibits setback requirements for an existing living area or accessory structure that is converted to an ADU (or a new structure within the same place and dimensions as an existing structure). For an ADU not converted from an existing structure, setbacks are limited to 4 feet.

AB 3182 (Ting) – 2020
AB 3182 states that owners are not subject to governing documents that prohibit or unreasonably restrict renting ADUs or junior accessory dwelling units (JADUs) and includes a requirement for ministerial approval of building permit applications in residential or mixed-use zones to create one ADU and one JADU per lot with proposed or existing single-family development if certain conditions are met (existing legislation requires approval of one ADU or JADU).

AB 345 (Quirk-Silva) – 2021
AB 345 further facilitates ADUs by removing the requirement for a local agency to first pass an ordinance allowing the conveyance of an ADU separately from a primary residence (which can be an extended process) before such conveyance occurs and permits an ADU to be sold or conveyed separately from the primary residence to a qualified buyer (low- and moderate-income individuals and families as defined in California Health and Safety Code Section 50093) and if certain conditions are met, including that the primary residence or ADU was built by a qualified nonprofit corporation and that the property is held pursuant to a recorded tenancy in common agreement. In addition to the current requirements, agreements recorded after December 31, 2021, must also include 1) a delineation of all areas of the property that are for the exclusive use of a cotenant, 2) delineation of each cotenant's responsibility for the costs of taxes, insurance, utilities, general maintenance and repair, and improvements associated with the property, and 3) procedures for dispute resolution among cotenants before resorting to legal action.

AB 1584 (Committee on Housing) – 2021
AB 1584, a housing omnibus bill, establishes a restriction on contractual development controls that mirrors AB 721 by declaring unenforceable any covenants, conditions, and restrictions (CC&Rs) contained within a deed, contract, security instrument, or other instrument that prohibits, effectively prohibits, or restricts the construction or use of an ADU on a lot zoned for single-family use.

SB 897 (Wieckowski) – 2022
SB 897 requires that any standards imposed on ADUs be objective. In addition, this bill sets allowable minimum heights for ADUs and prohibits parking requirements based on certain criteria. Finally, the bill requires that a JADU attached to a primary residence that does not include a separate bathroom include a separate entrance from the main entrance to the structure, with an interior entry to the main living area.

AB 2221 (Quirk-Silva) – 2022
AB 2221 specifies that an ADU that is detached from an existing primary dwelling may include a detached garage. This bill also requires an agency to approve or deny applications for an ADU or JADU within the same timeframes and prohibits local agencies from establishing limits on front setbacks that prevent the construction of at least an 800-square-foot ADU.

Affordable Housing

SB 2 (Atkins) – 2017
SB 2, the Building Homes and Jobs Act, established a permanent, ongoing source of funding dedicated to affordable housing development through a $75 recording fee per real estate instrument, paper, or notice required to be recorded per single parcel of real property, not to exceed $225.

SB 35 (Wiener) – 2017
SB 35 created a streamlining approval process for housing developments that meet certain affordability requirements. See the description under "Project Approvals and Streamlining," below

AB 491 (Ward) – 2021
AB 491 requires that below-market-rate (BMR) housing units must provide the same access to common entrances, areas, and amenities as non-BMR units, and the building "shall not isolate the affordable housing units within that structure to a specific floor or an area on a specific floor."

AB 721 (Bloom) – 2021
AB 721 makes recorded covenants that restrict the number, size, or location of residences that may be built on a property, or that restrict the number of persons or families who may reside on a property, unenforceable against qualifying affordable housing developments.

AB 1029 (Mullin) – 2021
AB 1029 permits the State Department of Housing and Community Development (HCD) to add the preservation of affordable housing units to a list of pro-housing, local policies that allow cities and counties to qualify for extra points or preference when scoring applications for State programs, including the Affordable Housing and Sustainable Communities Program (AHSC) grant program, Transformative Climate Communities Program, and Infill Incentive Grant Program of 2007 for award cycles commenced after July 1, 2021. This is an urgency statute that went into effect September 28, 2021, but requires HCD to adopt these policies as a part of the formal rulemaking process in order to take effect.

AB 1043 (Bryan) – 2021
AB 1043 adds a new subset of "lower income households": "acutely low income" households, which earn 15 percent of area median income and whose rents can be no greater than 30 percent of the 15 percent area median income. This new income band of acutely low-income households is likely to be targeted in future State or local funding programs and inclusionary zoning ordinances.

AB 1095 (Cooley) – 2021
AB 1095 revises laws governing the AHSC and the Strategic Growth Council to specify that both programs aim to promote affordable housing rental units and owner-occupied affordable housing units. The legislation additionally requires the Strategic Growth Council to adopt guidelines or selection criteria for the AHSC program that include both affordable housing rental and owner-occupied affordable housing units.

Density Bonus Law

AB 2222 (Nazarian) – 2014
AB 2222 eliminates density bonuses and other incentives previously available unless the developer agrees to replace pre-existing affordable units on a one-for-one basis. The bill also increases the required affordability period from 30 to 55 years for all density bonus units. Furthermore, if the units that qualified an applicant for a density bonus are affordable ownership units, as opposed to rental units, they must be subject to an equity-sharing model rather than a resale restriction.

AB 2442 (Holden) – 2016
AB 2442 requires that a density bonus be granted for a housing development if the applicant agrees to construct housing that includes at least 10 percent of the units for transitional foster youth, disabled veterans, or homeless persons.

AB 2501 (Bloom) – 2016
AB 2501 changes the timeline for processing an application for a density bonus, electing to accept no density increase, and determining the value of concessions and incentives.

AB 2556 (Nazarian) – 2016
AB 2556 clarifies the replacement requirements of affordable units as established by AB 2222.

AB 2372 (Gloria) – 2018
AB 2372, or California's Sustainable and Affordable Housing Act, sets the stage for using a floor area ratio (FAR)–based density bonus incentive program for development within multi-family areas served by high-frequency transit in exchange for community benefits such as deed-restricted affordable housing.

AB 101 (Committee on Budget) – 2019
AB 101 allows any additional density, floor area, and units granted under a density bonus to be included in the calculation to determine the SB 35 eligibility requirement of whether the development is at least two-thirds residential. See full description under "Youth and Transitional Housing," below.

AB 1763 (Chiu) - 2019
AB 1763 states that if a developer agrees to build a housing development project in which 100 percent of the total units are affordable for lower-income households (which can include up to 20 percent moderate-income households), the project qualifies for an additional density bonus, limited incentives, and concessions under the Density Bonus Law, and additional height increase if located within ½ mile of a major transit stop.

AB 2345 (Gonzales) – 2020
AB 2345 allows developers to increase their density bonuses—the number of units permissible on any plot of land—to 50 percent, depending on the number and level of deed-restricted affordable homes on a piece of property. Additionally, the bill allows local governments to grant additional waivers for projects located within ½ mile of transit and that are 100 percent affordable and incentivizes additional density bonus projects by reducing the maximum parking required for certain projects.

SB 290 (Skinner) – 2021
SB 290 adds to the State Density Bonus Law the ability to request one concession or incentive for projects that include at least 20 percent of the total units for lower-income students in a student housing development. It also requires the agency to report on student housing projects receiving density bonuses as part of a housing element annual report. SB 290 also clarifies additional provisions of the State Density Bonus Law.

SB 728 (Hertzberg) – 2021
SB 728 requires that any for-sale unit receiving a density bonus incentive is: 1) initially occupied by a person or family of the required income, offered at an affordable housing cost and subject to an equity-sharing agreement, or 2) purchased by a qualified nonprofit housing organization receiving a property tax welfare exemption. For option 2, a recorded contract must memorialize a) affordability restrictions for at least 45 years, b) an equity-sharing agreement, and c) a repurchase option that requires a subsequent purchaser desiring to sell or convey the property to first offer the nonprofit corporation the opportunity to repurchase the property.

AB 571 (Mayes) – 2021
AB 571 prohibits agencies from imposing affordable housing impact fees, including inclusionary zoning fees and in lieu fees, on affordable units proposed as part of a State Density Bonus Law project.

Development Requirements

SB 478 (Wiener) – 2021
SB 478 prohibits agencies from imposing an FAR of less than 1.0 for a residential or mixed-use development project consisting of three to seven units and a FAR of less than 1.25 for housing development project consisting of eight to ten units. Additionally, an agency may not deny a housing development project located on an existing legal parcel solely on the basis that the lot area does not meet the agency's requirement for minimum lot size. To qualify, a project must consist of three to ten units in a multi-family residential zone or mixed-use zone in an urbanized area and cannot be within a single-family zone or a historic district. SB 478 also makes any private development CC&Rs void and unenforceable if they effectively prohibit or unreasonably restrict an eligible FAR.

SB 1226 (Bates) – 2018
SB 1226 states that a building official has the discretion to apply the building standards that were in effect at the time a residential unit was constructed. If a building permit does not exist, the official may make a determination of when the unit was constructed and issue a retroactive building permit based on the applicable standards of that determination. This bill legalizes previously constructed and unpermitted units, which, in exchange, must be brought up to code and restricted at an affordable rent to very low- and low-income households.

Equity and Fair Housing

AB 686 (Santiago) – 2017
AB 686 requires California cities to take active steps to affirmatively further fair housing in their communities through the implementation of their housing elements. AB 686 requires all cities to include a robust analysis of local conditions that lead to barriers to access of fair housing for community members, especially those belonging to protected classes. This analysis entails an assessment of fair housing within the City, accomplished through critically examining integration and segregation, racially and ethnically concentrated areas of poverty, access to opportunities, disproportionate housing needs, and other relevant factors. The assessment also includes a roadmap of goals and actions the City will take to affirmatively further fair housing in their jurisdiction.

AB 1304 (Santiago) – 2021
AB 1304 further reforms Affirmatively Furthering Fair Housing (AFFH) rule requirements by clarifying that public agencies have a mandatory duty to comply with the AFFH by requiring housing element site inventories to identify sites needed to meet the AFFH and analyze the relationship of those sites to the locality's AFFH duty, and providing other further specific guidance about how housing elements must analyze AFFH policies and goals.

AB 1466 (McCarty) – 2021
AB 1466 aims to hasten the removal of racially restrictive or other unenforceable discriminatory provisions or covenants by requiring all county recorders throughout the State to establish a program to identify and redact unlawfully restrictive covenants (which counties may fund by imposing a $2 recording fee on all property recordings) and easing restrictions on the ability of other parties to seek to remove such covenants.

Planning Document Procedures

AB 1397 (Low) – 2017
AB 1397 tightens and adds long-needed specificity to the obligation in the Housing Element Law that housing elements identify and make available sites for the community's Regional Housing Needs Allocation (RHNA) for lower-income households. There are now stricter requirements for the adequacy of sites, including non-vacant sites and sites that were identified in previous elements, as well as requirements that sites have sufficient available infrastructure.

AB 215 (Chiu) – 2021
AB 215 requires local agencies to make draft revisions of the housing element available for public comment for 30 days and must consider and incorporate comments prior to submission to the HCD. This bill also expands the attorney general's and/or HCD's authority to seek action against a local agency that has violated certain housing laws.

AB 787 (Gabriel) – 2021
AB 787 expands existing law that permits jurisdictions to claim credit for up to 25 percent of their RHNA from the conversion of existing housing units for very low- and low-income households by also permitting jurisdictions to satisfy up to 25 percent of a local agency's RHNA-identified moderate-income regional housing need through the conversion of units in an existing multi-family building to be restricted for moderate-income households. To qualify, 1) the conversion must occur beginning on or after January 1, 2022; 2) units may not be previously affordable to very low-, low- or moderate-income households; 3) the conversion must be subject to a 55-year recorded agreement; and 4) the initial post-conversion rent for the units must be at least 10 percent less than the average monthly rent charged during the 12 months prior to conversion.

Project Approvals and Streamlining

SB 35 (Wiener) – 2017
SB 35 allows a development entity to apply for a multi-family development through a streamlined ministerial housing process. The development must meet certain affordability requirements, objective design standards as laid out by both a given local agency and State law, and certain labor standards may be required. In addition, the development must be in a census-designated urbanized area that is zoned for residential or mixed use. SB 35 also states that jurisdictions may use any number of strategies to increase housing production, such as density bonus law, streamlining housing, etc. and must report annual net new housing to the HCD. Finally, to speed up the permit approval process, local agencies now must approve ministerial developments of 150 or fewer units within 60 days, and ministerial developments of over 150 units within 90 days.

AB 2162 (Chiu) – 2018
AB 2162 requires supportive housing to be permitted by-right in zones where multi-family and mixed-use development is permitted. AB 2162 further amends Government Code Section 65583 and adds Section 65650 to require local entities to streamline the approval of housing projects containing a minimum amount of supportive housing by providing a ministerial approval process, removing the requirement for CEQA analysis, and removing the requirement for Conditional Use Authorization or other similar discretionary entitlements granted by the Planning Commission.

SB 330 (Skinner) – 2019
SB 330 declares a statewide housing emergency, which will remain in effect until January 1, 2025. To increase the production of housing, this bill suspends certain restrictions on the development of new housing during this period of statewide emergency and expedites local government permitting processes and time frames. It applies to all "housing development projects," with a special emphasis on projects for very low-, low-, and moderate-income households and emergency shelters.

AB 101 (Committee on Budget) – 2019
AB 101 prohibits streamlining from being used for projects located on a hazardous waste site, unless the State Department of Public Health, State Water Resources Control Board, or Department of Toxic Substances Control has cleared the site for residential use. See full description under "Youth and Transitional Housing," below.

SB 8 (Skinner) – 2021
SB 8 extends provisions of SB 330 that provide vesting rights for housing projects that submit a qualifying "preliminary application," as well as prohibits cities from conducting more than five hearings on an application. These provisions now sunset in 2034 rather than 2025. Applicants who submit qualifying preliminary applications for housing developments prior to January 1, 2030, can now invoke vesting rights until January 1, 2034. SB 8 also extends provisions that limit localities' authority to impose shifting requirements as part of application "completeness" review, as well as provisions that require localities to render any decision about whether a site is historic at the time the application for the housing development project is deemed complete until 2030.

SB 9 (Atkins) – 2021
SB 9 provides for the ministerial approval of converting existing homes occupied by a homeowner into a duplex if certain eligibility restrictions are satisfied, and with certain exemptions and conditions in place. It also allows a single-family home lot to be split into two lots, and a duplex to be built on each lot, provided that the initial home is occupied by an owner who attests that the owner will continue to live in a unit on the property as their primary residence for at least three years. SB 9 does not address CC&Rs that may prohibit multi-family development or lot splits.

AB 602 (Grayson) – 2021
AB 602 imposes additional standards and procedures for agencies adopting impact fees. It requires agencies to identify a methodology for increasing fees and to impose fees on a housing development proportionately to the square footage of the development or make findings for a different methodology. Agencies must adopt nexus studies at a public hearing with at least 30 days' notice. Large jurisdictions are required to adopt a capital improvement plan as part of the nexus study. Agencies must update nexus fee studies at least every eight years from the period beginning on January 1, 2022. Agencies must also post the current impact fee schedule and update it at least twice a year.

AB 1174 (Grayson) – 2021
AB 1174 further reforms the streamlined ministerial approval statute by addressing the process for modifying the project after an SB 35 permit is issued. The law specifies that the three-year time period during which an SB 35 permit remains valid is paused when a project is sued and while modifications are considered. The law also clarifies that subsequent permit applications must only meet the objective

standards that were in place when the original development application was submitted. As an urgency statute, the law took effect on September 17, 2021.

AB 2234 (Robert Rivas) – 2022
AB 2234 prohibits a local agency from disapproving or issuing conditional approval of (as to render infeasible) specified housing projects that otherwise meet applicable objective general plan, zoning, and subdivision standards and criteria. This bill authorizes project applicants, those eligible to apply for residency in such a housing project, or housing organization to bring a lawsuit to enforce these provisions. Finally, AB 2234 requires local agencies to list on their websites or provide by email the current processing status of the applicant's permit.

Reporting Requirements

AB 68 (Quirk-Silva) – 2021
AB 68 requires the HCD to develop and publish on its website an annual report regarding land use oversight actions taken against local agencies related to housing for violations of the Housing Crisis Act (SB 330); Affirmatively Furthering Fair Housing policies (AB 686); Streamlined Affordable Housing (SB 35); Permanent Supportive Housing streamlining (AB 2162); and Low Barrier Navigation Center streamlining (AB 101).

Youth and Transitional Housing

AB 101 (Committee on Budget) – 2019
AB 101 establishes development of Low Barrier Navigation Centers as a use by-right in areas zoned for mixed-use and nonresidential zones with permitted family uses that meet requirements consistent with State law. Jurisdictions must streamline a Low Barrier Navigation Centers application; local agencies must notify a developer within 30 days whether the application is complete and shall act upon that review of the completed application within 60 days of receipt. AB 101 also allows any additional density, floor area, and units granted under a density bonus to be included in the calculation to determine the SB 35 eligibility requirement of whether the development is at least two-thirds residential. In addition, AB 101 prohibits streamlining to be used for projects located on a hazardous waste site, unless the State Department of Public Health, State Water Resources Control Board, or Department of Toxic Substances Control has cleared the site for residential use.

AB 139 (Quirk-Silva) – 2019
AB 139 authorizes a local government to apply objective parking standards to accommodate emergency shelter staff if the number of spaces is less than the number of uses within the same zone. Per the provisions of AB 139, any Municipal Code must be amended to revise parking requirements for emergency shelters based on the underlying zone of the shelter.

Zoning and Lot Division

SB 10 (Wiener) – 2021
SB 10 provides that if local agencies choose to adopt an ordinance to allow up to 10 dwelling units on any parcel within a transit-rich area or urban infill site, the rezoning will be exempt from environmental review pursuant to CEQA, but subsequent project approvals are not necessarily exempt unless the local agency adopts a ministerial approval process or there is another exemption or local law that exempts the project.

AB 1398 (Bloom) – 2021
AB 1398 requires a locality that fails to adopt a compliant housing element within 120 days of a statutory deadline to complete a required rezoning within one year from the deadline for adoption of the housing element. Previously, an agency had three years to rezone. This accelerated rezoning requirement, combined with other recent laws requiring agencies to make more realistic housing

production assumptions and meet ever-increasing housing targets, presents an important opportunity for by-right processing within jurisdictions that do not meet housing targets.

SB 6 (Atkins) – 2022
SB 6, or the Middle-Class Housing Act, deems a housing project an allowable use on a parcel within a zone where office, retail, or parking are principally permitted uses, if specified conditions are met (density, procedural, site location, size, sustainable community strategy, prevailing wage, skilled/ trained workforce etc.). Local agencies can exempt parcels from these requirements if substantial evidence can be found against the siting of the project. These provisions sunset on January 01, 2033.

AB 2011 (Wicks) – 2022
AB 2011, or the Affordable Housing and High Roads Jobs Act of 2022, authorizes a developer to submit an application for a housing development that meets specified criteria within zones primarily used for office, retail, or parking purposes and would make this development a use by-right and subject to one of two streamlined ministerial review processes. Construction must utilize labor paid at least the general prevailing rate of wages, and developments containing over 50 units must utilize either apprentices or an apprenticeship program. Additional labor-related mandates may also affect the project. This bill would exempt certain projects from CEQA and update annual reporting requirements for low-income developments.

AB 2097 (Friedman) – 2022
AB 2097 prohibits a public agency from imposing any minimum parking requirements on any residential, commercial, or other development project within ½ mile of a major transit stop. The bill sets strict criteria for jurisdictions to make exceptions to this parking minimum prohibition, and the following housing projects would be exempt from all exceptions: housing projects that 1) dedicate a minimum of 20 percent of units to very-low/low/moderate-incomes, students, the elderly, or persons with disabilities; 2) have fewer than 20 housing units; and 3) are subject to parking reductions based on other applicable law.

3.2.2 Local Plans, Programs, and Studies

In addition to the annexation of land into the City's boundaries since the 2011 CLUU, as described in Chapter 2 Environmental Setting, Section 2.2 Planning Context, the City and other relevant agencies have completed a number of studies and plans since the adoption of the 2011 CLUU. The FGPU considers the findings and recommendations of these studies, especially those that directly impact lands within its jurisdiction, in its policy and goal updates for the General Plan to keep the City growing consistently with local and regional plans and initiatives. These planning and feasibility studies include the following:

- Bicycle Master Plan (2010, developed in coordination with the 2011 CLUU)
- Westside Specific Plan (2010)
- SMART Foundations Plan (2014)
- National City Marine Terminal (NCMT) Optimization Study, Unified Port of San Diego, 2015
- Harbor Drive Multimodal Corridor Study, Unified Port of San Diego, 2017
- Downtown Specific Plan, 2017
- Integrating Neighborhoods with Transportation Routes for All Connections (INTRAConnect) Planning Study, 2020
- Waterfront to Homefront Connectivity Study, 2020
- 24th Street Transit Oriented Development Overlay (TODO) Planning Study, 2021
- San Diego Forward: The 2021 Regional Plan, San Diego Association of Governments (SANDAG), 2021

- Port Master Plan Update, Unified Port of San Diego, 2023
- National City Bayfront Balanced Plan, 2022

SMART Foundations Plan (2014)
In 2014, the SMART Foundation Plan comprehensively studied the City's transportation network and documented areas with bicycle and pedestrian safety issues. This plan recommends several facility improvements to encourage walking and biking and improve user safety. In addition to supporting travel, the plan also notes that the street serves as an important public space; how it is designed, such as the presence of lighting and access points, can influence the perception of safety.

NCMT Optimization Study (2015)
The objective of this study was to provide market-driven port terminal optimization concepts for the NCMT. The NCMT, one of two major marine shipping terminals at the Port of San Diego, is located south of the other major marine terminal (Tenth Avenue Marine Terminal), roughly 10.5 nautical miles from the San Diego harbor entrance. The NCMT is located at the end of Bay Marina Drive in the City of National City.[1] While truck parking and staging areas are important to marine terminal operations and provide economic benefits by increasing the efficiency of goods movement, they also create impacts in the surrounding community, including loss of parking, visual impacts, noise, and occasional blockages of bicycle lanes.

Harbor Drive Multimodal Corridor Study (2017)
The purpose of this study was to identify opportunities to improve mobility, safety, and quality of life along Harbor Drive and in the surrounding communities near San Diego's Working Waterfront.

INTRAConnect Planning Study (2020)
The goals and future projects identified in the SMART Foundation Plan were expanded upon as part of the INTRAConnect Plan, approved in 2020. The INTRAConnect Plan was designed as a guide for improving neighborhoods so that residents can walk, take transit, bike, or take a short drive to meet their daily trip needs. The plan also introduced the concept of a "10-Minute Neighborhood," or community where most daily trips and many weekly trips can be made by foot within 10 minutes, or by bike in 5 minutes, or by driving in 3 minutes. The 10-minute neighborhood synthesizes the transportation needs of a community with "Smart Growth" development in infill areas.

Waterfront to Homefront Study (2020)
This study provides specific recommendations to improve connectivity to the City's waterfront assets. Providing more transportation options, such as walking, biking, and transit use, can improve network efficiency and benefit both local and regional economic activity.

24th Street TODO study (2021)
The TODO study revolves around the 24th Street Transit Center where the Blue Line Trolley and multiple bus routes converge, connecting the community to local and regional employment centers and other major destinations. The mobility recommendations focus on safe street crossings and dedicated spaces for people to ride bicycles, strengthening connections to the 24th Street Transit Center, regional bike network, and local destinations. The land use recommendations complement the existing transit services, help activate public spaces, and increase opportunities for a variety of housing options.[2]

1 Unified Port of San Diego, National City Marine Terminal (NCMT) Optimization Study https://www.portofsandiego.org/sites/default/files/media/resources/2018/02/Vickerman_NCMT_OptimizationReport_September2016.pdf
2 City of National City, 24th Street TODO Transit Oriented Development Overlay Summary Pamphlet, http://24thstreettodo.com/24street/wp-content/uploads/2021/05/NationalCity_24thStTODO_SummaryPamphlet.pdf

San Diego Forward: The 2021 Regional Plan (2021)
The 2021 Regional Plan embodies 5 Big Moves, transformative strategies that reimagine the transportation system through Complete Corridors, Transit Leap, Mobility Hubs, Flexible Fleets, and Next Operating Systems (Next OS). SANDAG is planning for a regional network of Complete Corridors on major roads and highways. The proposed network intertwines with the adopted regional bike network to create seamless connections within communities and across jurisdictions. Developed in collaboration with regional transit operators North County Transit District and Metropolitan Transit System, the proposed Transit Leap network provides practical transit choices that are viable alternatives to driving for most trips along Complete Corridor highways. Mobility hubs provide an integrated suite of mobility services, amenities, and supporting technologies to better connect high-frequency transit to an individual's origin of destination. A mobility hub can span 1, 2, or a few miles to provide on-demand travel choice for short trips around a community. The Flexible Fleets strategy builds on the popularity of shared mobility services such as on-demand rideshare, bikeshare, and scooter share. Next OS is a digital platform that compiles information from sources like passenger vehicles, delivery trucks, e-bikes, and scooters into a centralized data hub. Analysis of this data will improve how transportation is planned, operated, and experienced.[3]

Port Master Plan Update (2023)
The Port Master Plan sets a comprehensive vision for the San Diego Unified Port District (District) and governs the use, design, and improvement of these public trust lands. This plan establishes specific goals, objectives, policies, and standards to direct future development, facilitate a diverse range of uses and activities, and provide a broad range of proposed public improvements. Beginning in 2013, the District embarked on a multifaceted and integrated approach to begin the first comprehensive update to its Port Master Plan. Through the integrated planning process, the District aimed to modernize methods for water and land use planning and provide a guide for future users and development on tidelands. The District identified objectives for the integrated planning process that included streamlining the permit process, balancing demands for development with protection of natural resources, maintaining and enhancing coastal access, and promoting fiscal sustainability.[4]

National City Bayfront Balanced Plan (Balanced Plan) (2022)
This plan was created in response to a public planning process to identify a reconfiguration of land uses to optimize recreational, maritime, and commercial uses within the National City Marina District, which is the area generally north of Sweetwater Channel and west of Paradise Marsh, a wildlife refuge. Implementation of the Balanced Plan would clearly delineate maritime land use boundaries from potential recreational and commercial land use boundaries while allowing operational efficiencies to increase at the NCMT and maintaining sensitivity to the function and sustainability of Paradise Marsh, as well as public access and recreation in an expanded Pepper Park. The Balanced Plan proposes to accomplish this through the reconfiguration of roadways, a new rail connection, reconfiguration of commercial recreation and maritime-related land uses, expansion of Pepper Park, and preservation of habitat buffers for the adjacent wildlife refuge.[5]

Westside Specific Plan (2010) and Downtown Specific Plan (2017)
The development of the Westside Specific Plan (2010) and Downtown Specific Plan (2017) has resulted in amendments to the Land Use Code (Title 18 Zoning of the Municipal Code) for those areas of the City. These specific plans have guided the physical development of those areas since their adoption. A series

3 SANDAG, San Diego Forward 2021 Regional Plan, https://www.sdforward.com/mobility-planning/2021-regional-plan
4 Port of San Diego, Port Master Plan Update, https://www.portofsandiego.org/waterfront-development/port-master-plan-update
5 Port of San Diego Environment, Draft Environmental Impact Report, National City Bayfront Projects & Plan Amendments, https://pantheonstorage.blob.core.windows.net/ceqa/NationalCity_BayfrontProjectPlanAmendments_Vol_I_DEIR_September2021.pdf

of General Plan amendments related to private development have also been adopted since 2011; these include:

- Carmax – Land Use change from Major Mixed Use to Service Commercial and Open Space (2016)
- 16th & M – Land Use change from Low-Medium Density Residential to Medium Density Residential (2017)
- Sweetwater/Orange drive-through – Land Use change from Low-Medium Density Residential to Major Mixed-Use (2017)

3.3 Description of Project Components

3.3.1 Need for Update

The City's General Plan (last updated in 2011 under the name CLUU) serves as the guiding document for achieving the community's vision for the future. Since the last update, new State legislation (see Section 3.2.1 State Housing Mandates and Legislation, above) and other regional and local changes (see 3.2.2 Local Plans, Programs, and Studies, above) have taken effect. Furthermore, the Housing Element update was adopted in November 2021, which includes a housing inventory and establishes goals, policies, and programs to address housing needs for the eight-year planning period (April 2021 through April 2029).

The FGPU is being proposed to address new State legislation and a changing regional context and forecasted future growth, and implement the City's 2021 Housing Element. The General Plan is required by State law (Government Code Section 65300). The FGPU collectively includes targeted updates to General Plan element goals and policies, as well as supporting updates to codes, ordinances, and development standards. The FGPU also takes into account separate recent planning efforts, including the TODO study. Recommendations from this predecessor planning study have been carried forward to all components of the FGPU per City Council direction.

The goals, policies, and actions in the FGPU will guide development and conservation in National City through the horizon year in 2050. These FGPU project components will supersede the current respective elements of the City's General Plan and update portions of the current Municipal Code.

3.3.2 Components

This SPEIR reviews revisions to 11 separate planning documents. It proposes goal, policy, and regulation changes that are primarily implemented through amendments and revisions to the Municipal Code and Zoning Map. Collectively, the term "FGPU" refers to all components as detailed below. Where necessary in Chapter 4.0 Environmental Analysis, the FGPU will call out specific components with a more detailed analysis, but the analysis will mainly focus on the quantitative changes (i.e., buildout) of the FGPU.

3.3.2.1 Land Use Element

The Land Use Element is required by State law (Government Code Section 65302). This element designates the general distribution, location, and extent of uses of land for housing, businesses, industry, open space, etc. This element identifies and designates where future development and redevelopment should be directed. It is intended to balance growth and change with preserving and improving well-established residential neighborhoods and commercial and industrial cores, and overall quality of life. Community character is also integrated in this element to ensure that the physical forms, patterns, and aesthetic features of future development and redevelopment advance the City's desire for a higher quality of life and a more sustainable future.

The Land Use Element is primarily implemented through the zoning ordinance (Municipal Code Title – 18 Zoning), which establishes regulations for the use and development of land, along with development regulations, revisions to other codes and ordinances, plans and capital improvements, programs, financing, and other measures assigned for various other City departments after the General Plan is adopted. Such implementation decisions will come up on a case-by-case basis as the City Council, Planning Commission, City staff, and others work to effectively implement the entire General Plan.

The City's approach to updating the Land Use Element (see Appendix 13.B.1 Land Use Element Update) was to revise policies to incentivize housing development in an integrated way with circulation network improvements. Based on the existing conditions analysis, community feedback, and housing-related needs, a series of goals and policies were updated to guide zoning changes across National City to accomplish this goal. These land use policies updates intend to:

- Foster an integrated development pattern.
- Improve development opportunities in areas served by transit and facilitate the creation of 10-minute neighborhoods based on National City's prior INTRAConnect (2020) study.
- Support the City's CAP and other sustainability goals.
- Prioritize increasing housing in areas that have access to transit and resources.
- Stimulate the production of additional housing units to meet housing-related needs.

3.3.2.2 Transportation Element

The Transportation Element guides the City's decision making related to the movement of people and goods and identifies the general location and extent of existing and proposed major roadways, transportation routes, terminals, air and water ports, and pedestrian and bikeway facilities.

The update (see Table 13.B.2 Transportation Element Update) builds on the focused studies and plans that were completed since the last 2011 CLUU, including integrating findings from the SMART Foundation Plan (2014), Downtown Specific Plan (2017), INTRAConnect (2020), Homefront to Waterfront Connectivity Study (2020), and Bicycle Master Plan (2010). Traffic modelling was completed to inform the development of the update to the Transportation Element to ensure that the proposed network adequately accommodates anticipated growth in the region and includes the annexation of approximately 50 acres of the unincorporated community of Lincoln Acres.

Goals and policies within the Transportation Element were revised to provide more effective language. The following policies were removed from the element: Bikeways (Policy T-2.6) and Land Use and Circulation Linkages (Policy T-4.4).

The Transportation Element Update adds additional community corridors/districts to the circulation (Figure 3.3-1) network to better connect multimodal resources into a complete network so that residents and visitors can access key destinations (such as schools, commercial centers, public facilities, homes and the waterfront) through the City safely and easily by any mode. "Community Corridors," as defined by the City's street typologies, are streets where the primary focus is not on vehicular throughput, but on other functions related to streets. This street type is intended to increase the comfort of walking and/or bicycling on these roads through traffic-calming measures such as on-street parking and bulb-outs; streetscape improvements such as landscaping, street trees, and medians; pedestrian enhancements such as wider sidewalks and street furniture; and bicycle improvements such as designated bicycle lanes and bike rack facilities.

In addition, the Transportation Element Update incorporates TODO Network recommendations, including:

- Road diets on 24th Street, 30th Street and Hoover Avenue
- Closure of 19th Street under Interstate 5 (I-5)

- Conversion of one-way to two-way traffic on 18th Street under I-5
- Signal at National City Boulevard and 22nd Street

As part of the FGPU, the Transportation Element Update expands upon the existing community corridors typology and identifies two new typologies specific to pedestrians: walkable retail corridors and pedestrian safety corridors. Both typologies are focused on pedestrian improvements to improve the pedestrian experience and pedestrian safety. Walkable retail corridors are located along existing and planned commercial corridors. Pedestrian safety corridors are located along existing and planned residential corridors (Figure 3.3-2). Amenities offered for each corridor differ slightly based on this context.

As part of the Transportation Element Update, roads and sub-communities in National City that have a prevalence of speeding issues were identified. This element defines a new typology, the Traffic Calming District or Traffic Calming Corridor (Figure 3.3-3), and provides recommendations for locations for additional traffic-calming investments by the City. Proposed improvements from the Transportation Element would be implemented via the Capital Improvement Plan through the horizon year (2050).

3.3.2.3 Safety Element

The Safety Element addresses the potential short- and long-term risks of fires, floods, earthquakes, landslides, climate change, hazards, emergency services and disaster response, and other locally relevant safety issues. This element establishes goals and policies that work to protect the community from risks of injury, loss of life and property, and environmental damage associated with natural and human-caused hazards such as wildfires, geologic and seismic hazards, flooding, hazardous materials, military installations, and brownfields. It includes mapping of known seismic and geologic hazards, along with areas subject to flooding and fire risk. This element also includes methods to reduce criminal behavior through environmental design and response objectives related to police and fire operations and emergency services.

The Safety Element must be updated to reflect changes in State legislation, including SB 379, which requires Safety Element updates to include climate adaptation and resilience strategies; SB 1000, which requires the identification of environmental justice communities; and SB 1035, which requires that the Safety Element be revised no less than every eight years. The 2018 General Plan Guidelines from the State Office of Planning and Research mandate that the Safety Element complement the San Diego County Multi-Jurisdictional Hazard Mitigation Plan, last updated in 2018, and also include a comprehensive hazard mitigation and emergency response strategy. Information in the Safety Element Update (Appendix 13.B.3 Safety Element Update) has been updated to be consistent with information about the City, provided in the 2018 San Diego County Multi-Jurisdictional Hazard Mitigation Plan. In addition, the proposed policies address methods to minimize risks and ways to minimize economic disruption and recovery following an incident.

The update includes the addition of a set of feasible implementation measures for climate change adaptation and resilience, including a vulnerability assessment and measures to address vulnerabilities that are increasingly impacting California communities.

Figure 3.3-1 Proposed Community Corridors

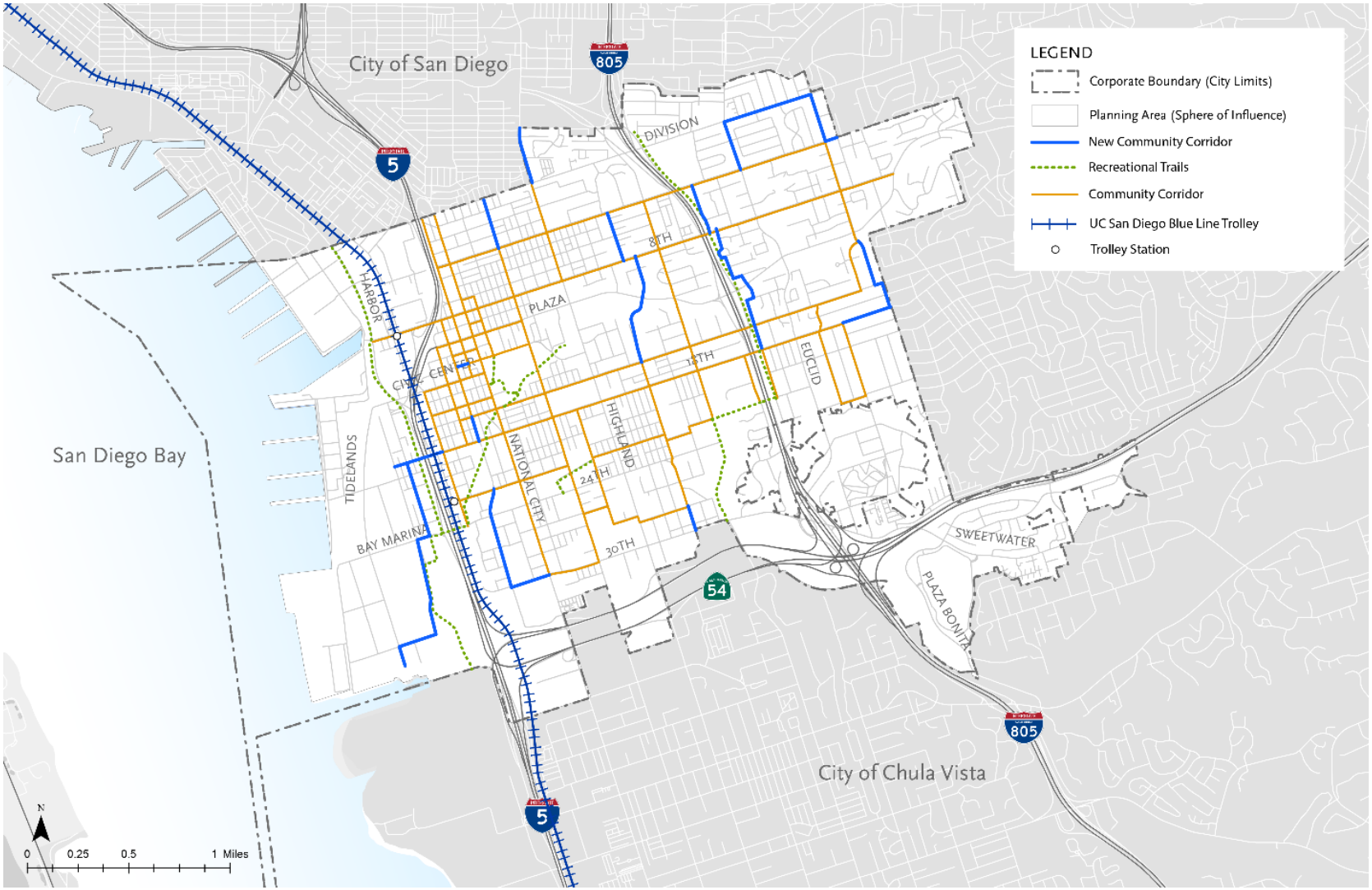


Figure 3.3-2 Proposed Pedestrian Corridors and Improvements Map

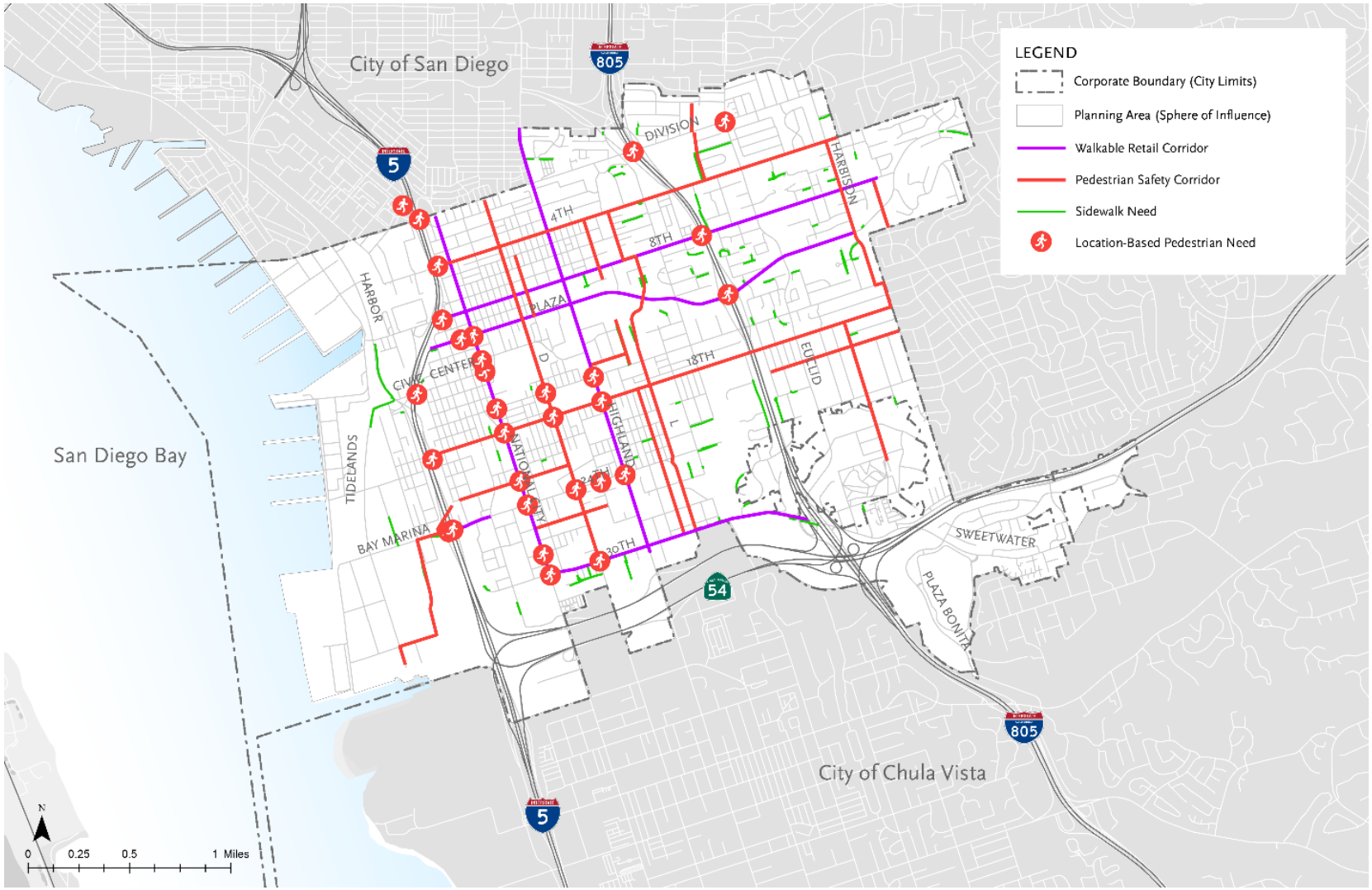
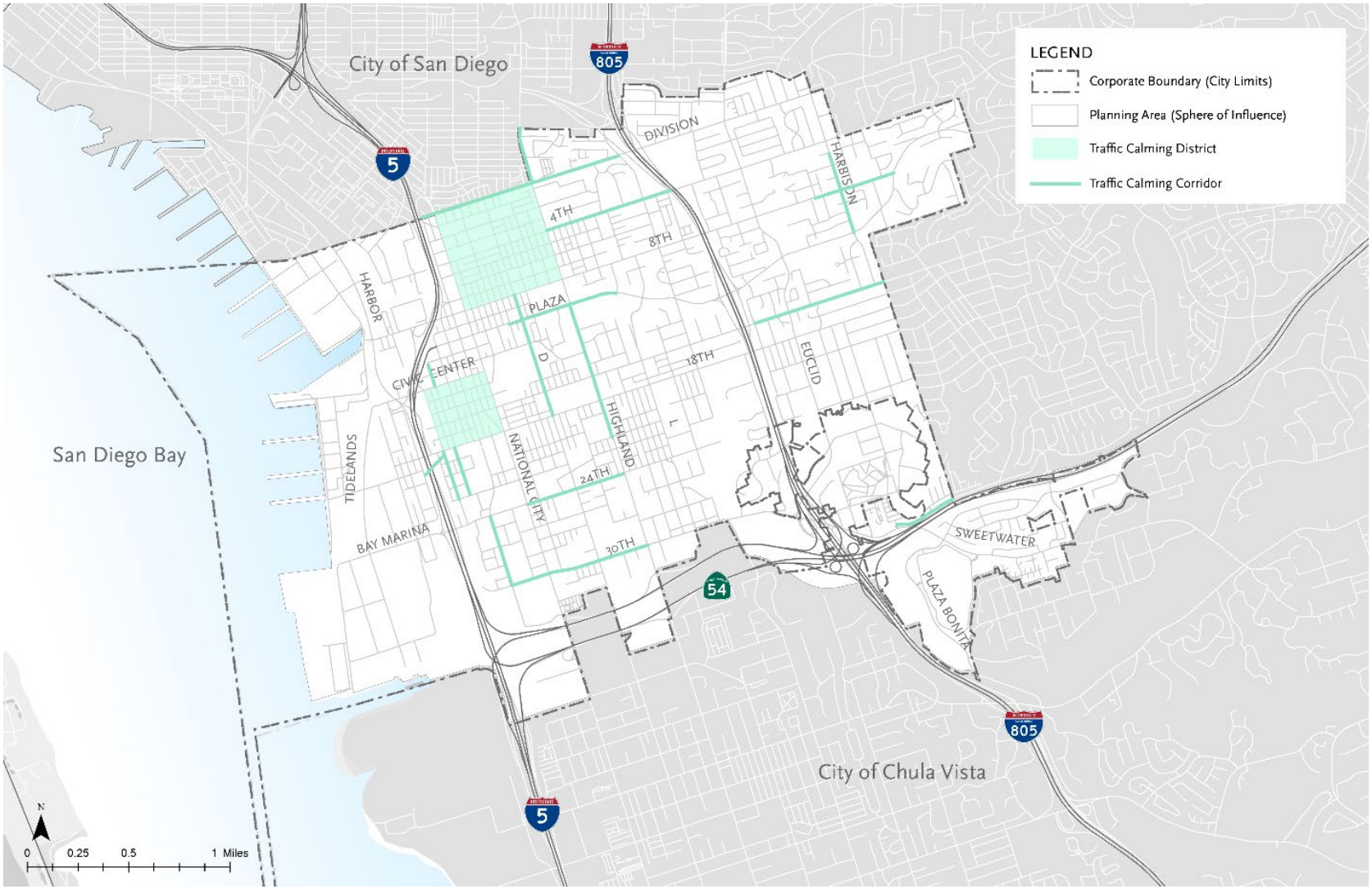


Figure 3.3-3 Proposed Traffic Calming Districts and Corridors Map



3.3.2.4 Specific Plan Amendments

Amending the Downtown Specific Plan (Appendix 13.B.4 Downtown Specific Plan Update) and Westside Specific Plan (Appendix 13.B.5 Westside Specific Plan Update) policies, including development zones (allowed uses, densities, FARs, heights, and other development standards), design guidelines, and parking requirements to encourage housing production. The policies aim to streamline housing production for all income categories and align with updates to the Zoning Code and General Plan. Amendments to these specific plans center on specific conformance with recently adopted plans and those being concurrently revised through the updates to the General Plan, as well as State legislation, and do not serve to create new plans. The Specific Plan Areas and TODO are shown in Figure 3.3-4.

Downtown Specific Plan

No Focus Areas fall within the boundaries of the Downtown Specific Plan boundary. The amendments to the Downtown Specific Plan as part of the FGPU include updates to sections referencing the General Plan's goals and policies, additions of references to the objective design standards, clarifications to regulations where residential uses are involved, and providing clarification that in cases where the procedures of the Specific Plan and Municipal Code conflict, the Municipal Code shall prevail.

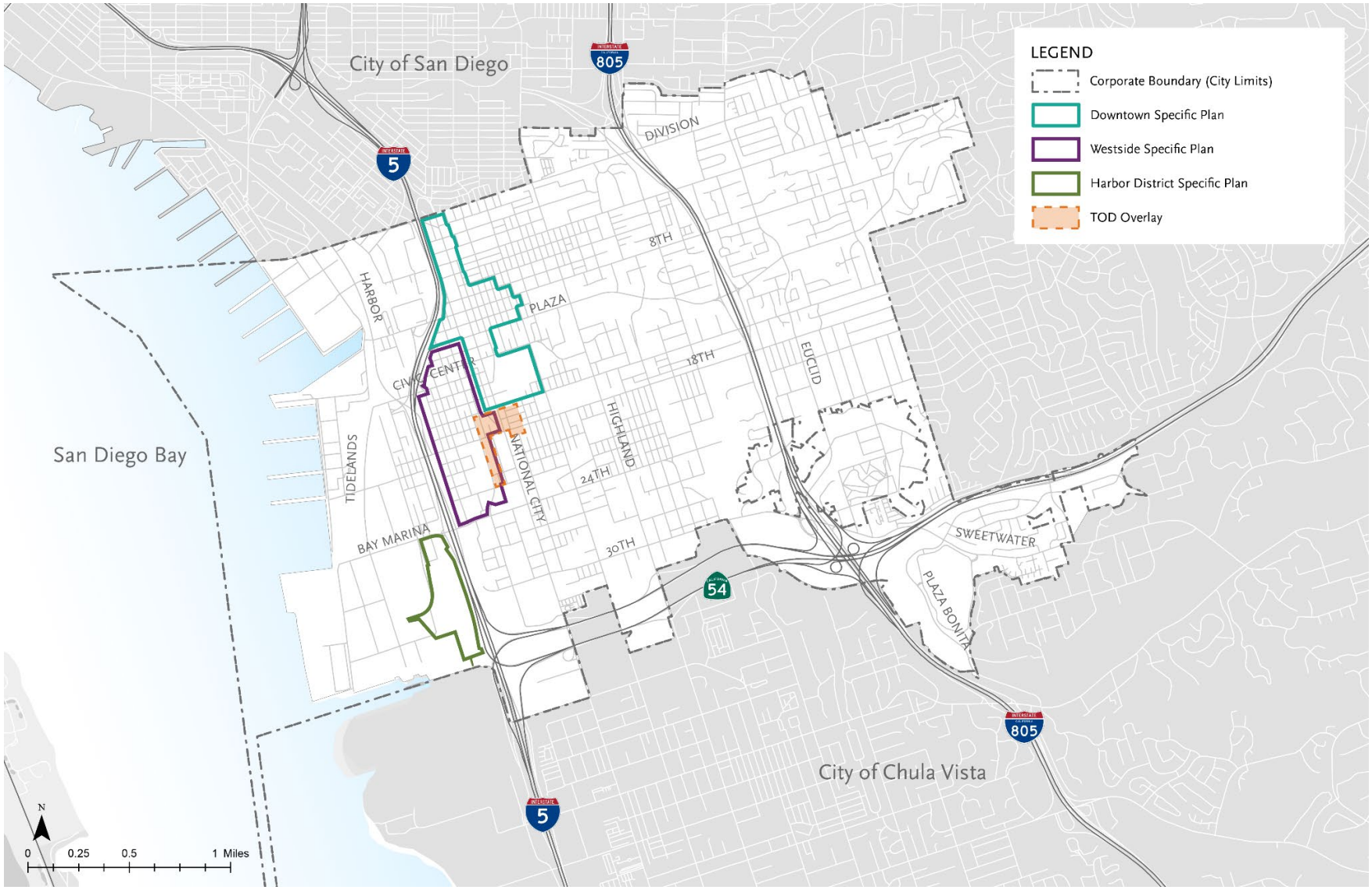
Westside Specific Plan

Under the Westside Specific Plan amendments, the FGPU proposes allowing transitional and supportive housing as a permitted use in the Multi-Use Commercial-Residential (MCR)-1 and MCR-2 zones and group homes as a permitted use in the RS-4, MCR-1, and MCR-2 zones in the Westside Specific Plan, in accordance with State law.

Zoning changes are proposed for the entire 24th Street "Transit Center" Focus Area within the Westside Specific Plan boundary (Figure 3.3-4). The site is currently zoned Limited Commercial (CL) with a proposed zoning change to MCR-1 (see Figure 3.3-7 and Figure 3.3-8).

Portions of the 16th Street Focus Area, which is within the boundaries of the Westside Specific Plan boundary, fall within the TODO, as described above and shown in Figure 3.3-4. This overlay allows for multi-family residential development in areas zoned for commercial and institutional uses and near transit. This overlay is optional and does not propose a change in zoning to these parcels.

Figure 3.3-4 Specific Plan and Overlay Zone

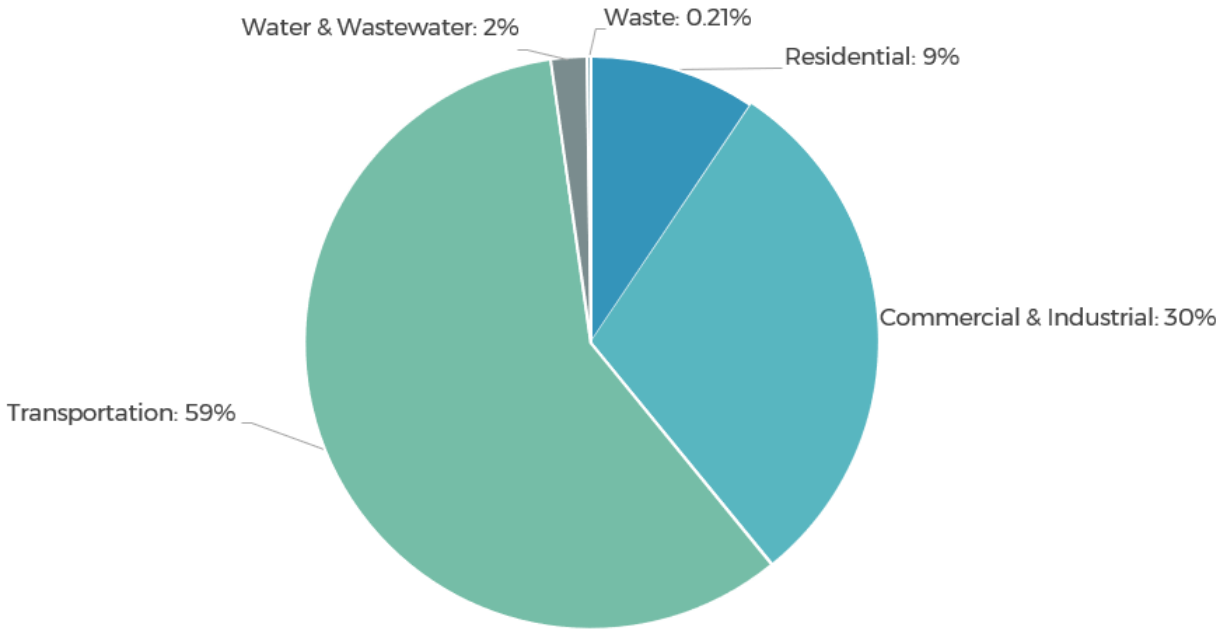


3.3.2.5 Climate Action Plan

The CAP addresses the major sources of GHG emissions in National City and sets forth a detailed and long-term strategy that the City and community can implement to achieve GHG emissions reduction targets. The CAP would also be utilized for tiering and streamlining of future development in National City pursuant to CEQA Guidelines 15152 and 15183.5.

The FGPU includes a comprehensive update to the 2011 CAP by updating the 2009 GHG emissions inventory to 2018 as its baseline year (refer to Figure 3.3-5) and forecasting emissions for 2030 and 2050, consistent with Executive Order B-30-15 and SB 32. The CAP update (see Appendix 13.B.6 CAP Update) also would account for new policies stemming from the General Plan update that are expected to expand the City's housing capacity and implement mobility improvements in select corridors. Updates to the Land Use and Transportation Elements are expected to yield revised projected vehicle miles traveled estimates, which will result in updated GHG emissions projections and reductions from transportation sources included in the adopted 2011 CAP. The 2022 CAP update accounts for existing plans, programs, and activities that the City has already completed or implemented to reduce emissions and revises, removes, or expands upon 55 emission-reducing strategies from the 2011 CAP to improve GHG reductions in the residential, commercial/industrial, transportation, solid waste, and water and wastewater sectors.

Figure 3.3-5 Community-Wide Emissions Inventory (2018)



Source: National City, 2022 CAP Update

3.3.2.6 Municipal Code Updates

As part of the 6th Cycle 2021–2029 Housing Element implementation, National City's Municipal Code Title 18 must be updated to comply with Housing Element policies and recent State housing legislation, and to address minor language and conformance discrepancies throughout. All updates aim to ease local impacts of the statewide housing crisis by facilitating easier housing development, encouraging deed-restricted affordable housing construction, or allowing for a variety of housing types.

In the past five years, the State of California has passed a significant number of bills related to housing that require municipalities to allow specified types of housing in certain zones and to process housing development applications meeting specified criteria using certain streamlined processes, subject to

definitive timelines. Like many other municipalities throughout the State, National City's Municipal Code was not in compliance with this legislation. The Housing Element update thus identified a program to update the City's Municipal Code to be in compliance with all State housing legislation. As part of the FGPU, the Municipal Code would be updated to comply with legislation such as SB 35, SB 330, AB 101, AB 2162, AB 1397, AB 68, etc. (see Section 3.2.1, above).

In addition to ensuring legislative compliance, the Municipal Code update (see Appendix 13.B.7 Municipal Code Update) implemented feedback from stakeholders gathered during engagement efforts for the Housing Element update. This feedback included adding language and requirements from the State Density Bonus program directly into the Municipal Code to encourage the use of the program. National City staff had identified smaller amendments to the Municipal Code that would correct language discrepancies, facilitate easier use, and address conformance issues. These amendments were also incorporated into the Municipal Code update.

The Municipal Code also would be updated to include the proposed development standard revisions (see Section 3.3.2.6 Municipal Code Updates).

3.3.2.7 Objective Design Standards

Objective design standards (see Appendix 13.B.8 Objective Design Standards) are proposed to provide architectural and design requirements aimed at streamlining the approval process for qualifying multi-unit residential developments based on zoning, General Plan land use designations, and percentages of residential use designated square footages. These standards will serve as the minimum requirements and will be mandatory for any eligible project for which a streamlined approval process is requested under State law provisions that reference objective design standards. The objective design standards would be incorporated into the Municipal Code.

To incentivize the production of housing in National City, the City is adopting objective design standards to streamline the approval process for qualifying multi-unit developments. The objective design standards only apply to multi-family projects located on a site that is zoned for residential use or residential mixed-use development or on a site that has a General Plan designation allowing residential use or a mix of residential and nonresidential uses. These standards serve as the minimum requirements and are mandatory for any eligible project for which a streamlined approval process is requested pursuant to State law provisions that reference objective design standards.

The objective design standards provide architectural and design requirements to support high-quality development, including site design, building design, façade and articulation, building equipment and service areas, fence and walls, pedestrian access, outdoor/common spaces, landscaping, parking, bicycle parking, and lighting, as detailed below.

- Site design: Establish direction for locating buildings to minimize the visibility of parking and noise, maximize access to the street to encourage public activity, and reduce conflicts between vehicles entering or exiting the property with other street users.
- Building design: Provide solutions for establishing a strong pedestrian sense experience by reducing perceived mass through horizontal and vertical articulation and treatment of materials.
- Façade and articulation: Provide criteria for building articulation along a street using varying projections or recesses, height changes, changes in materials, and window transparencies.
- Building equipment and service areas: Provide options for screening both ground-level and roof-mounted mechanical equipment from view from streets, parks, gathering areas, and building entries.
- Fence and walls: Provide options for fence and wall materials.
- Pedestrian access: Provide solutions for minimizing automobile and pedestrian conflicts, enhancing connectivity, and designing such spaces to encourage active use.

- Outdoor/common spaces: Provide guidance on locating open spaces to be a positive asset and encourage social interaction.
- Landscaping: Provides guidance for using landscaping to reduce the perceived mass of buildings, enhance common areas, and respond to National City's climate.
- Parking: Include solutions for minimizing the visual impact of parking using buffers, enhancing connectivity to encourage walking, designing to be human-scaled, and encouraging parking areas to minimize on-site stormwater runoff.
- Bicycle parking: Provide options for safe and accessible long- and short-term bicycle storage to encourage bicycle use.
- Lighting: Include solutions for adequate illumination of walkways, steps, parking areas, driveways, and other facilities to ensure safe and convenient nighttime use.

Best Practices for Environmental Impact Mitigation by Design
Specifically, the objective design standards include proposed regulations that would directly mitigate environmental impacts through design. These include:

- Uses that may generate noise levels over 60 decibels shall have primary entries, window openings, and permitted outdoor uses front commercial streets and away from residential uses.

3.3.2.8 Housing Strategic Plan

The purpose of the National City Housing Strategic Plan (see Appendix 13.B.9 Housing Strategic Plan) is to establish guidance for the National City Housing Authority to utilize City-owned real estate and financial assets for housing purposes. This plan establishes a work plan for the Housing Authority to make progress toward the goals and objectives of the 6th Cycle Housing Element and help meet the housing needs of National City residents. The work plan includes recommended actions, metrics, and a timeline to guide the Housing Authority's resources for the first four years (2021–2025) of the eight-year Housing Element planning period (2021–2029). This plan is an advisory document intended to support the Housing Authority, which will monitor plan implementation over time.

The plan identifies key City-owned parcels throughout the City and evaluates plans for their disposition in accordance with the Surplus Lands Act. It identifies key information about each parcel, such as the location; assessor's parcel number; development guidance through the desired percentage of low- and moderate-income affordable units in future residential development and desired density or number of units; existing use; etc. The plan's goal is to facilitate low-income homeownership on City-owned parcels through setting forth plans for requests for proposals that the City will release for each parcel, identifying State-mandated legal processes or requirements the City must adhere to during disposition, and evaluating how Housing Authority financial assets may be used to subsidize affordable housing development on the parcels.

3.3.2.9 House National City

The House National City Opt-In Density Bonus Program (HNC Program) (see Appendix 13.B.10 House National City) intends to incentivize the construction of new context-sensitive development that would assist the City in meeting first and foremost the residents' needs for new affordable housing opportunities, as well as the State's RHNA allocation. The purpose of the program is to help create new, transit-supportive development by strategically placing new development in areas near job centers and schools with the greatest access to mobility choices to reduce reliance on automobiles. Additionally, this program is intended to create new commercial and retail spaces along the commercial corridors.

The HNC Program emulates AB 2372 by ensuring that properties are afforded the opportunity to achieve higher densities than currently allowed under zoning. This is intended to produce additional housing units and other community benefits, such as new deed-restricted affordable housing, context-

sensitive design to address pollution issues, enhanced rules for relocation, first right to return, and tenant displacement.

The HNC Program would use a method of calculation known as FAR to calculate the number of residential units for a residential or mixed-use project in exchange for a certain percentage of the new units as deed-restricted affordable housing targeted to National City residents. These new regulations would remove the residential unit cap set forth by the traditional dwelling units per acre (du/ac) calculation to bring greater flexibility when planning a new development project in close proximity to transit. For purposes of this program, a base or overlay zone that allows at least 20 du/ac would be required to qualify for the program. From that, two FAR tiers (Tier 1 and Tier 2) would apply and would supersede the du/ac maximums allowed by the base zones. Tiers 1 and 2 include FARs of 2.5 and 4.0.

The following base zones are included as part of this program: MCR-1, MCR-2, MXC-1, MXC-2, MXD-1, MXD-2, RM-1, RM-2, and RM-3. The mixed-use overlays would also be included.

Tier 1 (2.5 FAR) would be focused on lots within the Westside Specific Plan where existing densities allow 24 du/ac and 45 du/ac based on the zone. The maximum FAR under the zoning code is 0.6 FAR.

Tier 1 (2.5 FAR) would include the following zones:

- MCR-1 zone, which has a maximum height limit of three stories and 50 feet
- MCR-2 zone which has a maximum height limit of five stories and 65 feet
- RM-1 zone which has a maximum height limit of four stories and 45 feet
- Proposed Mixed-Use Transition (MXT), which would have a maximum height limit of four stories and 45 feet
- Proposed mixed-use overlay zone of 24 du/ac, which would have a maximum height limit of five stories and 65 feet

Tier 1 (4.0 FAR) will be focused in the areas around 18th Street, Highland Avenue, Civic Center Drive, and Hoover Avenue, where existing densities allow up to 48 du/ac. The maximum FAR under the zoning code is 1.0 FAR for single-use and 2.0 FAR for mixed-use.

Tier 1 (4.0 FAR) would include the following zones:

- MXC-1 zone which has a maximum height limit of three stories and 50 feet
- MXD-1 zone which has a maximum height limit of five stories and 65 feet

Tier 4 is focused in the areas around 18th Street, Mile of Cars and D Street, Plaza Boulevard, the Hospital Area, Plaza Bonita, and Sweetwater Road, where existing densities allow up to 48 du/ac and 75 du/ac based on the zone. The maximum FAR under the zoning code for the zones that allow up to 75 du/ac is 2.5 FAR for single-use and 3.5 FAR for mixed use.

Tier 4 would include the following zones:

- RM-2 zone, which has a maximum height limit of six stories and 65 feet
- RM-3 zone which has a maximum height limit of nine stories and 95 feet
- MXC-2 and MXD-2 zones which have a maximum height limit of five stories and 65 feet

Additionally, the HNC Program proposes the waiver of parking requirements for qualifying projects to allow one parking space for units larger than 800 square feet and 0.5 parking spaces for units less than 800 square feet.

In addition, a Financial Feasibility Evaluation was completed for the HNC Program (see Appendix 13.B.14).

3.3.2.10 Bicycle Master Plan Updates

The Bicycle Master Plan Update (see Appendix 13.B.11 Bicycle Master Plan Update) would include the incorporation of changes from the General Plan elements, as described above, and other recently completed planning documents, such as the Harbor Drive Corridor Study, the INTRAConnect Plan, and the TODO Study. This update revises the citywide bicycle network to guide the City in planning for a more connected, safe, and accessible network. Design guidelines would be updated to align with current best practices and City plans. The plan would recommend programs related to furthering bicycling education, bicycling encouragement, enforcement, and evaluation. The plan also would include estimated network costs and resources to fund construction. Proposed changes to the adopted bicycle facility plan include the expansion of:

- Class I Bike Paths along the Sweetwater River between Division Street and E 4th Street, National City Boulevard between Division Street and W 8th Street, Harbor Drive between W 12th Street and McKinley Avenue, W 19th Steet underneath I-5, Marina Way, and along the pedestrian bridge over Interstate 805 connecting Las Palmas Park to E 22nd Street
- Class II Bike Lanes along W 19th Street, Bay Marina Drive, E 24th Street, W 16th Street, the Hoover Avenue-W 33rd Street-National City Boulevard corridor, segments of Highland Avenue, E 30th Street, and N 2nd Avenue, Olive Avenue, and Paradise Valley Road
- Class III Bike Routes along 16th Street, Palm Avenue, Newell Street, Highland Avenue, Harbison Avenue, Earle Drive, the corridor of streets running north-south to the east of the I-5 corridor between 4th Avenue and E 22nd Street, Laurel Avenue through to L Avenue, S Lanoitan Avenue, and Grander Avenue
- Class III Bike Boulevards along D Avenue, Highland Avenue, E 18th Street, E 26th Street, and E 24th Street
- Class IV Cycle Tracks along Division Street, S U Avenue, Sweetwater Road, E 30th Street, National City Boulevard, W 22nd Street, McKinley Avenue, Bay Marina Drive, and Civic Center Drive

3.3.2.11 Zoning Map Amendments

Several Focus Areas across the City were examined in depth for potential zoning changes on the City's Zoning Map (see Figure 3.3-6, Figure 3.3-7, and Figure 3.3-8). Zoning changes are being recommended for these Focus Areas to facilitate housing production and promote mix-used development by increasing the maximum allowable density and height, as well as allowing commercial uses for areas currently zoned for residential uses (see Table 3.3-1).

In addition to the proposed zoning changes, an overlay area is being proposed to allow for multi-family residential development in areas zoned for commercial and institutional uses and near transit. This overlay is intended to facilitate progress toward an integrated land use pattern where housing is well-supported by services and amenities and create a transition to neighboring residential areas. This overlay will be referred to as the "TOD" (see Figure 3.3-4).

Figure 3.3-6 Proposed Focus Areas

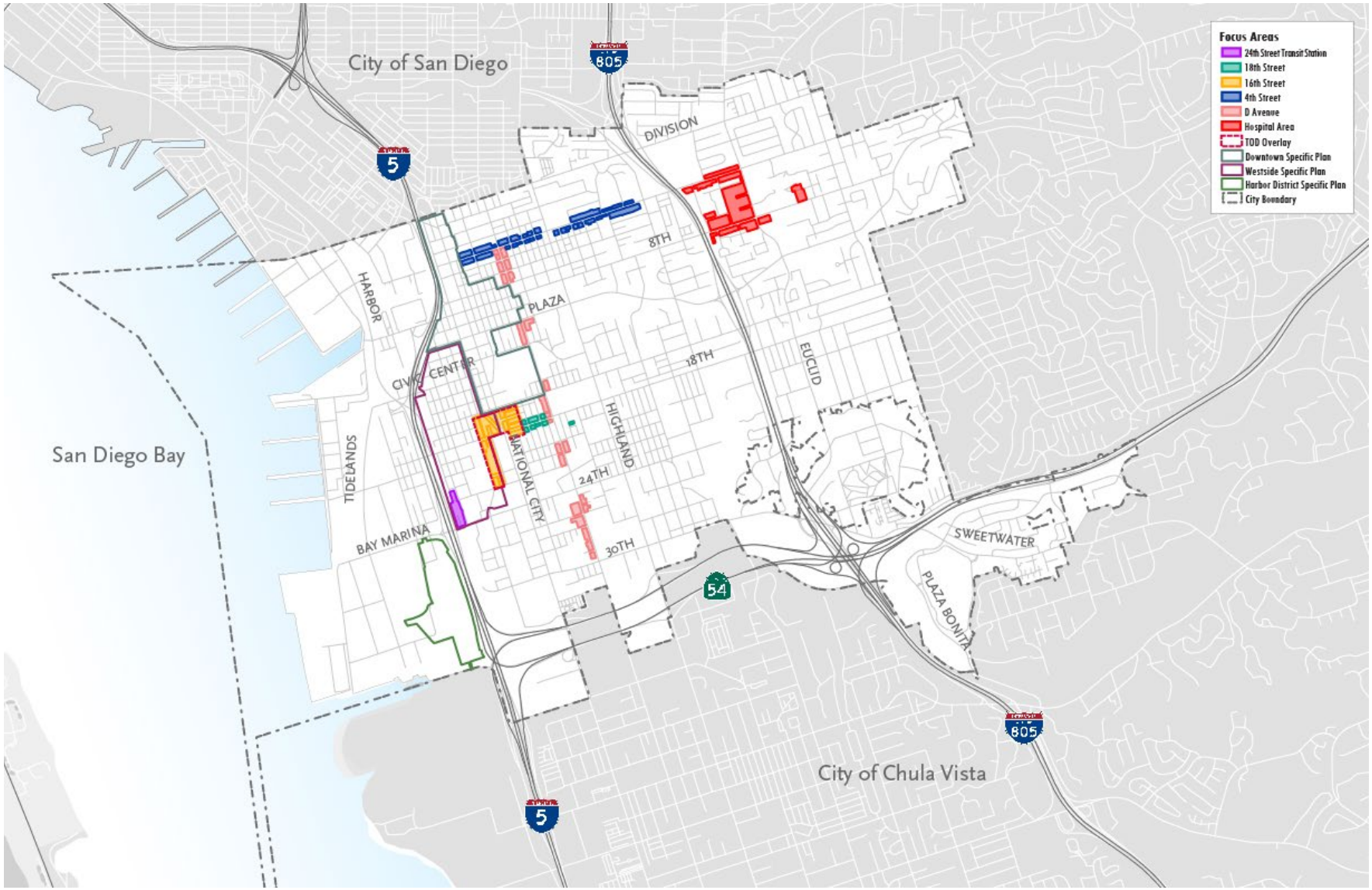


Figure 3.3-7 Adopted Zoning

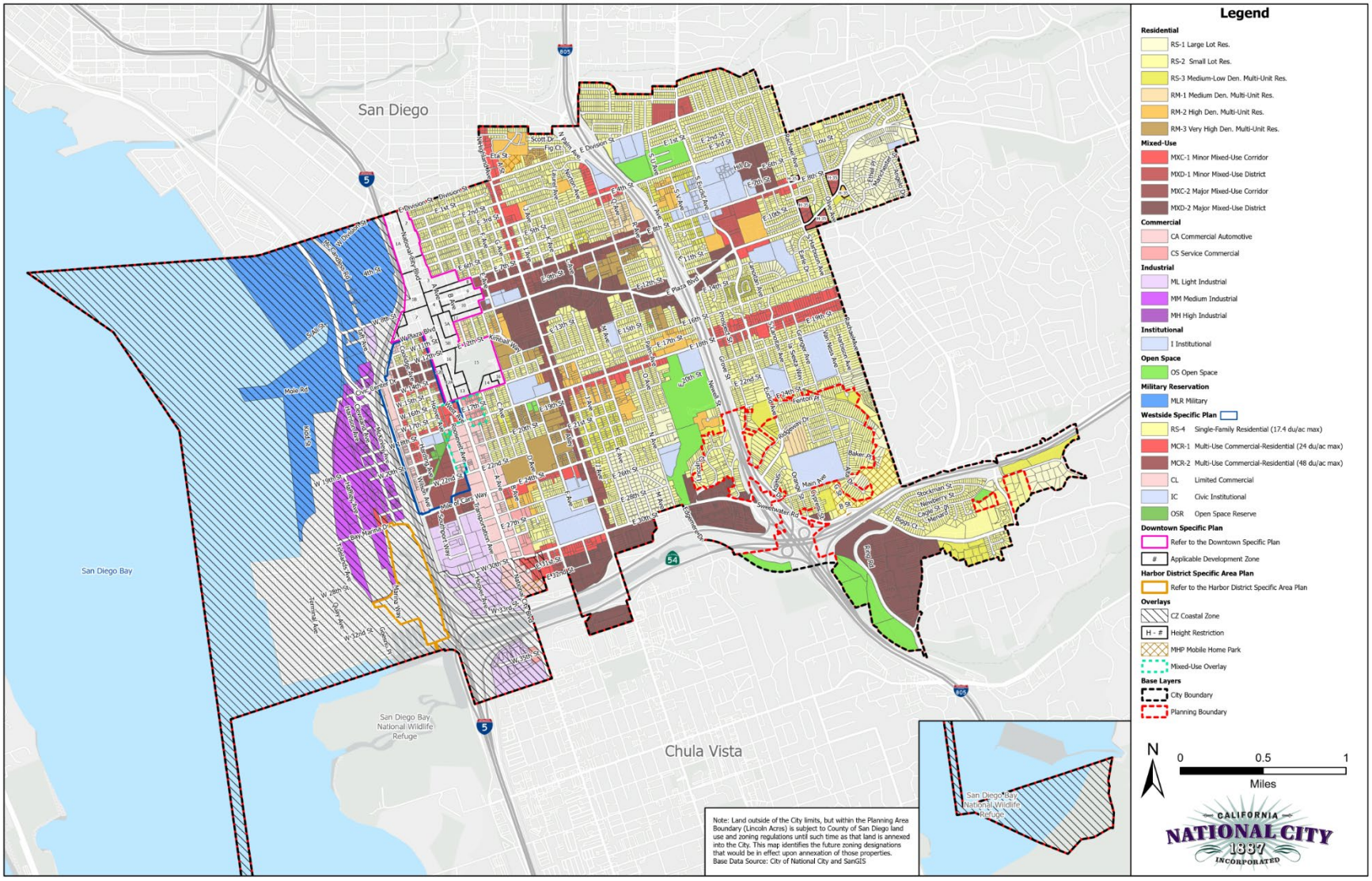
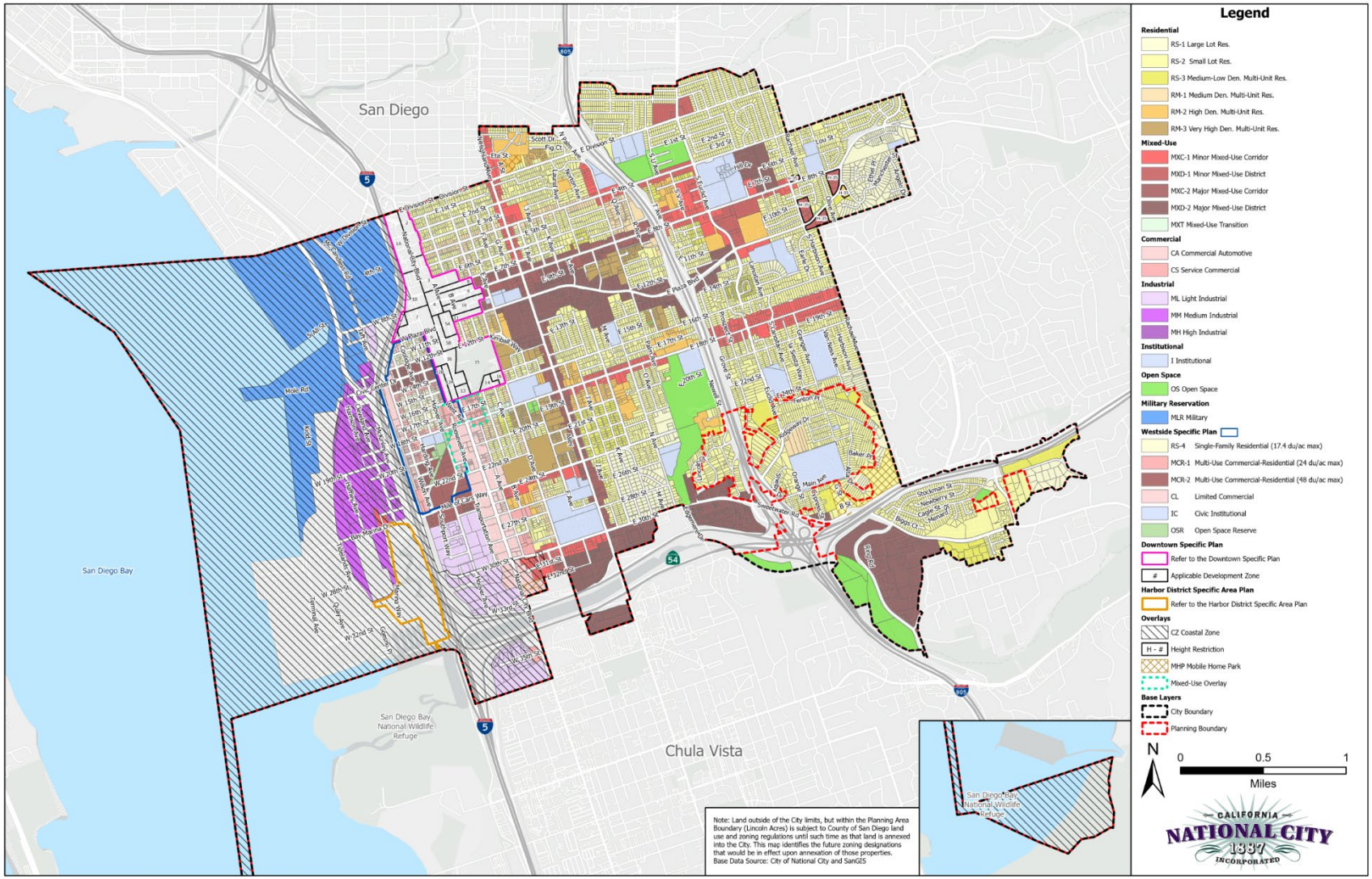


Figure 3.3-8 Proposed Zoning



The Focus Areas were identified based on the recommendations of prior studies, existing conditions analyses, and community feedback and are identified by the following names throughout this document:

- 24th Street
- 18th Street
- 4th Street
- D Avenue
- Hospital Area
- 16th Street

Table 3.3-1 Focus Area Proposed Rezonings

Focus Area	Acres	Current Adopted Zoning	du/ac	Proposed Zoning	du/ac
24th Street	4.2	Limited Commercial (CL)	0	Multi-Use Commercial-Residential (MCR-1)	24
18th Street	2.2	Small Lot Residential (RS-2)	9	Mixed Use Transition (MXT)	24
		Very High Density Multi-Unit Residential (RM-3)	75	Open Space (OS)	0
4th Street	16.6	Small Lot Residential (RS-2)	9	Large Lot Residential (RS-1)	23
D Avenue	17.4	Small Lot Residential (RS-2)	9	Medium Density Multi-Unit Residential (RM-1)	24
Hospital Area	38.6	Small Lot Residential (RS-2)	9	Minor Mixed-Use Corridor (MXC-1)	48
		Medium-Low Density Multi-Unit Residential (RS-3)	15		
		Institutional (I)	0		
16th Street	18.6	Multi-Use Commercial-Residential (MCR-1)	24	Mixed-Use Overlay	24
		Limited Commercial (CL)	0		
		Service Commercial (CS)	0		

24th Street

The 24th Street Focus Area is a 4.2-acre site located in the Westside Specific Plan area that includes the 24th Street Transit Center, the National City Adult School, and commercial establishments. The 24th Street Focus Area is currently zoned as Limited Commercial (CL), which does not allow residential development and has a height limit of three stories or 50 feet and a FAR of 0.6. Rezoning this area to Multi-Use Commercial-Residential (MCR-1) (24 du/ac) with an increased allowed height of five stories or 65 feet is intended to support the creation of housing by transit and facilitate progress toward National City's goals for transit-oriented development. See Figure 3.3-9 and Figure 3.3-10 for adopted zoning and proposed zoning changes to the parcels within this Focus Area.

18th Street

This Focus Area is a 2.2-acre area along 18th Street that includes a variety of uses, including single-family residential, multi-family residential, commercial, religious facility, and open space. The 18th Street area is currently zoned as Small Lot Residential (RS-2), which allows for a maximum density of 9 du/ac and a maximum height of two stories or 35 feet. This Focus Area consists of approximately three

blocks along 18th Street. 18th Street is within a Transit Priority Area and is near a variety of amenities and services, including Kimball Park, John Otis Elementary School, and existing commercial uses. To facilitate a more integrated land use pattern and encourage housing production near community amenities and services, this area is proposed to be rezoned to Mixed Use Transition (MXT) to allow for a maximum density of 24 du/ac and a maximum height of four stories or 45 feet. The 18th Street Focus Area also includes the parcel located at 1845 E Avenue, a former redevelopment site owned by the successor agency. This parcel is proposed to be rezoned to Open Space (OS) to expand National City's existing park and open space inventory to accommodate the City's current demand, as well as the future needs that will result from the increased density. This rezone will not result in any net loss of dwelling units since higher residential densities are proposed for other areas of National City. See Figure 3.3-11 and Figure 3.3-12 for adopted zoning and proposed zoning changes to the parcels within this Focus Area.

4th Street

The 4th Street Focus Area is a 16.6-acre area that includes a variety of single-family and multi-family residences along 4th Street. This Focus Area is currently zoned as RS-2, which allows for a maximum density of 9 du/ac and a maximum height of two stories or 35 feet. The 4th Street Focus Area is one of National City's east-west corridors that connect key destinations, such as Downtown National City, Highland Avenue, and Paradise Valley Hospital. This Focus Area is within a Transit Priority Area and near a variety of amenities and services, including commercial uses. Under the adopted zoning, only single-family development is allowed, making the existing multi-family complexes present along the corridor nonconforming uses. To facilitate a more integrated land use pattern and encourage housing production near community amenities and services, this area is proposed to be rezoned Medium Density Multi-Unit Residential (RM-1) to allow for a maximum density of 23 du/ac and a maximum height of four stories or 45 feet. See Figure 3.3-13 and Figure 3.3-14 for adopted zoning and proposed zoning changes to the parcels within this Focus Area.

D Avenue

The D Avenue Focus Area is a 17.4-acre area that includes a variety of single-family and multi-family residences along D Avenue. This Focus Area is currently zoned as RS-2, allowing a maximum density of 9 du/ac and a maximum height of two stories or 35 feet. D Avenue is a north-south corridor that connects key uses, including Downtown National City, Kimball Park, multiple schools, and various commercial uses. It is recommended to rezone this area from RS-2 to RM-1 to allow multi-family residential development and increase the allowed height from two stories or 35 feet to four stories or 45 feet. See Figure 3.3-15 and Figure 3.3-16 for adopted zoning and proposed zoning changes to the parcels within this Focus Area.

Hospital Area

The Hospital Area includes 38.6 acres near the Paradise Valley Hospital. This area includes a variety of residential uses, group quarters, healthcare, and religious facilities. The current adopted residential zones in this area include RS-2 and Medium-Low Density Multi-Unit Residential (RS-3), which allow for a maximum of 9 du/ac and 15 du/ac, respectively. Additionally, some parcels are currently zoned as Institutional (I), which does not allow residential uses. The current maximum height in the area is two stories or 35 feet in RS-2, three stories or 35 feet in RS-3, and five stories or 65 feet in I. This area is also near a variety of commercial uses along key corridors, including 4th Street and 8th Street. To facilitate a more integrated land use pattern and encourage housing production near community amenities and services, this area is proposed to be rezoned to Minor Mixed-Use Corridor (MXC-1) to increase the maximum density to 48 du/ac and maximum height to five stories or 65 feet. See Figure 3.3-17 and Figure 3.3-18 for adopted zoning and proposed zoning changes to the parcels within this Focus Area.

16th Street

The 16th Street Focus Area covers 18.6 acres bounded by 16th Street, Hoover Avenue, 22nd Street, and A Avenue. This area includes a variety of commercial establishments and automobile dealerships. The

current adopted zoning in this area includes MCR-1, CL, and Service Commercial (CS). While MCR-1 allows for residential densities of up to 24 du/ac, CL and CS do not permit residential development. The height limit for the entire 16th Street focus area is three stories or 50 feet. No zoning changes are recommended for this area; however, a mixed-use overlay is proposed to facilitate progress toward an integrated land use pattern where housing is well-supported by services and amenities and creates a transition to neighboring residential areas. The mixed-use overlay would allow for a maximum density of 24 du/ac and a maximum height of five stories or 65 feet. See Figure 3.3-19 and Figure 3.3-20 for adopted zoning and proposed zoning changes to the parcels within this Focus Area.

Figure 3.3-9 24th Street Adopted Zoning

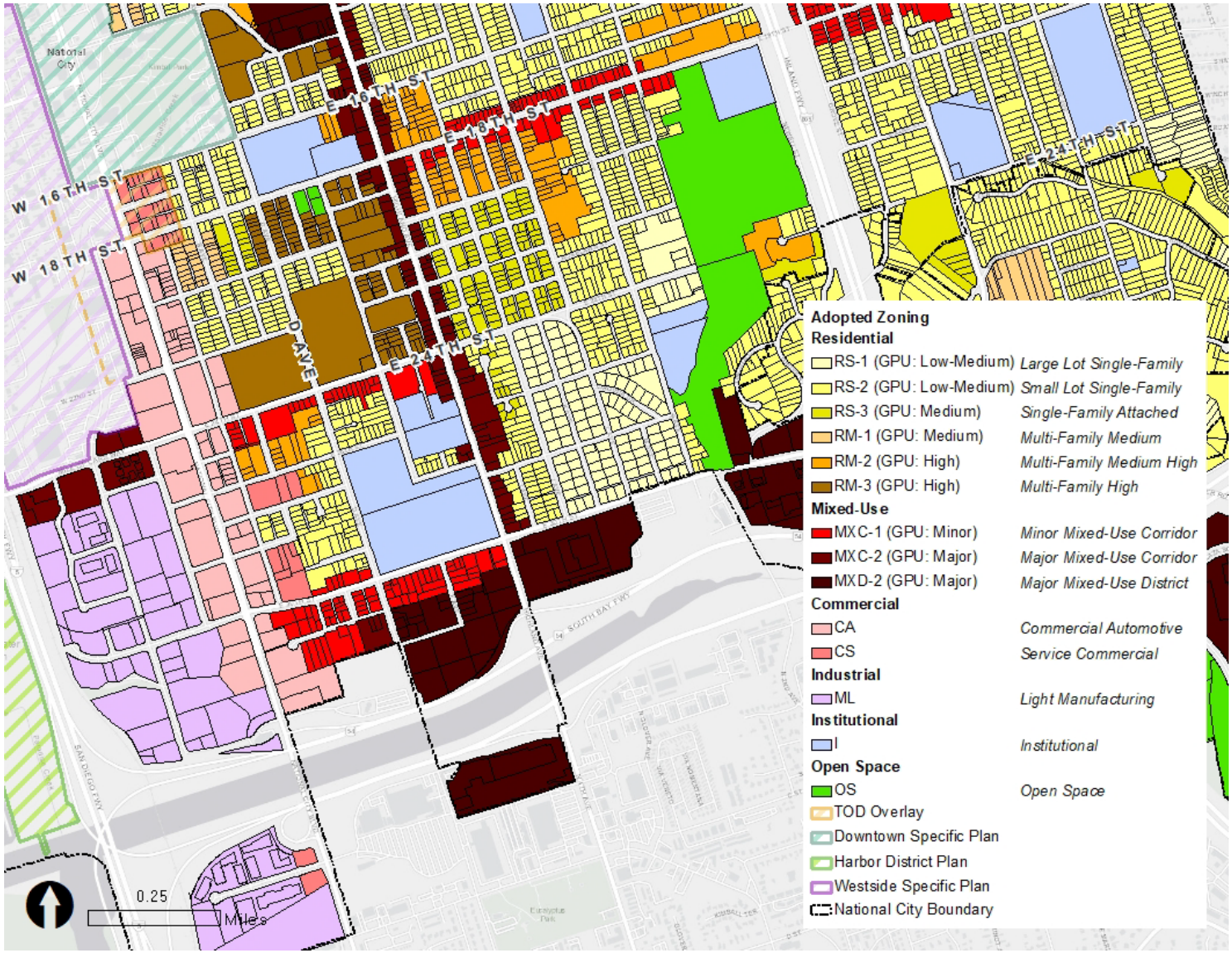


Figure 3.3-10 24th Street Proposed Zoning

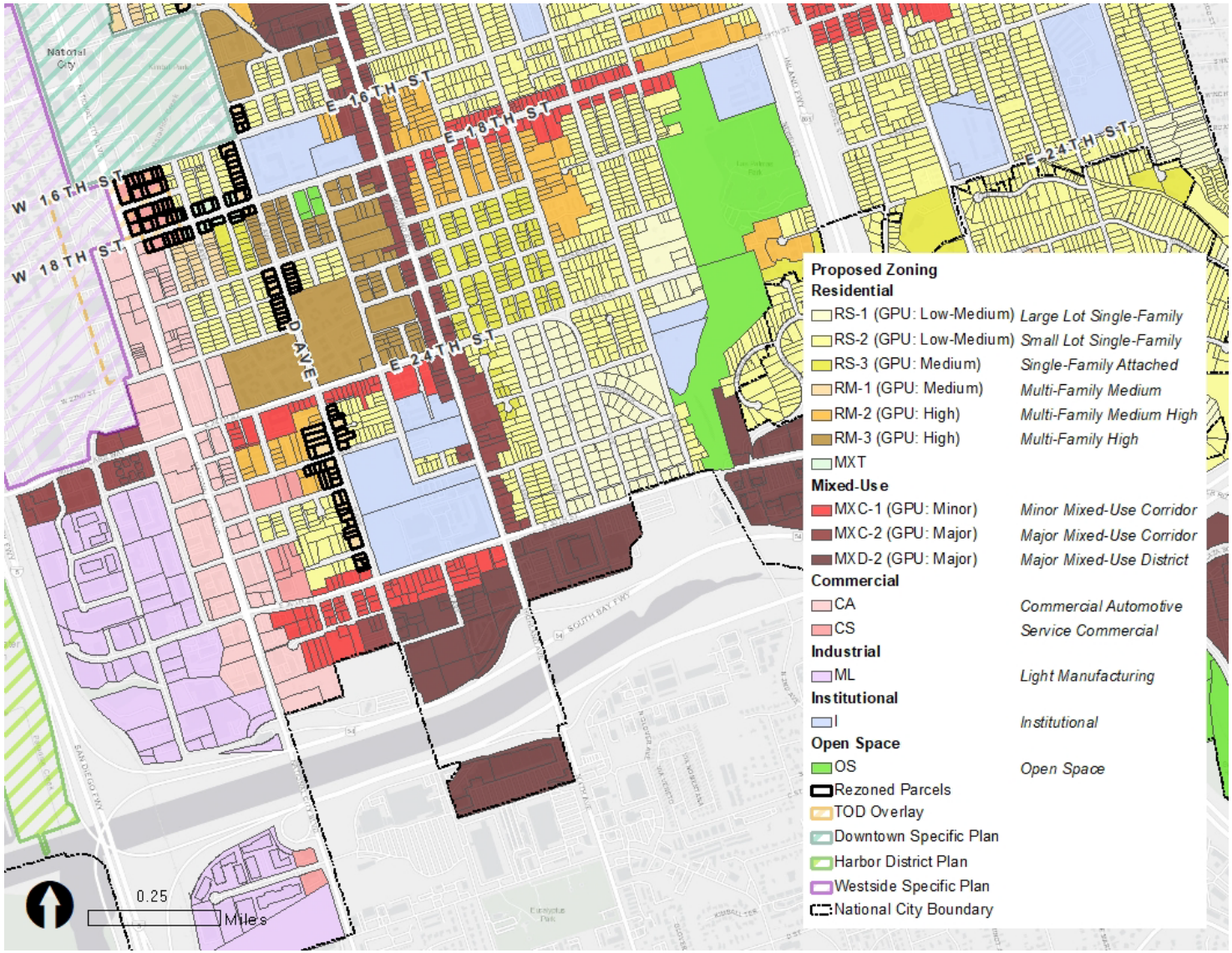


Figure 3.3-11 18th Street Adopted Zoning

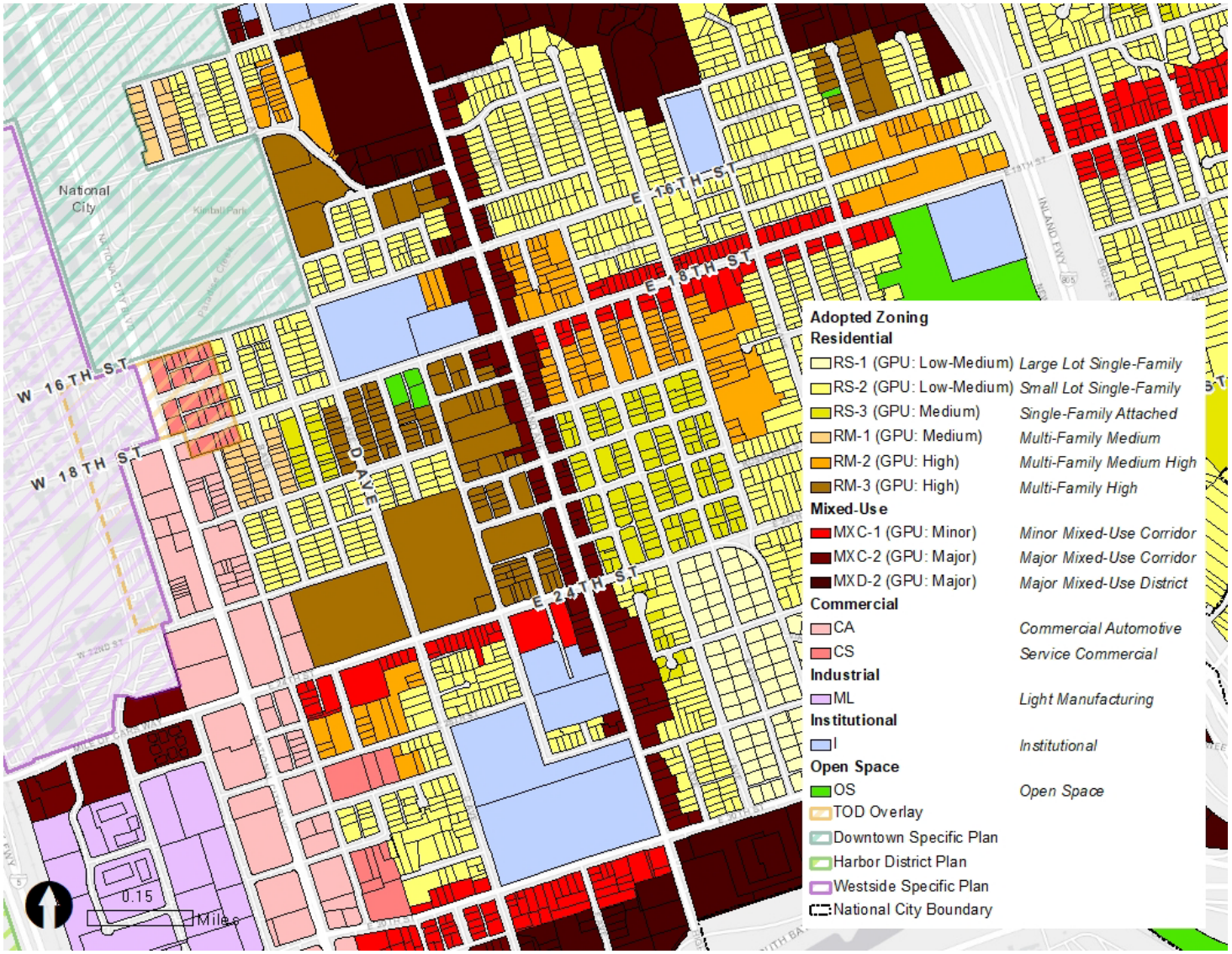


Figure 3.3-12 18th Street Proposed Zoning

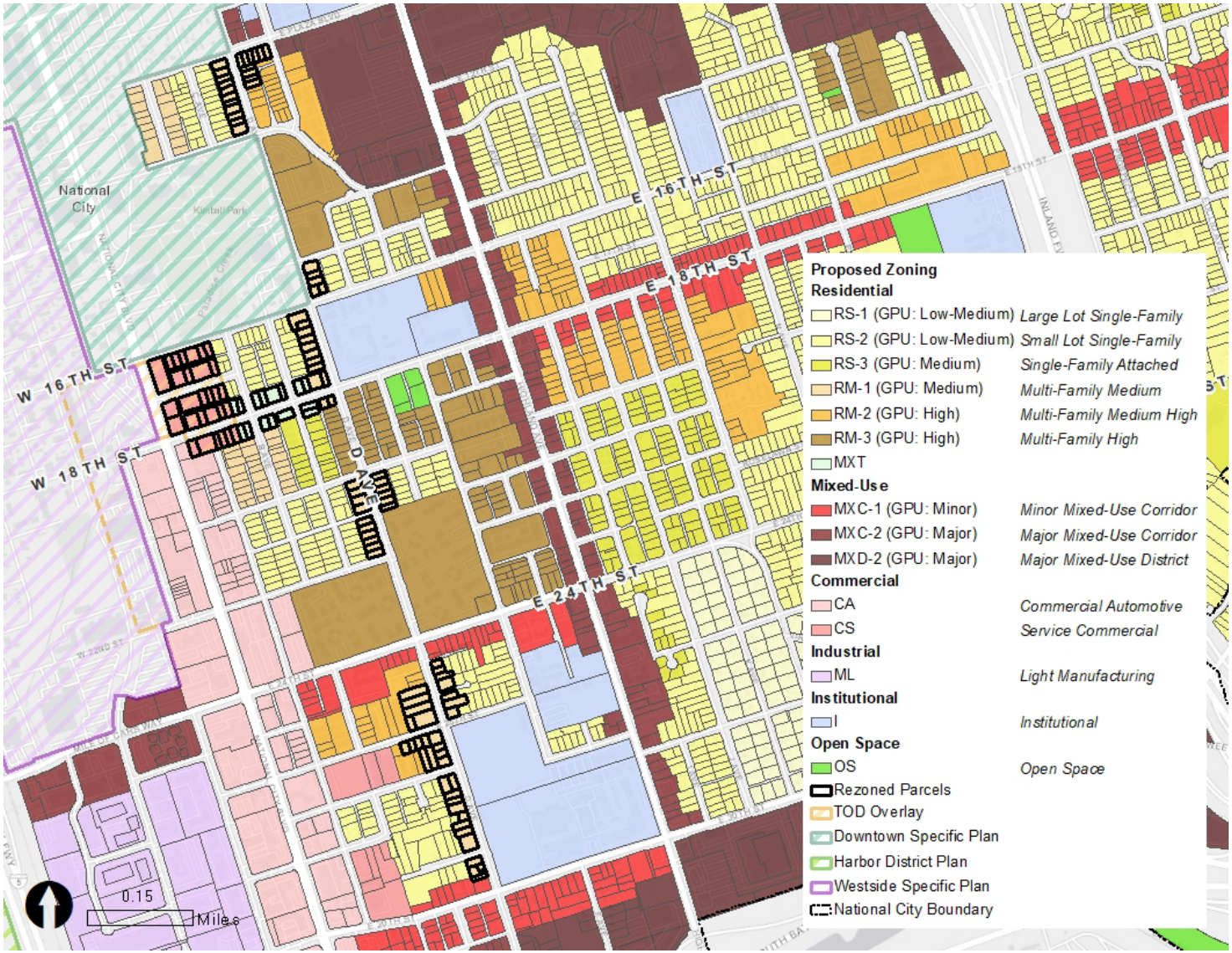


Figure 3.3-13 4th Street Adopted Zoning

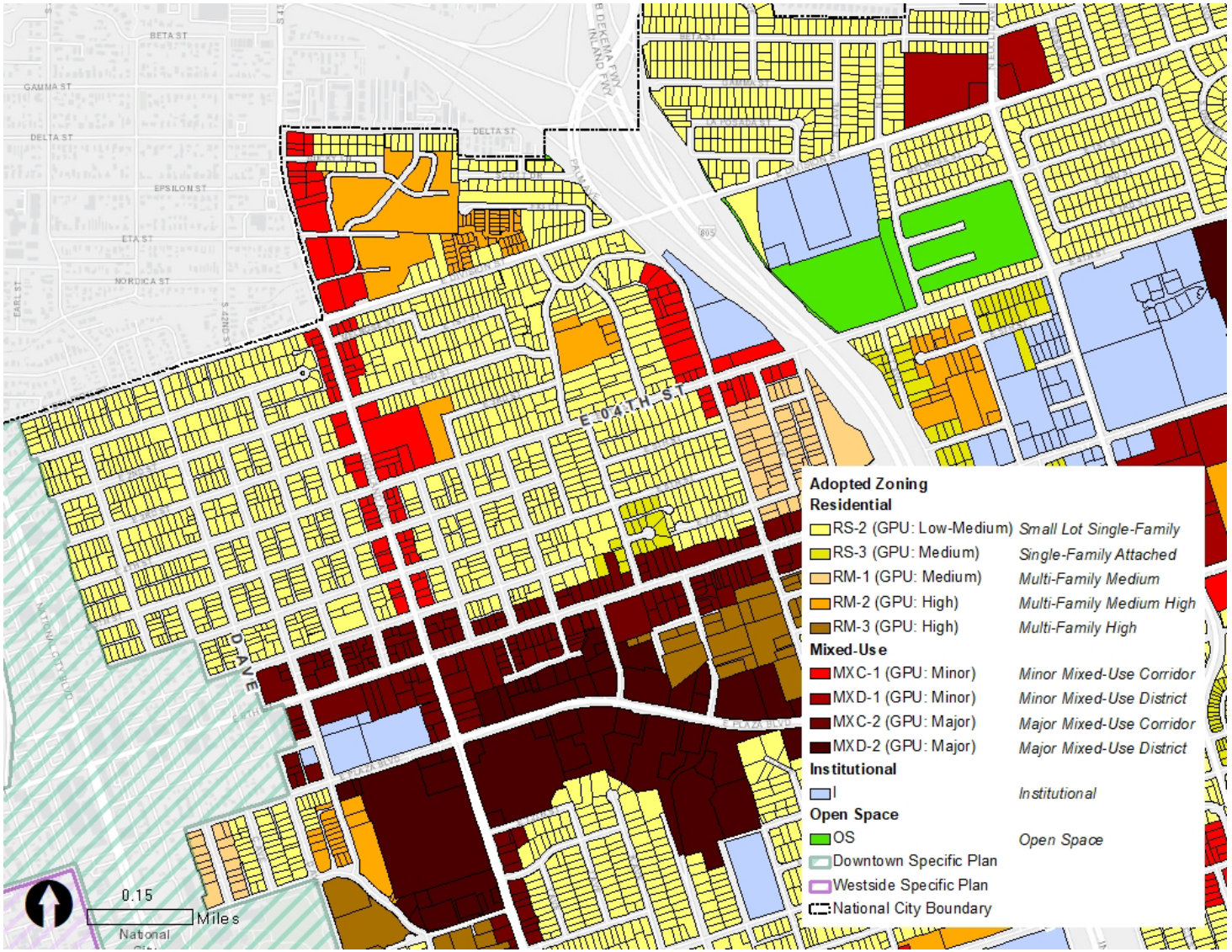


Figure 3.3-14 4th Street Proposed Zoning

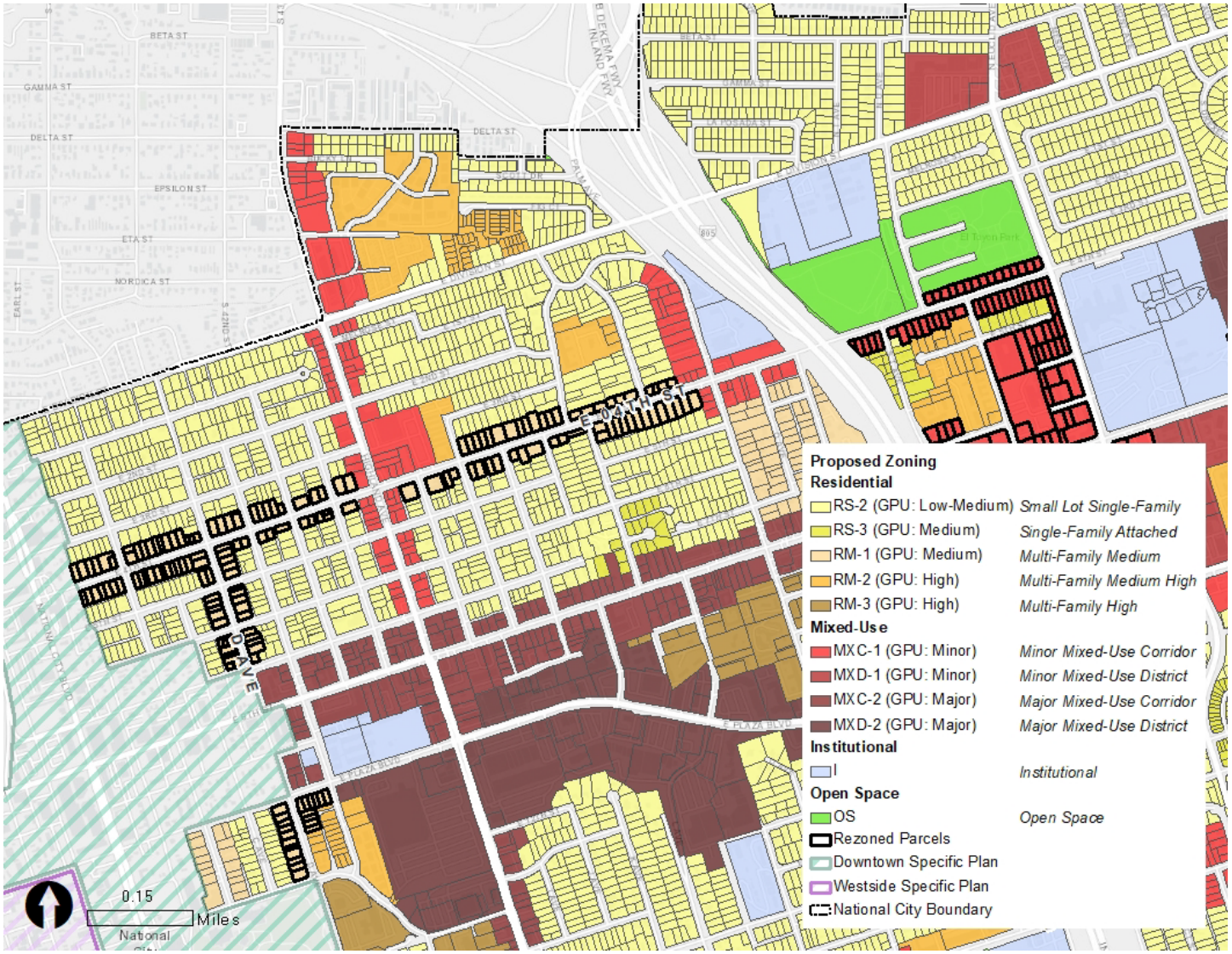


Figure 3.3-15 D Avenue Adopted Zoning

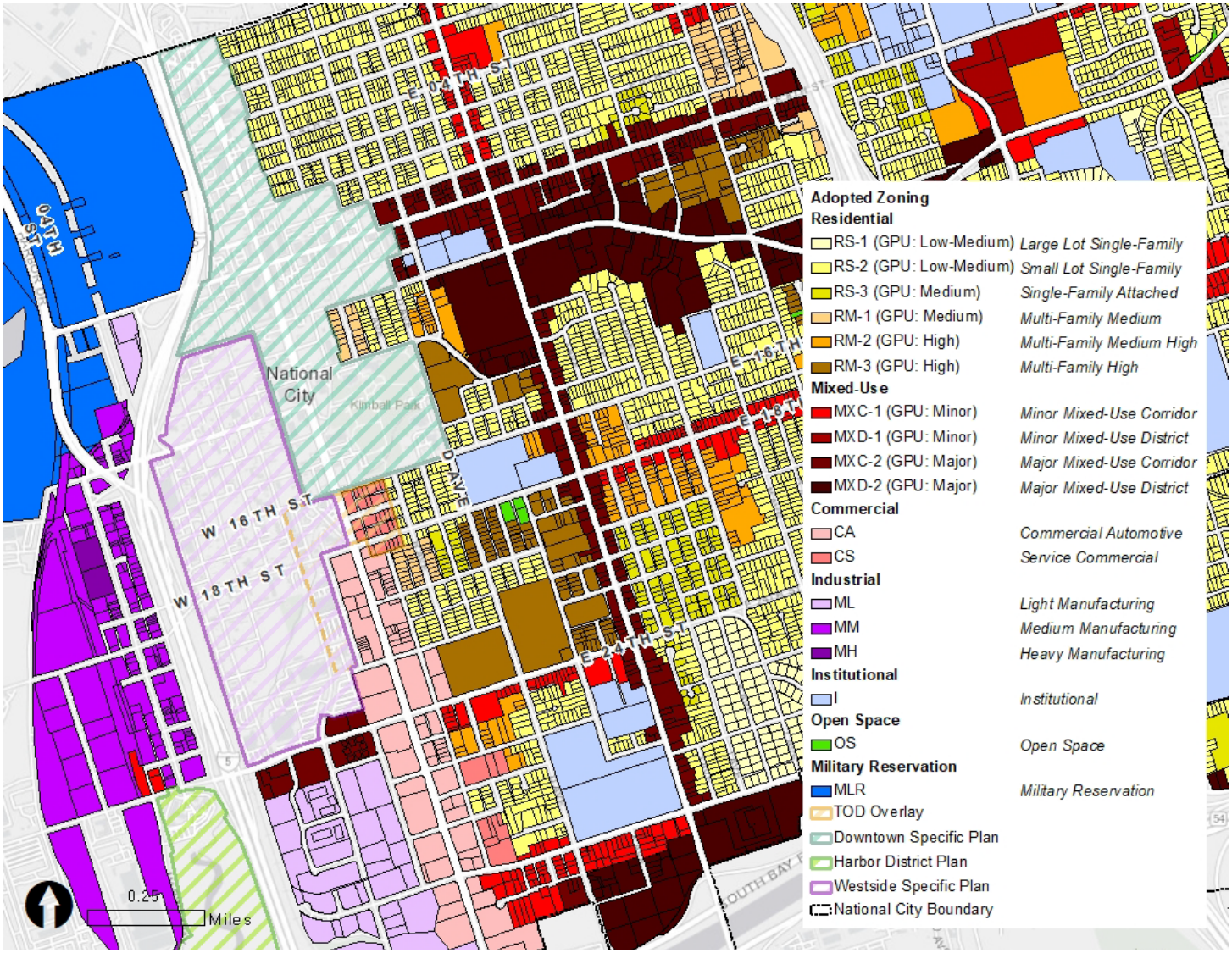


Figure 3.3-16 D Avenue Proposed Zoning

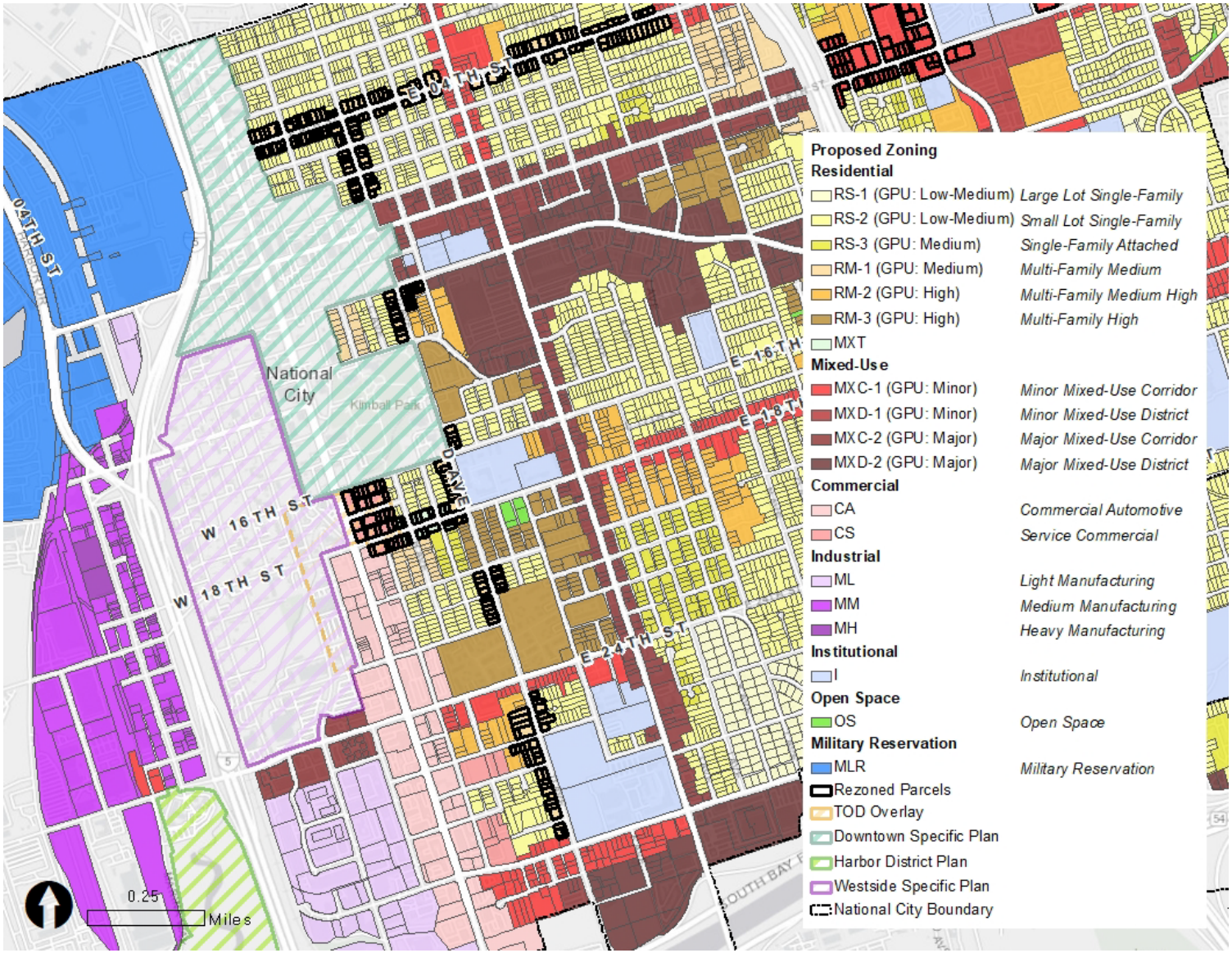


Figure 3.3-17 Hospital Area Adopted Zoning

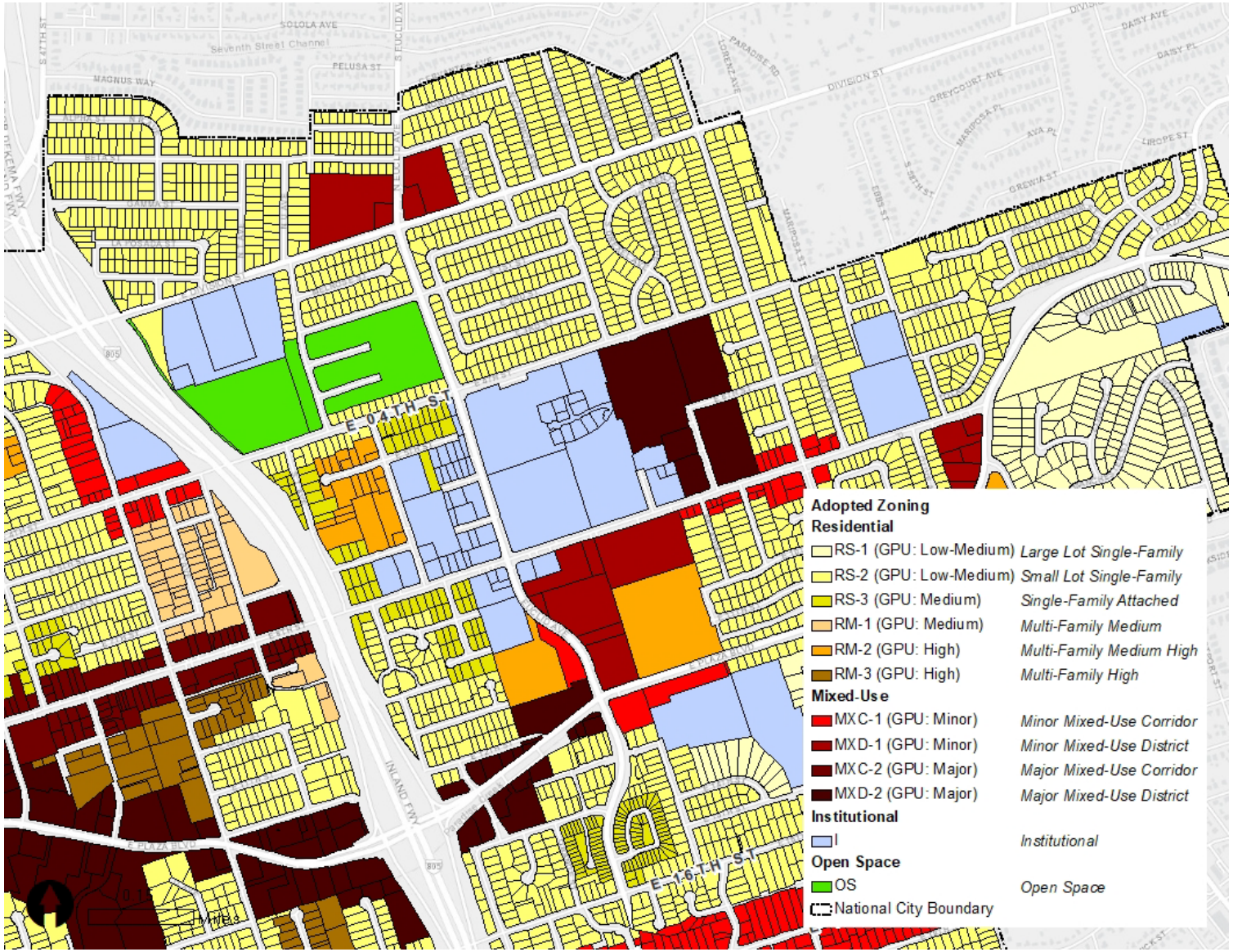


Figure 3.3-18 Hospital Area Proposed Zoning

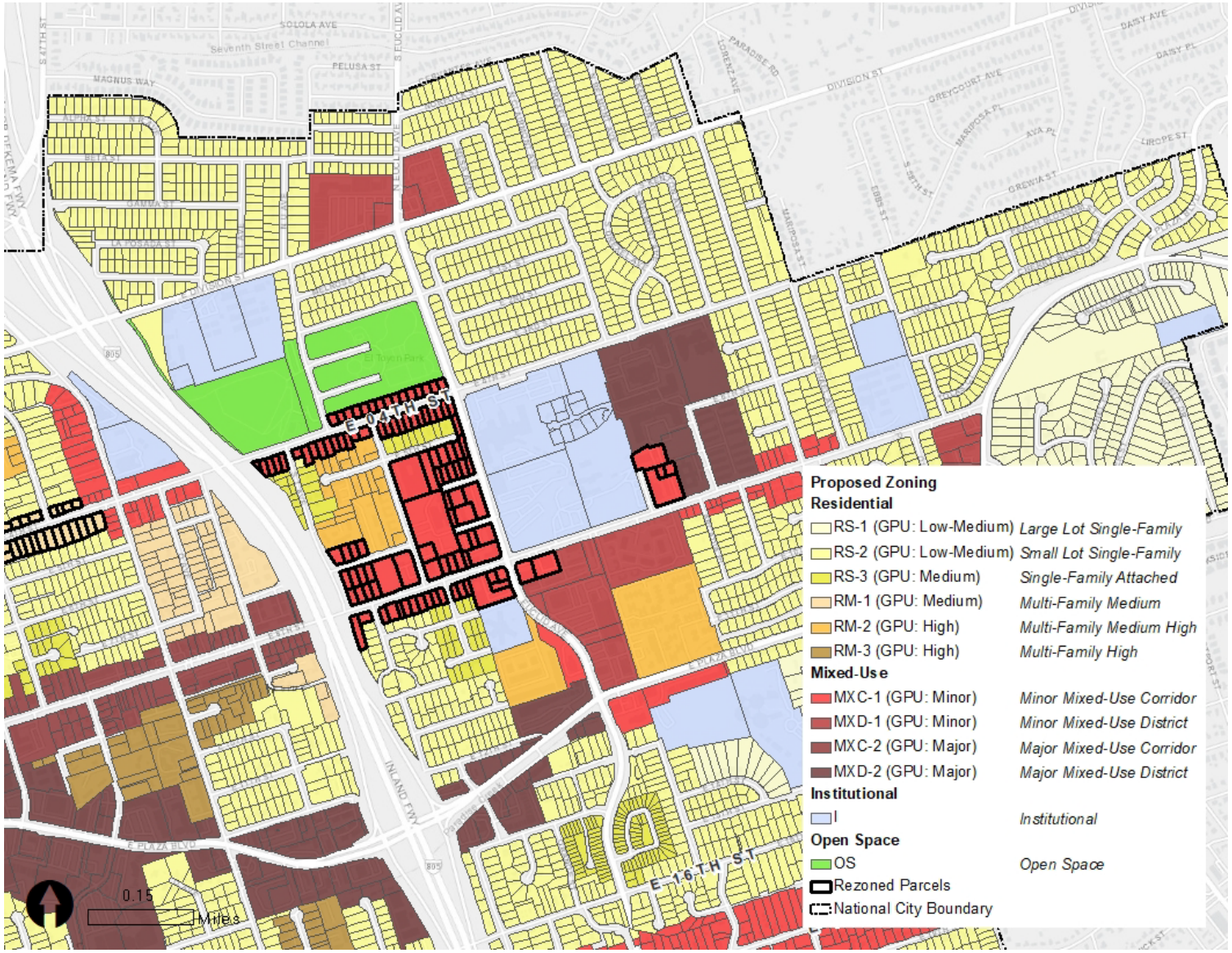


Figure 3.3-19 16th Street Adopted Zoning

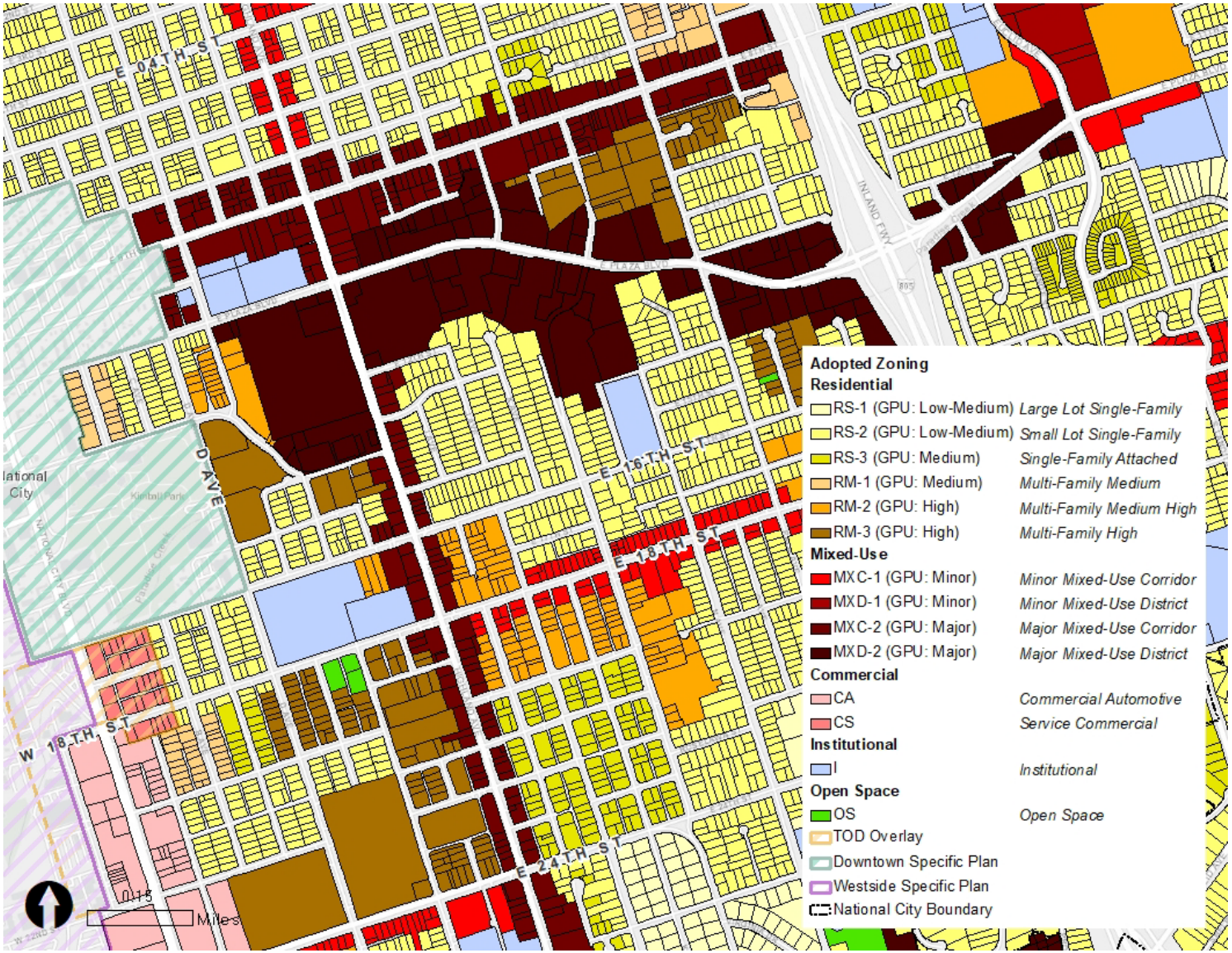
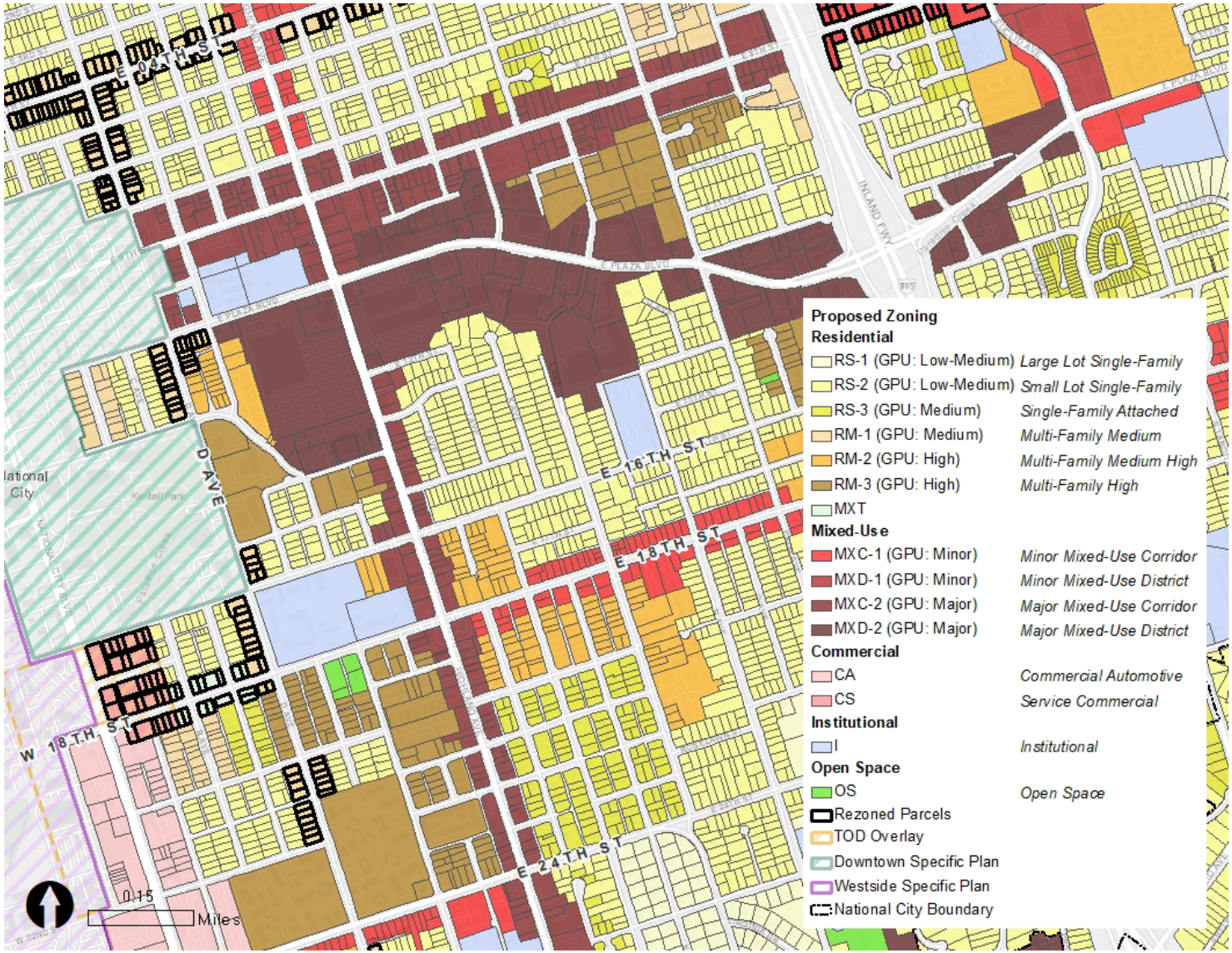


Figure 3.3-20 16th Street Proposed Zoning



3.4 Focused General Plan Update Buildout

The buildout potential of the FGPU, as compared to the Adopted General Plan, is detailed in Table 3.4-1. The proposed rezoning of the Focus Areas is detailed in Table 3.3-1, above. The term "Buildout" refers to the future condition in which the FGPU is fully implemented through maximizing its development potential. The buildout scenario provides estimates of the number of new housing units, residents, commercial/industrial square footage, and jobs in the City through the year 2050. The full buildout estimates are included in Appendix 13.B.12. As noted in Table 3.4-1, , the FGPU does not increase the overall allowed square footage of industrial space in the City above and beyond the quantity identified in the Adopted General Plan's zoning. This does not preclude new industrial space to develop through 2050 within the City's remaining allowable industrial square footage. The FGPU does, however, increase the allowable square footage of residential and commercial (noted as retail/office in the table below) uses within the City above the Adopted General Plan.

Table 3.4-1 Proposed Rezoning and Buildout Potential of the FGPU as Compared to the Adopted General Plan

Assessed Value Ratio		Existing Development	Total 2050 Buildout (Adopted Land Use) (No Build)	Delta (change existing to 2050 Preferred)	Total 2050 FGPU Horizon Buildout (Preferred Alternative)	Delta (change between 2050 No Build to 2050 Preferred)
<1	Dwelling Units	18,179	22,729	4,550	23,325	+595
<0.75	Retail/Office Space (square feet)	6,858,359	13,133,424	6,275,065	13,332,112	+198,688
<0.75	Industrial Space (square feet)	4,031,983	5,772,092	1,740,109	5,772,092	(0)
	Population	58,582	72,961	14,379	74,872	+1,911

Source: U.S. Census Bureau, 2020 Decennial Census, Table H1 (https://data.census.gov/table?q=H1&tid=DECENNIALPL2020.H1), Table P1 (https://data.census.gov/table?q=P1) for National City, California

Note: The Assessed Value Ratio (AVR) was used to determine which parcels are most likely to redevelop. AVR is the assessed building value compared to the land value of each site (building value/land value). If the land value is greater than the building value, it will have a lower AVR and is therefore likely to redevelop. Only parcels zoned for residential uses with an AVR of less than 1 (and less than 0.75 for commercial and industrial uses) were assumed to be redeveloped.

Note: Vacant land and redevelopment sites were assumed to build out at 75% of capacity (versus 100 % capacity, which would not be realistic) based on the density and intensity assumptions associated with each land use designation.

3.5 Focused General Plan Update Public Engagement Process

The FGPU's public engagement strategy involved extensive outreach, as detailed in the project's Revised Community Engagement Plan (November 2021)[6] and on the project's website.[7] This website also includes an archive of meetings, a project schedule, project materials, and upcoming meetings related to the FGPU. Three phases of outreach have been completed during the process of developing the FGPU, which began in August/September 2020, March/April 2021, and December 2021 through October 2022, respectively. Other methods of community outreach included eight virtual webinars on Zoom (interpretation was offered in Spanish); nine set office hours that allowed community members to call the City to ask questions via telephone; online surveys via the MetroQuest platform; and stakeholder interviews with citizens, developers, Council members, Planning Commissioners, Housing Commissioners, National City staff, community leaders, and the Chamber of Commerce, among others, via virtual platform. Draft documents, including draft elements, the draft CAP, and the draft HNC Program, were posted to the City's website for public review and comment; comments were collected via email.

Events and notices were marketed via the City's email listserv, FGPU stakeholder list, and the City's social media sites will be used to share the dates and times of outreach events and opportunities to get involved.

3.6 Project Objectives

The overall purpose of the FGPU is to create a policy framework that articulates a vision for the City's long-term physical form and development, while preserving and enhancing the quality of life for National City's residents.

In accordance with CEQA Guidelines Section 15124(b), the following primary objectives support the purpose of the project, assist the Lead Agency in developing a reasonable range of alternatives to be evaluated in this report, and ultimately aid decision-makers in preparing findings and overriding considerations, if necessary. The specific goals and objectives for this project are to:

- Update the City's General Plan to integrate new State legislation and other regional and local regulatory changes into the City's policies and programs.
- Encourage smart growth that is consistent with statewide and regional transportation and planning goals.
- Create a framework for a mix of land uses, including residential, commercial, employment, service, agricultural, open space, and recreational uses that accommodate the needs of persons from all income groups and age levels.
- Encourage the development of complete neighborhoods that meet the community's needs for sustainable and high-quality living environments.
- Develop effective plans, codes, resolutions, ordinances, and zoning to implement the General Plan.
- Establish a universally accessible, safe, comprehensive, and integrated pedestrian and bicycle system.
- Develop a comprehensive circulation system that is safe and efficient for all modes of travel that is coordinated with the regional system.

6 National City, Focused General Plan Update, CAP, House National City, and EIR Revised Community Engagement Plan, https://www.nationalcityca.gov/home/showpublisheddocument/27659/637733640124370000
7 National City, Focused General Plan Update, https://www.nationalcityca.gov/government/community-development/planning/focused-general-plan-update

- Provide and manage parking in a way that balances economic development, livable neighborhoods, environmental health, and public safety with a compact, multimodal environment.
- Develop a safe and efficient system for the movement of goods that supports commerce while enhancing the livability of the community.
- Reduce GHG emissions resulting from local government and community-wide activities within the City.

3.7 Associated Actions

3.7.1 Discretionary Actions

Discretionary actions are actions taken by the City that require review by the Planning Commission and/or the City Council at a public hearing per Municipal Code Section 18.12.020 and Section 18.12.050. All discretionary decisions by the Planning Commission and City Council require findings prescribed in the CEQA and ordinances adopted pursuant thereto, in addition to all other requirements. For the Project, the following discretionary actions would be considered by the City Council:

- Adoption of the FGPU (Land Use, Transportation, Safety Elements)
- Adoption of the CAP
- Certification of the SPEIR
- Adoption of the Mitigation Monitoring and Reporting Program
- Adoption of the CEQA Findings (and Statement of Overriding Consideration, if applicable)
- Rezonings of parcels within Focus Areas
- Adoption of the Municipal Code Updates
- Adoption of the objective design standards
- Adoption of the Downtown Specific Plan Amendment(s)
- Adoption of the Westside Specific Plan Amendment(s)
- Adoption of the Bike Master Plan Update

3.8 Future Development

The FGPU does not include site-specific development proposals and therefore, this SPEIR does not include site-specific environmental analysis of future development anticipated within the City that is subject to consistency with the General Plan. Future development anticipated in the City would be subject to subsequent ministerial and discretionary reviews in accordance with zoning and development regulations and with the proposed FGPU policies. Subsequent environmental review would be required for all subsequent discretionary actions to entitle future development. Subsequent projects that are consistent with the FGPU may tier from this SPEIR as intended, or the City may make a finding that sufficient environmental analysis and conclusions were drawn within this SPEIR (CEQA Guidelines section 15152, 15162, and 15168).

A proposed housing project may include a General Plan amendment and/or rezone. This type of approval is discretionary, requiring a recommendation by the Planning Commission and final approval by the City Council. The timeline for approving a General Plan amendment and/or rezone is variable and depends on the applicant's ability to show that the proposal would further the City's established land use goals and complete the requisite analyses under CEQA.

AB 2162 amends Government Code Section 65583 and adds Code Section 65650 to require local entities to streamline the approval of housing projects containing a minimum amount of supportive housing by providing a ministerial approval process, removing the requirement for CEQA analysis, and removing the requirement for Conditional Use Authorization or other similar discretionary entitlements granted

by the Planning Commission. Consistent with AB 2162, transitional/supportive housing is currently a permitted use by-right within all of the City's residential and mixed-use zones and does not require discretionary review.

See Appendix B: Review Authority and Allowed Use Tables of the 6th Cycle 2021-2029 Housing Element[8] for more detailed information on the ministerial and discretionary review process for housing projects.

3.8.1 CEQA Streamlining Mechanisms

3.8.1.1 CEQA Guidelines Section 15168

As described in Section 1.1.2 What Is a Program EIR?, Section 15168(c) allows for the use of a program EIR with later activities as future development projects in the program must be examined in the light of the program EIR to determine whether an additional environmental document must be prepared. Use of this section can assist the City in utilizing this SPEIR to streamline future discretionary development under CEQA.

3.8.1.2 Special Situations and EIRs

Per 2022 CEQA Guidelines Appendix J Examples of Tiering EIRs, these special situations and EIRs may assist the City in processing future actions associated with the proposed project.

Multiple-family residential development/residential and commercial or retail mixed-use development (PRC 21158.5 and CEQA Guidelines §15179.5)

- *project is multiple-family residential development up to 100 units or is a residential and commercial or retail mixed-use development of not more than 100,000 square feet*
- *if project complies with procedures in section 21158.5, only a focused EIR need be prepared, notwithstanding the fact that the project wasn't identified in the Master EIR*

Housing/neighborhood comme*rcial facilities (15181)*

- *a project involving construction of housing or neighborhood commercial facilities in an urbanized area*

Projects Consistent with Community Plan, General Plan, or Zoning (15183)

- *a project which is consistent with a community plan adopted as part of a general plan or zoning ordinance or a general plan of a local agency and where there was an EIR certified for the zoning action or master plan the EIR for the residential project need only examine certain significant environmental effects, as outlined in section 15183.*

Section 15183.3 provides a streamlined review process for infill projects that satisfy specified performance standards. Appendix M of the 2022 CEQA Guidelines Appendix M provides these performance standards for infill projects that have been determined to be eligible for streamlined view. Appendix N of the 2022 CEQA Guidelines also includes an Infill Environmental Checklist Form to assist lead agencies in assessing infill projects according to the procedures provided in Public Resources Code Section 21094.5. This can be used as an alternative to Appendix G.

3.8.1.3 Exemptions

The 2022 CEQA Guidelines also provide categorical exemption Class 32 for infill projects under Section 15332 and Article 12.5 Exemptions for Agricultural Housing, Affordable Housing, and Residential Infill Projects (Section 15194 Affordable Housing Exemption, Section 15195 Residential Infill Exemption). Categorically exempt projects are exempt from the requirement for the preparation of environmental documents and can be cleared via a Notice of Exemption per Section 15300.4 Application by Public Agencies and 15374 Notice of Exemption. It is noted that there are exceptions to the exemptions, per

8 National City, 6th Cycle 2021-2019 Housing Element Focused General Plan Update, November 2021 https://www.nationalcityca.gov/home/showpublisheddocument/27685/637740557503670000

Section 15300.2 Exceptions, such as a site that is included on any hazardous waste site lists pursuant to Section 65962.5 of the Government Code.

4 ENVIRONMENTAL ANALYSIS

All environmental issues analyzed in the 2011 Comprehensive Land Use Update (CLUU) Program Environmental Impact Report (PEIR) were considered during initial review of the development of this Supplemental Program Environmental Impact Statement (SPEIR) for the Focused General Plan Update (FGPU). Through City review of the project and comments received in response to the Notice of Preparation (NOP), the following issues were determined to result in potentially new significant impacts and, therefore, require subsequent analysis and/or mitigation as part of this SPEIR:

- Aesthetics
- Air Quality
- Cultural and Tribal Cultural Resources
- Paleontology
- Hazards and Hazardous Waste
- Land Use
- Noise
- Transportation
- Greenhouse Gas Emissions

This chapter assesses the potentially new environmental impacts that may occur as a result of FGPU implementation, in accordance with Appendix G of the 2022 California Environmental Quality Act (CEQA) Guidelines.

Format of Evaluation

The issue analyses include a summary of existing conditions, the criteria for determining impact significance, evaluation of potential project impacts, a list of required mitigation measures if applicable, and conclusion of significance after mitigation for impacts identified as requiring mitigation. Each section in Chapter 4 generally follows the same format, outlined below.

Existing Conditions

The Existing Conditions subsection describes current conditions with regard to the environmental resource area reviewed. CEQA Guidelines Section 15125 states 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 the 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. The description of the environmental setting shall be no longer than is necessary to an understanding of the significant effects of the proposed project and its alternatives.*

The CEQA Guidelines and case law recognize that the date for establishing an environmental baseline cannot be rigid. (See CEQA Guidelines Sections 15146, 15151, 15204.) In some instances, information is presented in the environmental setting which differs from the precise time of the NOP. This information is considered representative of baseline conditions. Furthermore, environmental conditions may vary from year to year, and in some cases, it is necessary to consider conditions over a range of time periods.

Regulatory Framework

The Regulatory Framework subsection contains an overview of the federal, state, regional, and local laws and regulations applicable to each environmental review topic. All potential direct and indirect impacts are evaluated in relation to applicable City, State, and federal standards and include City regulations and requirements in compliance with the applicable elements of the 2011 Adopted General Plan (CLUU).

Significance Determination Thresholds

The Thresholds of Significance subsection describes how an impact is judged to be significant in this SPEIR. These include identifiable quantitative, qualitative, and performance levels for particular environmental effects, non-compliance with which means the effect will normally be determined to be significant and compliance with which means the effect normally will be determined to be less than significant. These thresholds are based on the 2022 CEQA Guidelines Appendix G.

Methodology

The Methodology section details changes from the 2011 to the 2022 CEQA Guidelines Appendix G thresholds and why only specific issue areas were considered in the analysis. The remaining issue analyses were moved to Chapter 7 Comprehensive Land Use Update PEIR Subject Areas Requiring No Change in Analysis if it was determined that impacts would not result in a change of significance as compared to the 2011 CLUU PEIR.

Issues

The Issues section provides impact analysis under each of the applicable significance determination thresholds as identified in the 2022 CEQA Guidelines Appendix G. This analysis focuses on the programmatic impacts of the proposed buildout of the FGPU various components of the FGPU, and notes that individual developments associated with buildout of the FGPU would be subject to conformance review with zoning regulations, design guidelines, and General Plan policies.

Mitigation, Monitoring, and Reporting

This section includes a mitigation framework for all projects implemented under the FGPU that would mitigate each impact, where such measures are available. Mitigation measures have been included that would reduce significant impacts to less than significant levels if applied in future developments consistent with the FGPU. Following identified mitigation measures, there is a statement of whether the mitigation would reduce the impact to less than significant or whether it would remain significant and unavoidable.

4.1 AESTHETICS

The analysis in this section provides focused updates to Chapter 4.1 Aesthetics in the 2011 Comprehensive Land Use Update (CLUU) Program Environmental Impact Report (PEIR), with an emphasis on potential aesthetic impacts that may change as a result of the Focused General Plan Update (FGPU).

"Aesthetics" generally refers to the identification of visual resources, the quality of one's view, and/or the overall visual perception of the environment. In this Supplemental Program Environmental Impact Report (SPEIR), the Planning Area is defined as the geographic context and visual landscape within which the FGPU components can be viewed and could alter the aesthetics, streetscapes, scenic resources, or views of the area.

4.1.1 Existing Conditions

The built and natural environment provides major visual features for National City. The Planning Area is nearly fully developed, with a complementary mix of residential, industrial, commercial, public service, and recreational land uses that are essential in supporting a sustainable community. Natural and/or undeveloped areas within the Planning Area consist mainly of canyons, undeveloped slopes, several drainages, a portion of the Sweetwater River, Paradise Marsh, and Paradise Creek. Although approximately one decade has passed since the 2011 CLUU PEIR was developed, the visual resources of the Planning Area have not changed substantially. See Chapter 4.1 Aesthetics of the 2011 CLUU PEIR for details regarding the scenic resources, vistas, and visual quality and character of National City. The Focus Areas are urbanized corridors; therefore, lighting is expected as a common element. Sources of light and glare are predominantly limited to the interior and exterior lights of buildings, streetlights, vehicle lights, lighting visible through windows, and parking lots.

As of 2022, residential land use accounts for 27.8 percent of National City, and Industrial and Military accounts for 22.1 percent. Only 2.3 percent of the Planning Area is vacant, and 4.7 percent is designated as open space. Development over the past decade has primarily been infill throughout the Planning Area.

National City has a long and rich history, which has influenced its pattern of development and the variety of architectural styles throughout the Planning Area. The 2011 CLUU PEIR Chapter 4.1, Aesthetics provides additional detail on the visual character of the 13 neighborhoods of National City. Although it is a modern suburb of San Diego, National City is the second oldest city in San Diego County and has maintained many of its historic neighborhoods and structures that date back to the late 1880s.

4.1.2 Regulatory Framework

4.1.2.1 Local

General Plan Land Use and Community Character Element

The Land Use Element includes the following relevant goal and policies regarding buildings and visual character:

Community Design

- ***Goal LU-9:*** *Enhanced community character and identity through good urban design that considers function, form, pedestrian scale, amenities, and aesthetics.*
    - ***Policy LU-9.3****: Support form-based zoning for areas along mixed-use and community corridors to guide physical form, achieve predictable built results, and foster a high-quality public realm.*
    - ***Policy LU-9.5****: Apply design standards that promote the use of high-quality building materials, architectural and site designs, landscaping, signage, and amenities.*
    - ***Policy LU-9.7****: Promote a variety of housing styles and encourage the use of front porches, stoops, and individual unit entries, where appropriate.*

- ***Policy LU-9.9*** *Promote appropriate transitions in building height and bulk which are sensitive to the visual and physical character of adjacent neighborhoods.*

Community Identity

- ***Goal LU-11:*** *A recognizable community identity and high-quality appearance and harmony between existing and new uses.*
  - ***Policy LU-11.1:*** *Continue to use Design Guidelines and Landscape Guidelines when reviewing development applications to ensure that proposed development is compatible with its surroundings and contributes to a positive image of National City.*
  - ***Policy LU-11.4****: Recognize, maintain, and enhance the character and identity of residential neighborhoods and business districts.*

Viewsheds

- ***Goal LU-12****: The preservation of scenic resources and significant viewsheds.*
  - ***Policy LU-12.1:*** *Encourage building placement, orientation, height, and mass to maintain and enhance views of San Diego Bay, open space, creeks, and other distinctive scenic resources.*
  - ***Policy LU-12.3****: Maintain and enhance views of locally admired buildings such as historic structures and other visually appealing manmade features.*

National City Municipal Code

The City's Municipal Code regulates the form and character of development in the City through the Land Use Code. Revisions to the Land Use Code are a part of the FGPU evaluated by this SPEIR.

Land Use Code

The purpose of the Land Use Code (Title 18 of the Municipal Code) is to provide specific requirements for development in the City to achieve the general arrangement of land uses identified in the General Plan. The Land Use Code divides the City into distinct zones to implement the land use and development policies in the General Plan. Among the primary objectives of the Land Use Code are the regulation of building form, placement, and density and the provision of sufficient parking and open spaces in conjunction with development. Title 18, Division 4 General Design and Development Regulations addresses the details of site planning, building design, landscaping, parking and loading, outdoor lighting, and signs and outdoor advertising displays. These standards are intended to ensure that all development produces an environment of stable and desirable character, is compatible with existing and future development, and protects the use and enjoyment of neighboring properties, consistent with the General Plan.

State law requires that the Land Use Code be consistent with the General Plan. In part due to changes to the existing policies and actions of the 2011 General Plan, the Land Use Code is also being updated to reflect those changes.

24th Street Transit Oriented Development Overlay (TODO)

The City adopted the 24th Street TODO Plan in May 2021. The TODO project revolves around the 24th Street Transit Center where the Blue Line Trolley and multiple bus routes converge, connecting the community to local and regional employment centers and other major destinations. The TODO Plan analyzed existing land uses and developed an expanded vision for the area, including an enhanced public realm, transit-supportive land uses, and improved mobility and parking options. The land use recommendations complement the existing transit services, help activate public spaces, and increase opportunities for a variety of housing options.

The TODO land use concept centers around the following key recommendations:

- *Build Upon the Westside Specific Plan Concept of Securing the Ongoing Viability of Residential Uses*
- *Increase Opportunities to add Housing Near Transit*
- *Strengthen the Transit Station*

- *Support Corner Infill on Highland*
- *Reinforce the Westside and Paradise Creek Open Space Connection with Active Land Uses at each End*
- *Activate Hoover Ave. with Mixed-Uses*
- *Complete and Extend the Existing Mixed-Use Corridors in the Area*
- *Allow for a Gradual and Deliberate Transition in Land Use from Commercial Automotive to Residential in the Neighborhoods Behind the Mile of Cars*[1]

The FGPU includes the TODO's recommendations within all components of the FGPU per City Council direction.

4.1.3 Significance Determination Thresholds

The 2022 California Environmental Quality Act Guidelines Issue I. Aesthetics includes the following significance thresholds:

a) Except as provided in Public Resources Code Section 21099, would the project: Have a substantial adverse effect on a scenic vista?
b) Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway?
c) In nonurbanized areas, substantially degrade the existing visual character or quality of public views of the site and its surroundings? (Public views are those that are experienced from publicly accessible vantage point). If the project is in an urbanized area, would the project conflict with applicable zoning and other regulations governing scenic quality?
d) Create a new source of substantial light or glare that would adversely affect daytime or nighttime views in the area?

4.1.4 Methodology

The 2011 CLUU PEIR analyzed under significance threshold (c) if the proposed project would:

Substantially degrade the existing visual character or quality of the site and its surroundings.

- *Consistency with project objectives for community character and aesthetics.*
- *Consistency with Design Guidelines.*

As of 2022, the CEQA Guidelines Section I. Aesthetics threshold (c) reads:

> *In **nonurbanized areas**, substantially degrade the existing visual character or quality of public views of the site and its surroundings? (Public views are those that are experienced from publicly accessible vantage point). **If the project is in an urbanized area, would the project conflict with applicable zoning and other regulations governing scenic quality**?*

This change in threshold question format has been reflected in this 2022 SPEIR analysis.

Thresholds (a), (b), and (d) were determined through an initial analysis to not result in a change of significance as compared to the 2011 CLUU PEIR and therefore, were excluded from the analysis within this section. Details regarding the 2011 CLUU PEIR conclusions for these issue areas are included in Chapter 7 Comprehensive Land Use Update PEIR Subject Areas Requiring No Changes in Analysis.

4.1.5 Issue 3: Visual Character and Visual Quality

The Planning Area is considered urbanized, and therefore this analysis focuses on potential conflicts with applicable zoning and other regulations governing scenic quality. It is noted that this analysis focuses on the programmatic impacts of the proposed buildout of the FGPU, and individual

1 City of National City, 24th Street TODO Transit Oriented Development Overlay, Public Review Draft, http://24thstreettodo.com/24street/wp-content/uploads/2021/05/NationalCity_24thStTODO_PublicReviewDraft.pdf

developments associated with buildout of the FGPU would be subject to conformance review with zoning regulations, design guidelines, and General Plan policies.

Overall, buildout consistent with the FGPU could result in potential impacts to the visual character of the Focus Area corridors through the proposed changes in allowable density, mix of uses, and building heights (see Table 4.1-1 for changes to building heights by Focus Areas). Zoning changes are proposed for Focus Areas to facilitate housing production and promote mixed-use development by increasing the maximum allowable density (see Table 3.3-1 in Chapter 3) and height, as well as allowing commercial uses for areas currently zoned for only residential use.

Table 4.1-1 Changes in Height by Focus Area

Focus Area	Current Adopted Zoning	Height Allowance (feet)	Proposed Zoning	Height Allowance (feet)
24th Street	Limited Commercial (CL)	50	Mixed Commercial Residential (MCR-1)	65
18th Street	Small Lot Residential (RS-2)	35	Mixed Use Transition (MXT)	45
	Very High Density Multi-Unit Residential (RM-3)	95	Open Space (OS)	0
4th Street	Small Lot Residential (RS-2)	35	Large Lot Residential (RS-1)	35
D Avenue	Small Lot Residential (RS-2)	35	Medium Density Multi-Unit Residential (RM-1)	45
Hospital Area	Small Lot Residential (RS-2)	35	Minor Mixed Use Corridor (MXC-1)	50
	Medium-Low Density Multi-Unit Residential (RS-3)	35		
	Institutional (I)	65		
16th Street	Mixed Commercial Residential (MCR-1)	50	Mixed-Use Overlay	65
	Limited Commercial (CL)	50		
	Service Commercial (CS)	50		

Municipal Code Title 18

As detailed in Table 3.3-1 in Chapter 3, the FGPU proposes to rezone all of the Focus Areas to allow for an increase in dwelling units per acre (with the exception of the 18th Street Focus Area, in which one parcel will be rezoned from RS-2 to OS, which does not allow for development). These zoning changes would increase the allowable density of future development and mix of uses within the Focus Areas.

The FGPU also includes the addition of the following policies to Title 18:

- Minimum separation of primary structures for RS-3, RM-1, RM-2, RM-3 has been set for "10 feet if side-by-side; 15 feet if front-to-back."
- "18.48.0540 Concessions, incentives, and development standards.
    - F. Concessions and Incentives
        - (2)(d) Four incentives or concessions for planned housing developments meeting the criteria of subparagraph (7) of paragraph (A) of subdivision 18.48.030. If the planned housing development is located within one-half mile

of a major transit stop, the applicant shall also receive a height increase of up to three additional stories, or 33 feet."

The setback changes to the residential zoning regulations would assist in maintaining openness between buildings for natural light, ventilation, and sound attenuation while allowable density and height increases. This would serve to maintain the City's existing viewpoints and visual character as development occurs through the year 2050. The increased height allowance for housing development located within one-half mile of a major transit stop would also serve to further the City and region's goals of developing transit oriented development and increasing housing opportunities across the City.

As future developments consistent with the FGPU are proposed, each specific site plan would be reviewed for consistency with zoning and regulations guiding development. This would ensure visual character consistency within each Focus Area. Therefore, future development would have a less than significant impact on applicable zoning and other regulations governing scenic quality.

Westside Specific Plan (WSP) Update

In addition, the FGPU updates height restrictions within the WSP. The changes are summarized below:

- **Goal 3.3** Limit new building heights to five [*originally two and three*] stories within the residential, mixed-commercial residential and mixed-use commercial office land uses, while limiting the height to three [*originally five*] stories within limited commercial uses [*added*].
- **Mixed-use Commercial-Residential 12 (MCR-1)** - A maximum height of sixty-five (65) feet [*originally 50 feet*] and five stories would be permitted, including any ground level parking, with a maximum density of twenty-four (24) units per acre.
    - Maximum building height is five (5) [*originally 3*] stories and sixty-five (65) [*originally 50*] feet for development within the MCR-1 zone [*"and CL zone" was removed*].
- [*Addition of*] Maximum building height is three (3) stories and fifty (50) feet for development within the CL zone.

With these amendments and revisions to the WSP, all future development within the Specific Plan's area consistent with the FGPU would be subject to these new standards. The height changes across the WSP serve to increase density in residential and mixed-use zones while reducing height in commercial zones, as consistent with the FGPU's objective of creating sustainable and high-quality living environments. Therefore, as future development would be subject to review with these regulations, there would be a *less than significant* impact.

Objective Design Standards

Furthermore, the FGPU includes the adoption of objective design standards that apply to multifamily projects located on a site that is zoned for residential use or residential mixed-use development or on a site that has a General Plan designation allowing residential use or a mix of residential and non-residential uses. The objective design standards provide architectural and design requirements to support high-quality development, including site design, building design, façade and articulation, building equipment and service areas, fence and walls, pedestrian access, outdoor/common spaces, landscaping, parking, bicycle parking, and lighting. These design standards would replace and take precedence over the zoning regulations of the applicable zone within the City's Municipal Code. These standards ensure context sensitivity and design compatibility with existing neighboring uses and would ensure a *less than significant* impact on conflict with applicable zoning and other regulations governing scenic quality.

House National City Opt-In Density Bonus Program (HNC Program)

The FGPU also includes the HNC Program, which includes updates and revisions to floor-area ratios, maximum allowable heights, and parking requirements, and other incentives to increase housing

production throughout the Planning Area. A property would qualify for this program if it is covered by the base or overlay zone that allows at least 20 dwelling units per acre. As this is an opt-in program, individual developments would be reviewed to be in compliance with Municipal Code Title 18 and the Objective Design Standards and therefore would have *less than significant* impacts.

4.1.6 Mitigation, Monitoring, and Reporting

No mitigation is necessary.

4.2 AIR QUALITY

The analysis in this section updates Chapter 4.3 in the 2011 Comprehensive Land Use Update (CLUU) Program Environmental Impact Report (PEIR), with an emphasis on potential air quality impacts that may change as a result of the Focused General Plan Update (FGPU). This section addresses the potential air quality impacts that may result from the emission of air pollutants during both construction and operations associated with implementation of the FGPU. As discussed in Chapter 3.0 Project Description, the FGPU proposes zoning changes and a number of mobility improvements within the public right-of-way. The zoning amendments would increase allowable density throughout the Planning Area and would be anticipated to result in the future buildout of 595 additional residential dwelling units and 198,688 square feet of commercial and office space over the adopted General Plan's allowed development. Complete air quality modeling data are contained in Appendix 13.C.2 of this Supplemental Program Environmental Impact Report (SPEIR) and include criteria pollutant emission data calculated using the California Emissions Estimator Model (CalEEMod) and California Air Resources Board (CARB) Emissions Factor (EMFAC).

4.2.1 Existing Conditions

4.2.1.1 Climate and Topography

The climate of San Diego County is classified as Mediterranean but has diverse microclimates due to the topography throughout its cities. The topography of the County is highly varied, consisting of coastal plains and lagoons, flatlands and mesas, broad valleys, canyons, foothills, mountains, and deserts. Generally, building structures are on the flatlands, mesas, and valleys, while the canyons and foothills tend to be sparsely developed. This segmentation is what has carved the region into a conglomeration of separate cities that led to low density housing and an automobile-centric environment.

The climate is dominated by the Pacific High-pressure system, which results in mild, dry summers and mild, wet winters. San Diego experiences about 201 days above 70 degrees Fahrenheit and 9 to 13 inches of rainfall annually (mostly in November through March). El Niño and La Niña patterns have large effects on the annual rainfall received in San Diego.

To the west of San Diego are the beaches and the Pacific Ocean; to the south is Tijuana, Mexico, and the Baja California Peninsula; to the near east are the Laguna Mountains; to the far east is the desert (the Salton Sea Air Basin), and to the north is the South Coast Air Basin (the greater Los Angeles-Riverside-San Bernardino area/air basin).

The area's topography also drives the pollutant levels. The San Diego Air Basin (SDAB) is not classified as a contributor, but it is classified as a transport recipient. The transport recipient pollutants are ozone (O_3), nitrogen oxides (NO_X), and volatile organic compounds (VOCs), which are transported from the South Coast Air Basin from the north and, when the wind shifts direction, Tijuana, Mexico, from the south.[1]

4.2.1.2 Existing Air Quality

National City is within the SDAB, which lies in the southwest corner of California and comprises the entire San Diego region. Air quality management is a shared responsibility among the U.S. Environmental Protection Agency (EPA), CARB, and the San Diego Air Pollution Control District (SDAPCD), with each managing different programs. The EPA primarily oversees mobile air pollutant emissions (on-road vehicles) and major stationary sources (and for which authority is delegated to the SDAPCD). CARB regulates consumer products (e.g., small engines, garden equipment, aerosol paints,

1 SDAPCD, 2019 Network Plan, https://www.sdapcd.org/content/dam/sdc/apcd/monitoring/2019_Network_Plan.pdf

personal care products), motor vehicle fuels, mobile sources (e.g., motor vehicles, off-road equipment), and greenhouse gases. The SDAPCD regulates stationary sources of air pollutants.

The SDAPCD operates a network of air pollutant monitoring stations throughout the County to measure ambient pollution levels and determine whether the State and federal air quality standards are being met. The nearest stations to National City are located in Chula Vista and in downtown San Diego at the Sherman Elementary School (SES).[2] Table 4.2-1 shows designation statuses for San Diego County for each of the criteria pollutants tracked by CARB on its 2020 attainment maps. The EPA designates all areas of the United States as having air quality better than the National Ambient Air Quality Standards (NAAQS) as having "attainment," worse than the NAAQS as "nonattainment," or as "unclassified" in areas for which insufficient data exist; similarly, CARB designates areas of the State according to the standards set by the California Ambient Air Quality Standards (CAAQS).

Table 4.2-1 San Diego Air Basin Attainment Status for Ambient Air Quality Standards

Criteria Pollutant	State (CAAQS)	Federal (NAAQS)
Ozone (O_3)	Nonattainment	Nonattainment
Particulate matter less than or equal to 10 microns in diameter (PM_{10})	Nonattainment	Attainment/Unclassified
Particulate matter less than or equal to 2.5 microns in diameter ($PM_{2.5}$)	Nonattainment	Attainment/Unclassified
Carbon monoxide (CO)	Attainment	Attainment/Unclassified
Nitrogen dioxide (NO_2)	Attainment	Attainment/Unclassified
Sulfur dioxide (SO_2)	Attainment	Attainment/Unclassified
Sulfates (SO_4^{2-})	Attainment	N/A
Lead (Pb)	Attainment	Attainment/Unclassified
Hydrogen sulfide (H_2S)	Unclassified	N/A
Visibility reducing particles	Unclassified	N/A

Source: CARB, Maps of State (October 2020) and Federal Area Designations (October 2018), https://ww2.arb.ca.gov/resources/documents/maps-state-and-federal-area-designations

The air quality in a region is considered to be in attainment by the state if the measured ambient air pollutant levels for ozone (O_3), carbon monoxide (CO), sulfur dioxide (SO_2), nitrogen dioxide (NO_2), particulate matter less than or equal to 10 or 2.5 microns in diameter (PM_{10} and $PM_{2.5}$) are not equaled or exceeded at any time in any consecutive three-year period; and the federal standards (other than ozone, PM_{10}, $PM_{2.5}$, and those based on annual averages or arithmetic mean) are not exceeded more than once per year. The ozone standard is attained when the fourth-highest 8-hour concentration in a year, averaged over three years, is equal to or less than the standard. For PM_{10}, the 24-hour standard is attained when 99 percent of the daily concentrations, averaged over three years, are equal to or less than the standard. An area or region is designated as in attainment for a particular pollutant when it is in compliance with an air quality standard for that pollutant.

Maximum ozone levels in the San Diego Air Basin have dropped by 21 percent since 2000, and large portions of the region meet federal ozone standards, yet there are a few areas of the County that do

2 Note: The downtown site was shut down in 2016 and relocated to SES. Monitoring resumed in mid-2019.
SDACPD, 2020 Network Assessment 2015–2019, https://www.sdapcd.org/content/dam/sdc/apcd/monitoring/2020_Network_Assessment.pdf

not. Furthermore, in 2019, the region experienced record-low levels of ozone-forming emissions and had the fewest number of exceedances of the ozone standards since air quality monitoring began there in the 1950s. Nevertheless, to attain the federal ozone standards, the region requires further reductions of air pollutants, especially from mobile sources, as they contribute 65 percent of all ozone-forming pollutants emitted in San Diego County as of 2020.

The San Diego region is currently classified by the EPA as a Severe Nonattainment Area for the 2008 ozone standard and a Severe Nonattainment Area for the 2015 ozone standard. The federal Clean Air Act (CAA) requires areas that exceed the health-based national ambient air quality standards to develop State Implementation Plans (SIPs) that demonstrate how they will attain the standards by specified dates. The SDAPCD prepared the 2020 Plan for Attaining the National Ambient Air Quality Standards for Ozone in San Diego County, which was adopted by CARB in November 2020.[3] This plan has not yet been incorporated into the SIP.

When the EPA strengthened the 8-hour ozone standard in 2015, 19 areas in California were designated nonattainment in 2018, including San Diego County. CARB is currently in the process of considering regional SIPs for this standard by collaborating with local air districts and stakeholders. After a series of public workshops and outreach efforts, CARB staff finalized the 2022 State Strategy for the State Implementation Plan, and the Board adopted it on September 22, 2022.[4] The measures included in the 2022 State SIP Strategy provide the basis for specific legal commitments in SIPs for individual air districts that will first be considered at the regional level. CARB will then consider approval of the regional SIPs and individual SIP emissions reduction commitments prior to submitting the plans to the EPA.

4.2.1.3 Monitored Air Quality

The SDAPCD operates a network of ambient air monitoring stations throughout the San Diego County. The purpose of these stations is to measure ambient concentrations of criteria air pollutants and determine whether the ambient air quality meets State and federal standards, pursuant to the CAAQS and the NAAQS. The nearest ambient monitoring station to the City is the San Diego – SES monitoring station located approximately 2 miles north of National City's northern border at 450B 24th Street. This station monitors the following criteria air pollutants: ozone, nitrogen dioxide, and $PM_{2.5}$. Air quality data collected at the San Diego – SES monitoring station for the years 2019 through 2021 are shown in Table 4.2-2.

3 SDAPCD, 2020 Plan for Attainment the National Ozone Standards in San Diego County, https://www.sdapcd.org/content/dam/sdapcd/documents/grants/planning/Att%20A%20(Attainment%20Plan)_ws.pdf
4 CARB, 2022 State Strategy for the State Implementation Plan, https://ww2.arb.ca.gov/sites/default/files/2022-08/2022_State_SIP_Strategy.pdf

Table 4.2-2 Summary of Air Quality Monitoring Data

Pollutant Standards	2019	2020	2021
Ozone (O_3)			
Maximum concentration 1-hour period (ppm)	0.084	0.115	0.076
Maximum concentration 8-hour period (ppm)	0.072	0.087	0.063
Days above 1-hour national standard (>0.09 ppm)	0	0	0
Days above 8-hour state/federal standard (>0.070 ppm)	1	3	0
Nitrogen Dioxide (NO_2)			
Maximum 1-hour concentration (ppm)	62	53	54
Days above state 1-hour standard (0.18 ppm)	0	0	0
Days above federal 1-hour standard (0.100 ppm)	0	0	0
Suspended Particulates ($PM_{2.5}$)			
Maximum 24-hour concentration (µg/m³)	NM	54.4	26.3
Days above federal standard (>35 µg/m³)	NM	2	0

Source: CARB, Air Quality Data Statistics (October 2022), https://www.arb.ca.gov/adam/
Key:
µg/m³ = micrograms per cubic meter
NM = pollutant not monitored during this year
$PM_{2.5}$ = particulate matter less than or equal to 2.5 microns in diameter
ppm = parts per million

Monitoring data at the San Diego – SES station showed acceptable levels of carbon dioxide for the years 2019 through 2021. The State and federal 8-hour ozone standard was exceeded once in 2019 and three times in 2020. The federal $PM_{2.5}$ standard was exceeded twice in 2020.

4.2.1.4 Sources of Pollution and Emission Trends

Sources of air pollution in National City are primarily traffic or on-road vehicles. Interstate 5 (I-5) and Interstate 805 cross the Planning Area from north to south, and State Route 54 traverses the southern edge of the Planning Area. Emissions from stationary sources and motor vehicles form secondary particles that contribute to PM_{10} in many areas. Air quality in the SDAB is impacted not only by local emissions but also by pollutants transported from other areas—in particular, ozone and ozone precursor emissions transported from the South Coast Air Basin and Mexico. In the fall months, the SDAB is often impacted by Santa Ana winds, which can transport air pollution from the South Coast Air Basin and greatly increase the San Diego ozone concentrations; a strong Santa Ana also primes the vegetation for firestorm conditions.[5]

Over the years, the SDAB has seen a decrease in ozone levels, and San Diego realized a significant decrease in the three-year average of the exceedance days for ozone and seen a sharp decrease in its 8-hour Design Value since 1999.[6] Emissions of nitrogen dioxide have also decreased over the years and have been consistently below 0.10 ppm over the last 10 years in the SDAB as a result of improved emission control technology on mobile sources. The peak 8-hour indicator for carbon monoxide has steadily decreased over the years but has been impacted intermittently by wildfires in the County,

5 SDAPCD, 2021 Air Quality Monitoring Network Report, https://www.sdapcd.org/content/dam/sdapcd/documents/monitoring/2021-Network-Report.pdf
6 SDAPCD, 2020 Network Assessment 2015–2019, https://www.sdapcd.org/content/dam/sdapcd/documents/monitoring/2020-Network-Assessment.pdf
The standard-related summary statistic is the annual fourth-highest daily maximum 8-hour ozone concentration averaged over three years, also known as the design value.

which caused the SDAB to exceed the standards for carbon monoxide multiple times, but these exceedances are considered an exceptional event and do not have a lasting impact in the air basin. Sulfur dioxide emissions from stationary sources and from land-based on- and off-road gasoline and diesel-fueled engines and vehicles have decreased due to improved source controls and switching from fuel oil to natural gas for electric generation and industrial boilers. The annual average $PM_{2.5}$ and PM_{10} concentrations in the SDAB have declined over the past decade, though severe wildfires in Southern California and within the air basin have impacted maximum 24-hour concentrations intermittently.

4.2.2 Regulatory Framework

4.2.2.1 Federal

Federal Clean Air Act (CCA) (42 United States Code [U.S.C.] Section 7401 et seq.)

The CAA is the comprehensive federal law that regulates air emissions from stationary and mobile sources. Among other things, this law authorizes the EPA to establish NAAQS to protect public health and public welfare and to regulate emissions of hazardous air pollutants.[7] One goal of the CAA was to set and achieve NAAQS in every state by 1975 in order to address the public health and welfare risks posed by certain widespread air pollutants. The setting of these pollutant standards was coupled with directing the states to develop SIPs, applicable to appropriate industrial sources in the state, in order to achieve these standards. The CAA was amended in 1977 and 1990, primarily to set new goals (dates) for achieving attainment of NAAQS since many areas of the country had failed to meet the deadlines.

4.2.2.2 State

California Clean Air Act (California CAA) (Health and Safety Code Section 39000 et. seq.)

In addition to being subject to federal requirements, air quality in California is also governed by more stringent regulations under the California CAA. The California CAA is administered by CARB at the State level and by the Air Quality Management Districts at the regional and local levels. The SDAPCD regulates air quality at the county level. The California CAA, as amended in 1992, requires all air districts in the State to endeavor to achieve and maintain the CAAQS. The CAAQS are generally more stringent than the corresponding federal standards and incorporate additional standards for sulfates, hydrogen sulfide (H_2S), vinyl chloride (C_2H_3Cl), and visibility-reducing particles. The California CAA gives California special authority to enact stricter air pollution standards for motor vehicles than those enacted by the federal government.

California Air Toxics Program

The public's exposure to toxic air contaminants (TACs) is a significant public health issue in California. In 1983, the California Legislature enacted a program to identify the health effects of TACs and to reduce exposure to these contaminants to protect the public health (Assembly Bill [AB] 1807: Health and Safety Code sections 39650–39674). The legislature established a two-step process to address the potential health effects from TACs. The first step is the risk assessment (or identification) phase. The second step is the risk management (or control) phase.

The California Air Toxics Program establishes the process for identifying and controlling TACs and includes provisions to make the public aware of significant toxic exposures and for reducing risk. Additionally, the Air Toxics Hot Spots Information and Assessment Act (AB 2588, 1987, Connelly Bill) was enacted in 1987 and requires stationary sources to report the types and quantities of certain substances routinely released into the air. The goals of the Air Toxics Hot Spots Act are to collect emission data, identify facilities having localized impacts, ascertain health risks, notify nearby residents of significant risks, and reduce those significant risks to acceptable levels. The Children's Environmental Health Protection Act, California Senate Bill (SB) 25, Chapter 731 focuses on children's exposure to air pollutants. The act requires CARB to review its air quality standards from a children's

7 EPA, 42 U.S.C Section 7401 et. seq. (1970), https://www.epa.gov/laws-regulations/summary-clean-air-act

health perspective, evaluate the statewide air monitoring network, and develop any additional air toxic control measures needed to protect children's health. Locally, toxic air pollutants are regulated through SDAPCD Regulation XII.

Diesel Particulate Matter (DPM)
Of particular concern statewide are DPM emissions. DPM was established as a TAC in 1998 and is estimated to represent a majority of the cancer risk from TACs statewide (based on the statewide average). Diesel exhaust is a complex mixture of gases, vapors, and fine particles. This complexity makes the evaluation of health effects of diesel exhaust a complex scientific issue. Some of the chemicals in diesel exhaust, such as benzene and formaldehyde, have been previously identified as TACs by CARB and are listed as carcinogens either under the State's Proposition 65 or under the federal Hazardous Air Pollutants program. Diesel emissions generated within the County and surrounding areas pose a potential hazard to residents and visitors.

Since the identification of DPM as a TAC in 1998, CARB has worked on developing strategies and regulations aimed at reducing the risk from DPM. The overall strategy for achieving these reductions is found in the Risk Reduction Plan to Reduce Particulate Matter Emissions from Diesel-fueled Engines and Vehicles[8] A stated goal of the plan is to reduce the cancer risk statewide arising from exposure to DPM 85 percent by 2020.

2022 Climate Change Scoping Plan
The proposed scoping plan lays out the most recently recommended suite of policies needed to help the State achieve its greenhouse gas reduction targets. The proposed scenario builds on existing programs for the deployment of clean fuels and technologies, and for the first time brings California's forests, wetlands, and agricultural lands into the process with the potential to leverage sustainable management to use these landscapes for carbon storage. This update aims to more effectively integrate equity and environmental justice throughout and to ensure that vulnerable communities are not disproportionately impacted by climate change. The public comment period has ended for the Draft Environmental Analysis for the Draft 2022 Scoping Plan Update, and CARB is expected to submit a Final Scoping Plan Update for CARB's approval in late 2022.

CARB Air Quality and Land Use Handbook: A Community Health Perspective[9] (2005)
CARB's Air Quality and Land Use Handbook provides CARB's recommendations regarding the siting of new sensitive land uses near freeways, distribution centers, rail yards, ports, refineries, chrome plating facilities, dry cleaners, and gasoline dispensing facilities. This list consists of the air pollution sources that CARB has evaluated in terms of proximity. It is based on available information and reflects CARB's primary areas of jurisdiction: mobile sources and toxic air contaminants.

4.2.2.3 Local

San Diego County 2018 Ozone State Implementation Plan
The CAA requires that areas not meeting the federal standards develop comprehensive plans that describe how the area will attain the federal standards, known as SIPs. The CAA specifies the required SIP elements based on the pollutant and the severity of the air quality problem. The EPA provides guidance for states to use to meet the requirements of the CAA for each standard. Each nonattainment area must submit a SIP outlining the combination of local, state, and federal actions and emission control regulations necessary to bring the area into attainment as expeditiously as practicable.

In response to court decisions, some elements included in the 8-Hour Ozone Attainment Plan for San Diego County required updates. Accordingly, CARB staff prepared the 2018 Updates to the California

8 CARB, Risk Reduction Plan to Reduce Particulate Matter Emissions from Diesel-fueled Engines and Vehicles, https://ww2.arb.ca.gov/sites/default/files/classic/diesel/documents/rrpfinal.pdf
9 CARB, Air Quality and Land Use Handbook: A Community Health Perspective, http://www.aqmd.gov/docs/default-source/ceqa/handbook/california-air-resources-board-air-quality-and-land-use-handbook-a-community-health-perspective.pdf

State Implementation Plan[10] to update SIP elements for nonattainment areas throughout the State as needed. CARB adopted the updates on October 25, 2018. CARB adopted the 8-Hour Ozone Attainment Plan for San Diego County, as a revision to the California SIP. The SDAPCD adopted the plan at a public hearing on December 14, 2016.

SDAPCD Regulations

The SDAPCD and the San Diego Association of Governments (SANDAG) are responsible for developing and implementing the clean air plan for attainment and maintenance of the ambient air quality standards in the SDAB. The San Diego County Regional Air Quality Strategy (RAQS) was initially adopted in 1991 and is updated on a triennial basis. The 2022 RAQS—i.e., the Draft 2022 Attainment Plan for San Diego County—would be reviewed by the SDAPCD Board in November 2022. This plan will then be submitted to CARB for their approval, then to the EPA as a revision to the California SIP for attaining the ozone standards. The RAQS outlines the SPAPCD's plans and control measures designed to attain the State air quality standard for ozone. The SDAPCD has also developed the air basin's input to the SIP, which is required under the federal CAA for areas that are out of attainment for air quality standards. The SIP includes the SPAPCD's plans and control measures for attaining the ozone NAAQS.

In addition, the SDAPCD has adopted Rule 1501 for the County, which prevents federal agencies from supporting or taking actions that are inconsistent with the efforts of the SDAPCD to achieve NAAQS,[11] i.e., actions that are inconsistent with the 2017 San Diego Ozone SIP.

National City Adopted General Plan Transportation Element

The General Plan Circulation Element includes the following goal related to air quality:

- ***Goal C-4:*** *Increased use of alternative modes of travel to reduce peak hour vehicular trips, save energy, and improve air quality.*

National City General Plan Health and Environmental Justice Element

The General Plan Health and Environmental Justice Element includes the following goals and policies related to air quality:

- ***Goal HEJ-2:*** *Improved air quality to protect human and environmental health and minimized air quality impacts on sensitive population groups.*
    - ***Policy HEJ-2.2:*** *Encourage existing stationary sources of emissions to use feasible measures to minimize emissions that could have potential impacts on air quality and incentivize non-conforming uses to relocate to appropriate industrial zones if currently impacting sensitive land uses.*
    - ***Policy HEJ-2.3:*** *Avoid siting new sensitive land uses within 500 feet from the centerline of a freeway, unless such development contributes to smart growth, open space, or transit-oriented goals, in which case the development shall include feasible measures such as separation/ setbacks, landscaping, barriers, ventilation systems, air filters/cleaners, and/or other effective measures to minimize potential impacts from air pollution.*
    - ***Policy HEJ-2.6:*** *Consider air quality impacts, including cumulative impacts, from existing and new development when making land use decisions and limit the number of industrial facilities or uses to prevent cumulative air pollution impacts.*

General Plan Table 4-1 Zoning and Municipal Code (ZC)

- ***ZC-10 Air Quality Ordinance:*** *Adopt an air quality ordinance which requires an assessment of air quality for sensitive land uses proposed within 500 feet of a freeway. This ordinance will identify specific*

10 CARB, 2018 Updates to the California State Implementation Plan. https://ww3.arb.ca.gov/planning/sip/2018sipupdate/2018update.pdf?_ga=2.207264791.561507767.1601915034-262556358.1547597033
11 SDAPCD, Regulation XV. Federal Conformity. Adopted 03/07/1995, EPA Approval Effective 06/22/1999. https://www.sdapcd.org/content/dam/sdapcd/documents/rules/current-rules/Rule-1501.pdf

ventilation requirements for removing PM 2.5 to an acceptable level if dangerous levels of PM 2.5 are identified as part of the assessment.

General Plan Table 4-5 Monitoring and Evaluation (ME)

- ***ME-12 Mitigation Monitoring:*** *Establish a plan and process to improve monitoring and enforcement of all CEQA mitigation measures, including air quality emission reduction measures.*

4.2.3 Significance Determination Thresholds

The 2022 California Environmental Quality Act (CEQA) Guidelines Issue III. Air Quality includes the following significance thresholds:

a) *Conflict with or obstruct implementation of the applicable air quality plan.*
b) *Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal or state ambient air quality standard?*
c) *Expose sensitive receptors to substantial pollutant concentrations?*
d) *Result in other emissions (such as those leading to odors) adversely affecting a substantial number of people?*

4.2.4 Methodology

The analysis in this section is based on the methodology recommended by the SDAPCD and on buildout of the proposed FGPU, as modeled using CalEEMod, the CARB EMFAC, and vehicle miles traveled (VMT) from travel demand modeling developed for the FGPU (see Appendix 13.C.2).[12]

The FGPU would include zoning reclassifications that would determine the future buildout of the City. The FGPU would not directly result in development; however, the future development consistent with the FGPU would result in air emissions. Emission estimates from area and energy sources associated with buildout of the FGPU were developed using CalEEMod 2020.4.0. CalEEMod is a tool used to estimate air quality emissions resulting from land development projects in California. In brief, the model estimates air emissions by multiplying emission factors by the estimated number of emission sources and the operational characteristics of specific sources, based on the land use information. Although buildout of subsequent development projects permitted by the FGPU is not anticipated to be complete until 2050 (planning horizon), the rate at which buildout occurs is variable. Air emissions associated with FGPU were modeled for year 2050.

As discussed in Chapter 3.0 Project Description, the FGPU would marginally increase commercial zoning and increase the allowable density of residential land uses. Specific land use designation increases include 595 additional dwelling units and 198,688 square feet of additional commercial space. Specific development within these designations may vary.

4.2.4.1 Operational Emissions

Operational emissions are long term and include sources such as vehicular traffic associated with the FGPU and use of natural gas, fireplaces, consumer products, architectural coatings, and landscaping equipment. As project-level details are not available at this time, operational emissions estimates are based on default parameters for each land-use type considered (such as residences, commercial space, and industrial use). CalEEMod's default data associated with land use development are based on surveys

12 VMT per capita, calculated for purposes of SB 743 compliance, would be reduced from buildout of the Adopted Plan in 2050, as reflected in the Traffic Impact Analysis memo (Appendix 13.C.1). One VMT represents a single vehicle traveling 1 mile.

VMT is summarized using different methods for State laws and climate analysis. SB 743 focuses on travel made by residents of National City. SB 743 Resident VMT summarizes vehicle travel by National City residents, regardless of what geographic area a trip takes place in, for all the different purposes a person travels, such as going to work or grocery shopping. Total resident VMT for the FGPU is 687,288.

VMT as used in the Climate Action Plan (CAP) focuses on VMT directly influenced by National City land use and summarizes trips coming to, going from, or staying within the National City boundaries regardless of where a person lives, works, or why they are traveling. CAP VMT is calculated as 100 percent of all vehicle trips starting and ending in National City, 50 percent of vehicle trip VMT that either starts or ends in National City, and 0 percent of vehicle trip VMT that travels through National City but does not stop within city boundaries. CAP VMT is therefore, not reflected on a "per resident" basis. CAP VMT increases in 2050 with adoption of the FGPU, as compared to the Adopted General Plan, consistent with increased residential and commercial capacity.

performed by the South Coast Air Quality Management District (SCAQMD). The land-use parameters used for the CalEEMod operational analysis are summarized in Table 4.2-3.

Table 4.2-3 Land Use Data for Operational Emissions Analysis

Land Use Parameter	2050 Adopted Land Use Buildout	2050 FGPU Preferred Alternative Buildout	Change from 2050 Adopted to 2050 Preferred
Dwelling Units	22,729	23,325	595
Retail/Office Space (SF)	13,133,424	13,332,112	198,688
Industrial Space (SF)	5,772,092	5,772,092	0

Regional mobile-source emissions were estimated based on CARB's EMFAC and the VMT attributed to National City (see Appendix 13.C.2). Based on travel demand modeling results, buildout of the FGPU would generate approximately 3,340,914 daily VMT.

4.2.4.2 Construction Emissions

Construction activities associated with new land uses proposed under the FGPU would result in emissions of fugitive dust from demolition and site grading activities, heavy construction equipment exhaust, and vehicle trips associated with workers commuting to and from the site and trucks hauling materials. Air pollutants generated by the construction of projects within the FGPU area would vary depending on the number of projects occurring simultaneously and the size of each project. The exact number and timing of all development projects that could occur under the project are unknown.

To illustrate the potential construction-related air quality impacts from projects that could occur throughout the FGPU area, a hypothetical project was evaluated. The hypothetical project is a 1.87-acre mixed-use development consisting of the demolition of a 203,000-square-foot structure and the construction of 277 multi-family residential units and 48,000 square feet of retail uses. This represents a typical mixed-use project that could be constructed in the FGPU area. Construction emissions associated with the hypothetical project were calculated using CalEEMod. CalEEMod can estimate the required construction equipment when project-specific information is unavailable. The estimates are based on surveys performed by the SCAQMD and the Sacramento Metropolitan Air Quality Management District of typical construction projects, which provide a basis for scaling equipment needs and schedule with a project's size. Although developed by the SCAQMD, these estimates are applicable to projects throughout California. Air emission estimates in CalEEMod are based on the duration of construction phases; construction equipment type, quantity, and usage; grading area; season; and ambient temperature, among other parameters.

4.2.5 Issue 1: Consistency with Air Quality Plans

As described above, the California CAA requires air basins that are designated as nonattainment for NAAQS or CAAQS to prepare and implement air quality management plans to attain the standards by the earliest practicable date. The pollutants addressed in the San Diego RAQS are reactive organic gases and oxides of nitrogen, which are the chief precursors to the formation of ozone.

Components of the RAQS include a discussion of existing air quality, a forecast of future air quality, and assessment and selection of air quality control measures to meet the NAAQS and CAAQS. The basis for the RAQS relies on information from CARB and SANDAG, including the distribution of population in the region and all other source emissions as projected by SANDAG. The SDAPCD refers to adopted general plans to forecast, inventory, and allocate regional emissions from land use and development-related sources. These emissions budgets are used in statewide air quality attainment planning efforts. Therefore, projects consistent with adopted land use designations or that generate fewer air emissions

than land uses consistent with adopted land use designations would not conflict with the RAQS. Projects that would result in greater air emissions than land uses consistent with adopted land use designations may be inconsistent with the RAQS and warrant further analysis to determine consistency with the RAQS.

The FGPU would increase the capacity for multi-family residential units and non-residential development in the Planning Area. The FGPU is anticipated to increase the amount of commercial/ retail and office uses in the Planning Area, as shown in Table 4.2-3. The overall area of industrial uses in the Planning Area would remain constant. Overall, the FGPU would increase the development potential within the Planning Area. This supports the General Plan's strategy to focus growth into mixed-use activity centers that are pedestrian-friendly, centers of community, and linked to the regional transit system. Implementation of this strategy can decrease VMT per capita and reduce mobile emissions by placing different land uses in close proximity, which encourages use of alternate modes of transportation and shortens trip length for vehicular trips. The proposed FGPU's policies, implementing actions, and design guidelines support concepts such as increased walkability, enhanced pedestrian and bicycle networks, improved connections to transit, and sustainable development and green building practices. The FGPU would be consistent with the SDAPCD's regional goals of providing infill housing, improving the balance between jobs and housing, and integrating land uses near major transportation corridors. However, because the FGPU would result in greater density, future stationary source emissions associated with buildout of the FGPU would be greater than future emissions associated with buildout of the adopted General Plan land uses.

As described in the Traffic Impact Analysis Memo prepared for the FGPU (see Appendix 13.C.1), the FGPU would result in a net decrease in VMT per capita in 2050. This modeled reduction in VMT per capita indicates that the FGPU would be a more efficient plan than the 2011 CLUU in terms of vehicular trips. Features of the FGPU that promote reduced VMT per capita include increased density near mass transit, mixed-use development, and improvements to bicycle and pedestrian infrastructure.

A summary of the modeling results, which includes mobile, area, and energy source emissions, from implementation of the FGPU, is shown in Table 4.2-4, below. The table also shows that, because the FGPU would result in greater density, overall future operational emissions associated with buildout of the FGPU would be greater than future emissions associated with buildout of the adopted General Plan land uses. Therefore, emissions of ozone precursors (reactive organic gases and oxides of nitrogen) would be greater than what is accounted for in the RAQS. Thus, the FGPU would conflict with implementation of the RAQS and could have a potentially significant impact on regional air quality. Mitigation measure **MM-AQ-1**, below, is provided to reduce any potential significant impact of the FGPU; however, as the effectiveness of the measure cannot be guaranteed at this time, the impact would be considered *significant and unavoidable* **(Impact AQ-1).**

Table 4.2-4 Maximum New Daily Operation Increase from Implementation of the FGPU

Category	Pollutant Emissions (pounds per day)					
	VOC	NO_x	CO	SO_2	PM_{10}	$PM_{2.5}$
Adopted Plan (Year 2050)						
Area	155,154	3,005	191,228	338	26,188	26,188
Energy	61	545	411	3	42	42
Mobile	59	434	3420	20	169	75
Total Adopted	**155,274**	**3,984**	**195,058**	**362**	**26,399**	**26,305**
Proposed FGPU (Year 2050)						
Area	162,395	3,149	200,332	354	27,437	27,437
Energy	66	593	450	4	46	46
Mobile	59	439	3,460	20	170	75
Total Proposed FGPU	162,520	4,181	204,241	378	27,652	27,557
Net Emissions	**7,246**	**197**	**9,183**	**16**	**1,254**	**1,253**

4.2.6 Issue 2: Air Quality Standards

Air quality impacts can result from the construction and operation of a project. Construction impacts are short term and result from fugitive dust, equipment exhaust, and indirect effects associated with construction workers and deliveries. Operational impacts can occur on two levels: regional impacts resulting from development and local effects stemming from sensitive receptors being located close to roadways or stationary sources. The FGPU would result in new emissions sources associated with the construction and operation of activities associated with new residential dwelling units and new commercial and retail space.

4.2.6.1 Construction Emissions

Construction activities associated with buildout under the FGPU would result in emissions of fugitive dust from demolition and site-grading activities, heavy construction equipment exhaust, and vehicle trips associated with workers commuting to and from the site and trucks hauling materials. Air pollutants generated by the construction of projects within the Planning Area would vary depending on the number of projects occurring simultaneously and the size of each individual project. The exact number and timing of all development projects that could occur under the project are unknown.

To illustrate the potential construction-related air quality impacts from projects that could occur throughout the Planning Area, a hypothetical project was evaluated. The hypothetical project analyzed is a 1.87-acre mixed-use development consisting of the construction of 329 multi-family residential units. This represents a typical project that could be constructed under the FGPU within a Focus Area for development, as based on the Financial Feasibility Evaluation – House National City (2022) (Appendix 13.B.14).

CalEEMod default estimates were used to develop the conceptual construction scenario. Where applicable, inputs were modified to reflect local ordinances and regulations. This analysis assumes that standard dust and emission control during grading operations would be implemented to reduce potential nuisance impacts and to ensure compliance with SDAPCD Rule 55.0, Fugitive Dust Control. A VOC content of 50 grams per liter for interior and exterior architectural coatings was assumed, in accordance with Rule 67.0.1, Architectural Coatings. The results are summarized in Table 4.2-5.

Table 4.2-5 Construction Emissions – 1.87-Acre Mixed-Use Project

Construction Phase	Pollutant Emissions in pounds/day					
	VOC	NO_X	CO	SO_2	PM_{10}	$PM_{2.5}$
Demolition	1.73	16.65	14.30	0.03	0.95	0.81
Site Preparation	1.34	14.65	7.30	0.02	6.96	3.60
Grading	1.57	17.01	9.48	0.02	7.91	4.13
Building Construction	2.47	14.94	19.49	0.05	2.80	1.18
Paving	0.68	6.26	9.12	0.01	0.42	0.31
Architectural Coating	134.14	1.39	2.89	0.01	0.46	0.18
Maximum Daily Emissions	134.14	17.01	19.49	0.05	7.91	4.13
Significance Threshold	137	250	550	250	100	55

The emissions summarized in Table 4.2-5 are the maximum emissions for each pollutant that may occur during different phases of construction. They would not necessarily occur simultaneously.

For assessing the significance of the air quality emissions resulting during construction of the hypothetical 1.87-acre mixed-use project, the construction emissions were compared to the thresholds shown in Table 4.2-4. As shown, the 1.87-acre mixed-use project would not result in air emissions that would exceed the applicable thresholds. However, if several projects of a similar size were to be constructed concurrently, implementation of the proposed projects could exceed the significance thresholds.

The hypothetical scenario described above provides a general assessment of an individual project; however, the exact number and timing of individual development projects that would occur as a result of implementation of the FGPU are unknown at this time, and therefore project-level emission estimates cannot conclusively be determined at the program level. Subsequent development projects would need to analyze specific construction-related criteria air pollutant impacts to ensure that emissions remain below SDAPCD thresholds. Because of the potential for multiple individual projects occurring simultaneously, construction emissions could exceed SDAPCD screening thresholds. Therefore, implementation of the FGPU would result in potentially *significant* impacts related to construction emissions (**Impact AQ-2**).

4.2.6.2 Operational Emissions

Operational source emissions would originate from traffic generated by buildout of the FGPU or as a result of future development consistent with buildout of the FGPU. Area source emissions would result from activities such as the use of fireplaces and consumer products. In addition, landscape maintenance activities associated would the proposed land uses would produce pollutant emissions.

For comparative purposes, air emissions were calculated for land uses under buildout of the adopted General Plan and the FGPU for the year 2050 (refer to Table 4.2-4, above). Actual emissions would vary depending on future projects and regulations within the Planning Area.

Program-level air emissions would exceed SDAPCD's project-level significance thresholds; however, project-level standards are not appropriate for a program-level analysis, as the thresholds are conservative and intended to ensure that multiple simultaneous individual projects would not obstruct

the timely attainment of the NAAQS and CAAQS. Generally, discretionary, program-level planning activities, such as general plans, community plans, specific plans, etc., are evaluated for consistency with the local air quality plan. In contrast, project-level thresholds are applied to individual project-specific approvals, such as a proposed development project. Therefore, the analysis of the FGPU is based on the future emissions estimates and determining whether the increased emissions are significant based on their relationship to attainment strategies derived from the adopted General Plan.

At the program level, the analysis considers emissions from buildout of the FGPU in relation to the adopted General Plan to determine if the emissions would exceed the emissions estimates included in the RAQS. If such an exceedance occurs, then the FGPU would obstruct attainment or result in an exceedance of the NAAQS and CAAQS and could cause the temporary or permanent exposure of persons to unhealthy concentrations of pollutants. Therefore, the analysis evaluates the potential for future development within the FGPU area to result in, or contribute to, a violation of any air quality standard, based on a comparison of the total change in pollutant emissions projected to result from buildout of the adopted General Plan in the year 2050 to buildout of the FGPU in the year 2050, and determines whether the total change in emissions is significant.

A summary of the modeling results, which includes mobile, area, and energy source emissions, is shown in Table 4.2-4. This table also shows that operational emissions associated with the FGPU would be greater for all pollutants when compared to the adopted General Plan.

The regulations at the federal, state, and local levels provide a framework for developing project-level air quality protection measures for future discretionary projects. The City's process for evaluating discretionary projects includes environmental review and documentation pursuant to CEQA, as well as an analysis of those projects for consistency with the goals, policies, and recommendations of the General Plan. However, it is possible that for certain projects, adherence to the regulations may not adequately protect air quality, and such projects would require additional measures to avoid or reduce significant air quality impacts. Ministerial projects would not be subject to further CEQA review. Because operational emissions associated with buildout of the FGPU would be greater for all pollutants when compared to adopted land uses and the assumptions used to develop the RAQS, and because there could be certain projects that would not be able to reduce emissions below the thresholds, this impact would be potentially *significant* **(Impact AQ-3).**

4.2.7 Issue 3: Sensitive Receptors

The term "sensitive receptor" refers to persons that may be subject to respiratory stress and/or other increased risk of health impact as a result of air pollutant exposure. Sensitive receptors are often correlated with certain types of land uses, including residences, schools, hospitals, hotels, and outdoor recreation areas, such as athletic fields. Potential impacts to sensitive receptors may result from stationary or mobile sources in the vicinity of the receptor. Buildout of the FGPU would include development of residential, commercial, and industrial uses, as well as mixed-use developments, within the FGPU area. Future development may site new sensitive receptors in proximity to land uses commonly associated with substantial air emissions, such as industrial uses.

4.2.7.1 Stationary Sources

The California Air Toxics Program establishes the process for the identification and control of toxic air contaminants and includes provisions to make the public aware of significant toxic exposures and for reducing risk. Additionally, AB 2588 was enacted in 1987 and requires stationary sources to report the types and quantities of certain substances routinely released into the air. The goals of the Air Toxics "Hot Spots" Act are to collect emission data, identify facilities having localized impacts, ascertain health risks, notify nearby residents of significant risks, and reduce those significant risks to acceptable levels.

There are more than 160 sources in National City that operate under permits approved by the SDAPCD.[13] These sources include emergency generators, boilers, gas stations, and automotive repair facilities that are common in many cities. Additional sources that are unique to National City are a number of marine coating operations and a cement terminal silo system. Heavy industrial activities occur at the Naval Base San Diego, located about a mile northwest of the city limits. The FGPU would not locate any sensitive receptors within 1,000 feet of these activities. Stationary source emissions associated with all facilities are regulated in accordance with AB 2588.

Per AB 2588, any proposed new facility that would have the potential to emit toxic air contaminants would be required to undergo assessment of air toxic problems that would result from its emissions. If air emissions from a specific facility include toxic substances or exceed identified limits, the facility is required by the SDAPCD to provide information regarding emission inventories and health risk assessments. If adverse health impacts exceeding public notification levels are identified, the facility would provide public notice, and if the facility poses a potentially significant public health risk, the facility must submit a risk reduction audit and plan to demonstrate how the facility would reduce health risks. Thus, with this regulatory framework, at the program level, impacts associated with stationary sources in and adjacent to the FGPU area would be *less than significant*.

4.2.7.2 Mobile Sources

DPM

CARB has identified DPM from heavy equipment and trucks as a TAC and estimates that DPM is responsible for 70 percent of total known cancer risk related to air toxics in California. Because traffic is responsible for the majority of DPM as well as several other carcinogens, CARB recommends caution when siting sensitive land uses near heavily traveled roadways. Specific recommendations from CARB's Air Quality and Land Use Handbook: A Community Health Perspective include maintaining a 500-foot buffer zone between sensitive receptors and freeways, urban roads with 100,000 or more vehicles per day, or rural roads with 50,000 vehicles per day whenever possible.[14] I-5 is the only roadway within 500 feet of the FGPU area that meets these criteria, with approximately 176,000 vehicles per day, according to 2020 traffic counts.[15]

The FGPU zoning designations for parcels within 500 feet of I-5 are generally Industrial and Commercial/Industrial. Parcels with a residential Specific Plan zoning designation that are entirely or partially within 500 feet of I-5 include the Focus Area 24th Street Transit Station. Therefore, future development consistent with FGPU may result in the exposure of sensitive receptors to substantial DPM concentrations from mobile sources. Impacts of the FGPU relative to DPM exposure would be *significant* (**Impact AQ-4**).

Carbon Monoxide Hot Spots

A carbon monoxide hotspot is an area of localized carbon monoxide pollution that is caused by severe vehicle congestion on major roadways, typically near intersections. Carbon monoxide hotspots have the potential to violate state and federal carbon monoxide standards at intersections, even if the broader basin is in attainment for federal and state levels. The California Department of Transportation Project-Level Carbon Monoxide Protocol (CO Protocol) screening procedures have been utilized to determine if the project could potentially result in a CO hotspot[16]. As indicated by the CO Protocol, carbon monoxide hotspots occur nearly exclusively at signalized intersections operating at level of

13 San Diego County, Air Pollution Equipment Permits, https://data.sandiegocounty.gov/Environment/Air-Pollution-Equipment-Permits/33xy-2ab9/data
14 CARB, Air Quality and Land Use Handbook: A Community Health Perspective, http://www.aqmd.gov/docs/default-source/ceqa/handbook/california-air-resources-board-air-quality-and-land-use-handbook-a-community-health-perspective.pdf
15 Caltrans, Traffic Census Program, https://dot.ca.gov/programs/traffic-operations/census
16 U.C. Davis Institute of Transportation Studies, California Department of Transportation Project-Level Carbon Monoxide Protocol, 1997 https://dot.ca.gov/-/media/dot-media/programs/environmental-analysis/documents/env/co-protocol-searchable-a11y.pdf

service (LOS) E or F. Accordingly, the CO Protocol recommends detailed air quality dispersion modeling for projects that may worsen traffic flow at any signalized intersections operating at LOS E or F.

This methodology was last updated in 1997, and LOS is not currently used as an indicator of performance in traffic studies; LOS projections were not developed for the FGPU. Considering that the traffic forecasts associated with the FGPU result in reduced VMT as compared to the adopted General Plan, it is not expected that LOS would degrade at any intersection in the Planning Area and trigger the need for carbon monoxide hot spot modeling. Impacts of the FGPU relative to the creation of hot spots would be *less than significant*.

4.2.8 Issue 4: Odors

In the context of land use planning, one of the most important factors influencing the potential for an odor impact to occur is the distance between the odor source and receptors. The City considers prudent land use planning as the key mechanism to avoid odor impacts. The greater the distance between an odor source and a receptor, the less concentrated the odor emission would be when it reaches the receptor. Odors can be generated from a variety of source types, including both construction and operational activities. Although less common, construction activities that include the operation of a substantial number of diesel-fueled construction equipment and heavy-duty trucks can generate odors from diesel exhaust emissions. A project's operations, depending on the project type, can generate a large range of odors that can be considered offensive to receptors. Examples of common land use types that typically generate significant odor impacts include, but are not limited to:

- Wastewater treatment plants
- Sanitary landfills
- Composting/green waste facilities
- Recycling facilities
- Petroleum refineries
- Chemical manufacturing plants
- Painting/coating operations
- Rendering plants
- Food packaging plants

When land uses such as these or other odor-generating land uses are sited near sensitive receptors, odor impacts may occur, warranting further analysis of the nature of the odor source, the prevailing wind patterns, the number of potentially affected receptors, and other considerations.

The Planning Area would accommodate additional multi-family residential dwelling units and new mixed-use development. The FGPU would not introduce land uses known to generate substantial odor. The use of diesel-powered equipment during construction may generate transient odors. Diesel exhaust may occasionally be noticeable at adjacent properties; however, construction activities would be temporary, and the odors would dissipate quickly in an outdoor environment. Thus, the FGPU would not create objectionable odors affecting a substantial number of people. Program-level impacts associated with odor would be *less than significant*.

4.2.9 Mitigation, Monitoring, and Reporting

The following programmatic mitigation measures shall be applied to each proposed development consistent with the FGPU that is determined to require a CEQA analysis or otherwise is generally required by the City to complete:

MM-AQ-1: Conflicts with Air Quality Plans

Within six months of the certification of the Final Supplemental Program Environmental Impact Report, the City of National City shall provide a revised land use map and housing and employment

forecast for the Planning Area to the San Diego Association of Governments to ensure that any revisions to the population and employment projections used by the San Diego Air Pollution Control District in updating the Regional Air Quality Strategy and State Implementation Plan will accurately reflect anticipated growth due to the proposed project.

MM-AQ-2A: Air Quality Standards - Project-specific Construction Air Quality Impact Analysis
Proposed development projects that are subject to the California Environmental Quality Act (CEQA) and larger than the hypothetical 1.87-acre mixed-use scenario described herein shall have construction-related air quality impacts analyzed using the latest available CalEEMod model, or other analytical method determined in conjunction with the City of National City. The results of the construction-related air quality impacts analysis shall be included in the development project's CEQA documentation. If such analyses identify potentially significant regional or local air quality impacts based on the City's emissions thresholds, the City shall require the incorporation of appropriate mitigation to reduce such impacts. Examples of potential mitigation measures are provided in MM-AQ-2B, below.

MM-AQ-2B: Air Quality Standards - Construction Emissions Reduction Measures
For individual construction projects greater than 5 acres that exceed the daily emissions thresholds established by the City of National City, best available control measures/technology shall be incorporated to reduce construction emissions to the extent feasible. Best available control measures/technology shall include, but not be limited to, the following:

a) Minimizing simultaneous operation of multiple pieces of construction equipment;
b) Use of more efficient, or low pollutant emitting equipment, e.g., Tier III or Tier IV rated equipment;
c) Use of alternative fueled construction equipment;
d) Dust control measures for construction sites to minimize fugitive dust such as:
    i) Contractor(s) shall implement paving, chip sealing, or chemical stabilization of internal roadways after completion of grading.
    ii) Dirt storage piles shall be stabilized by chemical binders, tarps, fencing, or other erosion control.
    iii) A 15-mile per hour (mph) speed limit shall be enforced on unpaved surfaces.
    iv) On dry days, dirt and debris spilled onto paved surfaces shall be swept up immediately to reduce resuspension of particulate matter caused by vehicle movement. Approach routes to construction sites shall be cleaned daily of construction-related dirt in dry weather.
    v) Haul trucks hauling dirt, sand, soil, or other loose materials shall be covered, or 2 feet of freeboard shall be maintained.
    vi) Disturbed areas shall be hydroseeded, landscaped, or developed as quickly as possible and as directed by the County of San Diego and/or San Diego Air Pollution Control District to reduce dust generation.
    vii) Grading shall be terminated if winds exceed 25 mph.
    viii)Any blasting areas shall be wetted down prior to initiating the blast.
e) Minimizing idling time by construction vehicles.

MM-AQ-3: Air Quality Standards - Project-specific Operational Air Quality Impact Analysis
Proposed development projects that are subject to the California Environmental Quality Act (CEQA) (non-ministerial) shall have long-term operational-related air quality impacts analyzed using the latest available CalEEMod model, or other analytical method determined in conjunction with the City of National City. The results of the operational-related air quality impacts analysis shall be included in the development project's CEQA documentation. If such analyses identify potentially significant regional or local air quality impacts based on the City's thresholds, the City shall require the incorporation of

appropriate mitigation to reduce such impacts. Examples of potential measures shall include, but not be limited to, the following:

- Install electric vehicle charging stations;
- Improve walkability design and pedestrian network;
- Increase transit accessibility and frequency by incorporating Bus Rapid Transit routes;
- included in the San Diego Association of Governments Regional Plan; and/or
- Limit parking supply and unbundle parking costs. Lower parking supply below Institute of Traffic Engineers rates and separate parking costs from property costs.

MM-AQ-4A: Sensitive Receptors - Health Risk Assessment
Prior to the issuance of building permits for any facility within 500 feet of Interstate 5, a health risk assessment shall be prepared that demonstrates that health risks would be below the level of significance.

MM-AQ-4B: Sensitive Receptors – Enhanced Construction
Where a project consistent with the Focused General Plan Update would place sensitive receptors within 500 feet of Interstate 5, the City of National City shall require that buildings be equipped with ventilation systems that are rated at Minimum Efficiency Reporting Value of "MERV13" or better for enhanced particulate removal efficiency. The City Building Inspector shall verify the aforementioned requirements are included on plans submitted for approval of any Land Use and Building permits and shall verify compliance on-site prior to occupancy clearance.

4.2.10 Significance After Mitigation

The FGPU would not be consistent with the RAQS and SIP and would result in a significant and unavoidable impact (**Impact AQ-1**). **MM-AQ-1** requires that the City provide a revised land use map and housing and employment forecast to SANDAG to ensure that any revisions to the population and employment projects are considered in the update of the RAQS and the SIP. The provision of housing information would assist SANDAG in revising the population forecasts; however, until the anticipated growth is included in the emission estimates of the RAQS and the SIP, the direct and cumulative impacts would remain significant and unavoidable. It should be noted that the SDAPCD may revise an emission reduction strategy if the district demonstrates to CARB, and CARB finds, that the modified strategy is at least as effective in improving air quality as the strategy being replaced. Nevertheless, even with implementation of **MM-AQ -1**, impacts related to conflicts with the applicable air quality plan would remain *significant and unavoidable.*

The ability of future development to successfully implement the actions required to fully satisfy **MM-AQ-2 and MM-AQ-3** cannot be guaranteed at this time. In addition, even if the mitigation measures were fully satisfied by a future development, it is possible that the development would still result in a significant impact related to violating air quality standards **(Impact AQ-2 and Impact AQ-3**). Thus, air pollutant impacts from construction and operation under the FGPU are considered *significant and unavoidable* at the program level.

Sensitive uses (residences, parks, schools, etc.) located within 500 feet of I-5 could be exposed to unacceptable TAC levels (**Impact AQ-3**). While implementation of **MM-AQ-4A and MM-AQ-4B** would reduce TAC impacts, the ability of future development to successfully implement the actions required to fully meet the health risk threshold cannot be guaranteed at this time. Thus, TAC impacts under the FGPU are considered *significant and unavoidable* at the program level.

4.3 CULTURAL AND TRIBAL CULTURAL RESOURCES

The analysis in this section provides focused updates to Chapter 4.5 Cultural Resources in the 2011 Comprehensive Land Use Update (CLUU) Program Environmental Impact Report (PEIR), with an emphasis on potential impacts to cultural resources (historic, archaeological) and Tribal Cultural Resources as a result of the Focused General plan Update (FGPU). The analysis is based on the 2011 CLUU PEIR, with an emphasis on conditions that may have changed since approval of the 2011 CLUU PEIR. The information presented in this section was obtained from a historical records search of the Planning Area in August 2022. The search consisted of a review of all relevant site records and reports on file at the South Coastal Information Center (SCIC). Other secondary source documentation includes review of the City of National City General Plan (2011), and Sacred Lands File search (November 2022).

4.3.1 Existing Conditions

A general, citywide cultural resources record search was conducted in August 2022, at the SCIC at San Diego State University. The SCIC is part of the California Historic Resources Information System, which maintains an inventory of the State's cultural resources. The records primarily consist of previous studies and cultural resource locations on U.S. Geological Survey 7.5′ topographic maps and corresponding site records and reports, which are kept on file. The record search covered all areas within the National City Planning Area boundary and included a search of national and state databases, in addition to 1928 aerial photographs of National City. The SCIC record search identified 78 cultural resources and 102 historic addresses within National City (including the Lincoln Acres community, which is part of the County of San Diego but completely surrounded by National City). Approximately 130 cultural resources studies have been conducted within the Planning Area (see Appendix 13.C.7).

4.3.1.1 Historic Resources

Nationally Recognized Historical Resources

The National Register of Historic Places (NRHP) is the official list of the Nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966 (NHPA), the National Park Service's NRHP is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archaeological resources.[1]

Four historic resources in National City have been placed on the NRHP and are also considered significant by the State of California. The four resources located in National City and found on the National Register include the Granger Music Hall (circa 1896), Brick Row (circa 1887 railroad housing), the Santa Fe Rail Depot (1882), and St. Matthew's Episcopal Church (1872).[2]

State Recognized Historical Resources

California Historical Landmarks

California Historical Landmarks are buildings, structures, sites, or places that have been determined to have statewide historical significance by meeting at least one of the criteria listed below:

- *The first, last, only, or most significant of its type in the state or within a large geographic region (Northern, Central, or Southern California);*
- *Associated with an individual or group having a profound influence on the history of California; or*

1 National Park Service, National Register of Historic Places, Accessed June 26, 2022 https://www.nps.gov/subjects/nationalregister/what-is-the-national-register.htm
2 National Park Service, National Register Database and Research, Spreadsheet of NRHP Listed properties, Accessed January 6, 2022, https://www.nps.gov/subjects/nationalregister/database-research.htm

- *A prototype of, or an outstanding example of, a period, style, architectural movement, or construction or is one of the more notable works or the best surviving work in a region of a pioneer architect, designer or master builder.*[3]

The resource also must have written consent of the property owner for the nomination, be recommended by the State Historical Resources Commission, and be officially designated by the Director of California State Parks. In addition to being on the NRHP, the Santa Fe Rail Depot is a California Historical Landmark (#1023).[4]

California Points of Historical Interest
California Points of Historical Interest are sites, buildings, features, or events that are of local (city or county) significance and have anthropological, cultural, military, political, architectural, economic, scientific or technical, religious, experimental, or other value. Points of Historical Interest designated after December 1997 and recommended by the State Historical Resources Commission are also listed in the California Register of Historic Resources (CRHR). No historical resource may be designated as both a Landmark and a Point. If a Point is subsequently granted status as a Landmark, the Point designation will be retired.[5]

To be eligible for designation as a Point of Historical Interest, a resource must meet at least one of the following criteria:

- *The first, last, only, or most significant of its type within the local geographic region (City or County).*
- *Associated with an individual or group having a profound influence on the history of the local area.*
- *A prototype of, or an outstanding example of, a period, style, architectural movement or construction or is one of the more notable works or the best surviving work in the local region of a pioneer architect, designer or master builder.*[5]

The State also recognized the Paradise Valley Hospital House (1880s) as a California Point of Historical Interest (#P805). The designation offers limited protection; environmental review may be required under the California Environmental Quality Act (CEQA) if the property is threatened by a project.

Locally Designated Significant Buildings
National City manages a local list of historic sites within the City in consultation with the City's Historical Society. The City Council has the option of placing additional properties on the list of Locally Designated Significant Buildings in National City. There are currently 55 properties listed as of 2019 (see Appendix 13.C.6).

4.3.1.2 Archaeological Resources
The earliest dates for human occupation in San Diego County are generally agreed to be approximately 10,000 years old. Few sites in National City have been excavated beyond the minimum level necessary for evaluation of the sites, and those that have do not appear to have had radiocarbon dates for the materials recovered. The earliest dates for human occupation within National City date to the Archaic Period (8,000 to 1,500 years ago). These dates are based on the recovery of artifacts attributed to this period rather than radiocarbon dates, which could refine dates to within 100 years or so of the time of occupation.

Late Prehistoric Period (1,500 to 250 years ago) sites are also present in National City. During this time period, National City was part of the territory of the Kumeyaay. The Kumeyaay and their relatives' territory extended from the coast just south of Ensenada, Baja California, Mexico, to as far north as Agua Hedionda in present day Carlsbad, California. The territory extended eastward to the south part of the Salton Sea and into the Sand Hills in Imperial County. The Kumeyaay practiced a seasonal round

3 Office of Historic Preservation, California Historical Landmarks Registration, https://ohp.parks.ca.gov/?page_id=21747
4 Office of Historic Preservation, Landmarks Listed by County: San Diego, Accessed June 26,2022 https://ohp.parks.ca.gov/?page_id=21478
5 Office of Historic Preservation, California Points of Historical Interest, Accessed June 26, 2022 https://ohp.parks.ca.gov/?page_id=21750

where they exploited natural resources as they were available. The round was vertical, following the ripening plants from lower elevation before arriving in the mountains in the fall to gather acorns and pinon nuts. During the spring, the Kumeyaay are believed to have spent a great deal of time in the lower valleys and along the coast, which would have included the area where National City is today.

Possible prehistoric site types that would have been present in National City include habitation sites, temporary camps, bedrock milling sites, and lithic scatters, among others. Habitation sites are areas of long-term occupation located near reliable sources of natural resources such as streams, oak groves, and exposures of bedrock. Habitation sites usually display a wide range of activities and may have bedrock milling stations and groundstone artifacts, lithic waste and tools, ceramics, fire-affected rock, and developed midden soils.

Temporary camps may have assemblages similar to those of habitation camps. Generally, these sites have evidence of less diverse activities, and they lack the numbers of artifacts and the well-developed midden deposits found at habitation sites.

Bedrock milling site are found on outcrops of bedrock, usually near sources of seeds or acorns that would have been processed on the bedrock milling features. Milling features may consist of flattened and crushed surfaces on bedrock exposures caused by grinding vegetal material with a handstone, known as slicks. Other milling features include ovoid depressions used for grinding, known as basins, and deep round depressions used for crushing and grinding acorns, called mortars.

As stated previously, the nine prehistoric sites recorded in National City are almost all shell midden sites. These sites are found along watercourses such as Chollas Creek and Sweetwater River as they approach the coast. The largest site is an Archaic village site known as Las Choyas, originally recorded by Malcolm Rogers in the 1930s and known to have existed as late as AD 1790 on what is now the 32nd Street Naval Station at the mouth of Chollas Creek. A similar village was also reported to have been present along the Sweetwater River just outside the city limits in Chula Vista. More than 50 prehistoric archaeological sites have been identified by SCIC along the Sweetwater River. Only a single historic archaeological site, a trash dump from the early 1900s, was identified in the record search.

In general, areas along well-watered drainages, including Chollas Creek, Paradise Creek, and Sweetwater River, would likely be the most sensitive areas for prehistoric cultural resources in National City.

The archaeology of San Diego County was a topic of little investigation prior to the 1930s. Because most of National City was developed prior to this period, much information relating to the prehistoric past of National City was destroyed or disturbed, or remains are buried under current development. This early development has resulted in an incomplete picture of the prehistory of the City, and the record search reflects this with a relatively low number of prehistoric sites and potential for unknown human remains, especially when considering the coastal location of National City.

4.3.1.3 Tribal Cultural Resources

History

Kumeyaay History in San Diego County

The Kumeyaay, referred to as Diegueño by the Spanish, were the original native inhabitants of San Diego County. The Kumeyaay, Yuman-speaking people of Hokan stock, have lived in this region for more than 10,000 years. Historically, the Kumeyaay were horticulturists, hunters, and gatherers. They were the only Yuman group in the area, the first people who greeted the Spanish when they first sailed into San Diego Harbor with the Juan Rodriguez Cabrillo expedition of 1542. The boundaries of the Kumeyaay lands changed with the arrival of the Europeans. They once extended from the Pacific Ocean, south to Ensenada in Baja Norte, Mexico, east to the sand dunes of the Colorado River in

Imperial Valley, and north to Warner Springs Valley. North to northeast, their territory was bounded by other Indian nations––the San Luiseño, Cupeño, and Cahuilla.[6]

Tribal History in National City

As the land the City was built on was one inhabited by the Kumeyaay people, many Tribal Cultural Resources have the potential to be discovered and/or impacted by development within the Planning Area. A Tribal Cultural Resource is defined as a site, feature, place, cultural landscape, sacred place, or object that is of cultural value to a Native American tribe and is either on or eligible for listing on the national, State or a local historic register, or which the Lead Agency, at its discretion, chooses to identify as a Tribal Cultural Resource.

National City was built upon an Indian Rancheria, the home of Apusquele of the Hamacha Tribe. In 1769 the land became one of the ranches used by the Mission San Diego de Alcala, and the Padres called it La Purisima Concepcion. Twenty-seven years later, the soldiers at the San Diego Presidio wrested the land from the mission so they could graze their own horses and cattle there; to them it was El Rancho del Rey, the Ranch of the King.[7]

Record Searches and Consultation

Per consultation with the Native American Heritage Commission (NAHC), a list of tribes with traditional lands of cultural places located within National City was provided for consultation regarding the FGPU with the Native American tribes under Government Code Sections 65352.3, 65352.4 et seq. (i.e., Senate Bill [SB] 18), Public Resources Code (PRC) Sections 21080.3.1 and Chapter 532 Statutes of 2014 (i.e., Assembly Bill [AB] 52) (see Appendix 13.C.10 and 13.C.11). The City sent notification letters on September 3, 2020, to these tribes requesting consultation for notification of the preparation of the Housing Element Update as part of the FGPU; no responses were received within the 30 days (see Appendix 13.C.10 for the 2020 Tribal Consultation list).

The tribes were sent a Notice of Preparation for the FGPU SPEIR in March 2022. No requests for consultation were received.

To confirm that no additional tribes needed to be notified, an updated 2022 Local Government Tribal Consultation List was requested for the Planning Area and completed (see Appendix 13.C.11). This list was compared to the 2020 list, and it was determined that no additional contacts needed to be notified.

In addition, a Sacred Lands File search request was made to the NAHC in 2022. The NAHC responded on November 22, 2022, that sacred lands may be present within the Planning Area (see Appendix 13.C.11). As no consultation requests were received by the City after the first two notices, no additional notifications were sent out.

4.3.2 Regulatory Framework

4.3.2.1 Federal

National Historic Preservation Act

The NHPA deals with historic preservation. One of the most important provisions of the NHPA is the establishment of the NRHP, the official federal designation of historical resources. Districts, sites, buildings, structures, and objects are eligible for listing in the register. Nominations are listed if they are significant in American history, architecture, archaeology, engineering, and/or culture. The NRHP is administered by the National Park Service. To be eligible for the NRHP, a property must be significant under the criteria enumerated in the statute, which include, among other things, having an association with historical events or significant historical persons, embodying certain design characteristics, or being likely to yield important historical information (see 36 Code of Federal Regulations § 60.4). Listing

6 Viejas Band of Kumeyaay Indians, Viejas Historical Overview, https://viejasbandofkumeyaay.org/viejas-community/kumeyaay-history/#:~:text=The%20Kumeyaay%2C%20referred%20to%20as,horticulturists%20and%20hunters%20and%20gatherers. Accessed June 9, 2022
7 San Diego History Center, National City in Review, July 1962, https://sandiegohistory.org/journal/1962/july/national/. Accessed June 9, 2022

in the NRHP does not entail specific protection or assistance for a property, but it does guarantee recognition in planning for federal or federally assisted projects (see 54 United States Code 306108 [Section 106 of the NHPA]), eligibility for federal tax benefits and qualification for federal historic preservation assistance. The NRHP is influential beyond its statutory role because it achieves uniform standards of documentation and evaluation. Additionally, a project's effects on properties listed in the NRHP must be evaluated under CEQA.

4.3.2.2 State

CRHR

The CRHR establishes a list of those properties that are to be protected from substantial adverse change (PRC Section 5024.1). A historical resource may be listed in the CRHR if it:

- *Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage.*
- *Is associated with the lives of persons important in California's past.*
- *Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic value.*
- *Has yielded or is likely to yield information important in prehistory or history.*

The CRHR includes properties that are listed or have been formally determined to be eligible for listing in the NRHP, State Historical Landmarks, or eligible Points of Historical Interest. Other resources require nomination for inclusion in the CRHR. These may include resources contributing to the significance of a local historic district, individual historical resources, historical resources identified in historic resource surveys conducted in accordance with State Historic Preservation Office procedures, historic resources or districts designated under a local ordinance consistent with State Historic Resources Commission procedures, and local landmarks or historic properties designated under local ordinance.

Senate Bill (SB) 18 – Traditional Tribal Cultural Places

The intent of SB 18 (Government Codes §65352.3 and §65352.4) is to provide California Native American tribes an opportunity to participate in local land use decisions at an early planning stage, for the purpose of protecting, or mitigating impacts to, cultural places. The purpose of involving tribes at these early planning stages is to allow consideration of cultural places in the context of broad local land use policy, before ·individual site-specific, project-level land use decisions are made by a local government. SB 18 requires local governments to consult with tribes prior to making certain planning decisions and to provide notice to tribes at certain key points in the planning process.

Assembly Bill (AB) 52 (Gatto, 2014)

AB 52 requires that under CEQA and PRC §21080.3.1 and §21080.3.2, a project with an effect that may cause a substantial adverse change in the significance of a Tribal Cultural Resource is a project that may have a significant effect on the environment. A Lead Agency is required to consult with a California Native American tribe that is traditionally and culturally affiliated with the geographic area of the proposed project, if the tribe requested to be informed, in writing, by the Lead Agency of proposed projects in that geographic area and if the tribe requests consultation, prior to determining the type of environmental document to be prepared for the project.

Native American Graves Protection and Repatriation Act of 2001 (Steinberg, 2001)

In 2001, the State Legislature passed AB-978, the California Native American Graves Protection and Repatriation Act of 2001 (Steinberg, 2001), requiring all state agencies and museums that receive state funding and that have possession or control over collections of human remains or cultural items to provide a process for the identification and repatriation of these items to the appropriate tribes.

California Public Resources Code

Section 5097.5

Section 5097.5 of the PRC states that "No person shall knowingly and willfully excavate upon, or remove, destroy, injure or deface any historic or prehistoric ruins, burial grounds, archaeological or vertebrate paleontological site, including fossilized footprints, inscriptions made by human agency, or any other archaeological, paleontological or historical feature, situated on public lands, except with the express permission of the public agency having jurisdiction over such lands. Violation of this section is a misdemeanor."

As used in this section, "public lands" means lands owned by, or under the jurisdiction of, the State or any city, county, district, authority, or public corporation, or any agency thereof. Consequently, National City is required to comply with PRC Section 5097.5 for its activities on publicly owned land.

Section 5097.9

Section 5097.9 of the PRC specifies the procedures to be followed in the event of the unexpected discovery of human remains on nonfederal land. The disposition of Native American burial falls within the jurisdiction of the California NAHC. Section 5097.98 further defines the standards for handling Native American human remains. Section 5097.993 sets requirements for the unlawful and malicious excavation, removal, destruction, injury, or defacing of a Native American historic, cultural, or sacred site, that is listed or may be eligible for listing in the CRHR.

Section 7050.5

Section 7050.5 requires that construction or excavation be stopped in the vicinity of discovered human remains until the coroner can determine whether the remains are those of a Native American. If determined to be Native American, the coroner must contact the NAHC.

Section 7052

Section 7052 of the California State Health and Safety Code makes the willful mutilation, disinterment, or removal of human remains a felony.

California Environmental Quality Act

CEQA was amended in 1992 to define "historical resources" as resources listed in or determined eligible for listing on the CRHR; resources included in a local register of historical resources or identified as significant in a historical resource survey that meets certain requirements; and any object, building, structure, site, area, place, record, or manuscript that a Lead Agency determines to be significant. Some resources that do not meet these criteria may still be historically significant for the purposes of CEQA. According to the CEQA Guidelines section 15064.5 and Appendix G, adoption and implementation of a proposed project would result in a significant adverse cultural resources impact if a proposed project would:

1. *Cause a substantial adverse change in the significance of a historical architectural resource that is listed on, or determined to be eligible for listing on, the NRHP or the CRHR; is listed on, or determined to be eligible for listing on, the San Diego List of Historic Sites; or that meets any of the following criteria:*
    a. *Is associated with events that have made a significant contribution to the broad patterns of history at the local, regional, state or national level;*
    b. *Is associated with the lives of significant persons in the past on a local, regional, state or national level;*
    c. *Embodies the distinctive characteristics of a type, period or method of construction, or represents the work of a master, or possesses high artistic values; or*
    d. *Has yielded, or may be likely to yield, information important in history or prehistory.*

    Cause a substantial adverse change in the significance of an important archaeological resource or disturb any human remains, including those interred outside of formal cemeteries.

The CEQA Guidelines were amended in 2016 to address Tribal Cultural Resources. The significance thresholds are listed below in Section 4.3. 3.

Mills Act Program

The Mills Act is a state law allowing cities to enter into contracts with the owners of historic structures for the continued preservation of the property. The Historic Preservation Ordinance authorizes contracts known as "Mills Act" contracts for incentives for preservation of historic resources. A Mills Act contract is a legally binding contract between the City and the owner of a historic home, with a minimum term of 10 years, that specifies what preservation, maintenance, and restoration efforts will be made by the property owner in exchange for tax savings. Applications for Mills Act agreements are reviewed by the Historic Preservation Commission and approved by the City Council. The County Assessor's Office determines what the new assessed value and property tax savings will be. Property tax savings can be substantial and must be used toward the preservation of the historic property.

4.3.2.3 Local

The City's General Plan Open Space and Agricultural Element contains policies related to preservation of historically significant City buildings. Additionally, the Municipal Code provides special provisions related to the protection of cultural resources for sites identified as containing archaeological and historic resources. Pertinent goals and policies related to cultural resources are listed below.

Open Space and Agriculture Element

Cultural and Paleontological Resources

- ***Goal OS-8****: The identification, preservation, and enhancement of the city's historic, cultural, and paleontological resources.*
    - ***Policy OS-8.1****: Establish formal criteria to be used in the identification, restoration, and preservation of locally-significant historic structures.*
    - ***Policy OS-8.2:*** *Support the development of regulatory, technical, and financial incentives and enforcement programs to promote the maintenance, rehabilitation, preservation, and interpretation of historic and cultural resources.*
    - ***Policy OS-8.3****: Facilitate the maintenance and upkeep of historic resources to avoid the need for major rehabilitation and to reduce the risks of demolition, loss through fire or neglect, or impacts from natural disasters.*
    - ***Policy OS-8.4****: Consult with property owners and land developers early in the development review process to minimize potential impacts to historic and cultural resources.*
    - ***Policy OS-8.5****: Encourage the adaptive reuse of historic resources when the original use of the resource is no longer feasible or desirable.*
    - ***Policy OS-8.6****: Promote the preservation, rehabilitation, restoration, and/or reconstruction, as appropriate, of contextual elements (e.g., structures, landscapes, street-lamps, street trees, signs) related to historic structures, districts, or areas.*
    - ***Policy OS-8.7****: Support and encourage the accessibility of important cultural resources to the public for educational, religious, cultural, scientific, and other purposes, including the establishment of museums and facilities accessible to the public, where such resources can be appropriately studied, exhibited, curated, etc.*
    - ***Policy OS-8.8:*** *requires monitoring for sub-surface cultural and paleontological resources during grading and construction activities for all development projects.*
    - ***Policy OS-8.9:*** *requires consultation with tribal governments prior to making decisions, taking actions, or implementing programs that may impact Native American cultural resources or sacred sites.*

Municipal Code

Municipal Code Title 15 Buildings and Construction Chapter 15.34 Historical Buildings addresses regulations governing the enlargement, alteration, repair, moving, removal, demolition, converging,

occupancy, use, and maintenance of all historical buildings and/or structures. Per this section, historical structures shall include structures on existing or future national, state, or local historical registers or official inventories, such as the NRHP, State Historical Landmarks, State Points of Historical Interest, and city or county registers or inventories of historical or architecturally significant sites, places, historic districts, or landmarks.

The intent of Municipal Code Title 18 Zoning Section 18.12.160 is "to protect, preserve, and, where damaged, restore National City's historic resources." This section of the code establishes a procedure by which properties of historical significance are identified and appropriate notice is provided in the event that demolition or significant alteration or conversion is proposed. It provides for the creation of a list of historic properties and requires the City Council to update the list periodically. It also provides for the review of permits that would involve demolition, significant alteration, or conversion of historic properties on the list. The code requires that the National City Historical Society be notified prior to the issuance of the proposed permit and that they shall review and make recommendations including approval of the permit, no recommendation, recommendation that the permit be denied, or a request for further time to evaluate the permit. The City Council may approve the permit, deny the permit if a finding is made that the permitted action may result in an adverse effect on public welfare, or withhold issuance of the permit until such time as all alternative measures have been thoroughly evaluated.

Municipal Code section 18.30.100 Conversions to nonresidential use (F) also notes that "when application is made for approval to convert a dwelling unit of recognized historical character [to a nonresidential use], the Planning Commission may deny a permit on grounds of unsuitability of the proposed use."

4.3.3 Significance Determination Thresholds

Cultural Resources

The 2022 CEQA Guidelines Appendix G, Issue V. Cultural Resources includes the following significance thresholds:

a) *Cause a substantial adverse change in the significance of a historical resource pursuant to § 15064.5?*
b) *Cause a substantial adverse change in the significance of an archaeological resource pursuant to § 15064.5?*
c) *Disturb any human remains, including those interred outside of dedicated cemeteries?*

Tribal Cultural Resources

The 2022 CEQA Guidelines Appendix G, Issue XVIII. Tribal Cultural Resources includes the following significance thresholds:

a) *Would the project cause a substantial adverse change in the significance of a tribal cultural resource, defined in Public Resources Code Section 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe, and that is:*
    i. *Listed or eligible for listing in the California Register of Historical Resources, or in a local register or historical resources as defined in PRC section 5020.1(k) or*
    ii. *A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of PRC section 5024.1. In applying the criteria set forth in subdivision (c) of the PRC section 5024.1, the lead agency shall consider the significance of the resource to a California Native American tribe.*

4.3.4 Issue Area 1: Historic Resources

The Planning Area has the potential to contain significant historical structures and/or sites. The adoption of the FGPU would not directly result in physical construction that would impact historic resources. Future buildout under the FGPU and its associated construction activities have the potential

to result in direct or indirect impacts to subsurface resources during grading and/or construction activities. Direct impacts to historical resources (historic structures) could result from the physical demolition, destruction, relocation, or alteration of these structures within the Planning Area. Additionally, as implementation of the FGPU would occur over the next 30 years, future development has the potential to impact buildings or structures that may be 50 years of age or older at the time site-specific projects are proposed and, therefore, those sites may need to be evaluated for historical significance at that time.

Many of the historical resources scattered throughout the Planning Area are protected under City Ordinance (Chapter 18.12.160 – Historic Properties), and many other structures are getting closer to an age when they may be eligible for historical designation. The City requires that non-discretionary (ministerial) building or demolition permits be reviewed for the presence of structures identified on the City's list of Historical Sites, the CRHR, and the NRHP prior to issuance of a permit (Municipal Code section 18.12.160). Any site-specific project that may cause a substantial adverse change in the significance of a historical resource is not eligible for exemption from review under CEQA pursuant to Section 15300.2 of the CEQA Guidelines.

Any non-exempt or discretionary projects are also subject to review for impacts to historic resources under CEQA. Historically significant resources would be identified through on-site reconnaissance in conjunction with future projects, and site development would be required to comply with the Municipal Code policies and General Plan Open Space Element policies (OS-8.1 through OS-8.8) cited above that would minimize or avoid impacts where possible. As the FGPU proposes infill development in Focus Areas that may or may not contain historic structures, there is the potential for historic resources to be impacted. Since site-specific details are not known at this program level analysis of the FGPU, impacts to historic resources would be potentially *significant* (**Impact CUL-1**).

4.3.5 Issue Area 2: Archaeological Resources

The adoption of the FGPU would not directly result in physical construction that would impact archaeological resources. However, future development consistent with the FGPU may result in direct or indirect impacts to both known and unknown archaeological resources. While a majority of the Planning Area is largely built out, with limited vacant and undeveloped land, construction activities such as grading and excavation could result in the accidental destruction or disturbance of previously unidentified archaeological sites.

Site-specific project development would be required to comply with applicable federal and state statutes that concern the preservation of historical and archaeological resources, including the NHPA, CEQA and PRC 5097.5, which precludes removal of archaeological resources on public lands without express permission by the applicable public agency. Furthermore, Policies OS-8.4 and OS-8.8 of the General Plan Open Space Element require consultation with property owners and land developers early in the development review process to minimize potential impacts to cultural resources and also requires monitoring for subsurface cultural resources during grading and construction activities for all development projects.

Future discretionary development projects would be required to undergo environmental review pursuant to CEQA, which would include an assessment of impacts to archaeological resources. However, because site-specific details are not known at this program level analysis of the FGPU, impacts to archaeological resources would potentially be *significant* (**Impact CUL-2**).

4.3.6 Issue Area 3: Human Remains

Future development consistent with the FGPU may result in direct or indirect impacts to unknown human remains during ground-disturbing activities. It is noted that the Planning Area is urbanized and is largely developed, so the likelihood of discovery of human remains is low. No tribal cultural burial

sites are known to be within the Planning Area; no tribes responded to the FGPU AB52/SB18 consultation letter to notify the City of any sites of concern.

In the unlikely event that human remains are discovered during a project associated with the FGPU, the provisions set forth in PRC section 5097.98 and State Health and Safety Code section 7050.5 would be implemented in consultation with the assigned Most Likely Descendant, as identified by the NAHC. No further construction activities would be permitted until the coroner is contacted, as well as any applicable Native American tribes. The City shall be required to comply with the California Native American Graves Protection and Repatriation Act (2001), the federal Native American Graves Protection and Repatriation Act (1990), and AB 52 early consultation requirements. As regulations are in place to treat any inadvertent uncovering of human remains during grading, impacts to human remains would be *less than significant*.

4.3.7 Issue Area 4: Tribal Cultural Resources

Native American resources include historic structures, objects, or sites; prehistoric and historic archaeological resources, sacred sites, and human remains; and Traditional Cultural Properties. A Traditional Cultural Property can be defined generally as an area that is significant because of its association with cultural practices or beliefs of a living community that are rooted in that community's history and are important in maintaining the continuing cultural identity of the community. Under most circumstances, consultation with the Native American community is necessary to identify and avoid these resources.

Per consultation conducted under SB 18 and AB 52 and the City's General Plan Open Space Element Policy OS-8.9, no responses were received regarding a notification of the FGPU from tribes identified by the NAHC to have traditional and cultural affiliation with the geographic area of National City. Regardless, the Planning Area is urbanized, and previously disturbed areas are to be filled in by infill development consistent with the FGPU. Therefore, the likelihood of disturbance of Tribal Cultural Resources is low.

All future development activities consistent with the FGPU would be required to comply with applicable federal and state statutes as detailed above that are meant to protect Tribal Cultural Resources. Discretionary development projects would also be required to undergo environmental review pursuant to CEQA, which would include an assessment of impacts to the expanded definition of Tribal Cultural Resources and consultation with local tribes pursuant to AB 52.

Therefore, at the program level, the FGPU would have *less than significant* impacts on Tribal Cultural Resources.

4.3.8 Mitigation, Monitoring, and Reporting

The following programmatic mitigation measures shall be applied to each proposed development consistent with the FGPU that is determined to require a CEQA analysis or otherwise is generally required by the City to complete:

MM-CUL-1 Historic Properties Application Review

Applications for future development shall be reviewed by the building official or designee for non-discretionary building or demolition permits to determine if they involve any structure identified on the list of historic properties, per National City Title 18 Zoning Chapter 18.12.160 Historic Properties, (c) Review of Ministerial Permits, or if a structure is known to be 45 years or older. If a property proposed for demolition or significant alteration or conversion is determined to be on the historic properties list, the application must be reviewed in accordance with Municipal Code Title 15 Buildings and Construction Chapter 15.34 Historical Buildings, which addresses regulations governing the enlargement, alteration, repair, moving, removal, demolition, converging, occupancy, use, and maintenance of all historical buildings and/or structure.

All discretionary permits involving a historic resource, or a structure known to be 45 years or older shall be reviewed in compliance with the California Environmental Quality Act (CEQA). For any building/structure having its original structural integrity intact and potentially eligible for the National Register of Historic Places or the California Register of Historic Resources, a qualified professional architectural historian may be required to determine whether the affected building/structure is historically significant. The evaluation of historic architectural resources shall be based on criteria such as age, location, context, association with an important person or event, uniqueness, or structural integrity, as indicated in CEQA Guidelines section 15064.5. A historical resource report shall be submitted by the project applicant to the City of National City and shall include the methods used to determine the presence or absence of historical resources, identify potential impacts from the proposed project, evaluate the significance of any historical resources, and identify mitigation measures to protect the resource from loss of a characteristic designating it as historic.

MM-CUL-2 Ground Disturbance Monitoring
Applications for future development located on a vacant/undeveloped site or on a site with proposed excavation into native soils, wherein the Planning Department has determined a potential for impacts to subsurface archaeological resources, shall be required to comply with the following mitigation framework:

An archaeological and/or Native American monitor shall be present during construction activities that involve subsurface grading and/or excavation involving the disturbance of native soils more than 3 feet in depth. The monitor(s) would ensure that important subsurface archaeological sites, which could underlie a redevelopment area, are not damaged or destroyed.

MM-CUL-3 Archaeological Survey and Report
Applications for future development located on a vacant/undeveloped project site, wherein the Planning Department has determined a potential for impacts to archaeological resources, shall be required to comply with the following mitigation framework:

As applicable by recommendation by the Planning Department, an archaeological field survey of the project site and a report summarizing the findings of the survey shall be completed by a qualified archaeologist. An archaeological resource report detailing the results of the record search and the field survey of the project area shall be submitted by the project applicant to the City of National City.

The archaeological resources report would be required prior to issuance of a permit to ensure that any resources are identified and mitigated prior to grading and construction.

MM-CUL-4 Unanticipated Discovery of Archaeological Resources
In the event of an unanticipated discovery of archaeological resources during construction, construction should stop on the site until a qualified archaeologist can survey the resource and determine potential impacts and necessary preservation measures. Any archaeological resources that are found on an undeveloped project site would be identified, adequately documented in the field, and/or preserved, as recommended by a qualified archaeologist.

4.3.9 Significance After Mitigation

Impacts to historical resources (**Impact CUL-1**) would be mitigated through the application of **MM-CUL-1** that would verify the age of a potentially impacted historical building or structure, and evaluate its historical significance impacts, and apply required mitigation. Implementation of **MM-CUL-1** would reduce **Impact CUL-1** to a *less than significant* level.

Impacts to subsurface archaeological resources (**Impact CUL-2**) would be mitigated through the application of **MM-CUL-2, MM-CUL-3, and MM-CUL-4**. Enforcing these mitigation measures as a condition of approval would ensure that potential impacts to archaeological resources would be *less than significant.*

4.4 PALEONTOLOGY

The analysis in this section provides focused updates to Paleontology, which was discussed in Chapter 4.6 Geology, Soils, and Mineral Resources in the 2011 Comprehensive Land Use Update (CLUU) Program Environmental Impact Report (PEIR). The analysis is based on the 2011 CLUU PEIR, with an emphasis on conditions that may have changed since approval of the 2011 CLUU PEIR.

4.4.1 Existing Conditions

4.4.1.1 Geologic Setting

Paleontological Sensitivity

The potential for fossil remains at a location (i.e., sensitivity) can be predicted through previous patterns of discovery within the specific geologic formations within which they are buried. For this reason, knowledge of the geology of a particular area and the paleontological resource sensitivity of particular rock formations make it possible to predict where fossils will or will not be encountered.

Paleontological sensitivity is defined as follows:[1]

- **High**: High resource potential and high sensitivity are assigned to geologic formations known to contain paleontological localities with rare, well preserved, critical fossil materials for stratigraphic or paleoenvironmental interpretation, and fossils providing important information about the paleoclimatic, paleontological, and/or evolutionary history (phylogeny) of animal and plant groups. In general, formations with high resource potential are considered most likely to produce unique invertebrate fossil assemblages or unique vertebrate fossil remains and are, therefore, highly sensitive.
- **Moderate**: Moderate resource potential and moderate sensitivity are assigned to geologic formations known to contain paleontological localities. These geologic formations are judged to have a strong, but often unproven, potential for producing unique fossil remains.
- **Low**: Low resource potential and low sensitivity are assigned to geologic formations that, based on their relatively young age and/or high-energy depositional history, are judged unlikely to produce unique fossil remains. Low resource potential formations rarely produce fossil remains of scientific significance and are considered to have low sensitivity. However, when fossils are found in these formations, they are often very significant additions to the geologic understanding of the area.
- **Marginal**: Marginal resource potential and marginal sensitivity are assigned to geologic formations that are composed either of volcaniclastic (derived from volcanic sources) or metasedimentary rocks, but that nevertheless have a limited probability of producing fossils from certain formations at localized outcrops. Volcaniclastic rock can contain organisms that were fossilized by being covered by ash, dust, mud, or other debris from volcanoes. Sedimentary rocks that have been metamorphosed by heat and/or pressure caused by volcanoes or plutons are called metasedimentary. If the sedimentary rocks contained paleontological resources, those resources may have survived the metamorphism and still be identifiable within the metasedimentary rock, but since the probability of this occurring is so limited, these formations are considered marginally sensitive.
- **No Potential**: No resource potential is assigned to geologic formations that are composed entirely of volcanic or plutonic igneous rock, such as basalt or granite, including artificial fill materials that lose the stratigraphic/geologic context of any contained organic remains (e.g.,

1 County of San Diego, Guidelines for Determining Significance Paleontological Resources, March 19, 2007 https://www.sandiegocounty.gov/dplu/docs/Paleo-Guidelines.pdf

fossils) and therefore do not have any potential for producing fossil remains. These formations have no paleontological resource potential—i.e., they are not sensitive.

Geologic Formations

The City of National City contains several geologic formations, which include a sequence of marine and non-marine sedimentary rock units that record portions of the last 140 million years of earth history (see Figure 4.4-1 and Figure 4.4-2). Over this time period, the relationship of land and sea has fluctuated drastically, such that today there are ancient marine rocks preserved up to elevations about 900 feet above sea level. The local geology of National City consists primarily of Holocene and Pleistocene Formations (see Figure 4.4-1).[2] The listed geologic units and their paleontological sensitivity are summarized in Table 4.4-1.

Table 4.4-1 Paleontological Sensitivities of Geologic Formations in National City

Geologic Formation		Paleontological Sensitivity
Qya	*Young alluvial flood-plain deposits (Holocene and late Pleistocene)*	Low
Qop6	*Bay Point Formation - Old paralic deposits, undivided (late to middle Pleistocene) Unit 6*	High
Qvop	*Lindavista Formation - Very old paralic deposits, undivided (middle to early Pleistocene)*	Moderate
Tsdss	*San Diego Formation (early Pleistocene and late Pliocene) – marine sandstone*	High
af	*Artificial Fill*	None

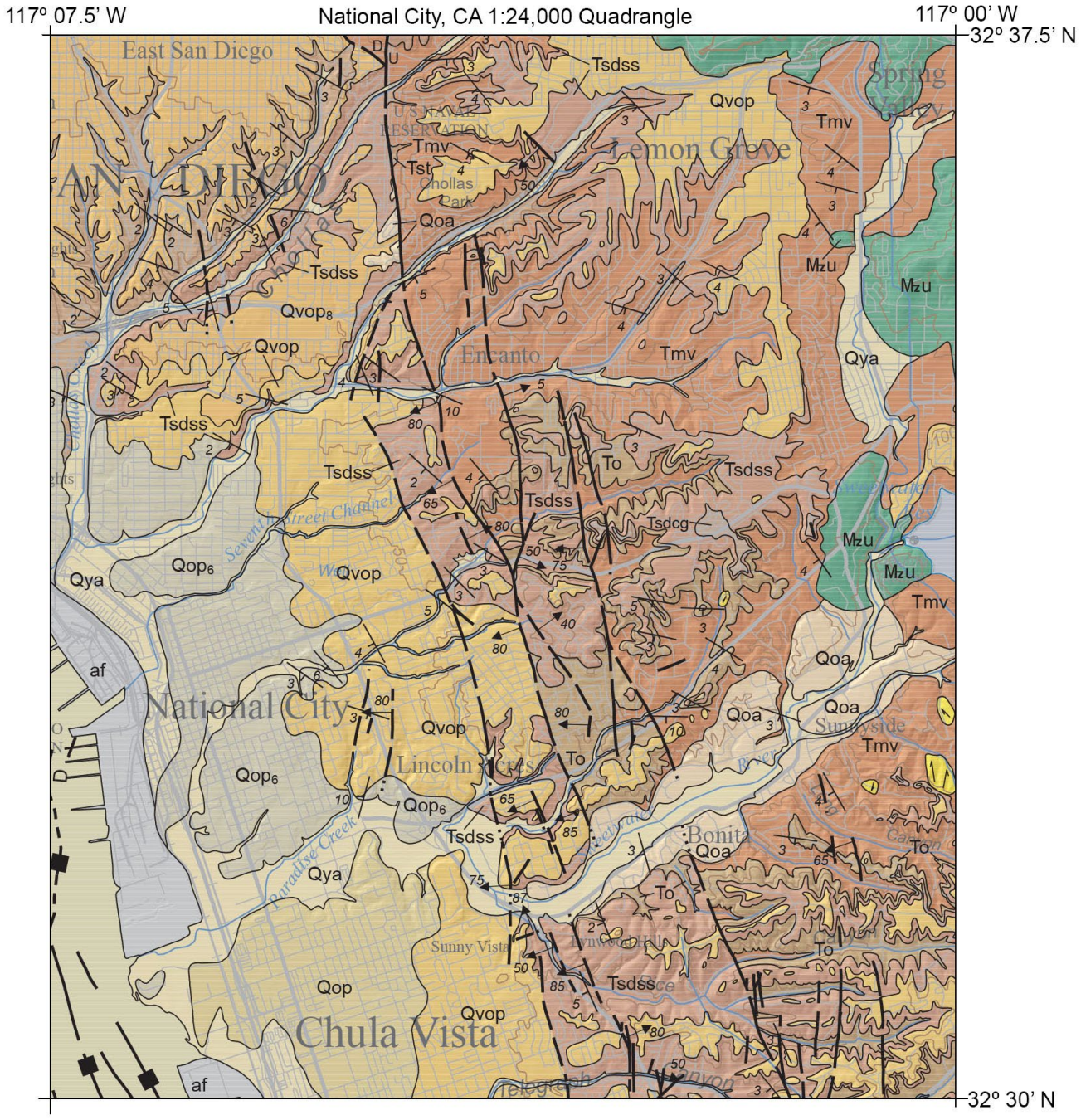
Source:
Mira Costa College, Geology of the San Diego Quadrangle (1:100,000 scale), National City, CA 1:24,000 Quadrangle, April 23, 2017
https://gotbooks.miracosta.edu/fieldtrips/san_diego_maps/san_diego_maps/maps_geology/national_city.html
https://gotbooks.miracosta.edu/fieldtrips/san_diego_maps/san_diego_maps/images/legend_SD.jpg

Young alluvial flood-plain deposits (Holocene and late Pleistocene) (Qya)

Holocene- and late Pleistocene-age alluvial flood plain deposits occur in modern floodplains. These deposits are generally less than 11,700 years old and range in composition from unconsolidated to moderately consolidated silt, sand, pebbly and cobbly sand, and boulders. Young alluvial flood plain deposits are assigned a low paleontological sensitivity based on their relatively young geologic age and lack of recorded fossil collection localities. However, these deposits commonly overlie geologic units of high or moderate paleontological sensitivity that could be impacted by construction where the contact is relatively shallow.[3] These formations are present along the entire west coast of the Planning Area and also branch across the Planning Area in narrow bands, especially along the southern edge of the Planning Area following Paradise Creek.

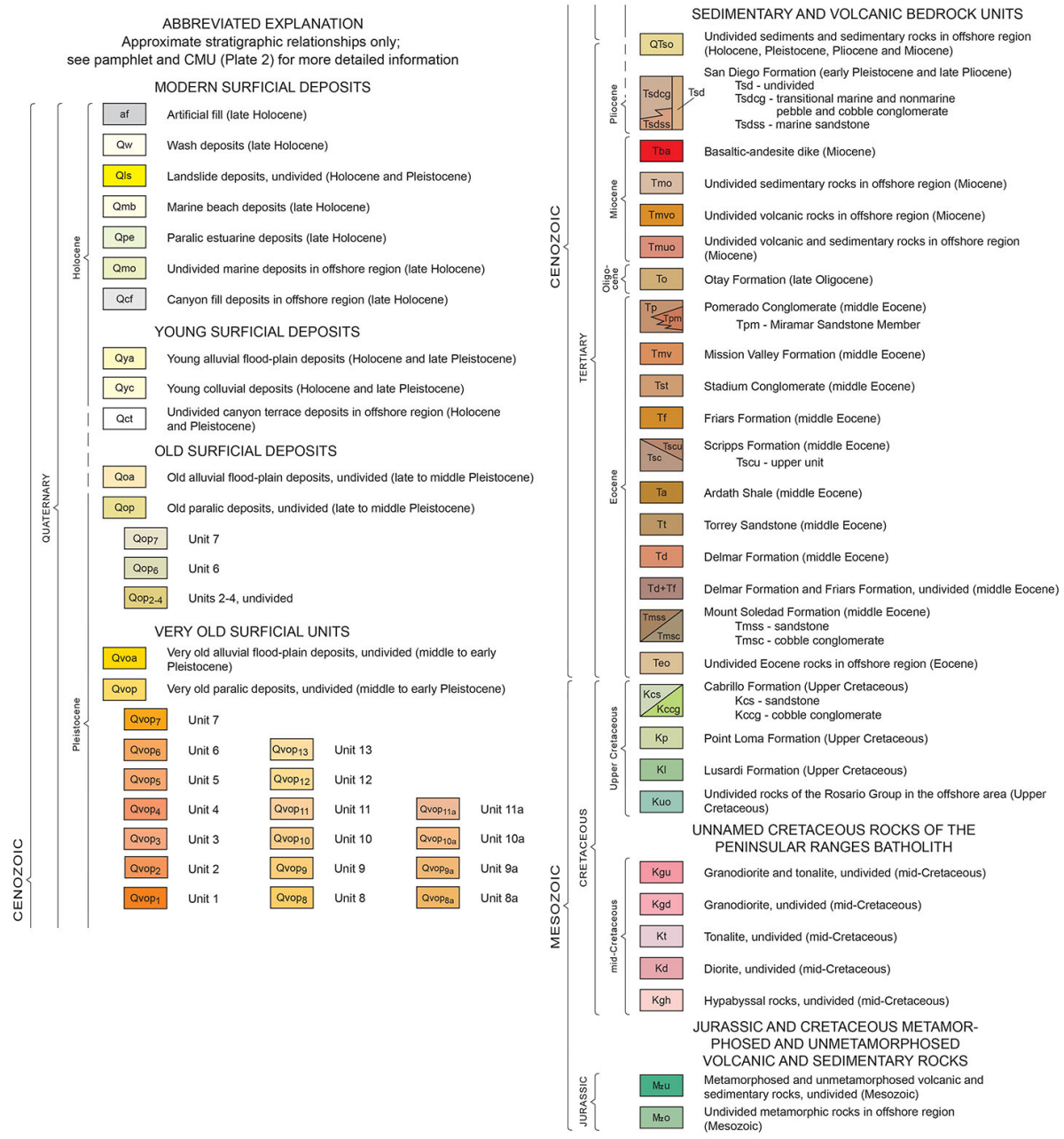
2 Mira Costa College, Geology of the San Diego Quadrangle (1:100,000 scale), National City, CA 1:24,000 Quadrangle, April 23, 2017
https://gotbooks.miracosta.edu/fieldtrips/san_diego_maps/san_diego_maps/maps_geology/national_city.html
https://gotbooks.miracosta.edu/fieldtrips/san_diego_maps/san_diego_maps/images/legend_SD.jpg
3 San Diego Natural History Museum, Appendix N Paleontological Resources Review Memorandum for the Carmel Mountain Ranch Golf Course Project Attachment A Paleontological Records Search Results Letter, January 21, 2020,
https://www.sandiego.gov/sites/default/files/dsd_appendix_n_paleo_resources_review_memo.pdf

Figure 4.4-1 National City Quadrangle – Geologic Formations



Source: Mira Costa College, Geology of the San Diego Quadrangle (1:100,000 scale), National City, CA 1:24,000 Quadrangle, April 23, 2017
https://gotbooks.miracosta.edu/fieldtrips/san_diego_maps/san_diego_maps/maps_geology/national_city.html

Figure 4.4-2 National City Quadrangle – Geologic Formations (Key)



Source: Mira Costa College, Geology of the San Diego Quadrangle (1:100,000 scale), National City, CA 1:24,000 Quadrangle, April 23, 2017
https://gotbooks.miracosta.edu/fieldtrips/san_diego_maps/san_diego_maps/images/legend_SD.jpg

Bay Point Formation - Old paralic deposits, undivided (late to middle Pleistocene) Unit 6 - Qop6)
Middle to late Pleistocene-aged paralic deposits primarily consisting of interfingered strandline, beach, estuarine and colluvial deposits composed of dark reddish brown to brown, dense to very dense, fine- to medium-grained, silty to clayey sandstone with interbedded siltstone, sandstone, and conglomerate.[4] The Bay Point Formation has been assigned a high paleontological sensitivity for the diverse and well-preserved fossils.[4] This geologic unit underlies much of the western and central parts of the Planning Area.

Lindavista Formation - Very old paralic deposits, undivided (middle to early Pleistocene) (Qvop)
These deposits of reddish-brown interfingered strandline, beach, estuarine, and colluvial deposits are composed of siltstone, sandstone, and conglomerate. They are poorly sorted and moderately permeable and rest on the now emergent wave-cut abrasion platforms preserved by regional uplift.[5] This geological unit is assigned moderate paleontological sensitivity due to previous yields of scientifically significant marine invertebrate and vertebrate specimens.[6] This geologic unit underlies a majority of the eastern half of the Planning Area.

San Diego Formation (early Pleistocene and late Pliocene) – marine sandstone (Tsdss)
The San Diego Formation is a marine sedimentary rock unit of late Pliocene- to early Pleistocene-age (approximately 3.5 to 1.5 million years old), which was deposited in an open-marine embayment similar in size and shape to modern-day Monterey Bay. The San Diego Formation has produced fossils from numerous localities discovered in the San Diego coastal plain. The formation is well known for its rich fossil beds that have yielded extremely diverse assemblages of marine species and rare remains of terrestrial mammals, and therefore has been assigned a high paleontological sensitivity.[7] This geologic unit is mostly present along the far eastern edges of the Planning Area.

Artificial Fill (af)
No fossils of paleontological interest are located in artificial fill materials, which are artificially compacted fill deposits. Any contained organic remains have lost their original stratigraphic/geologic context due to the disturbed nature of the artificial fill materials. Artificial fill materials are assigned a no paleontological resource sensitivity due to the loss of the stratigraphic/geologic context of any contained organic remains (e.g., fossils).[7] Artificial fill mostly underlays the coastal portions of the Planning Area underneath the Naval Base down south to the Sweetwater Channel.

4.4.1.2 Paleontological Resources
There are no known resources within the Planning Area.

4.4.2 Regulatory Framework
No federal regulatory framework currently exists for paleontological resources. Paleontological resources are limited, nonrenewable resources of scientific and educational value, which are afforded protection under state laws and regulations.

4 Leighton and Associates, Inc., Geologic Study for the Barrio Logan Community Plan Update PEIR, October 19, 2012
5 Dyett and Bhatia Urban and Regional Planners, Draft Geotechnical Desktop Study for Southeastern San Diego and Encanto Neighborhoods Community Plan Updates, City of San Diego, January 13, 2015
https://www.sandiego.gov/sites/default/files/legacy/planning/programs/ceqa/2015/150708apphgeotechnicalstudy.pdf
6 Dudek, Paleontological Resources Inventory Report for the Encompass Health Chula Vista Project, January 2021
https://www.chulavistaca.gov/home/showpublisheddocument/22168/637503684909130000
7 San Diego Natural History Museum, Appendix M Paleontological Resources Assessment for the Old Town San Diego and Midway-Pacific Highway Corridor Community Plan Updates, October 14, 2013. https://www.sandiego.gov/sites/default/files/appendix_m_paleontological_resource_assessment_0.pdf

4.4.2.1 State

The California Environmental Quality Act (CEQA)
Future discretionary development projects are required to undergo environmental review pursuant to CEQA, which would include an assessment of impacts to paleontological resources and mitigation in the event of discovery.

California Public Resources Code (PRC)

Section 5097.5
Section 5097.5 of the PRC states:

> *No person shall knowingly and willfully excavate upon, or remove, destroy, injure or deface any historic or prehistoric ruins, burial grounds, archaeological or vertebrate paleontological site, including fossilized footprints, inscriptions made by human agency, or any other archaeological, paleontological or historical feature, situated on public lands, except with the express permission of the public agency having jurisdiction over such lands. Violation of this section is a misdemeanor.*

As used in this section, "public lands" means lands owned by, or under the jurisdiction of, the State or any city, county, district, authority, or public corporation, or any agency thereof. Consequently, National City is required to comply with PRC 5097.5 for its activities on publicly owned land.

4.4.2.2 Local

National City Open Space and Agricultural Element
The Open Space and Agricultural Element contains Policy OS-8.8, which would minimize or avoid impacts to paleontological resources:

Cultural and Paleontological Resources

- ***Goal OS-8:*** *The identification, preservation, and enhancement of the city's historic, cultural, and paleontological resources.*
    - ***Policy OS-8.8*** *requires monitoring for sub-surface cultural and paleontological resources during grading and construction activities for all development projects.*

4.4.3 Significance Determination Thresholds

The 2022 CEQA Guidelines Appendix G, Issue VI. Geology and Soils includes the following significance thresholds related to Paleontology:

f) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?

Discussion of impacts under thresholds (a) through (e) related to the discussion of Geology and Soils is located in Chapter 7 Comprehensive Land Use Update PEIR Subject Areas Requiring No Change in Analysis.

4.4.4 Issue 1: Paleontological Resources

Impacts would be considered significant if development would require excavation within a geologic formation with high paleontological resource sensitivity. Buildout of the Focused General Plan Update (FGPU) would not directly result in physical construction that could impact paleontological resources. However, future development consistent with the FGPU and the associated construction activities could result in direct or indirect impacts to paleontological resources, depending on the depth and quantity of ground disturbance proposed. The geologic unit upon which the proposed development is to take place would be considered in application approval. All requests for grading permits would require submittal of a preliminary geotechnical report with these geologic units identified. Construction activities such as grading and excavation within paleontologically sensitive areas may result in the accidental destruction or disturbance of paleontological resources. Additionally,

development may draw the public to gather in areas with visible paleontological resources, resulting in destruction, illicit collection, or prospecting by unauthorized persons.

Future development activities consistent with the FGPU would be required to comply with General Plan Policy OS-8.8 regarding monitoring for subsurface paleontological resources during grading and construction activities for development projects. The City only requires monitoring under this policy for vacant, undeveloped parcels as a condition for the grading permit. Future discretionary development projects would also be required to undergo environmental review pursuant to CEQA, which would include an assessment of potential impacts to paleontological resources and site-specific mitigation in the event of discovery. However, ministerial and capital projects could occur without paleontological monitoring, which may result in unanticipated discovery during construction. Furthermore, monitoring alone would not provide adequate mitigation should an inadvertent discovery of a paleontological resource occur during construction. Since site-specific development details are not available at the time of this program level of analysis, potential impacts to paleontological resources are considered *significant* (**Impact PALEO-1**).

4.4.5 Mitigation, Monitoring, and Reporting

MM-PALEO-1 Paleontological Monitoring and Excavation Plan:

All proposed site-specific projects under the Focused General Plan Update (FGPU) shall be reviewed by the Planning Department for the potential to result in impacts to paleontological resources. A project may result in impacts to paleontological resources if it:

(a) Is situated above any area of moderate to high paleontological sensitivity (as defined in the 2022 FGPU Supplemental Program Environmental Impact Report Chapter 4.4 Paleontology);
(b) Would result in greater than 1,000 cubic yards of excavation at 10 feet or greater of depth in an area of high sensitivity; or
(c) Would result in greater than 2,000 cubic yards of excavation at 10 feet or greater depth in an area of moderate sensitivity.

Projects meeting the above criteria shall be subject to implementation of the following mitigation framework:

(a) A qualified paleontological monitor shall be present during ground disturbance. The monitor shall have the authority to stop and/or divert grading, trenching, or excavating within an appropriate radius of the find if a paleontological resource is encountered.
(b) An excavation plan shall be implemented to mitigate the discovery. Excavation shall include the salvage of the fossil remains (simple excavation or plaster-jacketing of larger and/or fragile specimens); recording of stratigraphic and geologic data; and transport of fossil remains to laboratory for processing and curation.

4.4.6 Significance after Mitigation

Paleontological resources represent a limited, nonrenewable, sensitive scientific and educational resource. Impacts to resources (**Impact PALEO-1**) would be *less than significant with mitigation* (**MM-PALEO-1**).

4.5 HAZARDS AND HAZARDOUS MATERIALS

This section describes the potential for hazardous materials and other hazards that could affect the health and safety of the community as a result of the Focused General Plan Update (FGPU). The analysis is based on the 2011 Comprehensive Land Use Update (CLUU) Program Environmental Impact Report (PEIR), with an emphasis on conditions that may have changed since approval of the 2011 CLUU PEIR. Hazards related to airports and wildland fires are discussed in Chapter 7 Comprehensive Land Use Update PEIR Subject Areas Requiring No Change in Analysis.

4.5.1 Existing Conditions

This section describes potential hazards related to hazardous materials, brownfields, and emergency preparedness in National City. Hazards relating to water and water quality are discussed in Chapter 7, Section 7.7 Hydrology and Water Quality.

Hazardous Materials Transportation, Storage, Use, and Disposal

Hazardous materials include a wide variety of substances commonly used in households and businesses. Used motor oil, paint, solvents, lawn care and gardening products, household cleaners, gasoline, and refrigerants are among the diverse range of substances classified as hazardous materials. Nearly all businesses and residences generate some amount of hazardous waste. Certain businesses and industries generate larger amounts of such substances, including gas stations, automobile service and repair shops, printers, dry cleaners, and photo processors. Hospitals, clinics, and laboratories generate medical waste, which is also potentially hazardous.

Health and environmental risks associated with hazardous materials are related to releases that can occur at facilities (fixed site) or along transportation routes (off site). Releases can occur as a result of human carelessness, technological failure, intentional acts, and natural hazards. Hazardous materials releases, depending on the substance involved and type of release, can directly cause injuries and death and/or contaminate air, water, and soils.

The Planning Area is developed with a variety of land uses, including commercial office, retail, industrial, civic, and residential uses. Past land use within the Planning Area also included heavier industrial uses. The types of businesses in the Planning Area that are or were likely to generate hazardous waste or to store hazardous substances, including petroleum products, include gasoline service stations; automobile repair facilities, dealerships, and other automobile-related facilities; transit operations; dry cleaning facilities; chemical facilities; and medical and dental facilities. Per the Adopted General Plan Safety Element, National City has a greater number of hazardous materials facilities per square mile than the incorporated areas of San Diego County, particularly within the Westside (Old Town) neighborhood, where some of these facilities are within close proximity to residential uses. Furthermore, there are Unified Port of San Diego (Port) and Navy facilities directly adjacent to the Planning Area that may involve the routine transportation and use of hazardous materials. The City does not regulate these uses and does not have authority over Naval or Port activities.

Household hazardous waste may be generated by residential uses throughout the Planning Area. Household hazardous waste is any product labeled toxic, poison, corrosive, flammable, combustible, or irritant that is disposed of. Hazardous materials, used in many household products (such as drain cleaners, waste oil, cleaning fluids, insecticides, and car batteries), are often improperly disposed of as part of normal household trash. These hazardous materials can interact with other chemicals to create risks to people or cause soil and groundwater contamination.

Brownfields

Brownfields are normally characterized as real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.[1]

In addition to being, or suspected to be, contaminated, brownfields are generally underutilized due to perceived remediation costs and liability concerns. National City's industrial and shipping-based history resulted in a substantial amount of the acreage west of Interstate-805 containing brownfields.

Known Hazardous Materials Sites

State Water Resources Control Board

The GeoTracker database[2] is the State Water Resources Control Board (SWRCB) data management system for managing sites that impact groundwater, especially those that require groundwater cleanup (leaking underground storage tanks, Department of Defense, Site Cleanup Program), as well as permitted facilities such as operating underground storage tanks and land disposal sites. Leaking underground storage tanks are a significant source of petroleum impacts to groundwater and can also result in potential threats to health and safety. The SWRCB records soil and/or groundwater contamination caused by leaking underground storage tanks in its GeoTracker database.

According to the GeoTracker database, the City currently has 165 sites listed, with 159 of those sites listed as closed and 12 listed as open, with active site assessment, active remediation, or an inactive cleanup program (see Figure 4.5-1 and Appendix 13.C.4 GeoTracker Database Search).

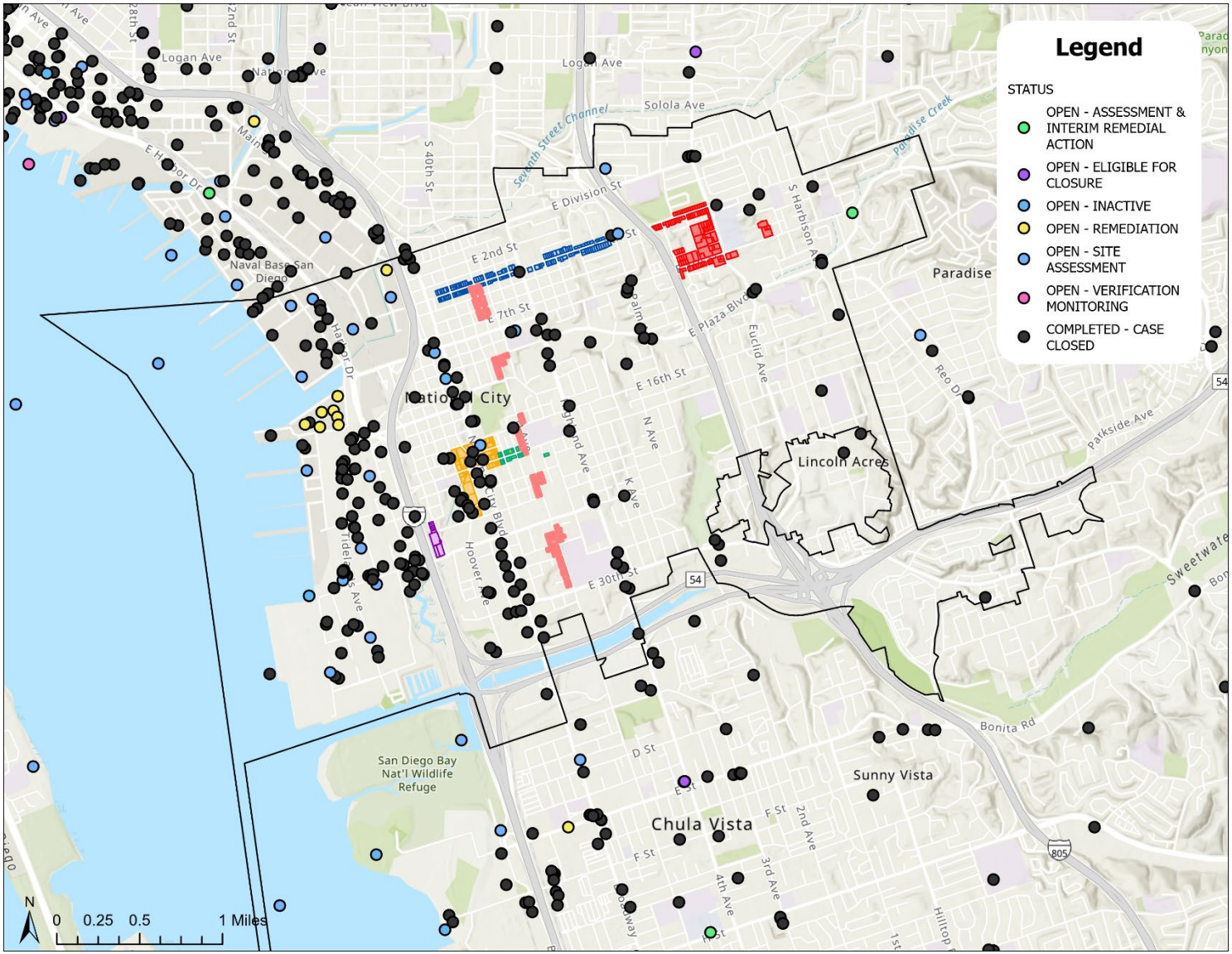
California Department of Toxic Substances Control (DTSC)

The State of California Hazardous Waste and Substances Site List (also known as the Cortese List) is a planning document used by State and local agencies to comply with the California Environmental Quality Act (CEQA) requirements in providing information about the location of hazardous materials sites. The DTSC is responsible for preparing a portion of the information contained in the Cortese List, through its EnviroStor database of sites listed pursuant to Section 25256 of the Health and Safety Code. This includes a listing of hazardous substance release sites selected for, and subject to, a response action. EnviroStor must update the list of sites at least annually to reflect new information regarding previously listed sites or the addition of new sites requiring a response action.

According to the EnviroStor Data Management System,[3] National City has 22 sites listed sites; of these, three are active, eight are inactive and require an evaluation or action, two require no further action, one is undergoing closure, and seven are under evaluation by a local agency (see Appendix 13.C.5 EnviroStor Database Search). The DTSC's online data management system tracks the department's cleanup, permitting, enforcement, and investigation efforts at hazardous waste facilities and sites with known or suspected contamination issues.

1 EPA, Overview of EPA's Brownfields Program, https://www.epa.gov/brownfields/overview-epas-brownfields-program.
2 SWRCB, GeoTracker, https://geotracker.waterboards.ca.gov/
GeoTracker contains records for sites that require cleanup, such as leaking underground storage tank sites, Department of Defense Sites, and Site Cleanup Program sites. GeoTracker also contains records for various unregulated projects, as well as permitted facilities, including irrigated lands, oil and gas production, operating permitted underground storage sites, and land disposal sites.
3 The DTSC's EnviroStor database is an online search and geographic information system (GIS) tool for identifying sites that have known or potential contamination, as well as facilities permitted to treat, store, or dispose of hazardous waste. The EnviroStor database includes the following hazardous waste facilities and cleanup sites: permitted treatment, storage, and disposal facilities; federal Superfund (National Priorities List) sites; State response sites, including military facilities and State Superfund sites; voluntary cleanup sites; school sites; and corrective action sites.

Figure 4.5-1 GeoTracker Hazardous Waste Sites



Source: SWRCB, GeoTracker, National City, Accessed September 26, 2022

San Diego County
In addition, the San Diego County Hazardous Materials Division (HMD), a division of the Department of Environmental Health (DEH), manages the Hazardous Materials Management Database (HMMD). The goal of the HMD is to protect human health and the environment by ensuring that hazardous materials, hazardous waste, medical waste, and underground storage tanks are properly managed. To accomplish this goal, the HMD regulates facilities that:

- Handle or store hazardous materials in reportable amounts, per the Hazardous Material Business Plan (HMBP) (see Section 4.5.2.3, below)
- Are part of the California Accidental Release Prevention (CalARP) Program
- Generate or treat hazardous waste in any amount
- Generate or treat medical waste in any amount
- Are subject to the Aboveground Petroleum Storage Act
- Own or operate underground storage tanks

All businesses in the County of San Diego that conduct any of these activities are required by law to obtain and maintain a valid Unified Program Facility Permit (UPFP). Per the Certified United Program Agency (CUPA) Permitted Facility Records Search, 193 businesses in National City have a "complete" or "issued" status within the UPFPs database (see Appendix 13.C.6 San Diego County CUPA Permitted Facility Records Search).

Older Structures
Hazardous materials are commonly found in the building materials of structures, including residential structures, built prior to approximately 1978. Buildings constructed prior to 1978 potentially contain hazardous building materials such as asbestos-containing material (ACM); lead-containing surfaces, including lead-based paint (LBP); and other toxic materials such as mercury, polychlorinated biphenyls (PCBs), and freon. A land use inventory and field reconnaissance identified the presence of numerous buildings within the Planning Area built prior to 1978.

4.5.2 Regulatory Framework

4.5.2.1 Federal

Federal Disaster Mitigation Act 2000
The Federal Disaster Mitigation Act requires all local governments to create a disaster plan in order to qualify for funding for hazard mitigation planning projects. A Multi-hazard Mitigation Plan is a countywide plan that identifies risks and ways to minimize damage by natural and human-caused disasters. The plan is a comprehensive resource document that serves many purposes, such as enhancing public awareness, creating a decision tool for management, promoting compliance with State and federal program requirements, enhancing local policies for hazard mitigation capability, and providing inter-jurisdictional coordination. The County of San Diego's Multi-Jurisdiction Hazard Mitigation Plan (2018)[4] includes all of the cities in the County, as well as unincorporated areas. Hazard mitigation plans must be updated every five years.

Resource Conservation and Recovery Act (RCRA) (42 United States Code [U.S.C.] Section 6901 et seq.)
RCRA regulates the identification, generation, transportation, storage, treatment, and disposal of solid and hazardous materials. The U.S. Environmental Protection Agency has the authority under RCRA to authorize states to implement RCRA, and California is a RCRA-authorized state. Title 40 California Code of Regulations, Part 290 establishes technical standards and corrective action requirements for owners and operators of underground storage tanks under RCRA.

4 County of San Diego, Multi-Jurisdiction Hazard Mitigation Plan, 2018 https://www.sandiegocounty.gov/oes/emergency_management/oes_jl_mitplan.html

Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) (42 U.S.C. Section 9601 et seq.)
CERCLA provides broad federal authority to respond directly to releases or threatened releases of hazardous substances that may endanger public health or the environment. This act established the National Priorities List of contaminated sites and the Superfund cleanup program. CERCLA established the requirements for abandoned hazardous waste sites and provides for liability of persons responsible for releases of hazardous waste at these sites.

The Superfund Amendments and Reauthorization Act (SARA) amends CERCLA and increases state involvement by requiring Superfund actions to consider state environmental laws and regulations. SARA also established a regulatory program for underground storage tanks and the Emergency Planning and Community Right-to-Know Act.

Toxic Substances Control Act (15 U.S.C. Section 2601 et seq.)
The Toxic Substances Control Act regulates manufacturing, inventory, and disposition of industrial chemicals, including hazardous materials. It addresses the production, importation, use, and disposal of specific chemicals, including PCBs, ACM, and LBP.

Community Environmental Response Facilitation Act of 1992
The Community Environmental Response Facilitation Act requires the federal government, before termination of federal activities on any real property owned by the government, to identify real property where no hazardous substance was stored, released, or disposed of.

Emergency Planning and Community Right-to-Know Act (42 U.S.C. Section 11001 et seq. and 40 Code of Federal Regulations Part 350.1 et seq.)
The Emergency Planning and Community Right-to-Know Act regulates facilities that use hazardous materials in quantities that mandate reporting to emergency response officials.

Occupational Safety and Health Act of 1970
The Occupational Safety and Health Act requires training handlers of hazardous materials, notifying employees who work in the vicinity of hazardous materials, acquiring safety data sheets that describe the proper use of hazardous materials, and training employees to remediate any accidental releases of hazardous material. It also regulates lead and asbestos as they relate to employee safety to reduce potential exposure. Additionally, this act requires contractors conducting LBP and ACM surveys and removal to be certified by the U.S. Occupational Safety and Health Administration.

Federal Compliance with Pollution Control (Executive Order 12088 of 1978)
Executive Order 12088 requires federal agencies to take necessary actions to prevent, control, and abate environmental pollution that results from federal facilities and activities that federal agencies control.

4.5.2.2 State

CEQA
Under the CEQA Guidelines Article 19, Categorical Exemptions, Section 15300.2(e) applies to hazard waste sites. Per CEQA, "A categorical exemption shall not be used for a project located on a site, which is included on any list compiled pursuant to Section 65962.5 of the Government Code." Therefore, even if a project were otherwise qualified for an infill exemption (15332) or New Construction or Conversion of Small Structures exemption (15303), etc., it would not be exempt from CEQA if located on a listed hazardous waste site, and the Lead Agency would be required to prepare a negative declaration or environmental impact report.

California Government Code Health and Safety Code Title 26 Toxics, Division 20 Miscellaneous Health and Safety Provisions, Chapter 6.5 Hazardous Waste Control[5]

Chapter 6.5 of the California Health and Safety Code establishes regulations and incentives that ensure that the generators of hazardous waste employ technology and management practices for the safe handling, treatment, recycling, and destruction of their hazardous wastes prior to disposal.

Article 3.5 Hazardous Waste Management Plans (Section 25135, et. seq.)

Article 3.5 gives cities the ability to defer to a county's department of environmental health on the subject of hazardous waste management. Specifically:

a) *The Legislature finds and declares as follows:*
    1. *An effective planning process involving public and private sector participation exists at the county level for establishing new, or expanding existing, solid waste facilities, but an equivalent process has not been established at the local level to plan for the management of hazardous wastes.*
    2. *Counties are presently required to prepare solid waste management plans for all waste disposal within each county and for all waste originating in each county. While the department has requested that counties include in their solid waste management plans a hazardous waste management element, there is not presently a clear mandate that they do so.*
    [...]
b) *It is the intent of the Legislature that the hazardous waste management plans prepared pursuant to this article serve as the primary planning document for hazardous waste management at the local level; that the plans be integrated with other local land use planning activities to ensure that suitable locations are available for needed hazardous waste facilities; that land uses adjacent to, or near, hazardous waste facilities, or proposed sites for these facilities, are compatible with their operation; and that the plans are prepared with the full and meaningful involvement of the public, environmental groups, civic associations, generators of hazardous wastes, and the hazardous waste management industry.*

California Government Code Health and Safety Code Title 26 Toxics, Division 20 Miscellaneous Health and Safety Provisions, Chapter 6.95 Hazardous Materials Release Response Plans and Inventory (Section 25500 et. seq)[6]

The Legislature declares that, in order to protect the public health and safety and the environment, it is necessary to establish business and area plans relating to the handling and release or threatened release of hazardous materials. The establishment of a statewide environmental reporting system for these plans is a statewide requirement. Basic information on the location, type, quantity, and health risks of hazardous materials handled, used, stored, or disposed of in the state, which could be accidentally released into the environment, is required to be submitted to firefighters, health officials, planners, public safety officers, health care providers, regulatory agencies, and other interested persons. The information provided by business and area plans is necessary in order to prevent or mitigate the damage to the health and safety of persons and the environment from the release or threatened release of hazardous materials into the workplace and environment.

California Fire Code 2019 Chapter 1 Scope and Administration Section 105 Permits Section 105.1 (et. seq.)[7]

A property owner or owner's authorized agent who intends to conduct an operation or business, or install or modify systems and equipment that are regulated by this code, or to cause any such work to be performed, shall first make application to the fire code official and obtain the required permit. [...] *A permit shall constitute permission to maintain, store or handle materials; or to conduct processes that produce conditions hazardous to life or property;*

5 California Legislative Information, California Law, Chapter 6.5 Hazardous Waste Control, https://leginfo.legislature.ca.gov/faces/codes_displayexpandedbranch.xhtml?lawCode=HSC&division=20.&title=&part=&chapter=6.5.&article=3.5.&goUp=Y
6 California Legislative Information, California Law, Chapter 6.95. Hazardous Materials Release Response Plans and Inventory 25500-25547.8 https://leginfo.legislature.ca.gov/faces/codes_displayexpandedbranch.xhtml?tocCode=HSC&division=20.&title=&part=&chapter=6.95.&article=
7 2019 California Fire Code, Title 24, part 9, https://codes.iccsafe.org/content/CFC2019P1/chapter-1-scope-and-administration

or to install equipment utilized in connection with such activities; or to install or modify any fire protection system or equipment or any other construction, equipment installation or modification in accordance with the provisions of this code where a permit is required by Section 105.6 [Required Operational Permits] *or 105.7* [Required Construction Permits], [which includes hazardous materials, as detailed under Section 105.6.20].

4.5.2.3 Local

County of San Diego DEH

HMD is the CUPA for San Diego County, responsible for regulating facilities that handle or store hazardous materials, are a part of the CalARP Program, generate or treat hazardous waste, store at least 1,320 gallons of aboveground petroleum, and own or operate underground storage tanks. The County DEH is the local agency responsible for implementing CalARP, a State-mandated program. CalARP focuses on prevention through awareness by reducing the potential of the release of extremely poisonous gases such as chlorine, ammonia, sulfur dioxide, and/or other toxic materials. Facilities that handle such materials are required to have a Risk Management Program in place. A Risk Management Program outlines and analyzes worst-case scenarios as they relate to the community and provides an emergency response plan, equipment procedures and training, a mitigation or accidental release plan, prevention programs, and hazard and location assessments.

In conformance with the California Health and Safety Code, businesses that handle hazardous materials (including hazardous waste) or extremely hazardous substances at reportable quantities are required to prepare and submit an HMBP to the County DEH to receive a UPFP. The purpose of an HMBP is to minimize hazards to human health and the environment from unplanned, accidental releases of hazardous substances into the air, soil, or surface water. An HMBP must include an emergency response program that serves to manage emergencies at the given facility and prepare response personnel for a variety of conditions. HMBPs are submitted to the HMD and are reviewed and updated as necessary every three years, or in the event of an accidental release, change in materials storage location or use, or change in business name, address, or ownership.

According to the County DEH[8]:

> *The HMBP contains detailed information on the storage of hazardous materials at regulated facilities. The purpose of the HMBP is to prevent or minimize damage to public health, safety, and the environment, from a release or threatened release of a hazardous material. The HMBP also provides emergency response personnel with adequate information to help them better prepare and respond to chemical-related incidents at regulated facilities.*

San Diego County Code of Regulatory Ordinances Title 6 Health and Sanitation Division 8 Unified Program, Sewage and Solid Waste (Disclosure of Hazardous Waste Regulatory Ordinance)[9]

> *Chapter 8 Hazardous Incident Response Section 68.801 through Section 68.806*
> *It is the intent of the Board of Supervisors that the County, through its Office of Emergency Services (OES) and the Department of Environmental Health and Quality (Department), should continue to participate in regional arrangements to ensure prompt and effective responses to hazardous materials release incidents (including suspected and threatened releases) within the County.*
>
> *Chapter 9 Certified Unified Program Agency Section 68.901 (et. seq.)*
> *It is the intent of the Board of Supervisors that the Department of Environmental Health is designated as the Certified Unified Program Agency. It is further the intent of the Board of Supervisors that the Director of the Department of Environmental Health provide health care information and other appropriate*

8 San Diego County Department of Environmental Health and Quality, Hazardous Materials Business Plan (HMBP), https://www.sandiegocounty.gov/content/sdc/deh/hazmat/hazmat.html
9 San Diego County Code of Regulatory Ordinances, Title 6 Health and Sanitation, https://codelibrary.amlegal.com/codes/san_diego/latest/sandiego_regs/0-0-0-71708

technical assistance on a 24-hour basis to emergency responders in the event of a hazardous waste incident involving community exposure. [...]

(a) The Director, in addition to their other duties, is hereby designated as the Officer to implement and enforce the Unified Program as certified by the California Secretary for Environmental Protection and specified in the California Health and Safety Code, Chapter 6.11 (commencing with Section 25404). No business, person, owner or operator shall have a unified program facility as defined in Section 68.904.5 without obtaining a unified program facility permit with the applicable permit elements from the Director.

Chapter 11 Certified Unified Program Agency, Hazardous Materials Inventory and Response Plan Section 68.1101 (et. Seq.)
It is the intent of the Board of Supervisors that the Director of the Department of Environmental Health shall implement Division 20, Chapter 6.95 of the Health and Safety Code. It is further the intent of the Board of Supervisors that the Director of the Department of Environmental Health expand the application of the Business Plan, Area Plan, other reporting, disclosure and monitoring requirements of Division 20, Chapter 6.95 of the Health and Safety Code in a manner hereinafter prescribed [in this chapter].

National City Municipal Code Title 9 Health and Sanitation Chapter 9.4 Disclosure of Hazardous Materials and Regulation of Hazardous Waste Establishments and Adoption of the Certified Unified Program Agency, Hazardous Materials Inventory and Response Plan[10]
The following sections of the National City Municipal Code adopted the language of the San Diego County Code, as described above.

9.40.010 - Adoption of county ordinance requiring the disclosure of hazardous materials
Chapter 8 Hazardous Incident Response (commencing with Section 68.801) of Division 8 of Title 6 of the San Diego County Code of Regulatory Ordinances, known as the Disclosure of Hazardous Materials Ordinance, was adopted as an ordinance of the city of National City, with any amendments and modifications of that division as have been or are duly adopted by the county of San Diego, unless local modifications are enacted by the city of National City, pursuant to law.

9.40.020 - Adoption of county ordinance regulating hazardous waste establishments
Chapter 9 of Title 6 of the San Diego County Code, commencing with Section 68.901, known as the Hazardous Waste Regulatory Ordinance, is hereby adopted as an ordinance of the city of National City, together with any amendments and modifications of that division as have been or are duly adopted by the county of San Diego, unless local modifications are enacted by the city of National City, pursuant to law.

9.40.040 - Adoption of the San Diego County Ordinance relating to the Certified Unified Program Agency, Hazardous Materials Inventory and Response Plan
Chapter 11 of Division 8 of Title 6 of the San Diego County Code, commencing with Section 68.1101, known as the "Certified Unified Program Agency, Hazardous Materials Inventory and Response Plan," is hereby adopted as an ordinance of the city of National City, together with any amendments and modifications of that division as have been, are or shall be duly adopted by the county of San Diego, unless local modifications are enacted by the city of National City. Copies of the code adopted by reference shall be kept on file in the office of the city clerk.

National City Municipal Code Title 15 Buildings and Construction Chapter 15.28 California Fire Code Section 15.28.002 (et seq.)

There is adopted by the city council of the city of National City for the purpose of prescribing regulations governing conditions hazardous to life and property from fire, hazardous materials or explosion and establishing a fire prevention bureau, the 2019 California Fire Code, and the appendices thereto, including both Administration Divisions I and II, published by the International Code Council and the California

10 National City Municipal Code, https://library.municode.com/ca/national_city/codes/code_of_ordinances?nodeId=16516

Building Standards Commission, and the National Fire Protection Association Standards (current edition) published by the National Fire Protection Association, save and except such portions as are hereinafter deleted, added, or amended. Within this chapter, those codes may be collectively referred to as the California Fire Code. One copy of this adopted code is on file in the office of the fire marshal of the city of National City. The code is adopted and incorporated as fully as if set out as length herein, and from the date on which this chapter shall take effect, shall be controlling within the limits of the city of National City.

National City General Plan Safety Element

The 2011 General Plan Safety Element includes the following goals and policies regarding hazardous materials and hazardous waste within the City.

Compatible Development

- ***Goal LU-3:*** *A land use pattern that avoids the creation and continuance of incompatible land uses.*
    - ***Policy LU-3.9****: Ensure that any development that falls within an airport influence area (AIA) is consistent with the applicable Airport Land Use Compatibility Plan (ALUCP).*

Emergency and Disaster Preparedness and Response

- ***Goal S-5****: Minimized loss of life and property and disruptions in the delivery of vital public and private services during and following emergencies and disasters.*
    - ***Policy S-5.2****: Consult with San Diego County, the U.S. Navy, and other appropriate agencies regarding disaster preparedness planning, to establish evacuation routes for all types of emergencies, and to ensure the health and safety of residents during an emergency.*

Hazardous Materials, Brownfields, and Military Installations

- ***Goal S-7:*** *Minimized risks to life, property, and the environment associated with the storage, transport, and disposal of hazardous materials.*
    - ***Policy S-7.1:*** *Promote hazardous waste minimization and use of best available technology in City operations, where feasible.*
    - ***Policy S-7.2:*** *Continue to consult with the County and other appropriate agencies in the administration and enforcement of hazardous materials permit requirements, where feasible.*
    - ***Policy S-7.3****: Facilitate coordinated, effective response to hazardous materials emergencies in the City to minimize health and environmental risks.*
    - ***Policy S-7.5:*** *Ensure the compatibility of uses which store, collect, treat, or dispose of hazardous materials with adjacent uses.*
    - ***Policy S-7.6:*** *Work with the U.S. Navy to minimize public safety impacts from hazardous materials used in military operations.*
    - ***Policy S-7.7:*** *Work with property owners and lead agencies to reduce soil contamination from industrial operations and other activities that use, produce, or dispose of hazardous or toxic substances.*

Redevelopment of Brownfields

- ***Goal S-8:*** *The redevelopment of brownfields with appropriate uses that reduce safety hazards and enhance the character of the community*
    - ***Policy S-8.1:*** *Promote the clean-up and reuse of contaminated sites and prioritize remediation and redevelopment of brownfield sites within and adjacent to residential and mixed-use areas.*
    - ***Policy S-8.2:*** *Require owners of contaminated sites to develop a remediation plan, as required by State and Federal law*
    - ***Policy S-8.3:*** *Continue to use the Department of Toxic Substances Control (DTSC) and the State Water Resources Control Board (SWRCB) active databases of permitted and cleanup sites to monitor future uses at those locations. Require appropriate mitigation and clean-up of sites that are known to contain toxic materials as a condition of allowing reuse.*

City of National City Emergency Operations Plan (October 2020)[11]
The City of National City Emergency Operations Plan describes a comprehensive emergency management system that provides for a planned response to disaster situations associated with natural disasters, technological incidents, and nuclear-related incidents. It describes the overall responsibilities for protecting life and property and ensuring the overall well-being of the population. The plan also identifies the sources of outside support that might be provided by other jurisdictions as well as the private sector.

4.5.3 Significance Determination Thresholds

As of 2022, the CEQA Guidelines IX. Hazards and Hazardous Materials thresholds (a) through (g) contains the following significance thresholds:

a) *Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?*
b) *Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?*
c) *Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?*
d) *Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code § 65962.5 and, as a result, would it create a significant hazard to the public or the environment?*
e) *For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard or excessive noise for people residing or working in the project area?*
f) *Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?*
g) *Expose people or structures, **either directly or indirectly**, to significant risk of loss, injury, or death involving wildland fires?*

4.5.4 Methodology

The 2022 CEQA guidelines Section IX Hazards and Hazardous Materials added to the significance threshold (e) the text in bold:

e) *For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard or excessive noise for people residing or working in the project area?"*

Threshold (h) from the 2011 CEQA Guidelines was revised to remove the bolded text below, and the bolded text in the 2022 version of the threshold (renumbered as [g]) as bolded in Section 4.3.3, above, was not present.

h) *Expose people or structures to a significant risk of loss, injury, or death involving wildland fires, **including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands.***

The discussion of analysis under **thresholds (f) and (g)** can be found in Chapter 7, Comprehensive Land Use Update PEIR Subject Areas Requiring No Changes in Analysis under the discussion of Section 7.6 Hazards and Hazardous Materials, Issue 6 (Adopted Emergency Response Plan) and Issue 7 (Wildland Fires).

11 National City, Emergency Operations Plan, October 2020, https://www.nationalcityca.gov/home/showdocument?id=29721&t=638085241546870000

4.5.5 Issue 1: Transport, Use, and Disposal

Buildout of the FGPU would result in potential new residential, mixed-use, and industrial development that could involve the routine transport, use, and/or disposal of hazardous materials during construction or operations. Hazardous materials are presently found in conjunction with all land uses within the Planning Area, as described above in Section 4.5.1. Demolition and construction activities may result in the transport of hazardous materials (e.g., ACMs, LBPs, and/or contaminated soils); however, this transport would be limited in duration and would not be considered routine. Adoption of the FGPU would not result in a substantially greater volume of use or transport of hazardous materials presently occurring within the City.

The General Plan Safety Element contains goals and policies that would reduce the risks associated with the routine use, transportation, and disposal of hazardous materials that would apply to future development projects. In addition, the FGPU includes the updates to policies within the Safety Element, including:

- ***Policy S-7.8:*** *Promote the development of a Hazardous Materials Management Plan (HMMP) and Jurisdictional Urban Runoff Management Programs (JURMP). Ensure new development satisfies the requirements outlined in these management plans.*
- ***Policy S-8.4:*** *Ensure reuse developments prepare all required hazardous waste and material assessments, studies, and implement necessary avoidance, minimization, and/or mitigation measures.*

As a new addition to the Safety Element, Policy S-7.8 would apply to all commercial and industrial development projects. Future development projects would be subject to consistency review with the requirements of the HMMP and JURMP.[12] All applicants would be required to submit a Hazardous Materials Questionnaire to the County DEH or the Air Pollution Control District for review and approval, with the exception of tenant improvement applications. DEH approval would be required to be filed prior to issuance of a building permit by the City's Building Department.

Policy S-8.4 would ensure all reuse development projects prepare an HMBP and Risk Management Program per DEH requirements. The DEH would issue a UPFP prior to issuance of the building permit from the National City Building Department. Any mitigation would be developed during this review and would be a condition of issuance of a UPFP.

Future development also would be required to comply with City Municipal Code sections 9.40.010, 9.40.020, and 9.40.040, which would require all businesses handling hazardous wastes to be permitted by the CUPA program prior to operations. As noted in the regulatory setting above, all requirements of these code sections are administered through compliance with the California Fire Code, which would be checked by the County DEH as a condition of the issuance of a UPFP.

Therefore, with compliance with General Plan policies, the municipal code, and federal and State regulations, the impact of future development consistent with the FGPU in creating a significant hazard to the public through the routine use, transport, and disposal of hazardous materials would be *less than significant.*

4.5.6 Issue 2: Reasonably Foreseeable Upset and Accident Conditions

Future development associated with the FGPU is not anticipated to increase the likelihood of upset and accident conditions potentially involving the release of hazardous materials into the environment. The accidental upset of hazardous materials—either known or unknown—could occur during excavation

12 National City, Jurisdictional Runoff Management Program (JURMP), June 2020
https://www.nationalcityca.gov/home/showpublisheddocument/25037/637286133402730000

and construction of future infill development. Exposure to hazardous materials could occur through contact with contaminated soil or groundwater, skin contact, or inhalation of vapors or dust.

During construction, workers also could be exposed to hazardous materials during demolition of buildings. Numerous structures within the Planning Area were constructed prior to 1978. Demolition of buildings built prior to 1978 in the Planning Area may expose workers to ACM or LBP. Inhalation of asbestos-containing dust may cause acute or chronic toxicity. Exposure of persons other than construction workers would be reduced by the exclusion of non-authorized personnel in construction areas determined to contain potentially hazardous materials. Exposure of construction workers would be controlled through conformance with California Occupational Safety and Health Administration worker safety standards.

For sites with recorded hazardous material concerns, project applicants must obtain confirmation from the DEH that the site has been remediated to the extent that it is required for the proposed use. For example, residential development requires a greater level of remediation than a commercial use that would be paved, resulting in limited exposure to ground contamination.

Additionally, future development projects on listed hazardous materials sites are exceptions to any applicable exemptions under CEQA, pursuant to CEQA Guidelines Section 15300.2, which states that "a categorical exemption shall not be used for a project located on a site which is included on any list compiled pursuant to Section 65962.5 of the Government Code." Therefore, future development projects on known hazardous materials sites would be subject to future environmental review pursuant to CEQA and would be required to identify and assess the impacts of hazardous materials during the land use permitting process.

As described under Issue 1, above, the required preparation of an HMBP under the County DEH's regulations would minimize hazards to human health and the environment from unplanned, accidental releases of hazardous substances through routine use or transport. With preparation of the HMBP, exposure risk would be reduced in the event of upset and accidental conditions, and therefore, the FGPU's impact would be *less than significant*.

In the unlikely event of upset or accidental release, mandated protocols for reporting the release, notifying the public, and remediating the event (if determined necessary by regulatory agencies) are intended to reduce public risks. Specifically, the risks associated with the accidental release of hazardous materials would be managed through the implementation of Assembly Bill 3205, California Hazardous Waste Control Law, California Health and Safety Code, California Fire Code, and RCRA regulations. However, since there is the potential for unknown hazardous materials throughout the Planning Area, risks from accidental release of unknown subsurface sources and within existing on-site structures exists, and impacts are potentially significant (**Impact HAZ-1**).

4.5.7 Issue 3: Within ¼ Mile of an Existing or Proposed School

The FGPU would not allow land uses that would emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste, such as industrial facilities handling chemical wastes, near existing schools. It is noted that there are no proposed new schools within the City, as existing schools have adequate capacity for existing demand (see Chapter 2 Environmental Setting, Section 2.3.6.3 Schools).

Compliance with General Plan Safety Element Policy S-7.5 would require future development to be reviewed to ensure the compatibility of uses which store, collect, treat, or dispose of hazardous materials with adjacent uses. Therefore, the FGPU would have a *less than significant* impact on allowing land uses that emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste to be located within a ¼ mile of an existing school.

4.5.8 Issue 4: A Site Included on a List of Hazardous Materials Sites

The Planning Area is largely urbanized, and infill development allowed under the FGPU has the potential to be developed on sites with existing soil or groundwater contamination. As shown in Figure 4.5-1, GeoTracker notes a number of sites with previous (remediated) or active contamination. Any infill development proposed on a site listed on a hazardous waste database would be required to prepare all required hazardous waste and material assessments and plans (including the Hazardous Materials Questionnaire and HMBP) to determine necessary avoidance, minimization, and/or mitigation measures prior to ground disturbance, thus reducing the potential in exposing the public to hazards during construction.

Future development under the FGPU would require compliance with General Plan Safety Element Policies S-8.1 through S-8.3, which would require cleanup and remediation of these contaminated sites as a condition of reuse of the site.

Redevelopment of contaminated sites, or adjacent sites, with existing soil or groundwater contamination could pose a significant hazard to the public or the environment through releases of hazardous materials into the environment. Although the risk of significant hazard to the public or the environment from redevelopment of sites with existing soil or groundwater contamination can be reduced by conformance with existing policies and regulations, it cannot be completely eliminated and therefore would have a *significant impact* (**Impact HAZ-1**).

4.5.9 Issue 5: Airport Land Use Compatibility Plan Safety Hazard or Excessive Noise

No private airstrips are located within the vicinity of the Planning Area. As noted in Chapter 4.6 Land Use, Section 4.6.2 Regulatory Framework, portions of the Planning Area are within the AIA of the San Diego International Airport, Naval Air Station North Island (NASNI), and Brown Field Municipal Airport. As detailed under Issue 2 in Chapter 4.6 Land Use, an ALUCP consistency determination was completed for the FGPU and a conditional consistency finding by the Airport Land Use Commission (ALUC) for the FGPU was issued (see Appendix 13.C.12). Each ALUC is responsible for safeguarding the general public by designating an AIA as it relates to airport-related noise and safety, identifying airspace protection measures, and restrictions on land use within the airport's vicinity. The ALUC determined that the Planning Area is not located within any AIA safety zones. As a condition of approval for future development consistent with the FGPU, each project must receive a Determination of No Hazard to Air Navigation from the Federal Aviation Administration.

As noted in Chapter 4.7 Noise, portions of the AIA appear to be within the noise contours for NASNI. The ALUC consistency determination noted that the Planning Area is not within any AIA noise contours. As a condition of this consistency determination, future residences located within the NASNI ALUCP AIA would be subject to overflight notification requirements. The ALUC determined that the Planning Area is outside of the San Diego International Airport and Brown Field noise contours map. Impacts from excessive noise is analyzed under Issue Area 1 in Chapter 7 under Section 7.10 Noise.

A portion of the Salt Flats, located within the southernmost extent of National City, lies within the AIA for the Brown Field Municipal Airport. The Salt Flats are located within the airspace protection and/or overflight notification areas. This area is referred to as "Review Area 2" in the Brown Field ALUCP and only contains land use restrictions that limit the heights of structures, particularly in areas of high terrain. As the Brown Field Municipal Airport ALUCP contains only an area in the southernmost extent of National City that is within the salt flats, it is excluded from further discussion, as no changes are proposed to this area by the FGPU.

The consistency determination made by the ALUC determined that the Planning Area is not located within any AIA safety zones or noise contours, and, since the FGPU does not propose any actual development, impacts are *less than significant*.

4.5.10 Mitigation, Monitoring, and Reporting

To support the City in avoiding, minimizing, and mitigating potential impacts from these sites during future buildout for site-specific development, the following mitigation framework would be required:

MM-HAZ-1 Environmental Site Assessment:
Applications for site-specific developments under the Focused General Plan Update where the Planning Department has determined a potential impact to a site listed in a hazardous materials database, or to sites with potential but unknown hazardous material impacts, shall be required to comply with the following mitigation framework:

Projects shall be required to identify potential conditions that require further regulatory oversight and demonstrate compliance based on the following measures prior to issuance of any permits.

a) A Phase I Environmental Site Assessment (ESA) shall be completed in accordance with ASTM International Standards. If hazardous materials are identified that require remediation, a Phase II ESA and remediation effort shall be conducted in conformance with federal, state, and local regulations.
b) If the Phase II ESA identifies the need for remediation, then the following shall occur prior to the issuance of grading permits:
    1) The applicant shall retain a qualified environmental engineer to develop a soil and/or groundwater management plan to address the notification, monitoring, sampling, testing, handling, storage, and disposal of contaminated media or substances (soil, groundwater). The qualified environmental consultant shall monitor excavations and grading activities in accordance with the plan. The groundwater management and monitoring plans shall be approved by the City of National City prior to development of the site.
    2) The applicant shall submit documentation showing that contaminated soil and/or groundwater on proposed development parcels has been avoided or remediated to meet cleanup requirements established by appropriate local regulatory agencies (Regional Water Quality Control Board [RWQCB]/California Department of Toxic Substances Control [DTSC]/Department of Environmental Health [DEH]) based on the future planned land use of the specific area within the boundaries of the site (i.e., commercial, residential), and that the risk to human health of future occupants of these areas therefore has been reduced to below a level of significance.
    3) The applicant shall obtain written authorization from the appropriate regulatory agency (RWQCB/DTSC/DEH) confirming the completion of remediation. A copy of the authorization shall be submitted to the City to confirm that all appropriate remediation has been completed and that the proposed development parcel has been cleaned up to the satisfaction of the regulatory agency. In the event that previous contamination has occurred on a site that has a previously closed case or on a site included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5, the DEH shall be notified of the proposed land use.
    4) All cleanup activities shall be performed in accordance with all applicable federal, state, and local laws and regulations, and required permits shall be secured prior to commencement of construction to the satisfaction of the City and compliance with applicable regulatory agencies such as but not limited to the National City Municipal Code.

4.5.11 Significance after Mitigation

With implementation of the **MM-HAZ-1** for site-specific developments consistent with the FGPU, **Impact HAZ-1** can be reduced to *less than significant.*

4.6 LAND USE

The analysis in this section provides focused updates to Chapter 4.9 Land Use in the 2011 Comprehensive Land Use Update (CLUU) Program Environmental Impact Report (PEIR), with an emphasis on potential land use plan consistency impacts that may change as a result of the Focused General Plan Update (FGPU). The purpose of this section is to identify and assess potential impacts from any inconsistencies of the FGPU with relevant land use plans and/or policies.

4.6.1 Existing Conditions

The following sections describe the existing conditions in National City related to land use. The FGPU boundaries are the National City limits and the unincorporated island portion of San Diego County known as Lincoln Acres (together, "Planning Area"). The unincorporated portion is not under National City's jurisdiction but has been incorporated for planning purposes as the General Plan Planning Area.

4.6.1.1 Regional Setting

National City is located in the South Bay region of San Diego County, directly south of the City of San Diego and north of the City of Chula Vista. The Planning Area is bisected by Interstate 5 (I-5) on the west, which separates the majority of the City from the working waterfront. The waterfront is mainly composed of industrial uses, Unified Port of San Diego (Port) lands, and the Navy Base. National City's west coast abuts San Diego Bay approximately 2 miles from the Silver Strand (Interstate 75), which connects to Coronado Island. The eastern portion of the Planning Area is bisected by Interstate 805, which separates the mainly residential and commercial land uses of the central and eastern parts of the City. The southern boundary of the City is bounded by Interstate 54 and the Sweetwater River, which divides the Cities of National City and Chula Vista. The San Diego Metropolitan Transit System services the City through multiple bus lines along the main corridors of National City Boulevard, Highland Avenue, East Plaza Boulevard, 8th Street, Division Street, Euclid Avenue, 18th Street, 30th Street, and 24th Street; the University of California San Diego Blue line also runs through the western portion of the Planning Area, adjacent to the I-5 with two major stops (8th Street Station and the 24th Street Transit Center).

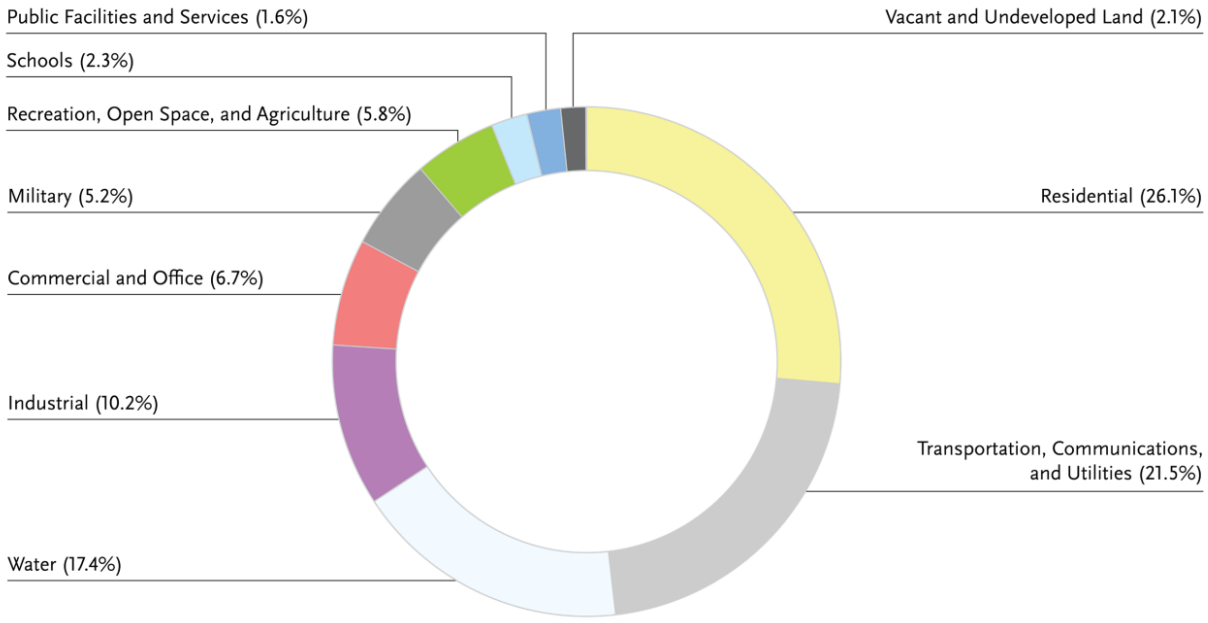
4.6.1.2 Existing Land Uses

The City's corporate boundary encompasses approximately 9.2 square miles. Of this, approximately 7.58 square miles (82.4 percent) consists of land area, and 1.7 square miles (18.5 percent) consists of water bodies such as the San Diego Bay.[1] The City's Planning Area includes approximately 279.77 acres of unincorporated territory, which includes Lincoln Acres, that is currently under the jurisdiction of the County of San Diego.[2]

1 National City, About National City, https://www.nationalcityca.gov/government/police/about-us/about-national-city , Accessed September 20, 2022; San Diego County Local Agency Formation Commission, Agenda Report 7a Public Hearing, December 2, 2019 https://www.sdlafco.org/home/showpublisheddocument/4676/637102834232470000; 7.5 square miles plus 0.08 square miles (i.e. 0.23 acres + 49.5 acres = 49.73 acres) = 7.58 square miles

2 SANGIS, SANDAG Regional GIS Data Warehouse Open Data Portal, Community Planning Areas (County), July 2018; original 280 acres – 0.23 acres (2019 annexation) = 279.77 acres https://sdgis-sandag.opendata.arcgis.com/search?groupIds=51a69236c7854a2db9f43730b0fd8e5a

Figure 4.6-1 Existing Land Uses



Source: National City, General Plan Land Use Element Update, 2022

Existing land use coverages are detailed in Figure 4.6-1. Ranked largest to smallest, the land use coverages are as follows:

Residential
As of 2018, residential uses constitute the largest use (26.4 percent, or 1634.8 acres). Of this, single-family detached is the most prominent (17.0 percent, or 1,054.4 acres), followed by single-family attached (5.2 percent, or 3,24.7 acres) and multi-family residential (3.5 percent, or 2,14.8 acres). Other residential uses, such as mobile home parks and group quarters, are limited throughout the Planning Area (0.7 percent, or 40.9 acres).[3]

Transportation, Communications, and Utilities
Transportation, communications, and utilities are the next largest use (22.4 percent, or 1,389.4 acres) and include all street right-of-way, railroad right-of-way, and trolley stations and associated parking lots. In addition, this use includes communications and utility-related uses, such as relay towers and water and wastewater treatment facilities.

Industrial
The next most prominent category is industrial (10.3 percent, or 640.1 acres), which includes a combination of light and heavy industrial uses, concentrated within the western portion of the City by the harbor front. This category includes a noncontiguous area of National City located within the South San Diego Bay Unit of the San Diego National Wildlife Refuge and containing salt ponds. Within the refuge, approximately 1,050 acres of salt ponds are in active salt production by a permitted commercial salt operation. The U.S. Fish and Wildlife Service has prepared a plan for the future restoration of this area to habitat.

3 National City, General Plan Land Use Element Update, 2022

Commercial and Office
Commercial and office uses follow as the next largest use (7.0 percent, or 432.0 acres); this category includes a wide variety of uses, including retail and strip commercial, arterial commercial, automobile dealers, neighborhood commercial, service stations, shopping centers, and other retail trade, as well as office uses. In general, commercial and office uses tend to be concentrated along major roads, such as National City Boulevard, Highland Avenue, and E. Plaza Boulevard.

Mixed Use
Mixed use, which is a combination of street level commercial uses with residential and/or office uses, does not currently constitute a significant portion of the Planning Area (0.03 percent, or 2.0 acres).

Military
Military uses within the Planning Area include Naval Base San Diego, the Army National Guard (located at 303 Palm Avenue), and the U.S. Government Navy Department (1005 E. Plaza Boulevard) (5.2 percent, or 323.7 acres). These areas are controlled by the U.S. military.

Recreation, Open Space, and Agriculture
Recreation, open space, and agriculture uses account for relatively few parts of the Planning Area (3.9 percent, or 243.5 acres). This use includes parks and recreational centers containing activities such as tennis or basketball courts, baseball diamonds, soccer fields, and playgrounds. Public and private golf courses also are included in this category, as are wildlife and natural open space preserves and urban agriculture. As previously discussed, the City's three main parks—El Toyon, Kimball, and Las Palmas—play a large role in shaping community identity.

Schools
Schools further establish distinct neighborhood identities. Chapter 2 Environmental Setting, Section 2.3.6.3 Schools details the schools serving the City and within the boundaries of the City.

Public Facilities and Services
Public facilities and services include fire/police facilities, community centers, hospital/health care-related uses, and other public services.

Vacant and Undeveloped Land
In general, the Planning Area is largely built out, with limited vacant and undeveloped land (1.5 percent, or 101.6 acres).

4.6.2 Regulatory Framework

4.6.2.1 Federal

1972 Coastal Zone Management Act (CZMA)
The CZMA is administered by the U.S. Department of Commerce, National Oceanic and Atmospheric Administration's Office of Ocean and Coastal Resource Management. The CZMA balances competing land and water issues in coastal zones through the National Coastal Zone Management Program. Its goal is to preserve, protect, develop, and, where possible, restore or enhance the resources of the nation's coastal zone. Federal activities within or affecting the coastal zone must, to the maximum extent practicable, be consistent with the State's coastal management program. The Navy site in National City would be subject to the requirements of the CZMA.

4.6.2.2 State

Senate Bill (SB) 375: Sustainable Communities and Climate Protection Act
The Sustainable Communities and Climate Protection Act of 2008, also known as SB 375 (2008), requires the San Diego Association of Governments (SANDAG) to adopt a Sustainable Communities Strategy (SCS) or Alternative Planning Strategy (APS) to address greenhouse gas (GHG) reduction targets from cars and light-duty trucks in the context of its Regional Transportation Plan (RTP). SB 375 requires local governments to make their housing elements consistent with their region's SCS.

Additionally, SB 375 requires the SCS to show how GHG reduction targets could be achieved, and recommends the integration of transportation and residential land use as one of the most impactful strategies for reducing GHG emissions from vehicles. Higher-density infill development located near transit that emphasizes proximity and connectivity to public transit, employment and service centers, walkable areas, and amenities can reduce vehicle GHG emissions by reducing the number and length of vehicle trips (assuming travelers are using some other form of non-vehicle mobility).

SB 375 also streamlines the California Environmental Quality Act (CEQA) process by removing project-by-project CEQA review for qualifying projects, relying instead on prior analysis that exempts projects already considered in the broader analysis. There are, essentially, two approaches that SB 375 takes to reducing project-by-project review, which are similar to those identified below for SB 743:

- Exemptions: The first type of CEQA streamlining included in SB 375 provides for a reduced requirement to conduct a CEQA analysis for Transportation Priority Projects that are consistent with the SCS or APS. In addition to consistency, these projects must meet three additional requirements: (1) contain at least 50 percent residential use; commercial use, if any, must have floor area ratio of not less than 0.75; (2) have a minimum net density of 20 units per acre; and (3) be located within 1/2 mile of a major transit stop or high-quality transit corridor included in an RTP.
- Tiering: The other streamlining measure in SB 375 applies to projects that have already been analyzed under a CEQA assessment that was conducted for the SCS or APS. For a project deemed consistent with the SCS or APS, the Lead Agency is not required to reference, describe, or discuss growth inducing environmental impacts, project-specific cumulative impacts, or a reduced residential density alternative. (More specifically, a residential or mixed-use project which is consistent with the general use designation, density, building intensity, and applicable policies specified for the project area in an SCS.)

SB 743 – Environmental Quality
SB 743 created a new CEQA exemption for certain projects that are consistent with a specific plan. The exemption applies if a project meets all of the following criteria:

- It is a residential, employment center, or mixed-use project;
- It is located within a transit priority area;
- It is consistent with a specific plan for which an environmental impact report was certified; and
- It is consistent with an adopted SCS or APS.

An “employment center project” means “a project located on property zoned for commercial uses with a floor area ratio of no less than 0.75 and that is located within a transit priority area (TPA).” A “transit priority area” means “an area within one-half mile of a major transit stop that is existing or planned, if the planned stop is scheduled to be completed within the planning horizon included in a Transportation Improvement Program adopted pursuant to section 450.216 or 450.322 of Title 23 of the Code of Federal Regulations.” A “major transit stop” means “a site containing an existing rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods.”

The exemption cannot be applied if the project would cause new or worse significant impacts compared to what was analyzed in the environmental impact report for the specific plan. In that case, supplemental environmental review must be prepared.

In addition to the new exemption for projects that are consistent with specific plans, SB 743 also eliminates the need to evaluate aesthetic and parking impacts of a project if:

- The project is a residential, mixed-use residential, or employment center project; and
- The project is located on an infill site within a TPA.

An "infill site" means "a lot located within an urban area that has been previously developed, or on a vacant site where at least 75 percent of the perimeter of the site adjoins, or is separated only by an improved public right-of-way from, parcels that are developed with qualified urban uses."

California Coastal Act (CCA)
Each local government lying, in whole or in part, within the coastal zone shall prepare a local coastal program (LCP) for the portion of the coastal zone within its jurisdiction.

4.6.2.3 Regional

SANDAG 2021 Regional Plan: San Diego Forward
SANDAG is the Metropolitan Planning Organization for the San Diego region. SANDAG is composed of elected representatives of the 18 cities in San Diego County and the County itself, and serves as the forum for regional decision-making, regional housing needs assessment allocations, and long-term regional transportation planning, to meet future growth and community needs.

The SANDAG Board of Directors adopted the 2021 Regional Plan on December 10, 2021. San Diego Forward combines and updates the region's two big-picture planning documents—the Regional Comprehensive Plan and the RTP—and the SCS. The 2021 Regional Plan provides a long-term blueprint for the San Diego region that seeks to meet regulatory requirements, address traffic congestion, and create equal access to jobs, education, healthcare, and other community resources. The vision of the 2021 Regional Plan is a fast, fair, and clean transportation system and a resilient region. The goals of the plan include the efficient movement of people and goods; access to affordable, reliable, and safe mobility options for everyone; and healthier air and reduced GHG emissions regionwide. The core strategies developed to achieve these goals include a reimagined transportation system, sustainable growth and development, and innovative demand and system management.

The 2021 Regional Plan complies with federal and state mandates for reducing GHG emissions and air pollution. The inclusion of 2050 Sustainable Communities Strategy (SCS) per SB 375 describes transportation and land use planning coordination to achieve GHG emissions reduction targets for the San Diego region, as set by the California Air Resources Board. In addition, the 2021 Regional Plan complies with federal civil rights requirements (Title VI) and includes environmental justice considerations, air quality conformity, and public participation. The plan is the region's long-term plan that will be implemented incrementally through the Regional Transportation Improvement Program.

National City is part of the region's vision for a reimagined transportation system. The City is part of the region's backbone for improvements under the 5 Big Moves vision, identified as an area for transit priority projects and complete corridor projects that include Next Operating System management and flexible fleets to connect it as a regional mobility hub area. National City is identified as a Major Employment Center and 2035 Potential TPA per the plan.

County of San Diego General Plan and Amendments (2012-2021)
The County of San Diego General Plan regulates development in all unincorporated areas of the County. The County General Plan includes a portion of the Lincoln Acres neighborhood, which lies entirely within the southeastern part of National City Planning Area. Primary uses in the Lincoln Acres area are single-family residential and a cemetery.

The County of San Diego General Plan was updated in 2011 with a proposed land use for Lincoln Acres of village residential with densities of 4.3 dwelling units per acre, 15 dwelling units per acre, and 24 dwelling units per acre. There are also areas designated as public/semi-public facilities within Lincoln Acres.

Port Master Plan for the San Diego Unified Port District (2020)
The Port Master Plan provides a mix of goals, policies, and standards to guide existing uses and activities, as well as future development, activation, and management of tidelands. The Port has jurisdiction over land within National City along the bayfront. The National City bayfront is made up of 273 acres of waterfront land and 167 acres of water and includes the National City Marine Terminal, Pepper Park, Pier 32 Marina, the new National City Aquatic Center, and many pieces of valuable public art. City General Plan policies call for coordination with the Port District regarding land use changes within the National City bayfront area of the Port Master Plan and on land use and transportation planning efforts, as well as mitigation of impacts and improving movement of goods related to the marine terminal.

Airport Land Use Compatibility Plans (ALUCPs)
ALUCPs are prepared by the San Diego County Regional Authority Board to protect the safety of the public surrounding public use airports. Each ALUCP ensures compatibility between an airport and future land uses that surround it by addressing noise, overflight, safety, and airspace protection concerns. Each ALUCP prevents exposure to excessive noise and safety hazards within an Airport Influence Area (AIA) over a 20-year horizon. The following describes the region's proximate ALUCPs to the Planning Area (see Figure 4.6-2).

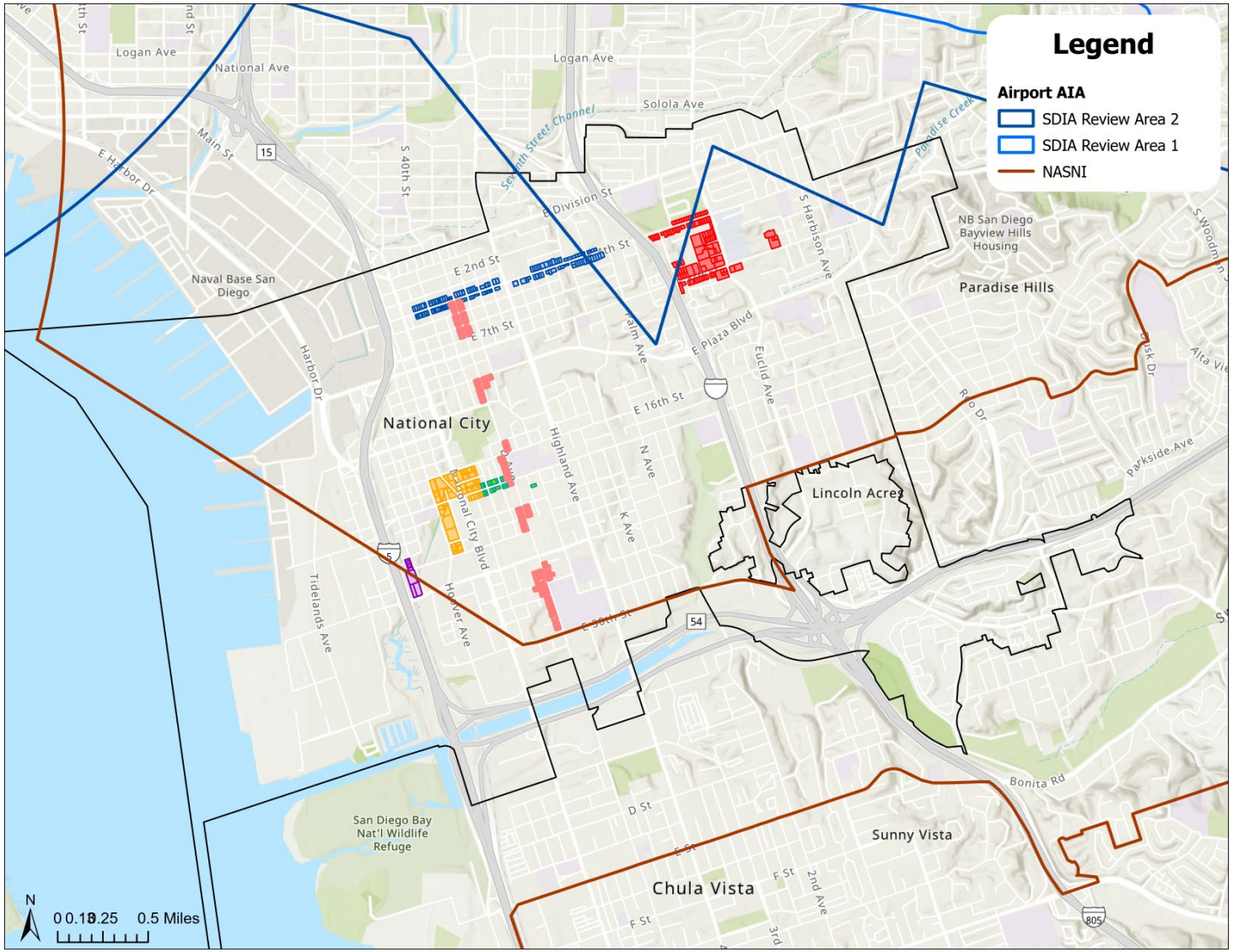
San Diego International Airport (SDIA) ALUCP (2014)
A 406-acre portion of National City is located within the AIA for SDIA. This area is outside the area of primary noise concern, but within the airspace protection and overflight notification areas. This area is referred to as "Review Area 2" in the SDIA ALUCP (2014).

Naval Air Station North Island (NASNI) Land Use Compatibility Plan (2019)
A portion of National City is within the AIA for NASNI. The NASNI noise contours show a portion of the Pacific Ocean within the City's boundaries to be within the noise contours for NASNI, which is analyzed in further detail in Chapter 4.6 Noise.

Airport Land Use Commission (ALUC) review is required for all new or amended land use plans, regulations, and projects within an AIA unless otherwise exempt. A determination would be made by the ALUC or ALUC staff of the FGPU's compatibility with safety, airspace protection, and overflight noise standards and policies of any applicable ALUCP.

Brown Field Municipal ALUCP (2010)
The Brown Field Municipal Airport ALUCP was updated in 2010 and contains an area in the southernmost extent of National City (i.e., the salt flats) that is within its AIA. This area is located outside the area of primary noise concern, but within the airspace protection and overflight notification areas. This area is referred to as "Review Area 2" in the Brown Field ALUCP and contains restrictions that limit the heights of structures, particularly in areas of high terrain. As no land use changes proposed under the FGPU are within this area, this ALUCP is excluded from further discussion in this chapter.

Figure 4.6-2 Airport Influence Areas



Source: San Diego County Regional Airport Authority, ALUCP Mapping Tool, https://sdcraa-aluc.maps.arcgis.com/apps/webappviewer/index.html?id=945b3a6b12a34b158d8c9022251542e3 (Accessed September 23, 2022)

Multiple Species Conservation Program (MSCP)
The MSCP was developed by the County of San Diego in 1998 as a joint program among the City of San Diego, the U.S. Department of the Interior, the California Resources Agency, and other environmental and development groups. The primary goal of the MSCP is to conserve endangered species habitat areas and areas of biological importance, while allowing property owners to develop other less important land without engaging in State and federal environmental permit processes. The primary mechanism with which the MSCP does this is the creation of a biological preserve. Local jurisdictions will implement the MSCP through subarea plans, which serve as a multiple species Habitat Conservation Plan pursuant to Section 10(a)(1)(B) of the federal Endangered Species Act and a Natural Community Conservation Plan (NCCP) pursuant to the California NCCP Act of 1991 and the State Endangered Species Act. The Biological Mitigation Ordinance (BMO) provides the regulatory basis for implementing the MSCP plans. The BMO includes specific project design criteria to protect biological resources that must be incorporated into each project in order for it to conform to the MSCP plan. There are also specific provisions that address the need to protect important populations of rare and endangered species. All development projects must be in conformance with the MSCP through the BMO.

National City is not a participating agency in the MSCP. Therefore, development within the City limits is not subject to the BMO, nor is it required to demonstrate compliance with the MSCP. However, the Planning Area includes the unincorporated area of Lincoln Acres, which is subject to the MSCP and BMO. While there are no sensitive habitats occurring within Lincoln Acres, future development in this area would be required to comply with applicable project design criteria included in the BMO.

Since National City has annexed a portion of Lincoln Acres into its jurisdiction, the MSCP no longer applies to these areas. The FGPU does not impact County and unincorporated lands, and therefore, further discussion regarding consistency with the MSCP is not included in the analysis below.

4.6.2.4 Local

LCP
The CCA states that an LCP shall consist of a local government's land use plans, zoning ordinances, zoning district maps, and implementing actions that implement the provisions of the CCA at the local level. National City implements its LCP, and therefore policies of the CCA, through Chapter 18.29.030 of the Municipal Land Use Code. No lands within the existing coastal zone overlay are subject to zoning changes in conjunction with the FGPU, and therefore, no further analysis concerning this plan is included in this chapter.

LCP Land Use Plan
Implementation of the National City LCP, and therefore the policies of the CCA, will be accomplished by supplementing the existing zoning ordinance (Municipal Land Use Code) of the City. Chapter 18.39 of the Municipal Land Use Code applies the provisions of the LCP to properties within the coastal zone. The City has review authority for coastal development of lands within the City that fall within the coastal zone, except for the areas over which the San Diego Unified Port District has territorial jurisdiction. The coastal zone covers the land in National City west of the I-5 and parcels between W 30th Street, B Avenue, and parcels on either side of W 35th Street.

Adopted National City General Plan (2011)
National City adopted a comprehensive update to its General Plan in 2011. All elements of the General Plan were updated at that time. The adopted General Plan consists of eight elements: Land Use and Community Character, Circulation, Safety, Noise and Nuisance, Open Space and Agriculture, Conservation and Sustainability, Health and Environmental Justice, and Education.

The adopted Land Use Element sets forth 25 land use designations and three overlays. The overlays are utilized in combination with the land use categories. They can be added, without amending the General Plan, to any land use categories.

Adopted Housing Element 2021-2029
The Housing Element is a State-mandated comprehensive strategy for promoting the production, preservation, and maintenance of affordable housing to meet current and future community housing needs. The Housing Element establishes goals, policies, and programs to address housing needs for an eight-year planning period (April 2021 through April 2029).

In compliance with Section 15070 of the CEQA Guidelines, a draft negative declaration was prepared and advertised for public review from February 17, 2021, to March 19, 2021, in accordance with CEQA, and the draft negative declaration was routed for State agency review through the Clearinghouse (State Clearinghouse # 2021020241) from February 17, 2021, to March 19, 2021.

The City Council adopted the Housing Element Update of the General Plan on August 3, 2021.

Land Use Code (Municipal Code Title 18 Zoning)
The Land Use Code is the City's zoning code (Municipal Code Title 18 Zoning), which establishes regulations for the use and development of land. The Land Use Code implements the broad policies of the General Plan by specifying the kinds and types of uses permitted on each parcel of land, the intensity of development allowed, and standards for development such as setbacks, lot coverage, parking, and building heights. The Land Use Code includes the Official Zoning Map, which establishes the zoning of land within in the City. The City Council adopted the amended Land Use Code and Official Zoning Map on February 7, 2012. Both became effective on March 8, 2012. The LUC contains three overlay zones (Coastal Zone [CZ], Height Restriction [H], and Mobile Home Park [MHP]).

Accessory Dwelling Unit (ADU) Ordinance
The ADU ordinance is designed to provide for the construction of ADUs and junior ADUs in areas zoned to allow residential uses to help advance the goals and policies of the City's Housing Element. The ADU ordinance provides for the construction of an affordable type of home without the cost of acquiring new land, dedicated parking, and costly infrastructure, accommodating new housing units while preserving the character of existing neighborhoods. This ordinance was adopted by City Council on November 2, 2021.

Adopted Specific Plans
A specific plan is fundamentally a tool for the "systematic implementation" of a general plan, typically within a defined area. Although the specific plan must be consistent with the adopted general plan, it can address infrastructure, land use, and financial issues in a more appropriately focused and detailed manner. There are three specific plans for National City: the Downtown Specific Plan, the Harbor District Specific Plan, and the Westside Specific Plan.

Downtown Specific Plan (Amended 2017)
The Downtown Specific Plan regulates the use and development of land within the downtown area of the City. This plan implements the broad policies of the City's General Plan by specifying the kinds and types of uses permitted on each parcel of land, the intensity of development allowed, and standards for development such as setbacks, lot coverage, parking, and building heights.

Westside Specific Plan (2010)
The Westside area, also known as Old Town, is an area bordered on the west by I-5 and on the east by Roosevelt Avenue, stretching from W. Plaza Boulevard south to W. 24th Street. The Westside Specific Plan comprehensively addresses environmental and land use issues and offers opportunities for more cohesive land use patterns and future development and redevelopment.

Harbor District Specific Area Plan (1998)
The Harbor District Specific Area Plan focuses on the portion of the City's coastal zone south of Bay Marina Drive. The area's close proximity to Paradise Marsh, a unit of the Sweetwater Marsh Wildlife Refuge, requires careful resource-based planning. The FGPU would not impact any policies of the

Harbor District Specific Plan, nor would it impact any areas within the plan's defined coverage area. Therefore, further discussion of this plan is not included in the analysis below.

4.6.3 Significance Determination Thresholds

The 2022 CEQA Guidelines Issue XI. Land Use and Planning includes the following significance threshold:

(b) Cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect?

4.6.4 Methodology

A discussion of land use analysis for the FGPU under threshold (a) "Physically divide an established community?" can be found in Chapter 7, Comprehensive Land Use Update PEIR Subject Areas Requiring No Change in Analysis, Section 7.8 Land Use, Issue 1.

4.6.5 Issue 2: Conflict with Land Use Plan, Policy, Regulations

The analysis in this section evaluates the potential for the FGPU to cause an inconsistency with applicable plans and policies, which could result in environmental impacts.

Regional Plans

SANDAG 2021 Regional Plan: San Diego Forward

As the Region's RTP/SCS focuses on the intersection of land use and transportation planning decisions, the analysis of the FGPU's consistency with the RTP/SCS is included in Chapter 4.8 Transportation.

County of San Diego General Plan and Amendments

The County of San Diego General Plan regulates development in Lincoln Acres, which is unincorporated but within the southeastern part of National City. As noted in Chapter 2 Environmental Setting, the two vacant parcels along Sweetwater Road in the Lincoln Acres community that were annexed into the National City boundaries in 2019 would be subject to National City planning authority. The FGPU does not propose any policies or annexations that would impact any other parts of Lincoln Acres that is subject to the County of San Diego General Plan. Therefore, impacts related to conflicts with the County of San Diego General Plan associated with the FGPU would be *less than significant*.

Port Master Plan for San Diego Unified Port District

The FGPU would not impact lands within the Port's jurisdiction. The nearest Focus Area to the Port's land in the bayfront is the 24th Street Transit Station site. The FGPU would not conflict with the existing policies related to coordinating with the Port. Local planning efforts by the Port, such as the Master Plan, were taken into consideration in the FGPU process. Therefore, the FGPU's impacts as related to conflicts with the Port Master Plan would be *less than significant*.

ALUCPs

Policy LU-3.9 of the Land Use Element would ensure that any development that falls within an AIA is consistent with the applicable ALUCP. In addition, Policy LU-6.4 calls for the City to coordinate implementation of the General Plan with the planning efforts of regional agencies. As required by State law, an ALUCP consistency determination would be completed by the ALUC prior to adoption of the FGPU. Further discussion regarding consistency with the ALUCP AIAs as they relate to safety and noise is included in Chapter 7, Comprehensive Land Use Update PEIR Subject Areas Requiring No Change in Analysis.

The FGPU itself is conditionally consistent with the SDIA, Brown Field Municipal Airport, and NASNI per a consistency review completed by the ALUC (see Appendix 13.C.12). The ALUC notes that this is with the understanding that no actual development is proposed under the FGPU. However, future structures proposed under the FGPU would need to receive a Determination of No Hazard to Air Navigation from the Federal Aviation Administration (FAA). Therefore, as a condition of this

conditional consistency finding, future structures consistent with the FGPU must receive a Determination of No Hazard to Air Navigation from the FAA. As an additional condition, any future residences located within the NASNI ALUCP AIA must be provided some form of overflight notification, as provided for in the NASNI ALUCP.

Therefore, impacts related to consistency with regional plans would be *less than significant*.

Local Plans

Adopted National City General Plan (2011)

The FGPU proposes updates to the adopted General Plan's Land Use Element, Transportation Element, and Safety Element. The elements would be updated to be consistent with the remaining General Plan elements, including the Housing Element, Noise and Nuisance Element, Open Space Element, and Conservation Element. Potential inconsistencies with the following policies within the adopted elements could occur with implementation of the FGPU:

- *Noise and Nuisance Element*
    - ***Goal NN-3****: The incorporation of noise considerations into land use planning decisions.*
        - ***Policy NN-3.2****: Require the location of sensitive land uses away from high noise areas, or require mitigation to control adverse noise impacts.*

As the Planning Area is bisected by two major highways and many high-volume corridors, the residential uses proposed within the Focus Areas are located within areas where vehicular noise may impact these uses. Per the Objective Design Standards, future development that may generate noise levels over 60 decibels shall have primary entries, window openings, and permitted outdoor uses front commercial streets and away from residential uses. This would reduce potential new noise sources from impacting residential uses. In addition, new residential development would be subject to standards within the Noise Control Ordinance and the mitigation framework in Chapter 4.7 Noise to meet allowable interior noise exposure levels.

- *Open Space and Agriculture Element*
    - ***Goal OS-5:*** *A diverse range of park and recreational facilities and programs, which are responsive to the needs of the community.*
        - ***Policy OS-5.4****: Require new residential development projects, including mixed-use projects with residential components, to provide adequate park/open space, pay an in-lieu fee, and/or form a maintenance assessment district in order to help meet the City's park standards.*

As the City is largely urbanized, providing adequate park/open space for each new residential development may be infeasible. New residential development consistent with the FGPU would be required to comply with the above policy via an in-lieu fee and therefore would be consistent with this policy.

- *Conservation and Sustainability Element*
    - ***Policy CS-5.2:*** *Coordinate land use planning and wastewater infrastructure planning to provide for future development and maintain adequate service levels.*

As noted in Chapter 7, Section 7.13 Utilities and Service Systems, as individual development projects are initiated under the FGPU, site-specific studies would be required to address the condition and capacity of the existing infrastructure and to identify necessary upgrades.

- *Health and Environmental Justice*
    - ***Policy HEJ-2.1:*** *Avoid land use conflicts by ensuring residential, public assembly, and other sensitive land uses are adequately buffered from industrial land uses that may pose a threat to human health, where feasible.*

- ***Policy HEJ-2.3:*** *Avoid siting new sensitive land uses within 500 feet from the centerline of a freeway, unless such development contributes to smart growth, open space, or transit-oriented goals, in which case the development shall include feasible measures such as separation/setbacks, landscaping, barriers, ventilation systems, air filters/cleaners, and/or other effective measures to minimize potential impacts from air pollution.*

As noted in Chapter 4.2 Air Quality, development under the FGPU could result in the siting of new sensitive receptors in proximity to land uses commonly associated with substantial air emissions, such as industrial uses and highways, as select Focus Areas, such as the 24th Street Transit Station, are located in proximity to both the industrial areas west of I-5 and I-5 itself. This could result in a significant impact through conflict with the health and environmental justice policies above (**Impact LU-1**). These developments would be subject to plan review for consistency with City standards to protect sensitive land uses from conflicts with these uses and include feasible measures to minimize potential impacts from air pollution.

In addition, as noted in Chapter 4.2 Air Quality, the following mitigation measure framework would be implemented to further reduce potential conflicts with these policies:

- **MM-AQ-4A: Sensitive Receptors – Health Risk Assessment**
  Prior to the issuance of building permits for any facility within 500 feet of Interstate 5, a health risk assessment shall be prepared that demonstrates that health risks would be below the level of significance.
- **MM-AQ-4B: Sensitive Receptors – Enhanced Construction**
  Where a project consistent with the Focused General Plan Update would place sensitive receptors within 500 feet of Interstate 5, the City of National City shall require that buildings be equipped with ventilation systems that are rated at Minimum Efficiency Reporting Value of "MERV13" or better for enhanced particulate removal efficiency. The City Building Inspector shall verify that the aforementioned requirements are included on plans submitted for approval of any Land Use and Building permits and shall verify compliance on-site prior to occupancy clearance.

With implementation of the mitigation measures cited above, environmental impacts related to FGPU conflicts with the adopted General Plan elements would be *less than significant*.

Land Use Code (Municipal Code Title 18)
All implementing ordinances and zoning regulations are required to be consistent with the General Plan. The FGPU would update select sections of the Municipal Code to be consistent with the proposed changes to the General Plan elements, as detailed above, in order to implement the General Plan. In addition, although the House National City Program's new regulations would remove the residential unit cap set forth by the traditional dwelling units per acre and parking waiver requirements of the Municipal Code, only parcels with a base or overlay zone per the Municipal Code that allows at least 20 dwelling units per acre would be required to qualify for the program. This would only be applicable to the parcels with the required base zoning.

Therefore, the FGPU's impacts as related to conflicts with the Municipal Code would be *less than significant*.

Adopted Housing Element 2021-2029
The FGPU proposes to revise policies within the Land Use Element and Transportation Element to incentivize housing development in an integrated way with circulation network improvements. The incentivization of housing development by the FGPU is consistent with the goals and policies in Chapter 6 of the Housing Element, which include encouraging and facilitating the construction of new housing and of a diverse housing stock (Goals 1 and 2). In addition, the proposed Objective Design Standards of the FGPU are also consistent with Policy 4.1 under Goal 4 of the Housing Element, which

calls for the facilitation of property conservation and community enhancement through the implementation of objective design standards.

Adopted Specific Plans
Per California Government Code Section 65450-65457, Article 8, a specific plan must be consistent with the adopted general plan of the jurisdiction within which it is located.

The FGPU would amend the Downtown Specific Plan and Westside Specific Plan policies, development zones, design guidelines, and parking requirements to be consistent with the changes to the General Plan. The FGPU's impacts as related to conflicts with the specific plans would be *less than significant.*

Therefore, impacts related to consistency with local plans would be *less than significant with mitigation.*

4.6.6 Mitigation, Monitoring, and Reporting

See Chapter 4.2 Air Quality.

- **MM-AQ-4A: Sensitive Receptors - Health Risk Assessment**
- **MM-AQ-4B: Sensitive Receptors – Enhanced Construction**

4.6.7 Significance after Mitigation

With implementation of **MM-AQ-4A and MM-AQ-4B**, Impact LU-1 would be reduced to *less than significant* relative to siting of sensitive land uses in proximity to sources of air emissions.

4.7 Noise

The analysis in this section provides focused updates to Chapter 4.10 Noise in the 2011 Comprehensive Land Use Update (CLUU) Program Environmental Impact Report (PEIR), with an emphasis on potential noise impacts that may change as a result of the Focused General Plan Update (FGPU).

The purpose of this section is to identify and assess potential sources of noise associated with buildout of the FGPU that could result in a substantial temporary or permanent increase in ambient noise levels in excess of standards established in the General Plan or Noise Ordinance to ensure that new development does not expose people to unacceptable noise levels.

4.7.1 Noise Definitions

There are several noise measurement scales that are used to describe noise. The most basic and standard noise measurement is the decibel (dB), which measures the relative amplitude (loudness) and pitch (frequency) of sound. The human ear is not equally sensitive to sound at all frequencies. Additionally, since sound levels can vary considerably over a short period of time, a method for describing these variations must be utilized. Most commonly, environmental sounds are described in terms of an average level that has the same acoustical energy as the summation of all the time-varying events. This equivalent noise level descriptor is described as L_{eq}. The most common averaging period is hourly, but it can be of any duration. Statistical measures such as the maximum (L_{max}) and minimum (L_{min}) levels are also used to quantify the time-varying noise levels in the community. Sound levels in decibels are calculated on a logarithmic basis. Each 10-decibel increase in sound level is perceived as approximately a doubling of loudness over a fairly wide range of intensities.

There are several methods of characterizing sound. The most common in California is the A-weighted sound level, measured in A-weighted decibels (dBA). All sound levels in this report are A-weighted unless otherwise noted. This scale gives greater weight to the frequencies of sound to which the human ear is most sensitive.

Since sensitivity to noise increases during the evening and at night—because excessive noise interferes with the ability to sleep—24-hour descriptors have been developed that incorporate artificial noise penalties added to quiet-time noise events. The day/night average sound level (L_{dn}) is a measure of the cumulative noise exposure in a community, with a 10 dB addition to nocturnal (10:00 p.m. to 7:00 a.m.) noise levels.

Ambient noise level refers to the composite of noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location and time. Table 4.7-1 provides additional descriptions of frequently used acoustic terms.

Community noise equivalent level (CNEL) describes the average noise level during a 24-hour period, with a penalty of 5 dB added to sound levels between 7 p.m. and 10 p.m., and a penalty of 10 dB added to sound levels between 10 p.m. and 7 a.m.

Table 4.7-1 Definition of Acoustic Terms

Term	Definition
Decibel, dB	A unit describing the amplitude of sound.
Frequency, hertz (Hz)	The number of complete pressure fluctuations per second above and below atmospheric pressure.
A-Weighted Sound Level, dBA	Decibel level as measured using the A-weighted filter network, which deemphasizes the very low and very high frequency components of the sound in a manner similar to the frequency response of the human ear and correlating well with subjective reactions to noise.
Day/Night Noise Level, L_{dn}	The average A-weighted noise level during a 24-hour day obtained after addition of 10 decibels to levels measured in the night between 10:00pm and 7:00am.
L_{max}, L_{min}	The maximum and minimum A-weighted noise levels during the measurement period.
Ambient Noise Level	The composite of noise from all sources near and far. The normal or existing level of environmental noise at a given location.
Community noise equivalent level, CNEL	The 24 hour A-weighted average for sound, with corrections for evening and nighttime hours.
Intrusive	Noise that intrudes over and above the existing ambient noise at a given location. Relative intrusiveness depends on amplitude, duration, frequency, time of occurrence, and tonal or informational content as well as the prevailing ambient noise level.
Sensitive Receptor	A location where people reside or where the presence of unwanted sound could adversely affect the primary intended use of the land. Residences, churches, schools, libraries, parks, open space, hospitals, and convalescent homes are examples of sensitive receptors to noise.

Source: National City Comprehensive Land Use Update EIR , Chapter 4.10 Noise (2011), https://www.nationalcityca.gov/home/showpublisheddocument/4449/636090627169130000

In general, human sound perception in a community environment is such that a change in sound level of 3 dB is just noticeable, a change of 5 dB is clearly noticeable, and a change of 10 dB is perceived as doubling or halving the sound level. Because of the logarithmic scale of the decibel unit, sound levels cannot be added or subtracted arithmetically. A simple rule of thumb is useful in dealing with sound levels: if a sound's physical intensity is doubled, the sound level increases by 3 dB, regardless of the initial sound level. For example, 60 dB + 60 dB = 63 dB (doubling). However, when noise levels differ, the resulting noise level may not change substantially—for example, when 60 dB and 70 dB sources are added, the resulting noise level equals 70.4 dB.[1]

To gather an understanding dBA sound levels, see Table 4.7-2 for a comparison to typical sounds common in an urban environment and the typical human response to these noise levels.

1 National City Comprehensive Land Use Update EIR , Chapter 4.10 Noise (2011), https://www.nationalcityca.gov/home/showpublisheddocument/4449/636090627169130000

Table 4.7-2 Noise Levels of Common Activities

Common Sounds	Noise Level (dB)	Effect on Human Response
Carrier deck Jet operation Air raid siren	140	Painfully loud
Jet takeoff (200 feet) Thunderclap Discotheque	130	
Auto horn (3 feet)	120	Maximum vocal effect
Pile drivers Chain saw (2 feet)	110	
Garbage truck 767.10 Power lawn mower (4 feet)	100	
Heavy truck (50 feet) City traffic	90	Very annoying Hearing damage (8 hours)
Alarm clock (2 feet) Hair dryer Vacuum cleaner	80	Annoying
Noisy restaurant Freeway traffic Man's voice	70	Telephone use difficult
Air conditioning unit (20 feet)	60	Intrusive
Light traffic (100 feet)	50	Quiet
Living room Bedroom Quiet office	40	
Library Soft whisper (15 feet)	30	Very quiet
Broadcasting studio	20	
	10	Just audible
	0	Hearing begins

Source: National City, Municipal Code, Section 12.02.060 Criteria, Table 1 Sound Levels and Human Response, (2001), https://library.municode.com/ca/national_city/codes/code_of_ordinances?nodeId=CD_ORD_TIT12NOCO_CH12.02GEPR_12.02.060CR

4.7.2 Effects of Noise

As noted in the National City Municipal Code under Section 12.02.060, 70 dB is the point at which noise may begin to harm hearing, 60 dB is the threshold of stress response, and 45 dB disturbs sleep. To the ear, each 10 dB increase seems twice as loud.

4.7.2.1 Hearing Loss

Noise-induced hearing loss is 100 percent preventable; however, once acquired, it is permanent and irreversible. Risk of hearing loss from noise exposure is a complex issue. The U.S. Environmental Protection Agency (EPA) and the World Health Organization recommend maintaining environmental noises below 70 dBA over 24 hours (75 dBA over 8 hours) to prevent noise-induced hearing loss.[2]

4.7.2.2 Sleep and Speech Interference

Causes for annoyance include interference with speech, radio and television, house vibrations, and interference with sleep and rest. The thresholds for speech interference indoors are about 45 dBA if the noise is steady and about 55 dBA if the noise is fluctuating. Outdoor thresholds are about 15 dBA higher. Steady noise above 35 dBA and fluctuating noise levels above about 45 dBA have been shown to affect sleep.[3]

4.7.2.3 Annoyance

The EPA has specified limits for speech interference and annoyance at 55 dBA for outdoors activities and 45 dBA for indoor activities. These limits were chosen to protect 96 percent of the general population from developing hearing loss, as well as to protect "public health and welfare" (defined as personal comfort and well-being and absence of mental anguish and annoyance).[4]

4.7.3 Groundborne Vibration

Ground vibration consists of rapidly fluctuating motions or waves transmitted through solid material. Several methods are typically used to quantify the amplitude of vibration, including peak particle velocity (PPV) and root mean square (RMS) velocity. PPV is defined as the maximum instantaneous positive or negative peak of a vibration wave. RMS velocity is defined as the average of the squared amplitude of the signal.[5] PPV is generally accepted as the most appropriate descriptor for evaluating the potential for building damage. For human response, however, an average vibration amplitude is more appropriate because it takes time for the human body to respond to the excitation (the human body responds to an average vibration amplitude, not a peak amplitude).

As discussed previously, annoyance is a subjective measure, and vibrations may be found to be annoying at much lower levels than those shown, depending on the level of activity and the sensitivity of the individual. To sensitive individuals, vibrations approaching the threshold of perception can be annoying. Low-level vibrations frequently cause irritating secondary vibration, such as a slight rattling of windows, doors, or stacked dishes. The rattling sound can give rise to exaggerated vibration complaints, even though there is very little risk of actual structural damage. In high-noise environments, which are more prevalent where groundborne vibration approaches perceptible levels, this rattling phenomenon may also be produced by loud airborne environmental noise causing induced vibration in exterior doors and windows.

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2 Chuck Kardous, MS, PE; Christa L. Themann, MA, CCC-A; Thais C. Morata, Ph.D. and W. Gregory Lotz, Ph.D. Understanding Noise Exposure Limits: Occupational vs. General Environmental Noise, NIOSH Science Blog, February 8, 2016, https://blogs.cdc.gov/niosh-science-blog/2016/02/08/noise/
3 National City Comprehensive Land Use Update EIR , Chapter 4.10 Noise (2011), https://www.nationalcityca.gov/home/showpublisheddocument/4449/636090627169130000
4 Chuck Kardous, MS, PE; Christa L. Themann, MA, CCC-A; Thais C. Morata, Ph.D. and W. Gregory Lotz, Ph.D.; Understanding Noise Exposure Limits: Occupational vs. General Environmental Noise, NIOSH Science Blog, February 8, 2016, https://blogs.cdc.gov/niosh-science-blog/2016/02/08/noise/
5 National City Comprehensive Land Use Update EIR , Chapter 4.10 Noise (2011), https://www.nationalcityca.gov/home/showpublisheddocument/4449/636090627169130000

The duration and amplitude of vibration generated by construction and maintenance equipment varies widely depending on the type of equipment and the purpose for which it is being used (see Table 4.7-3). The vibration from blasting has a high amplitude and short duration, whereas vibration from grading is lower in amplitude but longer in duration. In assessing vibration from construction and maintenance equipment, it is useful to categorize the equipment by the nature of the vibration generated. Equipment typical of high-rate repeated impact vibration includes jackhammers, hoe rams, and some types of pavement breakers.[6]

Table 4.7-3 Construction Equipment Noise

Equipment	Maximum Noise Level (dBA at 50 feet)
Scrapers	89
Bulldozers	85
Heavy Trucks	88
Backhoe	80
Pneumatic Tools	85
Concrete Pump	82
Source: Federal Transit Administration, Construction Noise Handbook, http://www.fhwa.dot.gov/environment/noise/construction_noise/handbook/handbook09.cfm	

The two primary concerns regarding construction-induced vibration—the potential to interfere with the enjoyment of life and the potential to damage a structure—are evaluated against different vibration limits (see Table 4.7-4 and Table 4.7-5). Studies have shown that the threshold of perception for average persons is in the range of 0.2 to 0.3 millimeters per second (0.008 to 0.012 inches per second [in/sec]) PPV. Human perception of vibration varies with the individual and is a function of physical setting and the type of vibration. Persons exposed to elevated ambient vibration levels, such as people in an urban environment, may tolerate a higher vibration level.[7]

Table 4.7-4 Reaction of People to Continuous Vibration Levels

PPV (in/sec)	Human Response
3.6 (at 2 Hz) to 0.4 (at 20 Hz)	Very disturbing
0.7 (at 2 Hz) to 0.17 (at 20 Hz)	Disturbing
0.10	Strongly perceptible
0.035	Distinctly perceptible
0.012	Slightly perceptible
Source: Caltrans, Transportation and Construction Vibration Guidance Manual, April 2020 https://dot.ca.gov/-/media/dot-media/programs/environmental-analysis/documents/env/tcvgm-apr2020-a11y.pdf	

6 Caltrans, Transportation and Construction Vibration Guidance Manual, April 2020, https://dot.ca.gov/-/media/dot-media/programs/environmental-analysis/documents/env/tcvgm-apr2020-a11y.pdf
7 National City Comprehensive Land Use Update EIR , Chapter 4.10 Noise (2011), https://www.nationalcityca.gov/home/showpublisheddocument/4449/636090627169130000

Table 4.7-5 Effect on Buildings from Continuous Vibration Levels

PPV (in/sec)	Effect on Building
0.4–0.6	Architectural damage and possible minor structural damage
0.2	Threshold at which there is a risk of architectural damage to normal dwelling houses (houses with plastered walls and ceilings)
0.1	Virtually no risk of architectural damage to normal buildings
0.08	Recommended upper limit of vibration to which ruins and ancient monuments should be subjected
0.006-0.019	Vibration unlikely to cause damage of any type

Source: Caltrans, Transportation and Construction Vibration Guidance Manual, April 2020 https://dot.ca.gov/-/media/dot-media/programs/environmental-analysis/documents/env/tcvgm-apr2020-a11y.pdf

Structural damage can be classified as cosmetic only, such as minor cracking of building elements, or damage that may threaten the integrity of a building. Safe vibration limits that can be applied to assess the potential for damaging a structure vary by researcher, and there is no general consensus as to what amount of vibration may pose a threat of structural damage to a building.

Construction-induced vibration that can be detrimental to a building is very rare and has only been observed in instances where the structure is in a high state of disrepair and the construction activity occurs immediately adjacent to the structure.

4.7.4 Existing Conditions

4.7.4.1 Noise and Vibration Generating Land Uses

Mobile Noise Sources

National City is an urbanized jurisdiction, located adjacent to industrial areas, highways, and other urbanized jurisdictions. The Interstate 5 (I-5), Interstate 805 (I-805), and State Route 54 are the most prevalent sources of traffic noise and affect distant land uses. Major arterials that also emit significant noise sources include, National City Boulevard, Highland Avenue, Euclid Avenue, Division Street, Plaza Boulevard, Civic Center Drive, 18th Street, Bay Marina/Mile of Cars Way, and 30th Street/Sweetwater Road.

Highways typically generate 70 to 80 dBA CNEL at adjacent receptors. Heavily used commuter roadways, such as arterials and major streets, also generate significant levels of noise, typically 65 to 75 dBA CNEL at adjacent receptors.

The San Diego and Imperial Valley Railroad is located in the westernmost portion of the Planning Area in a heavy commercial/industrial area. Trains are a source of intermittent, high noise levels and groundborne vibration. The highest noise levels resulting from trains occur in areas near "at-grade" rail crossings where trains are required to sound their warning whistles. Train warning whistles can generate noise levels of approximately 100 to 105 dBA at a distance of 50 feet. Groundborne vibration levels may exceed the Federal Transportation Administration's vibration impact criteria (72 to 80 vibration decibels, depending on the frequency of events) and may affect sensitive land uses within approximately 100 to 200 feet of the tracks.

Major Stationary Noise Sources

Noise sources from service commercial uses, such as automotive repair facilities, wrecking yards, tire installation centers, car washes, transfer yards, and loading docks, are found at various locations throughout National City. The noise emissions from these types of uses are dependent on many factors and are therefore difficult to quantify precisely. Noise generated by these uses contributes to the

ambient noise environment in their immediate vicinity and should be considered where either new noise-sensitive uses are proposed nearby or where similar uses are proposed in existing residential areas. Due to the nature of a developed city, a higher ambient noise level is typical in such areas .

Airport Noise
The Airport Authority serves as the Airport Land Use Commission (ALUC) for San Diego County. The ALUC is responsible for adopting Airport Land Use Compatibility Plans (ALUCPs) for 16 public use and military airports in San Diego County. ALUCPs provide guidance on appropriate land uses surrounding airports to protect the health and safety of people and property within the vicinity of an airport, as well as the public in general. An ALUCP contains policies and criteria that address compatibility between airports and future land uses that surround them by addressing noise, overflight, safety, and airspace protection concerns to minimize the public's exposure to excessive noise and safety hazards within the airport influence area (AIA) for each airport over a 20-year horizon. A 406-acre portion of National City is located within the AIA for San Diego International Airport (SDIA). This area is outside the area of primary noise concern (see Figure 4.7-1).

Military aircraft are also sources of intermittent noise over National City as the Naval Air Station North Island (NASNI) is located approximately 3 miles to the northwest on Coronado Island. Aircraft operations to and from the SDIA and the NASNI generate intermittent noise when passing over National City. Noise generated by these flights, although audible and noticeable in quiet areas above other ambient noise sources, is a minor contributor to daily average noise levels in the Planning Area. Portions of southwest National City appear to be within the NASNI AIA. Despite this, the ALUC consistency determination is that no part of the Planning Area is within noise contours. The NASNI noise contours do show a portion of the Pacific Ocean within the City's boundaries to be within the noise contours for NASNI (see Figure 4.7-1).[8]

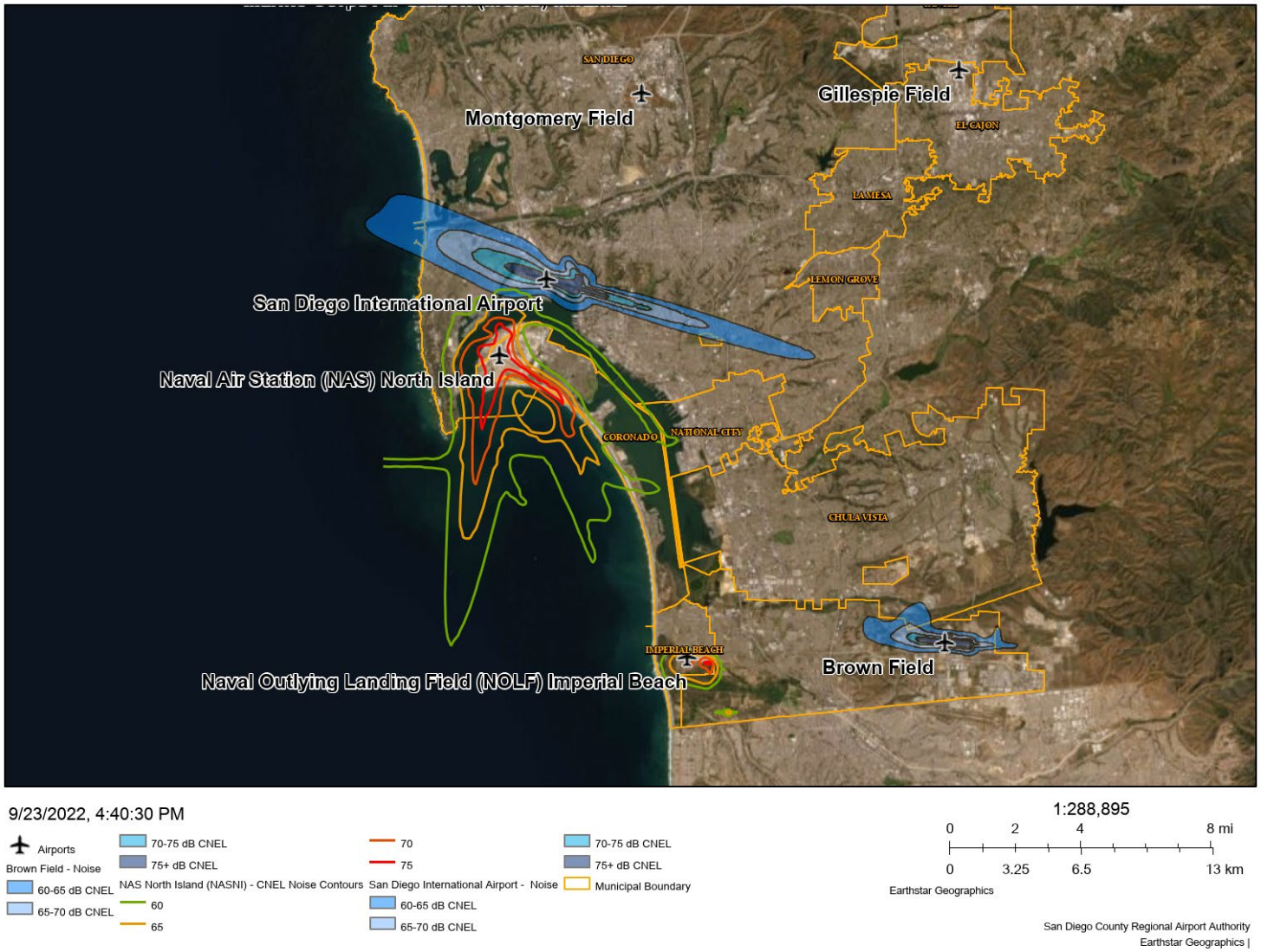
The Brown Field Municipal Airport ALUCP AIA contains an area in the southernmost extent of National City (i.e., the salt flats). This area is located outside the area of primary noise concern. As no Focus Areas are within this area, this ALUCP is excluded from further discussion in this chapter.

4.7.4.2 Sensitive Receptors

Noise-sensitive receptors are associated with land uses wherein indoor and/or outdoor human activities may be subject to stress and/or significant interference from noise. They include residential (single- and multi-family dwellings, mobile home parks, dormitories and similar uses); transient lodging (including hotels, motels and similar uses); hospitals, nursing homes, convalescent hospitals, and other facilities for long-term medical care; and public or private educational facilities, libraries, churches, and other places of public gathering. In addition to buildings, exterior use areas may also be considered noise-sensitive receptors. Exterior use areas are areas where frequent human use for prolonged periods (at least an hour) may reasonably occur. Common examples of exterior use areas include residential backyards, multi-family communal areas, patios, picnic areas, recreation areas, playgrounds, active sports areas, and parks. Noise-sensitive receptors occur throughout the City (see Figure 4.7-2).

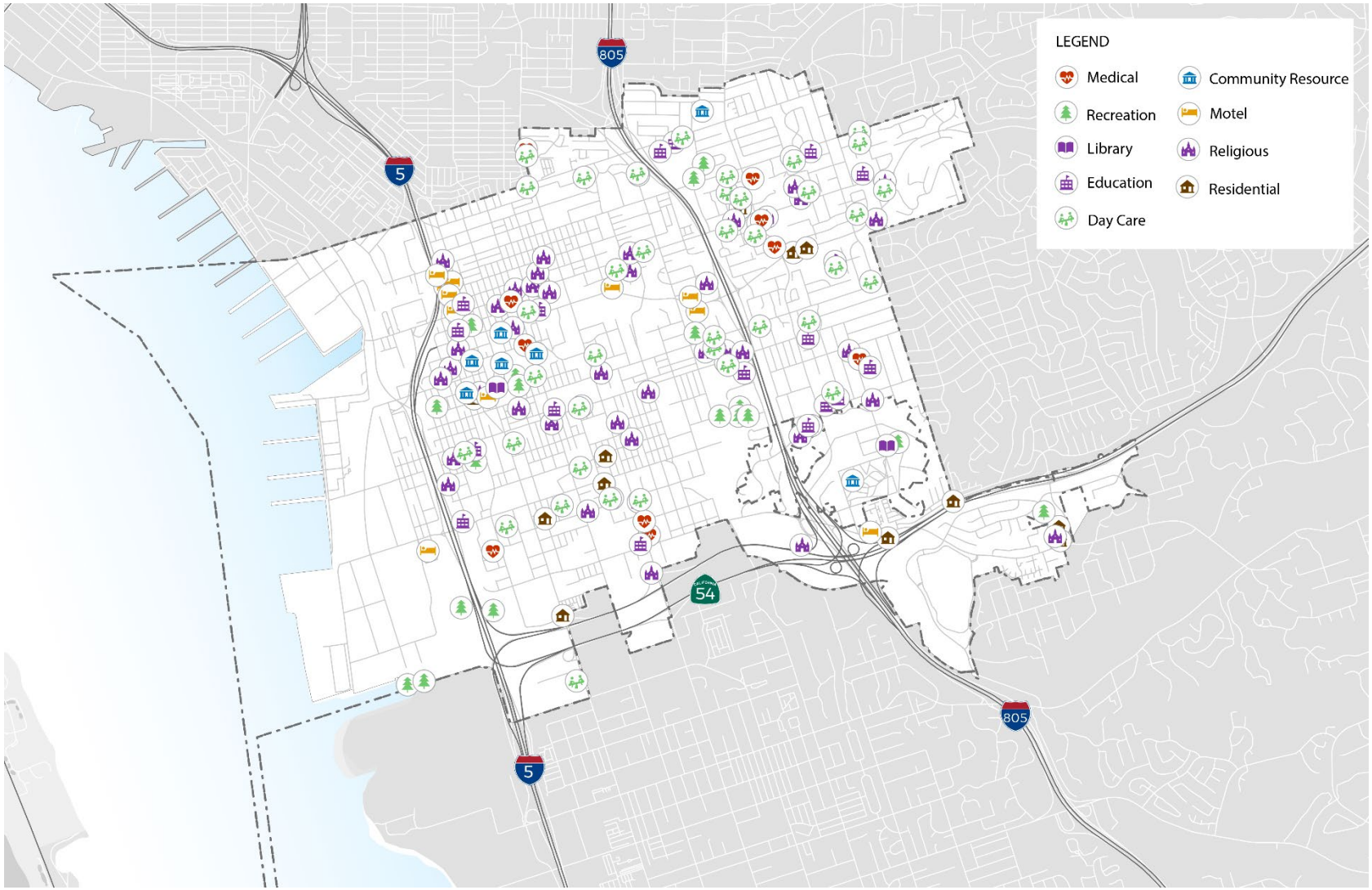
8 San Diego County Regional Airport Authority ALUCP, Naval Air Station North Island Airport Land Use Compatibility Plan, Exhibit 1 Airport Influence Area and Exhibit 4 Safety Zones and Noise Contours, October 2019, https://www.san.org/Portals/0/Documents/Airport%20Projects/Planning/2020-11-06_NASNI_ALUCP.pdf

Figure 4.7-1 Airport Noise Contours



Source: San Diego County Regional Airport Authority, ALUCP Mapping Tool, https://sdcraa-aluc.maps.arcgis.com/apps/webappviewer/index.html?id=945b3a6b12a34b158d8c9022251542e3 (Accessed September 23, 2022)

Figure 4.7-2 Noise-Sensitive Receptors



Source: SANGIS, Places, July 2018, https://sdgis-sandag.opendata.arcgis.com/datasets/SANDAG::places/explore

4.7.4.3 Ambient Noise Levels

Ambient noise levels were measured at 12 locations to characterize the variability of noise in the FGPU Planning Area. Noise measurements were taken at sites selected within the six Focus Areas with a Svantek Svan 971 Type 1 Integrating Sound Level Meter, serial number 80354. Measurement locations are shown in Figure 4.7-3. A summary of the measurements is provided in Table 4.7-6. Based on these measurements, daytime noise levels along major roadways in the FGPU Planning Area range from 64 to 67 dBA L_{eq} and are typical of an urban environment.

Figure 4.7-3 Measurement Locations

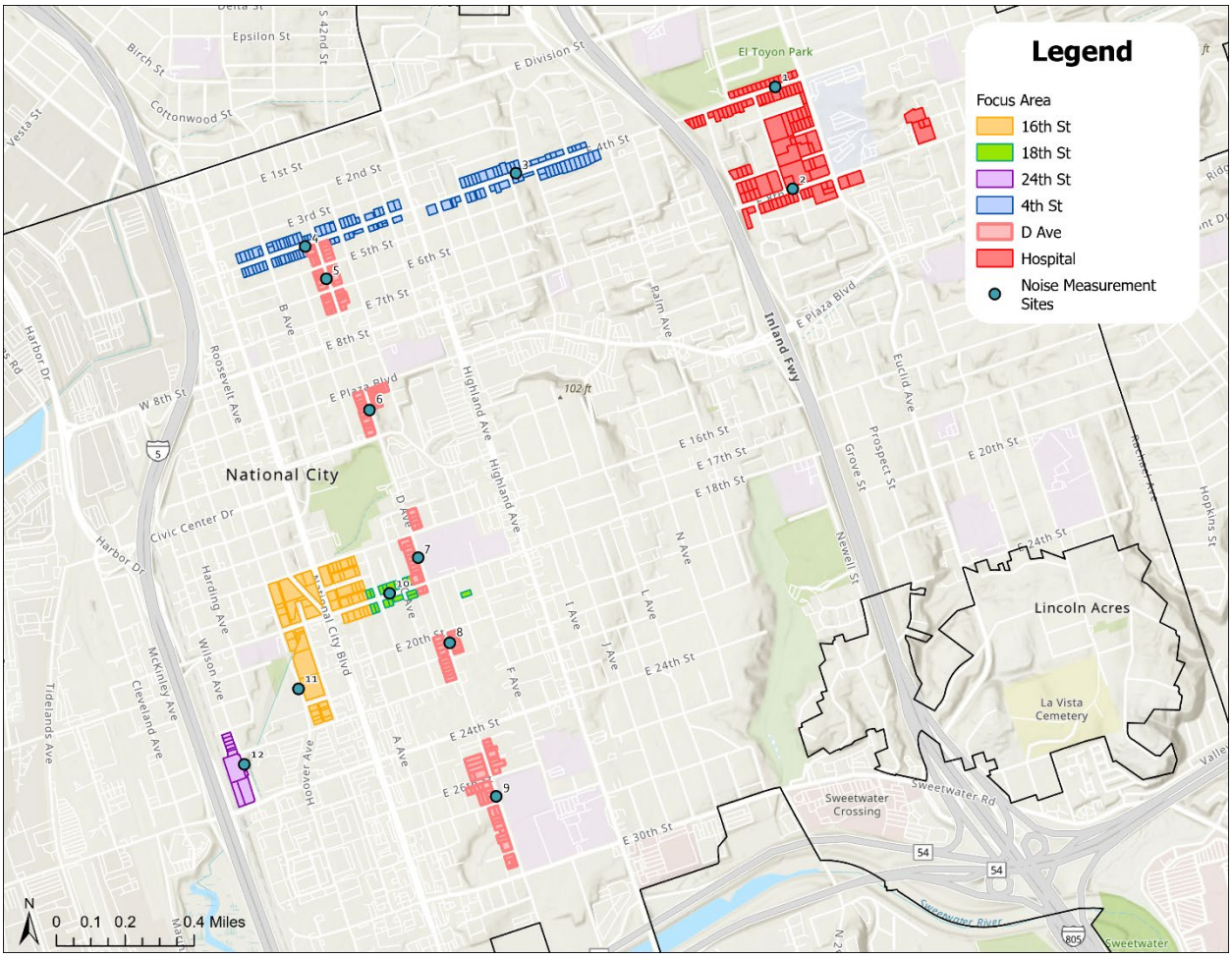


Table 4.7-6 Ambient Noise Measurements

Short-Term Measurements				
#	**Location**	**Time**	**Noise Level (dBA L_{eq})**	**Notes/ Noise Sources**
1	2213 E 4th Street	1:15 p.m. to 1:30 p.m.	64.2	
2	2303 E 8th Street	12:55 p.m. to 1:10 p.m.	67.9	
3	1139 E 4th Street	1:35 p.m. to 1:50 p.m.	59.7	
4	303 E 4th Street	12:22. p.m. to 12:37 p.m.	60.4	
5	531 D Avenue	(See note)	(See note)	Measurement not taken at this location due to barking dogs.
6	1026 D Avenue	12:00 p.m. to 12:15 p.m.	60.2	
7	1628 D Avenue	11:40 a.m. to 11:55 a.m.	59.8	
8	2035 D Avenue	10:05 a.m. to 10:20 a.m.	60.1	
9	344 E. 27th Street (along sidewalk)	9:45 a.m. to 10:00 a.m.	62.4	Local traffic on D Avenue and 27th Street
10	223 E 18th Street	11:15 a.m. to 11:25 a.m.	63.2	
11	2010 Hover Street	10:30 a.m. to 10:45 a.m.	52.8	
12	2028 E 24th Street	10:55 a.m. to 11:10 a.m.	61.3	

4.7.5 Regulatory Framework

4.7.5.1 State

California Code of Regulations (CCR), Title 24, Part 12[9]

The State of California's noise insulation standards are codified in CCR, Title 24, Building Standards Administrative Code, Part 2, California Building Code (see Section 1206). These noise standards are applied to new construction for the purpose of providing suitable interior noise environments. Title 24 requires that interior noise levels attributable to exterior sources must not exceed 45 dB in any habitable room. The regulations specify that acoustical studies must be prepared when multi-family housing is proposed near major transportation noise sources and where such noise sources create an exterior noise level of 60 dBA CNEL or higher. Acoustical studies that accompany building plans must demonstrate that hotels, motels, dormitories, apartment houses, and dwellings other than detached single-family dwellings have been designed to limit interior noise in habitable rooms to acceptable noise levels (45 dBA CNEL).

California Code of Regulations (CCR), Title 24, Part 11[10]

Noise exposure in nonresidential structures is regulated by 2022 California Green Building Standards, Chapter 5 – Nonresidential Mandatory Measures, Division 5.5 –Environmental Quality, Section 5.507 – Environmental Comfort, Subsection 5.507.4 –Acoustical Control. Pursuant to this standard, interior noise levels attributable to an airport, freeway, or expressway, railroad, industrial source, or fixed-

[9] California Building Code 2022, Chapter 12 Interior Environment https://up.codes/viewer/california/ca-building-code-2022/chapter/12/interior-environment#12
10 California Green Building Standards Code 2022, Chapter 5 Nonresidential Mandatory Measures https://up.codes0.5/viewer/california/ca-green-code-2022/chapter/5/nonresidential-mandatory-measures#5 https://up.codes/viewer/california/ca-green-code-2022/chapter/5/nonresidential-mandatory-measures#5

guideway source may not exceed 50 dBA in occupied areas during any hour of operation (24 CCR Part 6, 5.506.7.4.2).

California Department of Transportation (Caltrans) Vibration Guidance (April 2020)
There are no State plans, policies, regulations, or laws related to groundborne vibration that are directly applicable to the FGPU. However, Caltrans has adopted guidance for construction vibrations, and this guidance is used in this analysis.

Caltrans identifies maximum vibration levels for preventing damage to structures from intermittent construction or maintenance activities (see Table 4.7-7). A maximum vibration limit of 0.3 to 0.5 (in/sec) PPV is recommended for older residential structures, historic, and older buildings. A conservative vibration limit of 0.1 to 0.2 in/sec PPV has been used for buildings that are found to be structurally fragile.[11]

Table 4.7-7 Guideline Vibration Damage Potential Threshold Criteria

Structure and Condition	Maximum PPV (in/sec)	
	Transient Sources	Continuous/Frequent Intermittent Sources
Extremely fragile historic buildings, ruins, ancient monuments	0.12	0.08
Fragile buildings	0.2	0.1
Historic and some old buildings	0.5	0.25
Older residential structures	0.5	0.3
New residential structures	1.0	0.5
Modern industrial/commercial buildings	2.0	0.5

All of these limits have been used successfully, and compliance with these limits has not been known to result in appreciable structural damage. All vibration limits referred to herein apply on the ground level and take into account the response of structural elements (i.e., walls and floors) to groundborne excitation.

Transient sources create a single isolated vibration event, such as blasting or drop balls. Continuous/ frequent intermittent sources include impact pile drivers, pogo-stick compactors, crack-and-seat equipment, vibratory pile drivers, and vibratory compaction equipment.

In addition, the guidance identifies vibration levels that would be perceptible to humans, as shown in Table 4.7-8.

Table 4.7-8 Human Response to Transient Vibration

Human Response	Maximum PPV (in/sec)	
	Transient Sources	Transient Sources
Barely perceptible	0.04	0.01
Distinctly perceptible	0.25	0.04
Strongly perceptible	0.9	0.10
Severe	2.0	0.4

11 Caltrans, Transportation and Construction Vibration Guidance Manual, April 2020, Chapter 6, Table 15 AASHTO Maximum Vibration Levels for Preventing Damage, https://dot.ca.gov/-/media/dot-media/programs/environmental-analysis/documents/env/tcvgm-apr2020-a11y.pdf

4.7.5.2 Local

General Plan Land Use Element

The following policy from the Land Use Element relates to noise:

- ***Policy LU 3.7:*** *Limit impacts from industrial or mixed-uses by establishing performance standards to regulate noise, glare, vibrations, odor, lighting, air pollution, and other potential disturbances.*

General Plan Noise and Nuisance Element

The City's adopted General Plan Noise and Nuisance Element addresses different sources of noise through various policies, including those requiring the use of noise barriers and reduction measures with new and existing development. It also contains the Noise Compatibility Guidelines (Table NN-5 in the Noise and Nuisance Element; see Table 4.7-9, below), which is used for evaluating land use noise compatibility when reviewing proposed land use development projects.

Table 4.7-9 Land Use Noise Compatibility Standards

Land Use Category	Exterior Noise Exposure (dBA CNEL)				
	<60	60–65	65–70	70–75	75+
Residential Land Uses					
Single-family, Mobile Homes, Senior Housing		45*	45*	45*	
Multi-Family			45*	45*	
Minor Mixed-Use, Major Mixed-Use			45*	45*	45*
Commercial					
Automotive, Service Commercial					
Office					
Shopping Center					
Visitor Accommodations			45*	45*	45*
Industrial					
Institutional					
Infrastructure (water treatment facilities, electrical substations)					
Worship facilities, educational facilities, community centers, libraries, museums and cultural centers)		45*	45*	45*	
Open Space, Parks and Recreation					
Community and Neighborhood Parks					
Golf Courses, Athletic Fields					
(*) Interior noise level					

Source: National City, General Plan, Noise and Nuisance Element, Table NN-5 Land Use – Noise Compatibility Guidelines, 2011

Key to Table 4.7-9:

	Compatible	Indoor Uses	Standard construction methods should attenuate exterior noise to an acceptable indoor noise level.
		Outdoor Uses	Activities associated with the land use may be carried out.
	Conditionally Compatible	Indoor Uses	Building structure must attenuate exterior noise to the indoor noise level. Conventional construction, but with closed windows and fresh air supply systems will normally suffice.
		Outdoor Uses	Best practices for reducing noise interference should be incorporated to make outdoor activities acceptable.
	Normally Incompatible	Indoor Uses	If new construction or development does proceed, a detailed acoustical analysis is needed to identify the noise reduction requirements and needed noise insulation features shall be included in the design.
		Outdoor Uses	Feasible noise mitigation techniques shall be analyzed and incorporated to make the outdoor activities acceptable.
	Incompatible	Indoor Uses	New construction should not be undertaken.
		Outdoor Uses	Severe noise interference makes outdoor activities unacceptable.

The Noise and Nuisance Element also addresses interior noise levels and require noise analyses and project-specific mitigation when appropriate in order to maintain consistency with the interior and exterior noise standards of the Noise and Nuisance Element. The following policies within the element are relative to noise and new development permitted under the FGPU:

- ***Policy NN-1.2:*** *Include appropriate noise reduction strategies (e.g., barriers, materials, traffic calming techniques, etc.) in the design and during implementation of new roadway projects.*
- ***Policy NN-1.3:*** *Reduce transportation noise impacts on new and existing development through the inclusion of appropriate noise reduction strategies (e.g., setbacks, noise barriers, building design, materials, etc.) in new development and redevelopment projects.*
- ***Policy NN-1.4:*** *Require the use of noise-reducing paving materials for public and private road surfacing projects.*
- ***Policy NN-2.3:*** *Enforce Title 24 required noise insulation standards in building design and construction to reduce noise generated by non-transportation sources.*
- ***Policy NN-2.5:*** *Require development to minimize the exposure of neighboring properties to excessive noise levels from construction-related activity during all phases of construction.*
- ***Policy NN-3.1:*** *Work with responsible agencies and City departments to address potential noise issues associated with land use proposals or projects.*
- ***Policy NN-3.2:*** *Require the location of sensitive land uses away from high noise areas, or require mitigation to control adverse noise impacts.*

- ***Policy NN-3.3:*** *Assure the appropriateness of proposed developments relative to existing and future noise levels by consulting the guidelines for noise-compatible land use (shown on Table NN-5) and the Noise Contour Exhibits (shown on Figures NN-1 and NN-3) to minimize the effects on noise-sensitive land uses.*
- ***Policy NN-3.4:*** *Require an acoustical study when required by Title 24 CCR (California Building Code) for proposed developments, so that noise mitigation measures can be included in the project design.*
- ***Policy NN-3.5:*** *Require that new construction and condominium conversions incorporate acoustical mitigation design in compliance with California Noise Insulation Standards (Title 24), when necessary and ensure that indoor noise levels for residential living spaces not exceed 45 dB CNEL.*
- ***Policy NN-3.6:*** *Encourage retrofitting of existing sensitive noise receptors (residences, schools, rest homes) with noise reduction materials.*

National City Municipal Code Title 12 Noise Control Ordinance
The City's Noise Control Ordinance is intended to prevent noise and vibration that may jeopardize the health or welfare of its citizens or degrade quality of life.

The key sections of the Municipal Code regulating noise control are presented below:

Chapter 12.06 Exterior Noise Limits 12.06.020 Maximum permissible sound levels by receiving land use
The noise standards presented in Table III of this chapter [renumbered as Table 4.7-10 for this Supplemental Program Environmental Impact Report] *for various categories of land uses defined in Chapter 18.10 of the city land use code, shall, unless otherwise specifically indicated, apply to each property or portion of property substantially used for a particular type of land use reasonably similar to the land use types shown in Table III. Where two or more dissimilar land uses occur on a single property, the more restrictive noise limits shall apply.*

A. *Additional land use classifications may be added by resolution of the planning commission to reflect both lower and higher existing ambient levels than those shown.*
B. *Where doubt exists when making identification of receiving land use, the planning commission may make an interpretation in the manner provided by Section 18. 134.020 of the land use code.*
C. *No person shall operate or cause to be operated any source of sound at any location within the city' or allow the creation of any noise on property owned, leased, occupied or otherwise controlled by such person, which causes the noise level to exceed the environmental noise level or nuisance noise level, or both, of the applicable limits given in Table Ill of this chapter at any point on or beyond the boundaries of the property on which the sound is produced.*
D. *Environmental noise shall be assessed by the A-weighted equivalent sound level (Leq) for any hour (Leq(h)).*

Nuisance noise shall be assessed as an A-weighted sound level not to be exceeded at any time. Nuisance noise is not subject to hourly averaging as Leq(h). The sound level of an event may be assessed by sound level meters or recording devices, or by other objective methods. However, failure or inability to conduct measurements of the sound level shall not bar enforcement or abatement.

Sound levels by receiving land. use shall be measured at the boundary of the property on which the sound is produced (generated) or at any point within the boundary of the property affected.

A. *Fixed location public utility distribution or fixed transmission facilities, located on or adjacent to a property line shall be subject to noise level limits of this section measured at or beyond six feet from the boundary of the easement upon which the equipment is located.*

Chapter 12.06 Exterior Noise Limits 12.06.040 Corrections to exterior noise level limits
See Table 4.7-10 below for referenced noise levels.

A. *If the noise is continuous as defined in Section 12.04.120, the Leq for any hour can be represented by any lesser time period within that hour. Noise measurements of a few minutes only will thus suffice to define the noise level.*

B. If the noise is intermittent as defined in Section 12.04.320, the Leq for any hour may be represented by a time period typical of the operating cycle. Measurement should be made of a representative number of noisy/quiet periods. A measurement period of not less than fifteen minutes is, however, strongly recommended when dealing with intermittent noise.

C. In the event the alleged offensive noise contains a steady, audible sound such as a whine, screech or hum, or contains a repetitive impulsive noise such as hammering or riveting, or contains music or speech, the standard limits set forth in Table III [i.e., Table 4.7-10] *shall be reduced by five dB.*

D. If the measured ambient level exceeds that permissible in Table III, the allowable noise level standard shall be the ambient noise level. The ambient level shall be measured when the alleged noise violation source is not operating.

Table 4.7-10 Exterior Environmental Noise Limits[1,2,3]

Receiving Land Use Category	***Allowable Noise Level (dbA)***	
	10 p.m. to 7 a.m.	***7 a.m. to 10 p.m.***
All residential (less than 9 dwelling units)	*45*	*55*
Multi-unit residential (Consisting of 9 dwelling units or more and Public Space)	*50*	*60*
Commercial	*60*	*65*
Light Industry (Industry east of I-5)	*70*	*70*
Heavy Industry (Industry west of I-5)	*80*	*80*

Source: National City, Municipal Code Title 12 Section 12.06.040 Table III, (Ord. 2188 § 2, 2001)
1. Environmental Noise—shall be measured as Leq in any hour (Leq(h)).
2. Nuisance Noise—shall be measured as a decibel level not to be exceeded at any time.
3. Except when other hours are specified in Chapter 12.10 [of the Municipal Code].

Chapter 12.10 Prohibited Acts 12.10.160 Construction/Demolition

A. Except as provided in Section 12.10.160 B, it is unlawful to operate or to allow or cause the operation of any tools or equipment used in construction, drilling, repair, alteration, or demolition work between weekday hours of seven p.m. and seven a.m., or at any time on weekends or holidays, such that the sound therefrom creates a noise across a residential or commercial real property line that violates the provisions of section 12.06.020.

B. Subsection A shall not apply to: emergency work performed by public service utilities; work on private property that is necessary for fire and life safety; work permitted pursuant to Chapter 12.16; or, to the use of domestic power tools as allowed in Section 12.10.300.C

C. Noise from construction demolition activities shall not exceed the maximum noise levels at or within the boundaries of affected properties listed in the following schedule at all other times. [See Table 4.7-11.]

Table 4.7-11 Equipment Noise

Equipment Type		
Mobile	***Type I Areas***	***Type II Areas***
Maximum noise levels for nonscheduled, intermittent, short-term operation (less than ten days) of mobile equipment.	*Residential*	*Semi-residential/Commercial*
Daily, except Sundays and legal holidays, between seven a.m. to seven p.m.	*75 dBA*	*85 dBA*
Stationary	***Type I Areas***	***Type II Areas***
Maximum noise levels for repetitively scheduled and relatively long-term operation (periods of ten days or more) of stationary equipment:	*Residential*	*Semi-residential/Commercial*
Daily, except Sundays and legal holidays, between seven a.m. to seven p.m.	*60 dBA*	*70 dBA*
Source: National City, Municipal Code Title 12 Section 12.10.160 (Ord. 2188 § 2, 2001)		

Chapter 12.10 Prohibited Acts 12.10.180 Vibration
It is unlawful to operate or permit the operation of any device that creates a vibration which exceeds the vibration perception threshold at or beyond the property boundary of the source originates on private property, or at a distance of one hundred fifty feet or more from the source if originating from a location on a public space or public right-of-way. Vibration that occurs as an incidental result of sound generation shall not be governed by this section only, but also by the prohibitions or restrictions applicable to the source of the sound.

4.7.6 Significance Determination Thresholds

Appendix G of the 2022 CEQA Guidelines Issue XIII. Noise includes the following significance thresholds:

a) *Generation of a substantial temporary or permanent increase in ambient noise levels in the vicinity of the project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?*
b) *Generation of excessive groundborne vibration or groundborne noise levels?*
c) *For a project located within the vicinity of a private airstrip or an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project expose people residing or working in the project area to excessive noise levels?*

4.7.7 Methodology

Threshold (c) excessive noise levels in the vicinity of an airport land use plan was determined through an initial analysis to not result in a change of significance as compared to the 2011 CLUU PEIR and therefore was excluded from the analysis in this section. Details regarding the 2011 CLUU PEIR conclusions for these issue areas are included in the Chapter 7 Comprehensive Land Use Update PEIR Subject Areas Requiring No Change in Analysis.

4.7.8 Issue Area 1: Ambient Noise

The FGPU proposes zoning changes within Focus Areas that would result in changes in land uses and in the density of future development. The intent of these changes is to facilitate housing production and promote mixed-use development, which would have the potential to affect ambient noise within the Planning Area. Additionally, the FGPU identifies an improved multimodal mobility vision that includes the improvement infrastructure throughout the Planning Area's corridors, also known as the City's community corridor classifications. This includes pedestrian and active transportation improvements through traffic signal installations, new sidewalks, curb ramps that meet the requirements of the Americans with Disabilities Act, bulb-outs, crosswalks and signing, striping enhancements, and bikeway improvements. In addition, infrastructure improvements to improve transit and vehicular mobility would include opportunities for transit hubs and stations, repair of pavement and annual pavement maintenance, and improvements to the interconnectivity of street infrastructure through Transportation System Management strategies and Transportation Demand Management strategies and policies.

For purposes of this analysis, full buildout of the FGPU is anticipated to occur in 2050. Future FGPU development would expose people living and working in the Focus Areas to changes in ambient noise from a variety of sources, including vehicular traffic, stationary sources such as certain commercial uses, and construction noise. Changes in ambient noise include noise from construction of infill projects and from noise conflicts relating to increased intensity and mixed uses in or near sensitive receptors, (e.g., new commercial uses that could have sources of noise generation—restaurant patios, entertainment, etc.).

An assessment of noise from each of these sources is provided below.

4.7.8.1 Temporary Noise Sources (Construction)

Construction noise associated with future development within the Planning Area would be generated by construction equipment used for site preparation and grading, removal of existing structures and pavement, loading, unloading, and placing materials and paving. Construction equipment noise is approximated as a point source at the center of construction activities. Based on standard distance attenuation rates (see Table 4.7-12), a noise level of 85 dBA at 50 feet would be 79 dBA at 100 feet and 73 dBA at 200 feet from the source.

Table 4.7-12 Construction Equipment Noise Emission Levels

Equipment	Typical Noise Level 50 feet from Source, dBA
Air Compressor	80
Backhoe	80
Ballast Equalizer	82
Ballast Tamper	83
Compactor	82
Concrete Mixer	85
Concrete Pump	82
Concrete Vibrator	76
Crane, Derrick	88
Crane Mobile	83
Dozer	85

Equipment	Typical Noise Level 50 feet from Source, dBA
Generator	82
Grader	85
Impact Wrench	85
Jack Hammer	88
Loader	80
Paver	85
Pile-driver (Impact)	101
Pile-driver (Sonic)	95
Pneumatic Tool	85
Pump	77
Rail Saw	90
Rock Drill	95
Roller	85
Saw	76
Scarifier	83
Scraper	85
Shovel	82
Spike Driver	77
Tie Cutter	84
Tie Handler	80
Tie Inserter	85
Truck	84

Source: FTA, Transit Noise and Vibration Impact Assessment Manual, September 2018 https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/research-innovation/118131/transit-noise-and-vibration-impact-assessment-manual-fta-report-no-0123_0.pdf

During excavating, grading, and paving operations, equipment moves to different locations and goes through varying load cycles, and there are breaks for the operators and for non-equipment-related tasks. Although maximum noise levels may be 85 to 90 dBA at a distance of 50 feet during most construction activities, hourly average noise levels would be 82 dBA at 50 feet from the center of construction activity when assessing the loudest pieces of equipment working simultaneously.

Construction noise occurs intermittently and varies depending on the nature or phase of construction (e.g., demolition/land clearing, grading and excavation, erection). Construction noise in any given area is typically short term and includes noise from activities such as site preparation, truck hauling of material, pouring of concrete, and use of power tools. Noise is generated by construction equipment, including earthmovers, material handlers, and portable generators, and reaches high levels for brief periods. As discussed in Section 4.7.5, above, the City Municipal Code Chapter 12 regulates exterior noise limits associated with construction equipment and activities through enforcement of noise ordinance standards (e.g., days of the week and hours of operation). The General Plan Noise and Nuisance Element includes Policy NN-2.5, which requires development to minimize the exposure of

neighboring properties to excessive noise levels from construction-related activity during all phases of construction.

Future development of the FGPU could result in a temporary ambient noise increase due to construction activities but would be subject to the applicable policies and regulations related to noise identified Section 4.7.5, above. Due to the developed nature of the Planning Area, there is a high likelihood for construction activities to take place adjacent to existing noise-sensitive receptors such as residential dwelling uses. Additionally, as future development would occur at varying times, development projects consistent with the FGPU and existing sensitive receptors may be exposed to construction noise from subsequent development projects. The City, under Municipal Code section 12.10.160 Construction/Demolition, provides maximum noise levels for construction demolition activities for mobile and stationary construction equipment in areas with residential or semi-residential/commercial uses (Table 4.7-11). Section 12.06.040 establishes allowable noise levels heard by receptors at sensitive land uses near a project site between the hours of 10 p.m. to 7 a.m. and 7 a.m. to 10 p.m. Enforcement of these maximum noise levels may reduce the potential impacts of the generation of substantial temporary noise generated by future construction but does not preclude them from occurring.

Therefore, buildout of the FGPU would result in potentially substantial temporary increases in ambient noise levels at noise-sensitive receptors (**Impact NOI-1**).

4.7.8.2 Permanent Noise Sources

Stationary (Fixed Noise) Sources

A "fixed noise source" means a stationary device that creates sounds while fixed or motionless, including, but not limited to, residential, industrial, and commercial machinery and equipment, pumps, fans, compressors, air conditioners, and refrigeration equipment.[12] The FGPU would include zoning reclassifications that would increase residential and mixed-use development opportunities throughout the Focus Areas. The common noise sources associated with new residential development would be those typical of any residential development (vehicles arriving and leaving, children at play and landscape maintenance machinery, etc.). Most of these noise sources do not have substantial potential to violate noise level standards or result in a substantial permanent increase in existing noise levels. Ground- or roof-mounted heating, ventilation, and air conditioning (HVAC) units may generate noise levels that exceed noise standards if located near sensitive adjacent uses. Common noise sources associated with mixed-use development may include outdoor speakers (e.g., drive-through speakers), parking lots, commercial-related mechanical equipment, loading docks, deliveries, trash-hauling activities, rowdy customers (commonly associated with clubs, bars, or other entertainment venues), and a variety of other noise sources.

As discussed in the City's General Plan Noise and Nuisance Element, the City establishes that noise-sensitive receptors, such as residential uses, are conditionally compatible with noise levels of 60 to 70 dBA and conditionally incompatible between 70 to 75 dBA. Where exterior noise levels would exceed 70 dBA, a detailed acoustical analysis is required to identify the noise reduction requirements, and needed noise insulation features shall be included in the design. In addition, the General Plan policies require appropriate noise reduction strategies (e.g., barriers, materials, traffic calming techniques, setbacks, noise barriers, building design, materials, etc.) in the design and during implementation of new roadway projects and new development and redevelopment projects.

Consistent with these General Plan compatibility standards, impacts would be considered significant where buildout of the FGPU would result in ambient noise levels in excess of standards established by the General Plan or Noise Ordinance, as described above. None of the noise sources described above are anticipated to violate standards of the Municipal Code or result in a substantial permanent increase in

12 National City, Municipal Code Title 12, Section 12.04.280 - Fixed Noise Source.

existing noise levels. However, ground- or roof-mounted HVAC units would have the potential to produce noise levels that exceed applicable noise limits. It is not known at this time which manufacturer, brand, or model of unit or units would be selected for use in future development projects. Buildings typically require an HVAC system capacity of less than 1 ton for every 600 square feet of air-conditioned space. A typical residential HVAC unit ranges from 1.5 to 5 tons and generates maximum noise levels of 65, 60, 55, and 50 dBA L_{eq} at distances of approximately 3, 9, 16, and 29 feet, respectively. Multi-family or commercial structures with building areas exceeding 3,000 square feet often have several residentially sized HVAC units distributed across the rooftop or a commercially sized HVAC system. In general, residentially sized HVAC units would not be expected to result in noise levels in excess of applicable noise level limits unless located closer than 30 feet from a residential property line (nighttime noise level limit of 50 dBA L_{eq}), or closer than 17 feet from a mixed-use property line (nighttime noise level limit of 55 dBA L_{eq}). HVAC units may be located within these distances.

City policies are in place to control noise and reduce on-site generated noise impacts between various land uses. As in Section 4.7.8.1, above, enforcement of compliance with maximum noise limits would reduce noise impacts from commercial uses on adjacent residential uses and enforcement of compliance at interior lease lines would reduce noise impacts from commercial uses collocated with residential uses (mixed use). Enforcement of Title 24–required noise insulation standards in building design and construction of future development under the FGPU would reduce noise generated by non-transportation sources. However, at this programmatic level of analysis for the FGPU, it cannot be verified that future developments would be capable of reducing noise levels to comply with the City's Noise Ordinance property line standards, and therefore such developments could result in substantial temporary increases in ambient noise levels at noise-sensitive receptors (**Impact NOI-2**).

Mobile Sources

Future development consistent with the FGPU would result in increases or decreases in vehicle traffic on proximate roadway segments. Ambient noise level changes would be greatest nearest the Focus Areas, where the greatest concentration of development-specific traffic would occur and would diminish at greater distances from the Focus Areas of development. Traffic noise is primarily a function of volume, vehicle mix, speed, and proximity. For purposes of this analysis, the vehicle mix and speed are assumed to remain constant for all roads except those at which the FGPU would include roadway diets. Thus, the primary factor affecting noise levels would be increased traffic volumes, which correlate directly with sound energy. As decibels are measures in a logarithmic scale, a doubling of the sound energy, such as doubling of traffic volume, would increase the noise level by 3 dBA. Existing and future traffic volumes were obtained from the Traffic Impact Analysis Report (Appendix 13.C.1).

No specific criteria have been developed for the purpose of assessing noise level increases associated with increased traffic. However, studies have shown that the average human ear can barely perceive a change in sound level of 3 dBA; a change of at least 5 dBA is considered a readily perceivable change in a normal environment; and a 10 dBA increase is subjectively heard as a doubling in loudness. As noise level increases of less than 3 dBA would be less than perceptible, these increases would be considered less than significant. Noise level increases that exceed 3 dBA would have the potential to result in significant impacts and warrant further assessment to determine significance.

Future development consistent with the FGPU would increase traffic volumes on local roadways and thereby would increase ambient noise levels. While the FGPU would also increase traffic volumes on freeways, these increases would be extremely limited as compared to the existing freeway volumes and thus would not result in measurable changes in freeway noise levels. Noise level increases that exceed 3 dBA would have potential to result in significant impacts and warrant further assessment to determine significance.

Table 4.7-13 shows estimates of the cumulative noise level increase that would occur with buildout of the FGPU, along with other regional traffic as projected for 2050, and estimates of the portion of the

cumulative increase that would result from buildout of the FGPU. Based on the modeled future conditions, noise levels associated with nearly all local roadways would be less than perceptible. No segment would be exposed to a readily perceptible noise level increase (5 dBA).

Table 4.7-13 Cumulative Noise Level Increases

Roadway	Segment		Speed (mph)	Existing L_{eq} (dBA)	Adopted General Plan L_{eq} (dBA) (2050)	FGPU L_{eq} (dBA) (2050)	Change in L_{eq} from Adopted General Plan (dBA)	Change in L_{eq} from Existing (dBA)
	From	To						
4th Street	Palm Avenue	Euclid Avenue	35	65	67	67	0	2
8th Street	I-805	Euclid Avenue	35	69	68	69	1	0
4th Street	Highland Avenue	Palm Avenue	25	61	62	61	-1	0
4th Street	National City Boulevard	Highland Avenue	25	61	63	61	-2	0
D Avenue	4th Street	8th Street	25	59	59	60	1	1
D Avenue	8th Street	16th Street	25	61	62	63	1	2
D Avenue	16th Street	18th Street	25	61	62	63	1	2
D Avenue	18th Street	24th Street	35	61	63	64	1	3
D Avenue	24th Street	30th Street	35	61	62	63	1	2
18th Street	National City Boulevard	D Avenue	30	61	60	62	2	1
Hover Avenue	22nd Street	20th Street	25	54	56	56	0	2
Wilson Avenue	24th Street	20th Street	35	62	65	65	0	3

Buildout of the FGPU would result in an increase of 3,447 average daily traffic (ADT) volume along the segment of D Avenue from 4th to 30th Street, 252 ADT volume increase along the segment of 4th Street from National City to I-5, 103 ADT volume decrease along the segment of D Avenue from I-5 to Euclid Avenue, 1,773 ADT volume increase along the segment of 18th Steet from National City Boulevard to D Avenue, 336 ADT volume increase along the segment of 8th Steet from I-805 to Euclid Avenue, and 932 ADT traffic volume decrease along the segment of Wilson Avenue from 20th to 24th Street. Traffic volume increases associated with the FGPU would contribute less than 1 dBA to the noise level increase

along D Avenue from 4th to 30th Street, approximately 1 to 2 dBA to the noise level increase along 18th Street from National City Boulevard to D Avenue and -1 to 0 dBA noise levels along 4th Street, 8th Street and Wilson Avenue. Thus, the FGPU would result in a less than perceptible contribution to traffic noise level increases.

As shown in Table 4.7-13, the cumulative noise level increases that would occur between the existing condition (2020) and the project planning horizon (2050) would include barely perceptible noise level increases along D Avenue between 4th Street and 18th Street, D Avenue between 24th and 30th Street, and 4th Street between National City Boulevard and Euclid Avenue. Implementation of the FGPU would not result in a perceptible contribution to the cumulative noise level increases along these segments.

Segments that would be subject to a barely perceptible cumulative noise level increase (3 dBA) would occur between D Avenue between 18th Street and 24th Street and along Wilson Avenue between 20th and 24th Street. As the overall contribution of the FGPU to ambient noise levels would be less than perceptible, impacts would be less than significant and not cumulatively considerable.

4.7.9 Issue Area 2: Vibration

Vibration generated by construction activity has the potential to damage structures. This damage could be structural, such as cracking of floor slabs, foundations, columns, beams, or wells, or cosmetic architectural, such as cracked plaster, stucco, or tile.

A quantitative assessment of potential vibration impacts from construction activities, such as pile driving, vibratory compaction, demolition, drilling, or excavation, may be conducted using the following equations:

$$PPV_{equip} = PPV_{ref} \times (\frac{25}{D})^{1.5}$$

where:

PPV_{equip} = the peak particle velocity of the equipment adjusted for distance, in/sec
PPV_{ref} = the source reference vibration level at 25 ft, in/sec
D = distance from the equipment to the receiver, ft

Representative vibration source levels were obtained from the Federal Transit Administration and were evaluated in the context of the FGPU. Vibration perception would occur at structures, as people do not perceive vibrations without vibrating structures. The ground vibration levels associated with various types of construction equipment are summarized in Table 4.7-14.

Groundborne noise and vibration from common construction equipment such as large bulldozers, loaded trucks, and jackhammers would be distinctly perceptible at 52, 45, and 22 feet, respectively. Thus, construction activities within these distances of an occupied structure may result in potential annoyance to occupants. Construction activities associated with development consistent with the FGPU may occur within these distances; however, due to other considerations such as noise, exhaust, and safety, construction equipment is not typically operated within these distances of vibration-sensitive uses for prolonged periods. Additionally, as required by Municipal Code Section 12.06.040, construction activities would be limited to daylight hours and thus would have low potential to disturb sleep. Therefore, there is low potential for typical construction activities to expose people to nuisance groundborne vibration or noise levels.

Table 4.7-14 Vibration Source Levels for Construction Equipment

Equipment		PPV at 25 feet (in/sec)	Approximate Level* at 25 feet
Pile Drive (impact)	upper range	1.518	112
	typical	0.644	104
Pile Drive (sonic)	upper range	0.734	105
	typical	0.17	93
Clam shovel drop (slurry wall)		0.202	94
Hydromill (slurry wall)	in soil	0.008	66
	in rock	0.017	75
Vibratory Roller		0.21	94
Hoe Ram		0.089	87
Large bulldozer		0.089	87
Caisson drilling		0.089	87
Loaded trucks		0.076	86
Jack hammer		0.035	79
Small bulldozer		0.003	58

*RMS velocity in decibels, VdB re 1 micro-in/sec

Source: FTA, Transit Noise and Vibration Impact Assessment Manual, September 2018 https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/research-innovation/118131/transit-noise-and-vibration-impact-assessment-manual-fta-report-no-0123_0.pdf

Although it is possible for vibrations from construction projects to cause building damage, the vibrations from standard construction activities are almost never of sufficient amplitude to cause more than minor cosmetic damage to buildings.[13] Potential structural damage to historic or older structures would occur if vibration levels were to exceed 0.08 PPV. Groundborne noise and vibration from common construction equipment such as large bulldozers, loaded trucks, and jackhammers would attenuate to below these levels at 10, 8, and 4 feet, respectively. Thus, there is low potential for common construction equipment to result in structural damage to historic or older buildings on adjacent properties.

Less common construction activities with substantial potential to result in groundborne noise and vibration impacts include pile driving. Both of these sources generate variable groundborne noise and vibration levels depending on the scope of the activity.

Groundborne noise and vibration generated by these sources are often several times greater than those generated by common construction activities. For example, impact pile driving can generate groundborne noise and vibration levels that are distinctly perceptible at distances of up to 682 feet and groundborne noise and vibration levels that may result in structural damage to historic or old structures within 129 feet. As project-level details are not available at this time, potential vibration impacts cannot be determined. Future development consistent with the FGPU may require pile driving that would expose people to excessive groundborne vibration or noise levels (**Impact NOI-3**).

No operational sources of vibration would result from development under the FGPU.

13 Federal Transit Administration, Transit Noise and Vibration Impact Assessment Manual, https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/research-innovation/118131/transit-noise-and-vibration-impact-assessment-manual-fta-report-no-0123_0.pdf

4.7.10 Mitigation, Monitoring, and Reporting

Temporary Noise Sources (Construction)

MM-NOI-1: Prior to the issuance of a permit to construct land uses associated with noise-sensitive receptors consistent with the Focused General Plan Update within 112 feet of a noise-sensitive receptors, including, but not limited to, residential dwelling units, transient lodging, hospitals, nursing homes, facilities for long-term medical care, educational facilities, libraries, or churches, a Construction Noise Control Plan shall be submitted to the City of National City's Community Development Department for review and approval. The plan shall demonstrate that all construction activity will not expose noise-sensitive land uses such as residences to noise levels that exceed 75 dBA L_{eq}. The construction noise control plan can include, but is not limited to, the following:

- Ensure that construction equipment is properly muffled according to industry standards and is in good working condition.
- Place noise-generating stationary equipment and construction staging areas away from sensitive uses, where feasible.
- Implement noise attenuation measures to the extent feasible, which may include, but are not limited to, temporary noise barriers or noise blankets around stationary construction noise sources.
- Use electric air compressors and similar power tools rather than diesel-powered equipment, where feasible.
- Construction-related equipment, including heavy-duty equipment, motor vehicles, and portable equipment, shall be turned off when not in use for more than 5 minutes.
- Project developers shall require by contract specifications that heavily loaded trucks used during construction be routed away from residential streets to the extent feasible. Contract specifications shall be included in construction documents, which shall be reviewed by the City prior to issuance of a grading permit.
- Prior to commencement of construction activities, at least one sign shall be installed near the project site entrance stating the allowable construction hours and workdays, as well as the phone number of the job superintendent. The sign shall be clearly conspicuous and legible from the public right-of-way and shall remain in place throughout construction. If the City or the job superintendent receives a complaint, the superintendent shall investigate, take appropriate corrective action, and report the action taken to the reporting party.

Permanent Stationary Noise Sources

The following mitigation measure would address project impacts related to noise level limits established in Municipal Code Section 12.06.020 Maximum permissible sound levels by receiving land use and 12.10.160 Construction/Demolition.

MM-NOI-2: Prior to the issuance of a permit to construct developments consistent with the Focused General Plan Update that would include outdoor mechanical equipment, the Planning Department shall require appropriate noise attenuation measures for heating, ventilation, and air conditioning (HVAC) equipment, including, but not limited to, (1) set back at least 30 feet from the nearest property line, (2) surrounded by walls or parapet walls that obstruct the line-of-sight to adjacent land uses, or (3) placed within a mechanical equipment room. Where it may be demonstrated that other measures would reduce HVAC noise to levels below the limits specified in the Municipal Code, such measures may be substituted.

Vibration
The following mitigation measures would address potential exposure of people to excessive groundborne noise or vibration from construction activities associated with implementation of buildout under the FGPU.

> **MM-NOI-3**: Prior to the issuance of a permit to construct projects that are in the Planning Area and would include pile driving, the Planning Department shall require that a Noise and Vibration Impact Analysis be prepared. The Noise and Vibration Impact Analysis shall be prepared by a qualified professional. Wherein a potential impact-related groundborne noise or vibration is identified, the Planning Department shall require that the reduction measures be incorporated into project design.

4.7.11 Significance After Mitigation

Implementation of **MM-NOI-1** and **MM-NOI-2** would reduce the potential for violation of the Municipal Code maximum noise level limits. Impacts related to applicable noise standards (**Impact NOI-1 and Impact NOI-2**) would be reduced to *less than significant.*

Implementation of **MM-NOI-3** would require future projects that may generate substantial vibration or be exposed to substantial vibration to implement project-specific noise reduction measures into project design. After mitigation, **Impact NOI-3** would be *less than significant*.

4.8 TRANSPORTATION AND CIRCULATION

The analysis in this section provides focused updates to Chapter 4.13 Transportation and Circulation in the 2011 Comprehensive Land Use Update (CLUU) Program Environmental Impact Report (PEIR), with an emphasis on potential transportation impacts that may change as a result of the Focused General Plan Update (FGPU). Unlike the 2011 CLUU PEIR, this analysis evaluates transportation impacts using vehicle miles traveled or vehicle miles travelled (VMT)-based modelling as currently required under the California Environmental Quality Act (CEQA) Guidelines.

4.8.1 Existing Conditions

The Planning Area is largely built out, and the circulation facilities within National City largely remain the same since preparation of the 2011 CLUU PEIR. A complete description of all existing circulation facilities in the Planning Area is included in the Transportation Element Update in Appendix 13.B.2.

4.8.1.1 Roadway Facilities

The Planning Area currently has approximately 110 miles of paved streets and 90 signalized intersections. The existing roadway system generally follows a traditional grid pattern. The main regional freeway facilities through the Planning Area are Interstate 5 (I-5), Interstate 805 (I-805), and State Route 54 (SR-54). Both I-5 and I-805 provide north-south movement, while SR-54 is an east-west corridor. The Planning Area has 15 major arterial roadways providing circulation across the Planning Area and to major destination points throughout the region. These streets are typically four lanes and spaced at half-mile intervals. Additionally, the Planning Area is served by 30 collector roadways that operate as local conduits to take users in and out of neighborhoods and business districts onto the arterial routes. These are generally two-lane roads with signalized intersections.

4.8.1.2 Transit Facilities

Residents of National City rely more on public transportation than commuters throughout San Diego County. National City is served by a regional transit system operated by the San Diego Metropolitan Transit System (MTS). There are 10 bus routes running through the Planning Area, with a total of 205 bus stops. Additionally, the Planning Area includes two MTS Trolley stations, which are located on the Blue Line Trolley running from Old Town and Downtown San Diego to the United States–Mexico border. The 8th Street Trolley Station is located near the intersection of 8th Street and Harbor Drive, and the 24th Street Trolley Station is located near the intersection of 22nd Street and Wilson Avenue. Recently completed improvements include new benches at bus stops throughout downtown National City, and streetscape enhancements on 8th Street encourage connections to and from the 8th Street Trolley Station.

4.8.1.3 Pedestrian Facilities

National City is made up of multimodal communities with high rates of pedestrian activity. To address gaps in pedestrian connections, the City completed several sidewalk improvements from 2013 to2019, including the installation of 16.9 miles of new sidewalk and 675 ramp upgrades and installations throughout the City to bring them into compliance with the Americans with Disabilities Act. From 2013 to 2019, the City also completed several bicycle infrastructure enhancements through the Capital Improvement Program and Safe Routes to Schools Program.

4.8.1.4 Bicycle Facilities

In addition to the local serving bikeways, the Planning Area also contains two regional bikeways: the Bayshore Bikeway and the Sweetwater River Bikeway. The Bayshore Bikeway is a 26-mile regional bicycle route that encircles San Diego Bay and passes through the Planning Area along Harbor Drive and Tidelands Avenue and provides a link to the nearby cities of San Diego, Coronado, Imperial Beach, and Chula Vista. This route also provides an alternative transportation option to many industrial and military job sites. The Sweetwater River Bikeway is located along the southern border of National City

with segments in Chula Vista. It runs parallel with the Sweetwater River Flood Control Channel. It is approximately 1.7 miles long and varies between 8 and 10 feet in width. It connects to the Bayshore Bikeway at the Sweetwater Channel near the Gordy Shields Bridge.

4.8.2 Regulatory Framework

4.8.2.1 State

Government Code Section 65032(b)
California State law (Government Code Section 65302(b)) requires that a general plan include a circulation element that consists of "the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals... and other local public utilities and facilities, all correlated with the land use element of the [general] plan."[1]

Assembly Bill (AB) 1358 – The Complete Streets Act (2008)
In 2008, the State of California passed AB 1358, the California Complete Streets Act. This bill requires that all circulation elements developed after January 1, 2011, include a "complete streets" approach that balances the needs of all users of the street, including motorists, pedestrians, bicycles, children, persons with disabilities, seniors, movers of commercial goods, and users of public transportation.

Senate Bill (SB) 743 (Steinberg, 2013)
With the passage of SB 743 in 2013, the State of California changed the method of measuring transportation impacts to VMT. Starting on July 1, 2020, automobile delay and level of service (LOS) may no longer be used as the performance measure to determine the transportation impacts of land development projects under CEQA. VMT, the new required metric, shifts the focus of the analysis of transportation impacts away from automobile delay to the levels of automobile use. Utilizing VMT as a metric creates a closer alignment with statewide policies to reduce greenhouse gas emissions and encourages the development of smart growth, complete streets, and multimodal transportation networks.

California Department of Transportation
The California Department of Transportation (Caltrans) is the primary State agency responsible for transportation issues. One of its duties is the construction and maintenance of the State highway system. Caltrans has established standards for street traffic flow and has developed procedures to determine if intersections require improvements. For projects that may physically affect facilities under its administration, Caltrans requires encroachment permits before any construction work may be undertaken. For projects that would not physically affect facilities but may influence traffic flow and LOS at such facilities, Caltrans may recommend measures to mitigate the traffic impacts of such projects. In addition, Caltrans must review proposals to signalize any freeway ramp interchanges through its Intersection Control Evaluation process (Caltrans Traffic Operations Policy Directive #13-01).

4.8.2.2 Local

San Diego Forward: The 2019 Federal Regional Transportation Plan (2019)
San Diego Forward is the merging of the Regional Comprehensive Plan (2004) and the 2050 Regional Transportation Plan (RTP) and Sustainable Communities Strategy (SCS). Every four years, the San Diego Association of Governments (SANDAG) prepares and updates a Regional Plan in collaboration with the 18 cities and County of San Diego, along with regional, State, and federal partners. The 2019 Federal Regional Transportation Plan is the San Diego region's current long-range plan, adopted by the SANDAG Board of Directors on October 25, 2019. This plan is the region's long-range transportation plan and SCS and meets the requirements of 23 Code of Federal Regulations 450.322 by incorporating the following federal congestion management process: performance monitoring and measurement of

1 California Government Code 65302 (b), https://law.justia.com/codes/california/2005/gov/65300-65303.4.html

the regional transportation system, multimodal alternatives, and non-single-occupancy-vehicle analysis, land use impact analysis, the provision of congestion management tools, and integration with the Regional Transportation Improvement Program (RTIP) process. Performance monitoring for the congestion management process utilizes the State of the Commute performance monitoring program.

San Diego Forward: The 2021 Regional Plan (2021)
The 2021 Regional Plan embodies 5 Big Moves, which includes transformative strategies that reimagine the transportation system through Complete Corridors, Transit Leap, Mobility Hubs, Flexible Fleets, and Next Operating Systems.

Regional Transportation Improvement Program (RTIP) (2018)
SANDAG, as the Metropolitan Planning Organization and the Regional Transportation Planning Agency, is required by State and federal laws to develop and adopt an RTIP. The RTIP covers five fiscal years and incrementally implements San Diego Forward: The Regional Plan, which is the long-range transportation plan for the San Diego region. The current Regional Plan was approved by the SANDAG Board of Directors at its meeting on October 9, 2015. At its meeting on September 28, 2018, the SANDAG Board of Directors adopted the final 2018 RTIP. The 2019/2020 Final State Transportation Improvement Plan received federal approval on December 17, 2018.

San Diego Regional Bicycle Plan: Riding to 2050
The San Diego Regional Bike Plan was adopted to provide a regional strategy to make riding a bicycle a useful form of transportation for everyday travel. This plan describes five categories of bicycle-related programs that are essential facets of the overall bicycle system envisioned for the San Diego region: education, marketing/public awareness programs, encouragement, enforcement, and ongoing monitoring. The plan includes policies to improve bicycling and to recommend a system of safe, convenient, regionally significant bicycle facilities, including standard bikeways, innovative facilities such as bicycle boulevards, bicycle parking, and programs such as an annual evaluation program.

National City Bicycle Master Plan (2010)
The National City Bicycle Master Plan outlines a range of recommendations to increase the number of people who bike and frequency of bicycle trips, improve safety for bicyclists, and increase public awareness and support for bicycling. This plan provides direction for expanding the existing bikeway network, connecting gaps, and ensuring greater local and regional connectivity.

General Plan Land Use Element

- ***Goal LU-7:*** *The efficient use of land and infrastructure*
    - ***Policy LU-7.6:*** *Support the strategic conversion of certain sections of streets into developable land only where the conversion positively contributes to the redevelopment and revitalization of the area, improves traffic safety, and does not impede emergency access.*

General Plan Safety Element

- ***Goal S-3:*** *Minimized wildland and urban structural fire risk and increased protection of lives and property.*
    - ***Policy S-3.5:*** *Enforce the City's fire code including minimum road width standards for fire equipment access.*
- ***Goal S-5:*** *Minimized loss of life and property and disruptions in the delivery of vital public and private services during and following emergencies and disasters.*
    - ***Policy S-5.6:*** *Adopt and enforce requirements for emergency access in new development and redevelopment.*

4.8.3 Methodology

The 2011 CLUU PEIR utilized the 2011 CQEA Appendix G significance thresholds, which relied on determining impacts related to changes in vehicle delay (i.e., LOS). As of 2020, an updated metric is used to evaluate transportation impacts consistent with CEQA Guidelines Section 15064.3(b) and SB 743. As noted above, the CEQA Guidelines were amended to direct the analysis of transportation impacts based on VMT rather than LOS or auto delay. Additionally, the issue of parking was removed as a topic area to be addressed in CEQA documents.

A traffic impact analysis was conducted based on modelling the assumptions of the FGPU. Data and metrics utilized in the transportation analysis were obtained from the SANDAG's Series 13 Activity Based Model (ABM), which is a travel demand forecasting model that uses base year (2012) and projected demographics to simulate daily travel behaviors and forecasts daily traffic volumes on the regional transportation network. SANDAG's regional ABM was calibrated at the local level and customized for the proposed FGPU. The SANDAG Series 13 Regional Model Base Year (2012) calibrated for National City established the existing baseline VMT for the FGPU, which is referred to as the Base Year (2012) scenario. While the future buildout conditions were developed based on the project's land use and proposed mobility network superimposed on the SANDAG 2050 Series 13 Regional Travel Demand Model. The model then resulted in future roadway forecasts, including VMT utilized, to identify potential traffic impacts associated with the proposed FGPU.

Detailed modeling information and documentation can be found in Appendix 13.C.1 Transportation Impact Analysis Report.

4.8.4 Significance Determination Thresholds

The 2022 CEQA Guidelines Issue XVII Transportation includes the following significance thresholds:

a) *Conflict with a program, plan, ordinance or policy addressing the circulation system, including transit, roadway, bicycle and pedestrian facilities?*
b) *Conflict or be inconsistent with CEQA Guidelines Section 15064.3(b) [criteria for analyzing transportation impacts]?*
c) *Substantially increase hazards due to geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?*
d) *Result in inadequate emergency access?*

4.8.5 Issue Area 1: Conflict with Program, Plan, Ordinance, or Policy

The Transportation Element and Bike Master Plan updates would assist the City in achieving an improved circulation network in accordance with the visions presented in the California Complete Streets Act, within SANDAG's RTP (San Diego Forward), within the San Diego Regional Bicycle Plan, and the City's adopted Bicycle Master Plan.

The FGPU's update to the Transportation Element includes a community corridor street typology guide, per the requirements of the California Complete Streets Act. These typologies would guide the City in establishing a network that balances the needs of all users of the street. The community corridors classification is focused more on the qualitative characteristics of a roadway than the quantitative properties specified in the functional classifications. These corridors represent locations for proposed multimodal improvements to increase the comfort of walking and/or bicycling on these roads, such as through the addition of lighting, bicycle lanes, street trees, highly visible pedestrian crossings, and larger walkways.

This street type is applied to arterials, collectors, and local streets and is intended to increase the comfort of walking and/or bicycling on these roads through traffic-calming measures such as on-street parking, bulb-outs, or glorietas; streetscape improvements such as landscaping, street trees, and

medians; pedestrian enhancements such as wider sidewalks and street furniture; and bicycle improvements such as designated bicycle lanes and bicycle rack facilities.

The FGPU would be consistent with the goals of San Diego Forward, which include helping the region achieve the efficient movement of people and goods through the development of walkable communities close to transit connections and consistent with smart growth principles and facilitating the improvement of cleaner air and reduced greenhouse gas emissions regionwide. The FGPU seeks to expand the City's housing capacity and implement mobility improvements throughout the City, which would be consistent with San Diego Forward's strategies of a reimagined transportation system, sustainable growth and development, and innovative demand and system management. The FGPU's Focus Areas were selected to facilitate the creation of 10-minute neighborhoods, consistent with the Regional Plan's walkable communities strategy. In addition, National City is identified as part of the RTP's 2036 potential transit priority areas. The FGPU also updates policies in the Transportation Element to support the development of connections to transit and the proposed zoning changes at the 24th Street Transit Station Focus Area and encourages the development of 10-minute neighborhoods, of which transit is an integral part.

In addition, the Bike Master Plan Update (see Appendix 13.B.11), included as part of the FGPU, has identified opportunities for additional local bikeways through the Planning Area. Comprehensive bicycle infrastructure and facilities are an important component of creating a balanced and complete transportation network, and the FGPU has assessed these proposed bikeways in consultation with these regional and local bikeway network plans and vision.

Therefore, the FGPU would have a *less than significant* impact on conflict with a State or local program, plan, ordinance, or policy addressing the circulation system.

4.8.6 Issue Area 2: Result in VMT Exceeding the City's Threshold for Compliance with SB 743

Issue 2 focuses on whether the FGPU would have a significant impact if proposed new residential, mixed-use, and industrial land uses would, cumulatively, exceed the respective VMT thresholds identified below.

VMT Significance Threshold

The Traffic Impact Analysis discloses impacts of the proposed FGPU based on VMT[2] in conformance with the CEQA Guidelines Section 15064.3 and SB 743. Public Resources Code section 20199, enacted pursuant to SB 743, identifies VMT as an appropriate metric for measuring transportation impacts along with the elimination of auto delay/ LOS for CEQA purposes statewide. VMT is defined as the "amount and distance of automobile travel attributable to a project" per CEQA Guidelines Section 15064.3. VMT is a measure of the use and efficiency of the transportation network as well as land uses in a region. VMT is calculated based on individual vehicle trips generated and their associated trip lengths. VMT measures the roundtrip travel for a typical weekday.

The City has identified VMT thresholds in conformance with Institute of Transportation Engineers guidance. The recommended methodology for conducting a VMT analysis for community plans and general plans is to compare the existing VMT per capita for the community plan or general plan area with the expected horizon year VMT per capita. The recommended target is to achieve a lower VMT per capita in the horizon year with the proposed plan than occurs for existing conditions. The City has

2 Vehicle Miles Traveled (VMT), a single vehicle traveling one mile is equal to one VMT, are summarized using different methods for state laws and climate analysis. SB 743 focuses on travel by residents of National City and employees who work in National City. SB 743 Resident VMT summarizes vehicle travel by National City residents, regardless of what geographic area the trip takes place in, for all of the different purposes a person travels, such as going to work or grocery shopping. SB 743 Employee VMT summarizes vehicle commute travel by people who work in National City, regardless of where their home residence is located. Employee VMT includes all stops along a person's commute journey, including, for example, stopping for gas or coffee going into work, going out for a sandwich at lunch, or stopping to pick up kids at school on the way home from work.

adopted these guidelines to identify transportation-related impacts for CEQA projects in the Planning Area.

In the currently adopted General Plan, the City has projected that land uses such as Retail/Office Space and Industrial Space would increase by approximately 91 and 43 percent, respectively, in the Buildout Year (2050) when compared to existing conditions. It is unreasonable to compare the VMT generated by the preferred alternative to existing conditions when such growth is expected in the Planning Area. Therefore, for the purposes of this report, VMT from the preferred alternative is compared to VMT from the adopted General Plan to determine transportation-related impacts.

Impact Analysis
SANDAG's ABM was used to calculate the VMT that would result from the FGPU. The proposed Land Use Element and Transportation Element were used to develop future roadway forecasts and VMT.

Table 4.8-1 presents the VMT efficiency metrics for Base Year (2012) conditions. The results show that the VMT per capita for the City is below the regional base year average.

Table 4.8-1 National City Base Year VMT Metrics

VMT Metric	Base Year (2012)		% of Regional Base Year (average)
	Region	National City	National City
VMT per capita	17.6	11.1	63.1%

Full buildout of the FGPU in 2050 would result in a reduction of VMT per capita in the Planning Area when compared to the Adopted Plan (Without Project conditions). Table 4.8-2 outlines the Planning Area resident VMT for the proposed FGPU. As shown in the table, the VMT per capita in the Planning Area is projected to reduce from 27.8 to 27.2 in the horizon year.

Table 4.8-2 VMT Impact Determination

VMT Metric	2050 Without Project	2050 With Project	Significant Impact?
Resident per capita	8.33	8.21	No

Based on the results, it is determined that the FGPU would have *less than significant* transportation impacts related to VMT and no mitigation would be required.

4.8.7 Issue Area 3: Geometric Design Feature Hazards

Issue 3 relates to whether transportation infrastructure meets design standards as identified in the City's Street Design Manual or other transportation infrastructure-related codes and regulations enforced by the City Engineer.

The FGPU proposes accommodating all modes of transportation through infrastructure improvements, which would alter the existing street geometry of some roadways in the Planning Area. The design of roadways in the Planning Area, however, would be required to conform with applicable State and City design criteria that contain provisions to minimize roadway hazards. Compliance with these standards and design to the satisfaction of the City Engineer would avoid impacts related to roadway hazards due to a design feature or incompatible uses. Furthermore, the FGPU would improve existing transportation deficiencies by providing higher-quality bicycle facilities and improving pedestrian connectivity with the closure of facility gaps. These multimodal enhancements are intended to improve safety for bicycles and pedestrians on the roadway. Therefore, impacts related to hazardous design features would be *less than significant.*

4.8.8 Issue Area 4: Emergency Access

The City has adopted California Building Code access standards to address potential emergency access issues. Future development proposed under the FGPU would be required to comply with these regulations when designing emergency access to future residential, commercial, and industrial sites. Additionally, future roadway improvements proposed under the FGPU would be required to comply with these regulations. Thus, compliance with the City Municipal Code would preclude inadequate emergency access issues.

Implementation of the FGPU would maintain the existing circulation patterns within the area and would implement road diets along some roadways, which could affect levels of delay. Changes to roadway configurations would maintain access and connectivity throughout the Planning Area, allowing for multiple routes for emergency travel.

The FGPU includes updates to the City's Land Use and Safety Elements. These elements include the following policies regarding emergency access:

- ***Policy LU-7.6****: Support the strategic conversion of certain sections of streets into developable land only where the conversion positively contributes to the redevelopment and revitalization of the area, improves traffic safety, and does not impede emergency access.*
- ***Policy S-3.5:*** *Enforce the City's fire code including minimum road width standards for fire equipment access.*
- ***Policy S-5.6****: Adopt and enforce requirements for emergency access in new development and redevelopment.*

Adherence to the City's access requirements would avoid potentially significant traffic hazard or emergency access issues. Impacts would be *less than significant*.

4.8.9 Mitigation, Monitoring, and Reporting

No mitigation is necessary.

4.9 Energy and Greenhouse Gas Emissions

The analysis in this section provides focused updates to Chapter 4.15 in the 2011 Comprehensive Land Use Update Program Environmental Impact Report, with an emphasis on potential greenhouse gas (GHG) impacts that may change as a result of the Focused General Plan Update (FGPU).

This section evaluates potential GHG emissions impacts associated with buildout of the FGPU. As discussed in Chapter 3.0 Project Description, the FGPU includes focused updates to the City's Land Use, Transportation, and Safety Elements; Municipal Code and Zoning Map amendments; updates to specific plans; and an update to its adopted 2011 Climate Action Plan (CAP). More specifically, zoning changes would allow additional residential, commercial (retail/office), and mixed-use development within certain Focus Areas and are estimated to result in the future buildout of 595 additional residential dwelling units and 198,688 square feet of commercial and office space. Implementation of the FGPU would also include a number of mobility improvements within existing road rights-of-way. This GHG analysis evaluates potential effects associated with cumulative GHG emissions generated by buildout of future development in the Planning Area, in accordance with the FGPU. In accordance with the California Environmental Quality Act (CEQA), this section evaluates the significance of project impacts in terms of (1) contribution of GHG emissions to cumulative statewide emissions and (2) consistency with local and State regulations, plans, and policies aimed at reducing GHG emissions. GHG modeling was completed in conjunction with the CAP for buildout of the FGPU. The CAP and emissions modeling methodology are contained in Appendix 13.B.6 of this Supplemental Program Environmental Impact Report (SPEIR).

4.9.1 Existing Conditions

GHGs are both natural and anthropogenic constituents of the atmosphere that absorb and emit radiation. The greenhouse effect is a phenomenon whereby GHGs are trapped in the atmosphere, which regulates the earth's temperature, maintaining a habitable climate. Increased concentrations of GHGs in the atmosphere are associated with climate change, which results in adverse environmental effects. Climate change includes significant changes in temperature, precipitation, and wind patterns. According to the Intergovernmental Panel on Climate Change's 2022 Sixth Assessment Report, without limiting global warming to 1.5 degrees Celsius above pre-industrial levels, key risks to North America are expected to intensify rapidly by the mid-21st century. Long-term adaptation actions that reduce risk and increase resilience can address rapidly escalating impacts in the mid- to latter part of the 21st century.

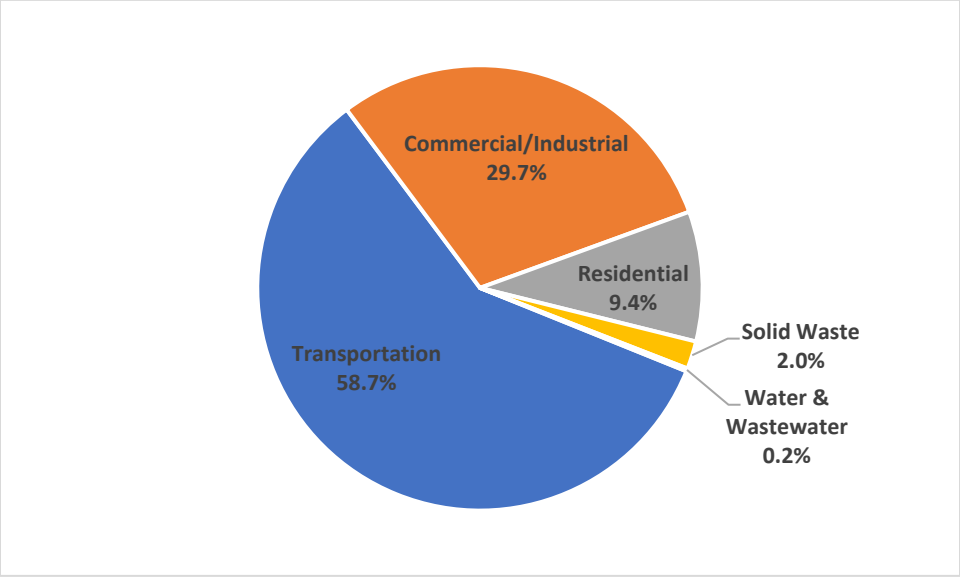
The most common GHGs are carbon dioxide (CO_2) and water vapor, but the gases that are widely seen as the principal contributors to human-induced global climate change are carbon dioxide, nitrous oxide (N_2O), methane (CH_4), chlorofluorocarbons (CFC), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), and sulfur hexafluoride (SF_6). GHGs are released into the earth's atmosphere through a variety of human activities, including transportation, industrial manufacturing, fossil fuel combustion, agricultural operations, livestock, and landfill operations.

Existing emissions of carbon dioxide equivalent (CO_2e) in National City were estimated as part of the CAP for a base year of 2018. These emissions estimates were based on energy use data provided by local utilities and travel demand modeling data. As summarized in Table 4.9-1, the transportation sector was the greatest contributor to the community's emissions of CO_2e, followed by energy use from the commercial/industrial sector. Figure 4.9-1 presents the relative contribution of emissions from each sector.

Table 4.9-1 Community-Wide Emissions Inventory (2018)

Sector	$MTCO_2e$	Percentage
Transportation	304,070	58.7%
Commercial/Industrial	153,738	29.7%
Residential	48,872	9.4%
Solid Waste	10,493	2.0%
Water and Wastewater	1,092	0.2%
Total	**518,265**	**100%**
$MTCO_2e$ = metric tons of carbon dioxide equivalent		

Figure 4.9-1 National City GHG Inventory by Sector (2018 data)



4.9.2 Regulatory Framework

4.9.2.1 Federal

Corporate Average Fuel Economy Standards

The federal Corporate Average Fuel Economy (CAFE) standards determine the fuel efficiency of certain vehicle classes in the United States. While the standards had not changed since 1990, as part of the Energy and Security Act of 2007, the CAFE standards were increased in 2007 for new light-duty vehicles to 35 miles per gallon (mpg) by 2020. In May 2009, plans were announced to further increase CAFE standards to require light-duty vehicles to meet an average fuel economy of 35.5 mpg by 2016. In August 2012, fuel economy standards were further increased to 54.5 mpg for cars and light-duty trucks by Model Year 2025. This will nearly double the fuel efficiency of those vehicles compared to current new vehicles. With improved gas mileage, fewer gallons of transportation fuel would be combusted to travel the same distance, thereby reducing nationwide GHG emissions associated with vehicle travel.

4.9.2.2 State

The State of California has adopted a number of plans and regulations aimed at identifying statewide and regional GHG emissions caps, GHG emissions reduction targets, and actions and timelines to achieve the target GHG reductions.

Executive Order (EO) S-3-05 (2005)

EO S-3-05 established State GHG emissions targets of 1990 levels by 2020 (the same as Assembly Bill [AB] 32, enacted later) and 80 percent below 1990 levels by 2050. It called for the Secretary of the California Environmental Protection Agency (Cal/EPA) to be responsible for the coordination of State agencies and progress reporting. In response to EO S-3-05, the Secretary of Cal/EPA created the Climate Action Team. This team originated as a coordinating council organized by the Secretary of Cal/EPA.

Assembly Bill (AB) 32, California Global Warming Solutions Act

In response to EO S-3-05, the California Legislature passed AB 32, the California Global Warming Solutions Act of 2006, and thereby enacted Sections 38500–38599 of the California Health and Safety Code. The heart of AB 32 is its requirement that the California Air Resources Board (CARB) establish an emissions cap and adopt rules and regulations that would reduce GHG emissions to 1990 levels by 2020. AB 32 also required CARB to adopt a plan by January 1, 2009, indicating how emission reductions would be achieved from significant GHG sources via regulations, market mechanisms, and other actions.

Senate Bill (SB) 32

Approved in September 2016, SB 32 updates the California Global Warming Solutions Act of 2006 and enacts EO B-30-15. Under SB 32, the State would reduce its GHG emissions to 40 percent below 1990 levels by 2030. In implementing the 40 percent reduction goal, CARB is required to prioritize emissions reductions to consider the social costs of the emissions of GHGs, where "social costs" is defined as "an estimate of the economic damages, including, but not limited to, changes in net agricultural productivity; impacts to public health; climate adaptation impacts, such as property damages from increased flood risk; and changes in energy system costs, per metric ton of greenhouse gas emission per year"[1]

SB 375

SB 375, the 2008 Sustainable Communities and Climate Protection Act, was signed into law in September 2008 and gives CARB authority over sources of GHG emissions, including cars and light trucks. SB 375 sets up a collaborative process between metropolitan planning organizations (MPOs) and CARB to establish GHG emissions targets for each region in the State. SB 375 requires each MPO to include a "Sustainable Communities Strategy (SCS)" in its Regional Transportation Plan (RTP) that demonstrates how the region will meet the GHG emissions targets. The SCS is a growth strategy for each region that, in combination with transportation policies and programs, strives to reduce GHG emissions and meet CARB's target for the region. The SCS documents are intended to:

- Identify the general location of uses, residential densities, and building intensities within the region;
- Identify areas within the region sufficient to house all the population of the region, including all economic segments of the population, over the course of the planning period of the RTP;
- Identify areas within the region sufficient to house an eight-year projection of the regional housing need for the region;
- Identify a transportation network to service the transportation needs of the region;
- Gather and consider the best practically available scientific information regarding resource areas and farmland in the region;

1 California Senate Bill No. 32, http://www.leginfo.ca.gov/pub/15-16/bill/asm/ab_0151-0200/ab_197_bill_20160908_chaptered.html

- Set forth a forecasted development pattern for the region, which, when integrated with the transportation network, and other transportation measures and policies, will reduce GHG emissions from automobiles and light trucks to achieve, if there is a feasible way to do so, the GHG emissions reductions target approved by the State board; and
- Quantify the reduction in GHG emissions projected to be achieved by the SCS and, if the SCS does not achieve the targeted reductions in GHG emissions, set forth the difference between the amount that the SCS would reduce GHG emissions and the target for the region.

SB 743 (Steinberg, 2013)
With the passage of SB 743in 2013, the State of California changed the method of measuring transportation impacts to vehicle miles traveled (VMT). Starting on July 1, 2020, automobile delay and level of service may no longer be used as the performance measure to determine the transportation impacts of land development projects under CEQA. VMT, the new required metric, shifts the focus of the analysis of transportation impacts away from automobile delay to the levels of automobile use. Utilizing VMT as a metric creates a closer alignment with statewide policies to reduce GHG emissions and encourages the development of smart growth, complete streets, and multimodal transportation networks.

Cap-and-Trade Program
The Cap-and-Trade Program includes GHG emissions from transportation, electricity, industrial, agricultural, waste, residential and commercial sources, and caps them while complementing the other measures needed to meet the 2030 GHG target. Altogether, the emissions covered by the Cap-and-Trade Program total 80 percent of all GHG emissions in California.

Renewables Portfolio Standard (RPS)
The RPS promotes diversification of the State's electricity supply and decreased reliance on fossil fuel energy sources. Originally adopted in 2002 with a goal to achieve a 20 percent renewable energy mix by 2020 (referred to as the "Initial RPS"), the goal has been accelerated and increased by EOs S-14-08 and S-21-09 to a goal of 33 percent by 2020. In April 2011, SB 2 (1X) codified California's 33 percent RPS goal. In September 2015, the California Legislature passed SB 350, which increases California's renewable energy mix goal to 50 percent by year 2030. Renewable energy includes (but is not limited to) wind, solar, geothermal, small hydroelectric, biomass, anaerobic digestion, and landfill gas.

California Green Building Standards Code (CALGreen)
The California Building Standards Commission adopted the statewide mandatory CALGreen Part 11 of Title 24, California Code of Regulations, requiring energy-saving measures to be applied to planning, design, operation, construction, use, and occupancy of newly constructed buildings or structures.

EO S-1-07
EO S-01-07 established a Low-Carbon Fuel Standard and directed the Secretary of Cal/EPA to develop and propose protocols for measuring the life-cycle carbon intensity of transportation fuels.

EO B-30-15 Reduction target of 40 percent below 1990 levels by 2030 (2015)
Governor Edmund G. Brown Jr. issued an executive order (EO B-30-15) to establish a statewide GHG emissions reduction target of 40 percent below 1990 levels by 2030 and for CARB to update the Climate Change Scoping Plan to address the 2030 target. The executive order also calls for State agencies to update the State's climate adaptation strategy and consider climate change in their planning and investment decisions. This executive order updates the target year as set by AB 32, the California Global Warming Solutions Act (2006), which required California to reduce its GHG emissions to 1990 levels by 2020 and CARB to develop and implement a scoping plan that lays out California's strategy for meeting the goals. The scoping plan must be updated every five years, and CARB must maintain and continue reductions in emissions of GHG beyond 2020.

SB 100 (De León) The 100 Percent Clean Energy Act of 2018
California Governor Jerry Brown signed SB 100 (De León), The 100 Percent Clean Energy Act of 2018, which sets a State policy that eligible renewable energy and zero-carbon resources supply 100 percent of all retail sales of electricity in California by 2045. The bill also accelerates California's RPS, which, pursuant to a 2016 bill by the same author (SB 350), already mandates that load-serving entities procure at least 50 percent of retail sales from eligible renewable energy resources by 2030; under SB 100, the 2030 target will be increased to 60 percent, and the 50 percent target will be advanced to 2026, in recognition that California retail sellers are well on their way to achieving the target in advance of the existing deadlines. The SB 350 target-range adopted by CARB requires the electricity sector to achieve a reduction of 51 to 72 percent below 1990 levels by 2030, even as significant electrification of other end uses of energy is anticipated to meet the economy-wide goal, resulting in increased demand for electricity.

EO B-55-18 To Achieve Carbon Neutrality by 2045 (2018)
California Governor Jerry Brown issued EO B-55-18 To Achieve Carbon Neutrality by 2045, establishing a new statewide goal "to achieve carbon neutrality as soon as possible, and no later than 2045, and achieve and maintain net negative emissions thereafter."[2] This goal is in addition to the existing statewide targets of reducing GHG emissions.

2022 CARB Scoping Plan
CARB's 2022 proposed scoping plan lays out the most recently recommended suite of policies needed to help the State achieve its GHG reduction targets. The proposed scenario builds on existing programs for the deployment of clean fuels and technologies, and for the first time brings California's forests, wetlands, and agricultural lands into the process, with the potential to leverage sustainable management to use these landscapes for carbon storage. This update aims to more effectively integrate equity and environmental justice throughout the State and to ensure that vulnerable communities are not disproportionately impacted by climate change. Appendix D of the Scoping Plan specifically addresses local government actions needed to support the State's climate goals, including a discussion of the role of land use plans and development projects in supporting the State's GHG goals.

Advanced Clean Cars II (2022)
The proposed regulation requires 100 percent of new cars and light trucks sold in California to be zero-emission vehicles, defined as zero tailpipe emission vehicles and plug-in hybrid electric vehicles. The regulation will also amend the Low-emission Vehicle Regulations to include increasingly stringent standards for gasoline-powered cars and heavier passenger trucks to continue to reduce smog-forming emissions.

4.9.2.3 Regional

San Diego Association of Governments (SANDAG) 2050 RTP and SCS
SANDAG, the MPO for the region, must prepare an SCS to show how the region will meet its goals of reducing GHG emissions from automobiles and light trucks.

The 2050 RTP and its SCS show that the San Diego region will meet or exceed these targets by using land in ways that make developments more compact, conserving open space, and investing in a transportation network that gives residents alternatives to driving individually.

SANDAG prepared a Regional Climate Action Planning Framework in 2020 to support, but not replace, cities' GHG emissions monitoring and/or CAP implementation over time. A snapshot of National City's activity data is available as part of the Climate Action Data Portal. [3] This data was prepared at the

2 Executive Department, State of California, EO B-55-18 To Achieve Carbon Neutrality, https://www.ca.gov/archive/gov39/wp-content/uploads/2018/09/9.10.18-Executive-Order.pdf
3 SANDAG, ReCAP City of National City Snapshot, November 2019, https://www.nationalcityca.gov/home/showpublisheddocument/23168/637120864511370000

county level and does not align precisely with GHG reduction measures or the metrics identified within the jurisdiction's adopted CAP.

4.9.2.4 Local

National City CAP 2011

National City adopted a CAP in 2011, which addresses the major sources of GHG emissions in the City and sets forth a detailed and long-term strategy that the City and community can implement to achieve its GHG emissions reduction target. Implementation of this CAP guides National City's actions to reduce its contribution to global climate change and supports the State of California's ambitious emissions reduction targets. The CAP targets reduction of emissions by 15 percent below 2005/2006 baseline emission levels by 2020, with additional reductions by the year 2030. National City has divided its proposed measures and policies into community-wide and government operation sectors.

4.9.3 Significance Determination Thresholds

The 2022 CEQA Guidelines Issue VIII Greenhouse Gas Emissions includes the following significance thresholds:

a) *Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment?*
b) *Conflict with an applicable plan, policy or regulation adopted for the purpose of reducing the emissions of greenhouse gases?*

4.9.4 Issue Area 1: Greenhouse Gas Emissions

Compared to the existing land uses, the FGPU would increase residential, commercial, and mixed-use development capacity in proximity to transit locations in six Focus Areas throughout the Planning Area. Zoning overlays would allow for higher-intensity commercial uses and residential uses in a mixed-use setting with a pedestrian orientation. The FGPU would include key improvements to the Planning Area's circulation network to increase pedestrian and bicyclist safety and accessibility. The development of 10-minute neighborhoods and increased accessibility to public transit options and connectivity allows for more trips to be made without car and would reduce VMT per capita, and therefore, GHG emissions.[4]

Table 4.9-2 summarizes estimated CO_2e emissions for both buildout of the Adopted Plan (which generally correlates to the Legislative Business-As-Usual scenario in the CAP) and the FGPU buildout, including additional development capacity and implementation of CAP actions. As part of the CAP process (refer to Appendix 13.B.6), an inventory of community-wide CO_2e emissions was first developed for 2018. The Adopted Plan forecast represents emissions that would occur in 2050 under all currently adopted legislation, including the adopted General Plan. These emissions were estimated by applying a growth factor to 2018 data, but also considering legislative actions that will reduce emissions of carbon dioxide by 2050, including electric vehicle mandates and the RPS. The 2050 FGPU forecast incorporates vehicle emissions from travel demand modeling developed for the proposed FGPU buildout and additional reductions from the implementation of strategies outlined in the CAP. Specific assumptions for the emissions are described in the CAP Emissions Methodology, Attachment 1 of Appendix 13.B.6.

4 VMT per capita, calculated for purposes of SB743 compliance would be reduced from buildout of the Adopted Plan in 2050, as reflected in the Traffic Impact Analysis (TIA) memo (Appendix 13.C.1). One VMT represents a single vehicle traveling one mile.

VMT is summarized using different methods for State laws and climate analysis. Senate Bill (SB) 743 focuses on travel made by residents of National City. SB 743 Resident VMT summarizes vehicle travel made by National City residents, regardless of what geographic area the trip takes place in, for all the different purposes a person travels such as going to work or grocery shopping. Total resident VMT for the FGPU is 687,288.

VMT, as used in the Climate Action Plan (CAP), focuses on VMT directly influenced by National City land use and summarizes trips coming to, going from, or staying within the National City boundaries regardless of where a person lives, works, or why they are traveling. CAP VMT is calculated as 100 percent of all vehicle trips starting and ending in National City, 50 percent of vehicle trip VMT that either starts or ends in National City, and 0 percent of vehicle trip VMT that travels through National City but does not stop within City boundaries. CAP VMT is, therefore, not reflected on a "per resident" basis. CAP VMT increases in 2050 with adoption of the FGPU as compared to the Adopted General Plan, consistent with increased residential and commercial capacity.

Table 4.9-2 Annual Emissions Forecasts

	Annual Emissions ($MTCO_2e$/year)				
Emission Source	**Existing (2018)**	**Adopted Plan Forecast (2050)**	**FGPU Forecast (2050)**	**Difference (FGPU Adopted)**	**Difference (FGPU Existing)**
Transportation	304,070	10,751	11,242	491	-292,828
Commercial/Industrial	153,738	163,056	56,594	-106,462	-97,144
Residential	48,872	49,972	17,344	-32,628	-31,528
Solid Waste	10,493	14,284	14,367	83	3,874
Water and Wastewater	1,092	1,487	1,487	0	395
Total	**518,265**	**239,550**	**101,034**	**-138,516**	**-417,231**
Residents		81,532	83,729	2,197	
Total per Resident		2.9	1.2	-1.7	

Source: Emissions modeling from Climate Action Plan, Appendix 13.B.6
$MTCO_2e$ = metric tons of carbon dioxide equivalent

As shown in Table 4.9-2, total GHG emissions would decrease for proposed land uses identified within the FGPU when compared to buildout of the adopted General Plan land uses. Emissions from the transportation and solid waste sectors were found to increase over the adopted General Plan. Emissions from the commercial, industrial, and residential sectors were found to decrease as compared to the adopted General Plan forecast, despite the growth in these land use types, due to CAP strategies designed to promote efficient energy usage within those sectors.

While the FGPU would authorize additional residential and mixed-use development potential within Focus Areas compared to what would be allowed under the adopted General Plan and zoning, this increase in development intensity would be focused around the existing and future trolley and transit stations. Although the GHG emissions attributable to the transportation sector are projected to increase, this increase is minimized by the implementation of elements outlined in the FGPU. This is achieved by the FGPU's focus on designating high-density mixed-use development within a 0.5-mile radius of high-quality transit within defined Focus Areas.

The designation of these areas for high-density residential within mixed-use development would take advantage of the proximity to the existing Trolley Stations and local bus routes and the future Mobility Hubs. The 4th Street and Hospital Area Focus Areas lie on the 8th Street Transit Center – Plaza Bonita Line and intersect the 24th Street Trolley – Munda/Ridgewood and Kaiser Hospital/Grantville – 24th Street Trolley lines. The D Avenue, 16th Street, and 18th Street Focus Areas are in near the 24th Street Trolley – Munda/Ridgewood, 8th Street Transit Center – Plaza Bonita, Kaiser Hospital/Grantville – 24th Street Trolley, and 24th Street Trolley – Encanto/62nd Street Trolley lines.[5]

By targeting new growth along transit corridors and within, or within a 0.5-mile radius of, transit stops, the FGPU buildout would be consistent with the General Plan's goals and objectives, including increasing mobility, preserving and enhancing neighborhood character, improving air quality, reducing stormwater runoff, reducing paved surfaces, and fostering compact development and a more walkable city. Transit connections to key destinations are also important factors of a complete "10 minute" neighborhood. Improving public transit options, access, and connectivity allows for more trips

5 National City, General Plan, Transportation Element, 2022, Figure T-5: Regional Public Transit System

to be made without a car and supports the City's climate action goals to reduce GHG emissions and VMT.

Furthermore, the FGPU includes an update to the City's 2011 CAP. The CAP includes strategies that aim to reduce emissions from all sectors (energy, transportation, water, solid waste, etc.). The CAP update aligns the City's emissions reduction targets with those of the State: 60 percent reduction by 2030 and 80 percent reduction by 2050. The FGPU forecast, shown in Table 4.9-2, is consistent with the CAP mitigated forecast that includes buildout of the collective actions of the FGPU, including increased residential, commercial, and mixed-use development intensity and transportation network updates. Emissions from VMT under the FGPU are inclusive of these actions, along with other transit-related improvements incentivized by CAP strategies. The mitigated forecast also accounts for implementation of various policies and programs that the City will seek to undertake during CAP implementation, including participation in San Diego Community Choice Power, a Community Choice Energy program, and adoption of building efficiency standards targeted at reducing emissions from natural gas. With implementation of FGPU land use and network updates, along with implementation of CAP strategies, the City would meet State reduction targets for both 2030 and 2050.

In meeting State targets for both 2030 and 2050, the CAP in conjunction with this SPEIR serve as a Qualified GHG Reduction Plan under CEQA Guidelines Section 15183.5. This section of the CEQA Guidelines permits discretionary projects under CEQA that are consistent with the CAP, to be able to tier off the GHG analysis set forth in the FGPU Final SPEIR. Consistency with the City's CAP can be used to evaluate the significance of the future discretionary projects' GHG impacts. The consistency analysis would evaluate the proposed project with the CAP through a comparison of the land use and transportation assumptions for which the CAP was developed, and secondarily through a qualitative analysis of CAP strategies and their implementation at the project level.

The FGPU would decrease GHG emissions as compared to those that would occur under buildout of the adopted General Plan; thus, impacts associated with GHG emissions would be *less than significant*.

4.9.5 Issue Area 2: Plan Consistency

The regulatory plans and policies discussed in Section 4.9.2, above, aim to reduce national, State, and local GHG emissions by primarily targeting the largest emitters of GHGs: the transportation and energy sectors. Plan goals and regulatory standards are thus largely focused on the automobile industry and public utilities.

Consistency with State Plans

EO S-3-05 establishes GHG emission reduction targets for the State, and AB 32 launched the Climate Change Scoping Plan, which outlines the reduction measures needed to reach these targets. As discussed above, the CAP has set local targets for the City aligned with State targets codified by AB 32 and SB 32. The CAP update contains a suite of GHG emissions reduction strategies that would allow the City to meet State-aligned targets.

In 2022, CARB adopted an updated scoping plan that provides a path to net zero carbon emissions for the State by 2045. Appendix D of the Final Scoping Plan includes recommendations intended to build momentum for local government actions that align with the State's climate goals, with a focus on local GHG reduction strategies and approval of new land use development projects. The recommendations include a list (Scoping Plan Table 1) of impactful GHG reduction strategies that can be implemented by local governments in three priority areas: transportation electrification, VMT reduction, and building decarbonization. The CAP developed as part of the FGPU incorporates measures that align with all three priority areas to support transportation electrification, reduce VMT through density and transit planning, and implement building electrification requirements. The FGPU would be consistent with, and aim to implement, principles of the 2022 Scoping Plan. Therefore, impacts in terms of consistency or conflict with State plans would be *less than significant*.

Consistency with Regional Plans

The proposed FGPU would be consistent with the goals of SANDAG's RTP/SCS to develop compact, walkable communities close to transit connections and consistent with smart growth principles. The proposed FGPU supports the multimodal strategy of SANDAG's Regional Plan through improvements to increase bicycle, pedestrian, and transit access. Policies contained within the proposed Transportation Element would serve to promote bus transit use, as well as other forms of mobility, including walking and bicycling. While the FGPU would result in an increase in VMT, the VMT per capita would be reduced from 8.33 miles per resident to 8.21 miles per resident. Development called for in the FGPU is consistent with the goals of the Regional Plan for reducing the emissions associated with new development. Furthermore, access to transit also results in most increased development capacity through the FGPU being located within a designated Transit Priority Area, consistent with SB 743. The adoption of the proposed FGPU would result in *less than significant* impacts in terms of consistency or conflict with the Regional Plan.

4.9.6 Mitigation, Monitoring, and Reporting

No mitigation is necessary.

5 GROWTH INDUCEMENT

The California Environmental Quality Act (CEQA) Guidelines require that an environmental impact report "discuss the ways in which the proposed project could **foster economic or population growth**, or the construction of additional housing, either directly or indirectly, in the surrounding environment" (CEQA Guidelines Section 15126.2(d)) (emphasis added). This analysis must also consider the removal of obstacles to population growth, such as improvements in the regional transportation system. The guidelines further state:

> *Included in this are projects which would **remove obstacles to population growth** (a major expansion of a wastewater treatment plant might, for example, allow for more construction in service areas). Increases in the population may tax existing community service facilities, requiring construction of new facilities that could cause significant environmental effects. Also discuss the characteristic of some projects which may **encourage and facilitate other activities that could significantly affect the environment, either individually or cumulatively**. It must not be assumed that growth in any area is necessarily beneficial, detrimental, or of little significance to the environment.* (emphasis added)

Growth-inducing impacts fall into two general categories: direct or indirect. Direct growth-inducing impacts are generally associated with introducing new urban development or providing urban services to an undeveloped area. Providing urban services to a site, and the subsequent development, can serve to induce other landowners in the vicinity to convert their property to urban uses. This would not be applicable in the context of the proposed Focused General Plan Update (FGPU) as the Planning Area is largely urbanized and developed, with few undeveloped/vacant sites left. The Planning Area is served by adequate facilities and urban services.

Indirect, or secondary, growth-inducing impacts consist of growth induced in the region by additional demands for housing, goods, and services associated with the population increase caused by, or attracted to, a new project. A change in land use policy or projects that provides economic stimulus, such as industrial or commercial uses, also may induce growth. In addition, growth inducement can also be defined as growth that makes it more feasible to increase the density of development in surrounding areas. Typical growth inducements might be the extension of urban services or transportation infrastructure to a previously unserved or under-served area, or removal of major barriers to development.

Negative impacts associated with growth inducement occur only where the projected growth would cause adverse environmental impacts.

5.1 GROWTH TRENDS

In a span of five years, from 2015 to 2019, National City's population increased by approximately 1.8 percent. As projected by the San Diego Association of Governments (SANDAG) for the Series 14 2050 Regional Growth Forecast Update, population growth is expected to continue to outpace housing construction. SANDAG projects that the region's population will grow by nearly one million people by 2050. This forecast is consistent with previous expectations, although future growth rates have been reduced due to increased domestic migration out of the region. The growth in population will drive job growth and housing demand within the San Diego region, adding nearly 500,000 jobs and more than 330,000 housing units by 2050, with over 8,000 jobs and approximately 25,000 housing units within National City. [1]

1 National City, Housing Element 2021-2019, Chapter 2. Community Profile, August 2021; SANDAG, Series 14: 2050 Regional Growth Forecast, Accessed November 22, 2022, https://www.sandag.org/data-and-research/socioeconomics/estimates-and-forecasts

In the Housing Element 2021–2029, 10 housing projects successfully built since 2013 were noted to have taken advantage of 46 percent to 176 percent of the maximum potential density allowed by its zoning. In general, the highest average of the maximum potential density has been within the mixed-use zones, and Downtown Specific Plan and Westside Specific Plan areas.[2] These developments have also involved the construction of amenities such as public parks and recreational facilities that have increased the attractiveness of these areas.[3]

In addition, commercial centers and industrial warehouses have begun operations within the City that have spurred economic growth, including the Market on 8th and an Amazon Fulfillment Center.[4]

National City has also heavily invested in transportation improvements to support these developments, including traffic-calming, pedestrian, bicycle, and Safe Routes to Schools enhancements and streetscape beautification improvements.[5]

5.2 Economic and Population Growth

5.2.1 Population and Housing

Based on California Government Code Section 65300, a general plan serves as a comprehensive, long-term plan for physical development of a city and, by definition, is intended to manage and address future growth in the planning area. The City's currently adopted General Plan has a horizon year of 2030. Population in the region will grow whether or not the FGPU is adopted. Therefore, the FGPU includes an updated framework to guide future development within the City into a cohesive pattern that aligns with the City's goals, including those related to increasing housing opportunities, meeting sustainability goals, increasing access to transit and active transportation opportunities, and spurring economic growth. A vast majority of the permitted future residential units and mixed uses would occur as infill development and redevelopment within urbanized areas already served by essential roads, utilities, and public services. Therefore, the FGPU would not remove an impediment to growth but would update the adopted General Plan to manage growth through 2050.

Updated policies and implementing actions contained in the FGPU are proposed to encourage the production of additional housing development within the City (in conformance with the 2021–2029 Housing Element) through the provision of variety of incentives (e.g., reduced parking requirements; density bonuses, etc.). The FGPU also proposes rezoning several Focus Areas, the application of an overlay across parts of the Planning Area that allow for increased residential density, and an optional bonus housing program (House National City) to ensure that affordable housing is maintained and increased. These actions could increase the 2050 residential buildout density from approximately 22,700 units under the adopted General Plan and Zoning Code to approximately 23,325 units (net increase of approximately 600 units). Population to be accommodated under the FGPU is anticipated to grow from the projected 72,961 persons under the adopted General Plan to 74,872 persons in 2050, an approximately 2.62 percent increase.

While the FGPU would include various housing incentives and additional zoning capacity, additional housing units would not be built without demand, and the FGPU would not authorize any specific development proposal. Full buildout would occur over time as individual development proposals are received and is envisioned to occur in 2050; however, actual growth will depend on several factors, including housing demand and other market factors.

2 National City, Housing Element 2021-2019, Appendix E. Development Case Studies, August 2021, https://www.nationalcityca.gov/government/community-development/planning/housing-element-2021-2029
3 National City, E-Newsletter 11th Edition A, February/March 2016, https://www.nationalcityca.gov/community/newsletters/e-newsletter-11th-edition-a
4 The San Diego Union Tribune, "Inside National City's new food hall from Brazilian beer to Filipino adobo", October 2021; National City, E-Newsletter 17th Edition, "Amazon Comes to National City", May/June 2017
5 National City, Improvement Projects, http://nationalcityprojects.com/#projects, Accessed June 14, 2022

5.2.2 Economic Growth

Increased residential, commercial, and mixed-use capacity could spur further economic activity and would incur a secondary growth-inducing impact of reallocating the region's population increase to National City as more housing and mixed-use development is built. The addition of housing opportunities through increased residential densities within portions of the Planning Area would likely generate economic growth for the City. Increasing housing densities also could foster an increase in population within the Planning Area, which would provide a larger economic base to support the existing commercial and industrial operations, thereby improving the economic conditions experienced by such operations. In addition, an increase in housing units would lead directly to an increase in the available tax base for the City. Therefore, the FGPU would be considered growth inducing in regard to economic growth within the City.

5.2.3 Conclusion

Overall, the FGPU would be growth inducing as it provides a land use framework that allows for additional housing over what is currently allowed within the Planning Area under the adopted General Plan. The FGPU would not remove an impediment to growth; rather, it would supplement the existing land use framework governing the area. An overall increase in commercial and industrial development would generate additional employment growth, while the anticipated increase in residential units within the Planning Area would help to foster economic growth within the City. As such, the FGPU can be considered to be a growth-inducing project, intended to spur economic, population, and housing growth within the Planning Area.

6 CUMULATIVE IMPACTS

This section addresses cumulative impacts associated with implementation of the Focused General Plan Update (FGPU). Per California Environmental Quality Act Guidelines Section 15355, "Cumulative impacts" refers to:

> *"[...]two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts. The individual effects may be changes resulting from a single project or a number of separate projects. The cumulative impact from several projects is the change in the environment which results from the incremental impact of the project when added to other closely related past, present, and reasonably foreseeable probable future projects. Cumulative impacts can result from individually minor but collectively significant projects taking place over a period of time"*

6.1 CUMULATIVE ANALYSIS SETTING AND METHODOLOGY

The FGPU includes a number of land use and zoning changes for the Planning Area that would ultimately be built out over a 30-year buildout horizon. Cumulative effects would result from development associated with buildout attributed to the FGPU combined with effects of development on land within and around the Planning Area and the region in the horizon year (2050). The cumulative impacts of the FGPU would, therefore, take into account growth projected by the County General Plan for the unincorporated communities of Lincoln Acres, the City of Chula Vista General Plan, the City of San Diego General Plan, and the Unified Port of San Diego Master Plan, along with other anticipated growth in the Planning Area itself. A broad examination of cumulative impacts involves considering buildout under the FGPU together with growth and new development in the surrounding jurisdictions identified above. For example, growth within the Planning Area and adjacent jurisdictions would result in increased traffic on area roadways and regional facilities, such as Interstate 5 and State Route 54. The geographic area considered for each cumulative impact depends on the impact that is being analyzed. For example, in assessing air quality impacts, all development within the air basin contributes to regional emissions of criteria pollutants, and basin-wide projections of emissions are the best tool for determining the cumulative effect. Each subsection below identifies the specific parameters for the cumulative evaluation.

A significant impact would occur if the FGPU's contribution to the cumulative effect is determined to be substantial. Each subsection below provides an overview of the potential cumulative impacts that could occur, followed by a summary of the FGPU's contribution to that cumulative effect. The subsection concludes with a determination of the significance of the FGPU.

6.2 PLANS AND PROJECTS EVALUATED FOR DETERMINATION OF CUMULATIVE IMPACTS

Multiple planning documents and programs were used to evaluate the FGPU's contribution to cumulative impacts. These plans and programs are discussed under the Regulatory Framework subsections throughout Chapter 4.0 Environmental Analysis. See Chapter 3.0 Project Description, Section 3.2.2 Local Plans, Programs and Studies; and Chapter 4.6 Land Use, Section 4.5.2 Regulatory Framework for a detailed description of plans and programs evaluated. Highlighted below are a number of regional and City plans and programs used in the cumulative impacts evaluation:

- San Diego Forward: The 2021 Regional Plan; SANDAG 2021
- Port Master Plan Update; Unified Port of San Diego 2022
- General Plan Update and Amendments; County of San Diego 2012–2021

- Bicycle Master Plan; National City 2010 (developed in coordination with the 2011 Comprehensive Land Use Update [CLUU])
- SMART Foundations Plan; National City 2014
- National City Marine Terminal Optimization Study; Unified Port of San Diego 2015
- Harbor Drive Multimodal Corridor Study; Unified Port of San Diego 2017
- Downtown Specific Plan; National City 2017
- Integrating Neighborhoods with Transportation Routes for All Connections (INTRAConnect) Planning Study; National City 2020
- Waterfront to Homefront Connectivity Study; National City 2020
- 24th Street Transit Oriented Development Overlay Planning Study; National City 2021
- Accessory Dwelling Unit Ordinance; National City
- General Plan; National City 2011
- Municipal Code; National City
- Westside Specific Plan; National City
- Harbor District Specific Area Plan; National City

6.3 Cumulative Effects Analysis

6.3.1 Aesthetics (Visual Character/Visual Quality)

Based on the location of focused land use changes proposed, the study area for the assessment of cumulative aesthetic impacts is the Planning Area.

Future growth within the Focus Areas has the potential to cumulatively impact the visual environment through the design and location of future development projects. Changes in neighborhood character from individual development projects within the Focus Areas could contribute incrementally to cumulative impacts with regard to aesthetics.

As discussed in Section 4.1 Aesthetics, implementation of the FGPU would increase opportunities for the development of residential, mixed-use, and industrial uses throughout the Focus Areas. The FGPU revises zoning to allow for higher-density residential land uses near transit and mixed-use land uses in commercial areas. The FGPU would also propose changes to the transportation network to provide better connectivity between the community and these land uses.

Adherence to zoning standards and to community design guidelines would ensure that visual contrasts between existing and new development would not be adverse. Although the FGPU would result in an increase in overall residential density within the Planning Area, implementation of the zoning requirements and design guidelines would avoid conflicts with any regulation relative to the protection of visual resources. The FGPU provides a framework for the City to develop a mix of land uses that are compatible with each other and for an improved transportation network that would improve visual quality and character on local streets through streetscape improvements and a change in scale that would benefit the pedestrian and bicyclist experience. Future qualifying multi-unit developments under buildout of the FGPU would be required to be in conformance with the Objective Design Standards to ensure that new development retains the aesthetic character of the Planning Area. In addition, development of the Focus Areas under the FGPU, combined with continued infill development in the surrounding cumulative study area, would not result in a cumulatively significant visual impact due to the urbanized nature of the cumulative study area.

Therefore, the FGPU's incremental contribution to visual impacts would not be cumulatively considerable.

6.3.2 Air Quality

Cumulative impacts to air quality may be regional or localized. Regional air quality would be impacted if emissions from the buildout of the FGPU contributed to cumulative degradation of air quality in the San Diego Air Basin (SDAB). Localized air quality would be impacted if emissions from the FGPU and other proximate emissions sources resulted in pollutant concentrations that exceeded standards at a sensitive receptor. Future development within the study area could have a cumulative impact on air quality due to increased air pollution emissions associated with construction and operations, including transportation sources. The analysis provided in Chapter 4.2 Air Quality is cumulative in nature as it considers buildout of land uses to the year 2050.

6.3.2.1 Regional

The study area for the assessment of cumulative regional air quality impacts is the SDAB, which is currently in nonattainment for federal and State ozone standards and respirable particulate matter standards (for particulate matter less than or equal to 10 and 2.5 microns across; PM_{10} and $PM_{2.5}$, respectively). The cumulative assessment of regional air quality impacts to the SDAB relies partially on assessment of the FGPU's consistency with the adopted Regional Air Quality Strategies (RAQS) and State Implementation Plan (SIP).

The RAQS and SIP are based on growth forecasts for the region, which are in turn based on maximum buildout of land uses as allowed in the adopted community and general plans. As discussed in Chapter 4.2 Air Quality, the FGPU would result in increased buildout intensity compared to what is anticipated under the adopted CLUU, and thereby would result in increased air emissions that are not accounted for in the San Diego RAQS. The FGPU would include zoning changes that would result in future buildout of approximately 600 additional residential dwelling units and 200,000 square feet of commercial development.

Cumulative air quality impacts are considered part of the analysis of the regulatory changes proposed by the FGPU, since a cumulative traffic model was used to generate the future traffic projections used for the air quality analysis. The traffic model considered growth under the proposed FGPU in conjunction with projected regional growth in San Diego County and vehicle miles traveled (VMT). VMT was used as the primary indicator, since this is by far the greatest source of air pollutant emissions from land use development. Population growth and other mobile and stationary sources were evaluated as well.

Traffic modeling of the land use changes for the FGPU demonstrated that the FGPU would result in a net decrease in VMT per capita in 2050. This reduction indicates that the FGPU would be a more efficient plan than the adopted CLUU in terms of vehicular trips. However, because the proposed FGPU would result in greater density, overall future operational emissions associated with buildout of the FGPU would be greater than future emissions associated with buildout of the adopted CLUU land uses. Therefore, emissions of ozone precursors (reactive organic gases and nitrogen oxide) would be greater than what is accounted for in the RAQS. Thus, the FGPU would conflict with implementation of the RAQS and with regional planning efforts to attain ambient air quality standards. Future updates to the Ozone Attainment Plan and RAQS would use SANDAG projections that include updated land use assumptions. Although clean air planning efforts (in terms of control measures) can be adjusted to meet the plan objective and take into account the effects of the FGPU land use assumptions, these projections are not included in the current Attainment Plan (SIP) or RAQS. Therefore, the proposed FGPU would result in a *cumulatively considerable* contribution to a significant cumulative impact to regional air quality.

6.3.2.2 Localized

The FGPU may result in the development of projects that could exceed air quality impact screening levels for construction emissions, which could contribute to a violation of National Ambient Air Quality Standards or California Ambient Air Quality Standards, resulting in a cumulatively considerable air quality impact at the program level. Implementation of mitigation measure **MM-AQ-2**, detailed in Chapter 4.2 Air Quality, Section 4.2.9 Mitigation, Monitoring, and Reporting, would reduce potential cumulative construction level emissions; however, impacts would remain *cumulatively considerable* at the program level.

6.3.3 Cultural and Tribal Cultural Resources

The study area for the assessment of cumulative impacts to cultural resources includes the San Diego region because loss of cultural resources would be detrimental to the entire region. Future development within the cumulative study area could have a cumulative impact on cultural resources through loss of records or artifacts as land is developed (or redeveloped). As discussed in Chapter 4.3 Cultural Resources and Tribal Cultural Resources, future development in accordance with the FGPU could impact historical or archaeological resources, which may be present within the Planning Area (see **Impact CUL-1** and **CUL-2**). Implementation of **MM-CUL-1** through **MM-CUL-4** would reduce impacts to cultural resources to *less than significant* through the requirement for historic and archaeological surveys and archaeological/Native American monitoring during grading and construction.

Implementation of these measures would ensure that the FGPU would not contribute to a cumulatively considerable impact to historical or archaeological resources.

6.3.4 Paleontology

The study area for the assessment of cumulative impacts to paleontological resources includes the San Diego region because loss of paleontological resources would be detrimental to the entire region.

With respect to paleontological impacts, future development projects within the Planning Area have the potential to cause ground disturbance within paleontologically sensitive areas in the Holocene and Pleistocene Formations, resulting in a significant impact to subsurface paleontological resources (**Impact PALEO-1**). Implementation of **MM-PALEO-1** would reduce impacts by requiring a paleontological monitor to have the authority to halt grading should paleontological resource be encountered. Should a resource be discovered, an excavation plan would be prepared to evaluate the resource and recommend additional mitigation. Although future projects throughout the Planning Area would contribute to incremental cumulative impacts to paleontological resources, adherence to the mitigation framework described in Chapter 4.4 Paleontology would ensure that the FGPU's incremental contribution to paleontological impacts would not be cumulatively considerable.

6.3.5 Hazards and Hazardous Waste

The study area for the assessment of cumulative impacts related to hazards and hazardous materials impacts is the San Diego region due to the migration of subsurface hazardous plumes and the transport of wastes to facilities across the region. As population growth increases, the number of people potentially exposed to hazards and hazardous materials would increase.

Generally, the release of hazardous materials has site-specific impacts that do not compound or increase in combination with impacts elsewhere. As discussed in Chapter 4.5 Hazards and Hazardous Materials, future development in accordance with the FGPU could result in hazards to the public or the environment by redevelopment of sites with existing soil or groundwater contamination (**Impact HAZ-1**). **MM-HAZ-1** would require that future projects identify potentially hazardous conditions prior to grading, through preparation of a Phase I Environmental Site Assessment (ESA) and a Phase II ESA if necessary. Remediation of any contaminated soils would be required prior to development.

Additionally, cumulative projects within the region would be required to comply with applicable federal, State, and local regulations of agencies having jurisdiction over hazardous materials, including the U.S. Environmental Protection Agency, federal Resource Conservation and Recovery Act, County Department of Health Services, and County of San Diego Department of Environmental Health.

Therefore, potential incremental impacts related to hazardous materials exposure would not be cumulatively considerable.

6.3.6 Land Use

The study area for the assessment of cumulative land use impacts is the Planning Area and surrounding jurisdictions. Cumulative land use impacts could result from inconsistencies with or changes to adopted land use plans, which could result in unsustainable development patterns.

Adoption of the FGPU could contribute to cumulative impacts if buildout would conflict with land use plans and/or policies or State planning initiatives. Per analysis in Chapter 4.6 Land Use, the SPEIR found that the FGPU would be consistent with policies of adopted plans and regulations governing land use and development in the City. In addition, the FGPU would not conflict with any relevant regional or local plans. Specifically, the FGPU is consistent with the goals of San Diego Forward and the City's adopted CLUU objectives and policies. While development within the Focus Areas would contribute to an incremental increase in density and intensity of uses, the FGPU has been developed to be consistent with key Citywide goals of the adopted CLUU.

In addition, the FGPU would be consistent with applicable State planning initiatives, which include Senate Bill (SB) 375 and SB 743. As detailed in Chapter 4.9 Energy and Greenhouse Gas Emissions, implementation of the FGPU would generate greenhouse gas (GHG) emissions consistent with State and regional GHG emission reduction targets, and thus would be consistent with SB 375. Regarding consistency with SB 743, implementation of the FGPU is anticipated to result in a reduction of approximately 1.4 percent in VMT citywide compared to the adopted General Plan VMT, thereby complying with SB 743.

Therefore, the FGPU's incremental contribution to land use impacts associated with land use plans, policies, and State planning initiatives would not be cumulatively considerable.

6.3.7 Noise

Noise levels generated by multiple noise sources typically correspond closely to the noise levels generated by the single loudest noise sources. As distance increases, noise levels attenuate quickly; multiple noise sources only result in greater cumulative noise levels when located near each other. The study area for the assessment of cumulative noise impacts is the Planning Area and neighboring jurisdictions, as detailed above. Although the Planning Area and surrounding jurisdictions are largely urbanized, future development or redevelopment cumulatively could increase ambient noise.

Buildout of the FGPU would include stationary sources such as construction activities; heating, ventilation, and air conditioning units; children at play; landscape maintenance machinery; etc. The areas surrounding the Planning Area are developed urban areas and thus generate a level of noise similar to that of future development consistent with the FGPU. As noise levels generated by stationary noise sources would correspond to the single loudest noise sources, these sources do not inherently result in cumulative impacts. However, without detailed operational data, it cannot be verified that future projects implemented in accordance with the FGPU would be capable of reducing noise levels to comply with the City's Noise Ordinance property line standards, resulting in a potentially significant impact.

Whereas stationary noise sources often result in direct impacts, traffic noise increases often result in cumulative ambient noise impacts. Traffic volumes on a roadway segment do not necessarily originate from land uses near that segment. As discussed in Section 4.6 and shown in Table 4.6-13, accounting for

buildout of the FGPU (along with other ambient growth through the horizon year), the cumulative noise level increases that would occur between the existing condition and the project planning horizon (2050) would include a barely perceptible noise level increase along all local roadway segments.

Segments that would be subject to a barely perceptible cumulative noise level increase (3 A-weighted decibels; [dBA]) would include D Avenue between 4th Street and 18th Street, D Avenue between 24th and 30th Street, and along 4th Street between National City Boulevard and Euclid Avenue. Implementation of the FGPU would not result in a perceptible contribution to the cumulative noise level increases along these segments. Segments that would be subject to a barely perceptible cumulative noise level increase (3 dBA) would occur along D Avenue between 18th and 24th Streets and along Wilson Avenue between 20th and 24th Street. As the overall contribution of the FGPU to ambient noise levels would be less than perceptible, impacts would be less than cumulatively considerable.

6.3.8 Transportation

Due to the long-range planning nature of the FGPU being an update to the adopted General Plan with no specific development project being proposed at this time, the transportation analysis provided in Chapter 4.8 Transportation and Circulation is considered cumulative in nature. The analysis provided in Chapter 4.8 considers buildout of land uses and network improvements to the year 2050. The implementation of the FGPU in 2050 would result in a reduction of VMT per capita in the City when compared to the Adopted Plan (Without Project) conditions. Table 4.8-2 outlines the resident VMT for the proposed FGPU. As shown in the table, the VMT per capita in the City is projected to reduce from 8.33 to 8.21 in the horizon year. Therefore, impacts associated with FGPU buildout would be less than cumulatively considerable relative to VMT.

6.3.9 Greenhouse Gas Emissions

The analysis of GHG emissions is, by its nature, a cumulative issue; thus, the study area is global in nature. The analysis provided in Chapter 4.9 Energy and Greenhouse Gas Emissions considers buildout of land uses and the circulation network, along with implementation of the Climate Action Plan through the year 2050. Future development in accordance with the FGPU would result in emissions that are consistent with State GHG emissions targets codified by Assembly Bill 32 and identified in Executive Order B-30-15. Additionally, the FGPU would not conflict with any applicable plan, policy, or regulation adopted for the purposes of reducing the emissions of GHGs. Thus, as further detailed in Chapter 4.9, implementation of the FGPU would result in GHG emissions that are less than cumulatively considerable.

7 COMPREHENSIVE LAND USE UPDATE PEIR SUBJECT AREAS REQUIRING NO CHANGE IN ANALYSIS

Pursuant to California Environmental Quality Act (CEQA) Guidelines Section 15163, the following subject areas contained within the 2011 Comprehensive Land Use Update (CLUU) Program Environmental Impact Report (PEIR) do not require additional analysis and are not addressed further in this Supplemental Program Environmental Impact Report (SPEIR). These subject areas include issues that do not need additional analysis because the Focused General Plan Update (FGPU) would not result in changes affecting the significance conclusion in the 2011 CLUU PEIR. For these areas, there have been no substantial changes in circumstances or new information available that requires the need for supplemental review. These subject areas include:

- Aesthetics (Scenic Vistas, Scenic Resources, Light and Glare)
- Agriculture
- Biological Resources
- Energy
- Geology and Soils
- Hazards and Hazardous Materials (Airports and Emergency Response Plans)
- Hydrology and Water Quality
- Land Use (Physical Division of the Community)
- Mineral Resources
- Population and Housing
- Public Services
- Recreation
- Utilities and Service Systems
- Wildfire
- Cumulative impacts related to the above issues

7.1 AESTHETICS (SCENIC VISTAS, SCENIC RESOURCES, LIGHT AND GLARE)

Aesthetics is discussed in Chapter 4.1 in the 2011 CLUU PEIR.

Issue 1: Scenic vista
The 2011 CLUU PEIR concluded that scenic vista impacts associated with implementation of the CLUU would be *less than significant* despite proposed changes permitting higher-intensity land uses, which could affect scenic views of the surrounding areas. Implementation of adopted General Plan goals, policies, and actions intended to protect scenic resources and preserve open space areas, as well as compliance with development standards, would reduce potential impacts to scenic vistas.

Issue 2: Scenic resources
As noted in the 2011 CLUU PEIR, there are no State-designated scenic highways in the Planning Area. Therefore, implementation of the regulatory changes would have *no impact* on scenic resources within a scenic highway.

Issue 4: Light and glare
The 2011 CLUU PEIR noted that although development under the CLUU could increase the amount of light and glare through the installation of new exterior lighting on new residential and commercial development, compliance with General Plan policies and development standards would result in *less than significant* impacts.

FGPU

Issue 1: Scenic vista
The FGPU proposes changes within existing urbanized corridors, consistent with the analysis of the CLUU. Future development consistent with the FGPU would be subject to design guidelines, development standards, and General Plan policies regarding the protection of scenic resources within the City. This would be verified during site plan review at the time of project application. Therefore, the FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

Issue 2: Scenic resources
Consistent with the conditions at the time of the 2011 PEIR, no scenic State highways exist within the Planning Area as of the preparation of the FGPU SPEIR. Therefore, the FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

Issue 4: Light and Glare
Future development associated with the FGPU would be subject to General Plan policies and development standards regarding the installation of lighting and shielding. This would be verified during site plan review at the time of project application. The FGPU proposes higher-intensity development within urbanized corridors, consistent with the CLUU. Therefore, the FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

7.2 AGRICULTURE

Agriculture is discussed in Chapter 4.2 in the 2011 CLUU PEIR.

The 2011 CLUU PEIR concluded that there would be no impacts from implementation of the CLUU as related to a conflict with the existing zoning for agricultural use or with land under a Williamson Act contract. No farmland exists in the Planning Area that is classified as Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, and there are no Williamson Act contracts in the Planning Area. Similarly, there would be no impacts from loss of, or conflict with, existing zoning of forest land, as the Planning Area does not contain any forest land, timberland, or land zoned for timberland production. The CLUU did not result in any rezoning of these lands, for the same reason.

FGPU

The Planning Area is fully developed and heavily urbanized; no change in existing conditions since the 2011 CLUU PEIR has occurred that would change the results of the 2011 analysis under this resource. The FGPU does not propose any changes to existing urban agricultural zoning or to City policies regulating urban agricultural land. Consistent with the 2011 CLUU PEIR, policies and measures supportive of urban agriculture development and protection in the adopted General Plan and Climate Action Plan (CAP) would be applicable to development under the FGPU. Therefore, the FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

7.3 Biological Resources

Biological Resources are discussed in Chapter 4.4 in the 2011 CLUU PEIR.

Issue 1: Candidate, sensitive, special status species
The 2011 CLUU PEIR concluded that the CLUU involved changes to land uses on sites that are currently developed, and these changes would have *no impact* to the habitats of any candidate, sensitive, or special status species.

Issue 2: Riparian habitat or sensitive natural community
The 2011 CLUU PEIR concluded that buildout under the CLUU would result in *less than significant* impacts to sensitive natural communities because the changes proposed in the CLUU would only affect the parts of the Planning Area that are currently developed.

The goals, policies, and standards included in the General Plan (Open Space and Agriculture Element) and Land Use Code would ensure the protection and preservation of sensitive habitat areas, including sensitive and special status species, sensitive habitats, and wetlands (Goals OS-2.0, OS-2.2, OS-2.3, and OS-2.8).

Issue 3: Wetlands
The 2011 CLUU PEIR found that the CLUU would have a *less than significant* impact to wetlands. Potential future development on parcels adjacent to undeveloped parcels that could potentially contain jurisdictional wetlands and waters would potentially affect these resources; however, the 2011 CLUU PEIR concluded that consultation with the U.S. Army Corps of Engineers (USACE) on a project-by-project basis would ensure that impacts were mitigated.

Furthermore, the 2011 CLUU PEIR concluded that the type of mitigation associated with future development for project-specific impacts would be determined during the environmental review process and would include biological buffers and wetland setbacks to protect existing wetlands, particularly along the Paradise Creek corridor. Future proposed projects potentially affecting wetlands and "waters" would comply with the U.S. Fish and Wildlife Service, California Department of Fish and Wildlife, and USACE "no net loss" policy, such that proposed mitigation ensures that there is no net loss of wetland habitat values or acreages.

Issue 4: Movement of native residents, wildlife corridors, and wildlife nursery sites
The 2011 CLUU PEIR found that buildout under the CLUU would not impede migration or affect native residents, migratory fish, wildlife species, or established native resident or migratory wildlife corridors, or impede the use of native wildlife nurseries. This is because the CLUU would only affect the parts of the Planning Area that are currently developed and would not result in the development of undeveloped or natural areas that are used by migratory species. Therefore, the CLUU was determined to have *no impact.*

Issue 5: Conflict with local, regional, or State habitat conservation plan or natural community conservation plan
The 2011 CLUU PEIR concluded that the CLUU would not conflict with the provisions of an adopted local, regional, or State habitat conservation plan since no such plan regulates land in National City. It was noted that Lincoln Acres is subject to the Multiple Species Conservation Program and the Biological Mitigation Ordinance. Although development proposed in that area that would affect sensitive habitat would be required to comply with these regulations, the CLUU does not propose any changes to land within the Lincoln Acres boundary. Therefore, the CLUU was found to have *no impact* from conflicts with a biological conservation plan.

FGPU

The FGPU only includes changes in land use intensity within the Focus Areas, which are developed parcels in the boundaries of National City and would therefore not affect the Planning Area's existing biological conditions. Consistent with the 2011 CLUU PEIR, future buildout under the FGPU would continue to be reviewed by the City to be consistent with adopted General Plan policies in the Open Space and Agricultural Element meant to protect biological resources. Discretionary projects would continue to be reviewed for potential impacts to biological resources, as required under CEQA. Therefore, the FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

7.4 Energy

Energy was not covered specifically in its own chapter in the 2011 CLUU PEIR because it was not included in the CEQA Guidelines Appendix G significance thresholds at that time. Energy impacts are, however, discussed in the 2011 CLUU PEIR Chapter 6.0 Section C Significant Irreversible Changes (2) Commitment of Resources.

As disclosed in Chapter 6.0 of the 2011 PEIR, development allowed under the CLUU was found to irretrievably commit nonrenewable resources to the construction and maintenance of buildings, infrastructure, and roadways. Buildout of the CLUU was found to represent a long-term commitment to the consumption of fossil fuels, natural gas, and gasoline. Increased energy demands would be attributed to construction, lighting, heating, and cooling of residences, and transportation of people within, to, and from the Planning Area. Goals CS-1, CS-6, CS-7, and the associated policies of the Conservation and Sustainability Element, along with the implementation measures of the CAP, were identified to promote energy conservation, which could minimize or incrementally reduce the consumption of these resources. Therefore, impacts of the CLUU on energy resources were found to be *less than significant*.

FGPU

Energy is covered in the 2022 CEQA Appendix G guidelines under Section VI. The significance thresholds ask:

Would the project:

a) *Result in potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy resources, during project construction or operation?*
b) *Conflict with or obstruct a state or local plan for renewable energy or energy efficiency?*

Since the FGPU does not cover site-specific development projects, impacts to energy resources can only be analyzed based on the projected buildout of the proposed land use changes at the program level. Generally, an increase in buildout capacity would increase demands on energy resources; however, individual development projects would comply with the City's General Design and Development Regulations (Municipal Code Title 18 Division 4) and mandatory energy requirements such as California Green Building Standards Code (CALGreen) and the California Energy Code (Title 24, Part 6 of the California Code of Regulations), along with applicable greenhouse gas reduction measures in the City's CAP, which collectively contain energy efficiency requirements for all new developments. The FGPU encourages the development of a multimodal, high-density series of corridors that would introduce greater energy efficiency in its structures, in the way the modes by which the community travels by, and through its CAP policies. Under the FGPU, vehicle miles traveled (VMT) per capita would be less in 2050 (8.21) than under buildout of the adopted CLUU (8.33).

Buildout of the FGPU is not anticipated to require fuel or energy consumption above the typical rates utilized for construction, as it includes relatively small incremental increases in allowed residential and commercial development in six discrete areas within the Planning Area over the next 30 years.

Furthermore, the FGPU includes an update to the City's CAP, which provides a number of strategies for reduced consumption of energy within the Planning Area, including, but not limit to:

- Participation in a Community Choice Energy (CCE) program;
- Continuing to offer clean energy financing programs to encourage energy efficiency retrofits in existing buildings;
- Providing no- or low-cost weatherization improvements for low-income households;
- Supporting the adoption of a building electrification code;
- Encouraging the use of the Free Resources and Energy Business Evaluation program to help improve energy and water efficiency;
- Encouraging private development to exceed energy efficiency requirements of CalGreen; and
- Encouraging LEED certification for all new commercial and industrial buildings.

Therefore, at the program level, it can be concluded that the FGPU would not result in any new significant or substantially increased adverse impacts related to the wasteful, inefficient, or unnecessary consumption of energy resources beyond those previously identified in the 2011 CLUU PEIR.

7.5 Geology and Soils

Geology and Soils are discussed in Chapter 4.6 in the 2011 CLUU PEIR.

Issue 1: Risk, loss, injury or death involving rupture, seismic ground shaking, liquefaction, and landslides

The 2011 CLUU PEIR found that the CLUU would have *no impact* related to risk of loss, injury, or death associated with ground rupture since active faults around the Planning Area do not present a risk of ground rupture.

Compliance with Title 15 of the City Municipal Code (California Building Code [CBC]) and General Plan policies (Safety Element Policy S-1.1 through S-1.4 and S-5.1 through S-5.6) ensuring emergency preparation, the risk of loss, injury or death associated with seismic ground shaking to people and structures was found to be *less than significant.*

Risks from liquefaction would be analyzed as part of the review process for site-specific developments. Building permit applications are reviewed by the City for conformance with the CBC, including Section 1610, Soil Lateral Loads, which requires design that resists lateral soil loads. Under Policy S-1.4 under Goal S-1 of the Safety Element, the City would require compliance with recognized standards for protection from seismic hazards, including liquefaction. Therefore, with the required compliance with these procedures, the risk of loss, injury, or death associated with liquefaction for development associated with implementation of the CLUU was found to be *less than significant.*

The 2011 CLUU PEIR found that compliance with Policy S-1.5 in the Safety Element (which would minimize safety hazards such as landslides through specific development regulations for steep slopes greater than 25 percent grade), impacts related to risk of loss, injury, or death associated with landslides, mudslides, or other similar hazards associated with implementation of the CLUU would be *less than significant.*

Issue 2: Soil erosion and loss of topsoil

The 2011 CLUU PEIR found that the CLUU would not alter conditions in such a way as to increase the likelihood of soil erosion through site-specific development compliance with the Safety Element

policies (S-1.5) and Conservation and Sustainability Element policies (CS-3.3, CS-8.3). In addition, the City's Grading Ordinance (Municipal Code Section 15.70) includes standards for erosion control, in accordance with the CBC.

Therefore, the 2011 CLUU PEIR concluded that with compliance with these policies and regulations, the risk of soil erosion associated with implementation of the CLUU would be *less than significant*.

Issue 3: Expansive soils
The 2011 CLUU PEIR also noted that new development resulting from projected buildout of the CLUU would comply with CBC Section 1610, Municipal Code Section 15.60.060, and policies from the Safety Element (Policy S-1, S-1.4). Therefore, the 2011 CLUU PEIR concluded that the CLUU's impact on risks from expansive soils would be *less than significant*.

Issue 4: Septic tanks
Municipal Code Section 14.06.020 prohibits the installation of septic tanks or other devices for disposal of sewage in the City where there is an available sewer system within 200 feet. All development proposed under the CLUU would be located within 200 feet of the available sewer system and would be prohibited from installing a septic system. Therefore, the 2011 CLUU PEIR concluded that the CLUU would have *no impact* on the capability of soils to support the use of septic systems.

FGPU

The FGPU would be consistent with the 2011 CLUU PEIR findings, as new development under the FGPU would be subject to consistency review with all of the measures, policies, and standards identified in the discussion above. The FGPU is consistent with the scope of the CLUU in that it proposes changes to the General Plan and Municipal Code to encourage development in specific infill locations within the City, and therefore, impacts associated with buildout of the FGPU would not deviate substantially from the 2011 analysis. No substantial new geologic hazards or changes in existing circumstances related to the above topics have occurred since the 2011 CLUU PEIR certification. Therefore, the FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

7.6 Hazards and Hazardous Materials

Hazards are discussed in Chapter 4.7 in the 2011 CLUU PEIR.

Issue 6: Adopted emergency response plan
The 2011 CLUU PEIR concluded that the CLUU would have a *less than significant* impact related to the impairment of or physical interference with an adopted emergency response plan or emergency evacuation plan because it would comply with the City's Emergency Operations Plan (June 2010), which includes an evacuation plan and general goals and policies. Goals and Policies of the Safety Element also require continued effective emergency response and procedures to minimize the loss of life and property during and following emergencies and disasters, which would ensure that development under the CLUU would not interfere with established emergency policies.

Issue 7: Wildland fires
See discussion below under Section 7.14 Wildfire.

FGPU

Issue 6: Adopted emergency response plan
The FGPU would update Safety Element policies related to emergency responses in a way that would not interfere with an adopted emergency response plan or emergency evacuation plan. Site-specific development under the FGPU would be subject to consistency review with these policies. In addition, circulation network updates would be developed per CBC access standards and in consultation with local emergency response providers to ensure that implementation of adopted emergency response

plans is not inhibited by a change in the physical infrastructure of the local transportation network. Furthermore, VMT per capita would be reduced under the FGPU as compared to the CLUU and therefore would not result in any additional vehicular delay for emergency service providers. Therefore, the FGPU would not result in any new significant or substantially increased adverse impacts to the above issues beyond those previously identified in the 2011 CLUU PEIR.

Issue 7: Wildland fires
As described in Section 7.14 Wildfire, below, the Planning Area is located in an urban zone that does not pose a severe wildfire threat to the structures in the area.[1] The Focus Areas are therefore located in low wildfire risk areas and would not expose people or structures, either directly or indirectly, to significant risk of loss, injury, or death involving wildland fires, which is consistent with the 2011 CLUU PEIR significance conclusion despite the change in the threshold language.

7.7 HYDROLOGY AND WATER QUALITY

Hydrology and Water Quality are discussed in Chapter 4.8 in the 2011 CLUU PEIR.

Issue 1: Water Quality
Since the 2011 CLUU PEIR found the Planning Area has been largely developed, buildout of the CLUU was determined not to result in the creation of substantial new areas of impervious surface; development occurring under the CLUU would comply with the Standard Urban Stormwater Mitigation Plan, General Plan policies related to stormwater management and low impact development practices; and the Stormwater Management and Discharge Control Ordinance (Chapter 14.22 of the Municipal Code) would protect water quality in the Planning Area. Therefore, the 2011 CLUU PEIR found that the CLUU would have *less than significant* impacts on water quality.

Issue 2: Groundwater
Projections from the 2005 Urban Water Management Plan indicated that there was sufficient supply to meet projected demand in the Sweetwater Authority service area, including National City, through 2030, and growth under the CLUU would not substantially deplete groundwater supplies. Therefore, the 2011 CLUU PEIR found that the CLUU would have *less than significant* impacts on groundwater supply in the Planning Area.

Issue 3, 4: Drainage pattern and runoff
Since the Planning Area is already almost fully built out, the 2011 CLUU PEIR found that development that would occur under the CLUU was found not likely to result in the creation of substantially more impervious surface area. Specific development and redevelopment occurring with buildout of the CLUU would be required to comply with flood damage prevention measures contained in the Municipal Code, erosion and runoff control provisions contained in the City's Standard Urban Stormwater Mitigation Plan, and the City's Stormwater Management and Discharge Control Ordinance. These measures restrict development in areas of special flood hazard and control erosion, which would in turn limit and control alteration of existing drainage patterns. Adherence to local regulations ensured that, in the course of development under the CLUU, watercourses and drainage patterns would not be altered in a manner that would significantly increase the rate or amount of either runoff or erosion, thereby causing on-site or off-site flooding.

Overall, the 2011 CLUU PEIR determined that runoff, erosion, or on-site or off-site flooding impacts associated with the CLUU would be *less than significant*.

Issue 5, 6, 7: 100-year flood hazard area, flooding, inundation
The CLUU included policies to minimize hazards relating to flooding and inundation. The CAP also included measures to reduce water use and increase water efficiency, effectively improving hydrology

1 National City, Safety Element Update, Figure SE-8 Wildfire Risk Map, March 2021

and water quality within National City. Any development or redevelopment under the CLUU is required to comply with Municipal Code provisions and demonstrate that encroachment would not result in an increase in base flood levels. Overall, the majority of storm drainage facilities in the City are adequate to prevent property damage in the event of a 100-year storm. Development under the CLUU was found to alleviate existing 100-year storm flow capacity constraints, although the 2011 CLUU PEIR concluded that without detailed, site-specific storm flow calculations it was not possible to determine whether specific constraints would be eliminated with the implementation of low impact development techniques and stormwater management best management practices (BMPs) alone.

The 2011 CLUU PEIR concluded that with compliance with existing regulations and proposed policies, the CLUU would result in *less than significant* impacts to flooding and inundation.

FGPU

Issue 1: Water Quality
Consistent with the 2011 CLUU PEIR, buildout under the FGPU would occur in urbanized, developed infill areas within the Focus Areas and therefore would not introduce substantial amounts of impervious surfaces that could lead to runoff and worsening of water quality. Site-specific development would be subject to all applicable regulations as described in the 2011 CLUU PEIR, including the Stormwater Management and Discharge Control Ordinance, which enforces National Pollutant Discharge Elimination System (NPDES) requirements. Since the 2011 CLUU PEIR analysis, a new municipal separate storm sewer system (MS4) Permit was issued by the San Diego Regional Water Quality Control Board (Order No. R9-2013-0001, as amended by R9-2015-0001). The 2008 Jurisdictional Runoff Management Program (JRMP) was also updated in 2013 in response to the updated MS4 Permit. The JRMP is the City of National City's approach to improving water quality in its creeks, rivers, and San Diego Bay by reducing discharges of pollutants to the MS4 through BMP programs that development under the FGPU would be subject to.

Therefore, the FGPU would not result in any new significant or substantially increased adverse impacts to compliance with water quality standards or waste discharge requirements, or to water quality beyond those previously identified in the 2011 CLUU PEIR.

Issue 2: Groundwater
Consistent with the CLUU, the buildout of the FGPU would largely occur within infill areas in urbanized corridors and therefore would not result in an increase of impervious surfaces in a way that would impact groundwater recharge throughout the Planning Area. Development under the FGPU would not impact recharge through open space areas, such as near or within the Sweetwater River or Paradise Creek. Since the Sweet Water Authority supplies water from a diverse mix of sources other than groundwater and has projected resiliency of its water supply through 2045 per its Urban Water Management Plan (UWMP), it can be concluded that the demand for water from FGPU buildout would not substantially impact groundwater supplies. Therefore, the FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

Issue 3, 4: Drainage, erosion, and runoff/inundation
Buildout of the FGPU would occur in Focus Areas along urbanized corridors; there is no risk of impacts above and beyond those identified in the 2011 CLUU PEIR. Development would be subject to applicable regulations and be required to include design measures or BMPs to reduce risk associated with these hazards. Therefore, the FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

Issue 5: Conflict with Water quality plan
The 2022 CEQA Guidelines include a new threshold, (e): "conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan." The City has a number of

water quality programs to help maintain water quality standards per the Clean Water Act as prescribed by NPDES permit program. These programs are implemented in compliance with the 2020 Best Management Practice (BMP) Design Manual, maintained by the Storm Water Division and the JRMP , maintained by the Engineering/Public Works Department. The JRMP includes the Construction Management Program, which identifies the pollutants that may exist at active construction sites and presents a range of BMPs and supporting administrative processes designed to eliminate or reduce them.

The City requires all projects that involve ground disturbance or soil-disturbing activities that can potentially generate pollutants in stormwater runoff to submit an Erosion and Sediment Control Plan (ESCP) prior to the issuance of a permit. The ESCP is checked by the Engineering Division for compliance with the City's BMP Manual and the MS4 Permit using the ESCP Checklist. The City also requires projects subject to the Construction General Permit (CGP) to provide proof of coverage before construction work may begin. Note that the CGP requires projects to complete Storm Water Pollution Prevention Plans (SWPPPs), which include components similar to the ESCP. When a project is subject to the CGP, the City reviews the ESCP rather than the SWPPP. The City reviews the ESCP rather than the SWPPP because the ESCP specifically addresses the City's BMP requirements, while the SWPPP is a much longer document that includes both BMPs and a significant amount of additional information required by the CGP. Projects too small to require grading permits generally disturb minimal soil and are short in duration. These projects are notified of their obligation to implement BMPs via the City's Construction BMP Handout.[2]

All construction sites are required to implement the City's minimum construction BMP requirements, which can be found in the City's BMP Manual. These requirements apply to small and large construction projects that disturb land.[3] Therefore, future development projects under the FGPU would not conflict with any water quality plans or standards and would have a *less than significant* impact.

7.8 Land Use

Land Use is discussed in Chapter 4.9 Land Use in the 2011 PEIR.

Issue 1: Physical division of the community

The 2011 CLUU PEIR concluded that impacts related to physically dividing an established community would be *less than significant* since the CLUU is designed as a programmatic document that directs future growth to provide for cohesion and connectivity within an established community, and community involvement in development projects. The CLUU sets forth goals, objectives, policies, and actions intended to foster greater connectivity, and to prevent new development from dividing existing uses and includes general design standards to ensure that all development is compatible with existing and future development, and protects the use and enjoyment of neighboring properties, consistent with the General Plan. In addition, new development under the CLUU would occur primarily on sites either already developed and underutilized, or in close proximity to existing development, and therefore would not divide the community.

FGPU

The FGPU includes updates to the Land Use and Transportation Elements and proposes rezoning to encourage higher-density developments improvements in established urbanized Focus Areas. The FGPU also proposes circulation network improvements throughout the Planning Area that would encourage the development of a more cohesive and well-connected city. No circulation network changes would be proposed that would bisect the community, such as a rail line or highway. Land uses

2 National City, Jurisdictional Runoff Management Program, June 2020
https://www.nationalcityca.gov/home/showpublisheddocument/25037/637286133402730000
3 National City, Stormwater Program, Construction Best Management Practices (BMPs), https://www.nationalcityca.gov/government/engineering-public-works/engineering-division/storm-water-program/construction-best-management-practices (Accessed October 3, 2022)

would be consistent with existing uses and would not introduce new or changed uses that would result in the physical division of the community such as a band of industrial uses. Therefore, the FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

7.9 Mineral Resources

Mineral Resources are discussed in Chapter 4.6 in the 2011 PEIR.

The 2011 CLUU PEIR noted that impacts related to the availability of mineral resource exploration and extraction, associated with implementation of the CLUU, would be *less than significant* since the only identified mineral resources in National City are salt ponds located within the South San Diego Bay Unit of the San Diego National Wildlife Refuge. This area is controlled by the Unified Port of San Diego Master Plan, which would not be affected by the CLUU.

FGPU

The FGPU would not impact the exploration and extraction of mineral resources, consistent with the conclusion of the CLUU PEIR. The FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

7.10 Noise

Noise is discussed in Chapter 4.10 in the 2011 CLUU PEIR.

Issue area 1: Airport land use plan

The 2011 CLUU PEIR noted that aircraft operations to and from San Diego International Airport (SDIA) and the Naval Air Station North Island (NASNI) generate intermittent noise when passing over National City. Noise generated by these flights, although audible and noticeable in quiet areas above other ambient noise sources, is a minor contributor to daily average noise levels in the Planning Area. Therefore, the CLUU would have *no impact* on exposing people residing or working in the project area to excessive noise levels.

FGPU

As noted in Chapter 4.7 Noise, portions of the Planning Area appear to be within the Airport Influence Area (AIA) for SDIA, Brown Field, and NASNI. The Airport Land Use Commission consistency determination noted that the Planning Area is not within any AIA noise contours. It is not anticipated that future development consistent with the FGPU would expose people residing or working in the Planning Area to excessive noise levels, since flight noise is a minor contributor to daily noise levels in the Planning Area. Therefore, the FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

Therefore, the FGPU would not result in the exposure of sensitive receptors to excessive airport noise, the significance conclusion at the time of the CLUU is consistent with that of the FGPU under this threshold, and the FGPU will have *no impact* in exposing those residing or working in the Planning Area relative to excessive noise.

7.11 Population and Housing

Population and Housing are discussed in Chapter 4.11 in the 2011 CLUU PEIR.

The 2011 CLUU PEIR found that implementation of the CLUU would result in population increases. However, this Planning Area growth was expected and was accommodated and planned for through the CLUU. Growth was projected to be consistent with buildout of the CLUU, which is based on assumptions about known potential development projects and the land use designations included in the General

Plan land use map and zones included in the zoning map. Therefore, the 2011 CLUU PEIR concluded that the impact of unexpected population growth associated with implementation of the CLUU would be *less than significant*.

FGPU

The FGPU would not induce a substantial unplanned population, nor would it displace a substantial number of existing people or housing. The FGPU would update adopted zoning within selected Focus Areas to encourage the development of higher-density land uses and housing to accommodate projected populations in 2050. The projections of population as a result of the FGPU are consistent with regional projections from the San Diego Association of Governments (SANDAG). Future development under the FGPU would be subject to individual project-level review once proposed, to mitigate and avoid displacement of people and housing. At the program level, the FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

7.12 Public Services

Public Services are discussed in Chapter 4.12 in the 2011 CLUU PEIR.

Issue Area 1: Maintenance of acceptable service ratios, response times, other performance objectives

The 2011 CLUU PEIR concluded that implementation of the CLUU would result in *less than significant* impacts on the provision of new or physically altered governmental facilities or need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts in order to maintain acceptable service ratios, response times, or other performance objectives related to public services.

The 2011 CLUU PEIR analyzed the provision of new fire, police, and school facilities within the analysis of impacts from the proposed institutional land use designation. Programmatic impacts associated with the provision of new or physically altered police, fire, and school facilities resulting from implementation of the CLUU were determined to be *less than significant*.

FGPU

The FGPU would encourage development of housing and mixed-use development to accommodate the projected population anticipated at buildout in 2050. On a programmatic level, the FGPU would be consistent with the 2011 CLUU PEIR finding of a *less than significant* impact on the environment from the construction of new or physically altered government facilities as it would not propose the construction of such institutional uses. Therefore, the FGPU would not result in adverse impacts above and beyond what was previously analyzed in the 2011 CLUU PEIR.

7.13 Recreation

Recreation is discussed in Chapter 4.12 Public Services and Recreation in the 2011 CLUU PEIR. As of the 2022 CEQA Guidelines, Recreation is discussed in Appendix G Section XVI Recreation.

Issue area 1,2: Increased used and construction or expansion

The 2011 CLUU PEIR concluded that implementation of the CLUU would result in *less than significant* impacts despite an increase in the Planning Area's population because the City's Open Space Element contains policies (OS-5.2, OS-5.4, OS-5.8, OS-5.9) meant to ensure continued maintenance of existing facilities and the provision of additional park land to serve the growing population. Furthermore, future proposals for new park facilities would be subject to additional CEQA review.

FGPU

While the FGPU would not directly result in development, future buildout under the FGPU would only slightly increase demand on existing recreational resources since the FGPU would increase future housing by approximately 600 units (and approximately 1,900 persons) over the Adopted CLUU. In addition, future development would be required to be consistent with General Plan policies (e.g., Open Space and Agriculture Element Policy OS-5.2, OS-5.3, OS-5.4, OS-5.11) that require the continued maintenance and provision of recreational facilities within the Planning Area. This is consistent with the findings of the 2011 CLUU PEIR. The FGPU would increase open space zoning within the 18th Street Focus Area to expand National City's existing park and open space inventory to accommodate the Planning Area's current demand, as well as the future needs that will result from the increased density. In addition, the Objective Design Standards would provide guidance on locating open spaces to be a positive asset and encourage social interaction within new housing development. Therefore, at this program level, the FGPU would have a *less than significant* impact on the deterioration of recreational facilities and on the provision of new or expanded facilities that might have an adverse physical effect on the environment. Therefore, the FGPU would not result in adverse impacts above and beyond what was previously analyzed in the 2011 CLUU PEIR.

7.14 Utilities and Service Systems

Utilities and Public Services are discussed in Chapter 4.14 in the 2011 CLUU PEIR. As of the 2022 CEQA Guidelines, Utilities are discussed in Appendix G Issue XIX Utilities and Service Systems, and Public Services are discussed under Section XV Public Services. The analysis below for the FGPU discusses potential impacts related to the 2011 thresholds, in addition to the expanded 2022 thresholds.

Issue 1: Water supply

The 2011 CLUU PEIR concluded that implementation of the CLUU would result in *less than significant* impacts to water supplies. The Sweetwater Authority undertook a Water Supply Assessment for the CLUU and updated its water demand projections during this assessment, concluding that the purchase of imported water from the Metropolitan Water District would be sufficient to meet the projected needs through 2030. In addition, multiple policies within the General Plan (CS-3.3, CS-3.4, CS-4.0, CS-4.1, CS-4.2, CS-4.3, CS-4.4, and OS-5.6) and Municipal Code were identified to help the City reduce demand for water through green practices and conservation. Further, the proposed General Plan and Municipal Code changes contained policies and measures to ensure sufficient services and facilities by promoting coordination between service providers and establishing funding mechanisms for upgrades (LU-8.1, LU-8.4, S-3.3, C-7, CS-3, and CS-3.2). Additionally, Chapter 4, Section 18.44.180 of the Land Use Code establishes Water Efficient Landscape Regulations, which set standards for the design, installation, and maintenance of water efficient landscaping as directed by California State law.

Issue 2: New water treatment facilities or expansion

The 2011 CLUU PEIR found that impacts on water treatment facilities associated with implementation of the CLUU would be *less than significant*. The analysis found that the demands from buildout of the CLUU would be covered by the proposed additional water infrastructure already planned by the Sweetwater Authority in 2010. Therefore, the CLUU was determined not to require expansion of water treatment facilities that could cause environmental impacts.

Issue 3: Landfill capacity

The 2011 CLUU PEIR found that buildout as a result of the CLUU would have a *less than significant* impact to landfill capacity and solid waste services, including a *less than significant* impact in relation to generating solid waste in excess of State and local standards. The analysis determined that the Planning Area would not exceed either the permitted throughput or physical capacity of landfills serving National City through 2030, through the implementation of goals and policies of the General Plan (CS-9.1 through CS-9.6, LU-8.1, and ZC-2) and Recycling Ordinance. Policies CS-9.1 through CS-9.6 under the

Conservation Element describe solid waste reduction and recycling efforts to reduce waste being funneled into landfills. Policy LU-8.1 describes the requirement that new development, including infill projects, provide fair share contributions toward the costs of the public facilities, services, and infrastructure necessary to serve the development, including solid waste. Implementation measure ZC-2 requires the City to amend the Recycling Ordinance to include mandatory recycling requirements for nonresidential uses and composting requirements for large industrial food service providers, landscape operations, and other appropriate uses. All construction would be required under Municipal Code Section 15.80.050 through 15.80.100 to divert waste from construction and demolition or have their deposit forfeited.

Issue 4: Solid waste and recycling regulations

The 2011 CLUU PEIR found that the CLUU would not conflict with applicable statutes and regulations and, as such, the associated impacts would be *less than significant*. The 2011 CLUU PEIR determined that the CLUU would be served by a landfill with sufficient capacity through 2030. National City has adopted a Source Reduction and Recycling Element, a Household Hazardous Waste Element, and a Non-Disposal Facility Element in compliance with Assembly Bill 939, the California Integrated Waste Management Act of 1989. The City's General Plan policies, goals (CS-9, CS-9.2, CS-9.3, CS-9.4, CS-9.5, CS-9.6, and ZC-2), and ordinances also would divert wastes to recycling centers and encourage composting and reuse.

Compliance with the programs and policies related to waste reduction would be sufficient to ensure that future development in the Planning Area would not compromise the City's ability to meet or perform better than the State-mandated target. Policy LU-8.1 would also require new development to provide fair share contributions toward costs of public facilities, services, and infrastructure, including for services like solid waste.

In addition, the CAP would include programs and policies that incentivize resident participation in green waste recycling programs and encourage waste audits and waste reduction plans for existing and new commercial development.

FGPU

Issue 2: Water supply

The region's 2020 UWMP presents the San Diego County Water Authority's water reliability assessments from 2025 through 2045. The assessment takes into consideration the region's growth using SANDAG's Series 14 Regional Growth Forecast, which takes into consideration regional growth through 2050. Consistent with the UWMP Act requirements, each assessment compares total projected water supply and demands over the next 20 years in five-year increments under a normal water year, single dry year, and multiple dry years. The reliability assessment results demonstrate that, even when making conservative assumptions about the availability of dry year supplies from the Metropolitan Water District, the San Diego region's water resource mix is drought resilient.

Because the specific distribution and timing of projected development that could be permitted under the FGPU through 2050 is not known, the specific locations for and quantity of future water supply demand cannot be predicted. Therefore, the potential environmental impacts that future projects may have on water demand cannot be adequately estimated or evaluated at this time. However, as noted above, it is expected based on the current 2020 UWMP,[4] that the City will be able to meet projected demand under the FGPU in normal, dry, and multiple dry years to 2045. Furthermore, the City will coordinate with the Sweetwater Authority to ensure that the next UWMP update accounts for additional density permitted under the FGPU update buildout projections. Through construction of the

4 Sweetwater Authority, 2020 Urban Water Management Plan, (April 2021), https://www.sweetwater.org/DocumentCenter/View/2594/2020-Urban-Water-Management-Plan-PDF

facilities recommended in the UWMP, the City ensures that the potable water supplies and distribution system can support all future development.

Also, prior to project approval, future proposed projects would be required to undergo CEQA review and, if applicable, to comply with all federal, State, and local water supply regulations including Senate Bills 610 and 221 (which determine if a project would be required to complete a Water Supply Assessment prior to project approval). Also, the City would require all new development to comply with all drought and water conservation requirements set forth under State and local regulations.

Furthermore, the City's adopted 2011 General Plan includes goals and policies regarding water use, conservation and efficiency policies (as noted above) that would help ensure that adequate water supplies are available to serve existing and planned development and are listed in above. No change in these conservation policies would result from adoption of the FGPU. The CAP update also includes additional water conversation-based strategies (WW-1.1 through WW-1.5), which would further serve to ensure adequate supply.

Therefore, the FGPU would not result in adverse impacts above and beyond what was previously analyzed in the 2011 CLUU PEIR.

Issues 1 and 3: Relocation or expansion of utilities, wastewater capacity
The FGPU would encourage infill residential and mixed-use development through updates to zoning and other Municipal Code provisions. The zoning updates would result in approximately 600 additional dwelling units above the adopted General Plan buildout plus an additional 199,000 square feet of commercial uses within mixed-use development. Additional development capacity under the FGPU would be concentrated in six specified Focus Areas, all located within the existing urbanized areas of the City. These areas are largely already covered with impervious surfaces and are currently served by stormwater, sewer, water, and energy infrastructure, as well as various communication facilities; however, some of the City's built areas have existing infrastructure deficiencies that would require capacity improvements to serve the existing and projected population within the Focus Areas.

The FGPU does not propose new stormwater, water, sewer collection or wastewater treatment facilities, or energy or communications infrastructure; however, future development projects implemented within the Planning Area may require the installation of upgraded or expanded facilities, which would be determined on a project-specific basis. As individual development projects are initiated under the FGPU, site-specific studies would be required to address the condition and capacity of the existing infrastructure and to identify necessary upgrades. Because future development would be consistent with the existing urban growth patterns of the community, and the necessary improvements to the stormwater, wastewater, water, energy, and communications infrastructure would be standard practice for new development.

Furthermore, all such future facilities within the Planning Area would be required to comply with the City's Municipal Code regulations regarding water, stormwater, sewers, and wastewater facilities, along with adopted General Plan policies as noted above, and would be subject to a separate environmental review at the time design plans are available. All goals and policies related to energy conservation and green building measures would remain the same under the FGPU; however, new development would now also be subject to the latest, more stringent, Title 24 energy requirements for new construction, in addition to City policies implemented through the CAP that require energy conservation measures and waste reduction. Therefore, through policy adherence and regulatory compliance, impacts related to the relocation or construction of new public utilities would be less than significant. This finding is consistent with the 2011 CLUU PEIR. The FGPU would not result in a substantial increase in the severity of impacts from that described in the 2011 CLUU PEIR.

Issues 4 and 5: Solid waste capacity and regulations
Buildout of the FGPU would be subject to the goals, policies, and ordinances regarding solid waste that were cited above in the 2011 CLUU PEIR. Chapter 9.52 of the National City Municipal Code mandates a recycling program, and Chapter 15.80 requires waste diversion from construction of residential and commercial projects. Furthermore, the CAP update includes measures targeted at waste reduction, including composting and recycling, in strategy SW-1.1 through SW-1.8. Overall, the FGPU would not impact the solid waste capacity of landfills within the Planning Area or be out of compliance with applicable regulations on a programmatic level. Site-specific development would be subject to individual review for code, policy and CAP compliance, and CEQA, as applicable. Therefore, the FGPU would not result in adverse impacts above and beyond what was previously analyzed in the 2011 CLUU PEIR.

7.15 WILDFIRE

The 2011 CLUU PEIR covered impacts related to wildland fires in Chapter 4.7 Hazards under significance threshold (h): "Expose people or structures to a significant risk of loss, injury, or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands." As of the 2022 CEQA Guidelines, Wildfire is discussed in Appendix G Issue XX Wildfire.

Development in areas identified as having a high fire risk would be at risk of wildland fires. "Wildland fires" describe any non-structure fires that occur in vegetation and natural fuels and most often begin in urban or rural areas. The 2011 CLUU PEIR noted that most of the Planning Area has only a moderate fire threat; however, there is high fire threat in the southeast part of the Planning Area, east of National City Boulevard and south of 24th Street, including portions of the Olivewood, Las Palmas, and Lincoln Acres neighborhoods, and the Plaza Bonita District. Although most of the Planning Area covered by the CLUU is in an unzoned/urban wildfire severity zone, some adjacent areas were identified as "very high" for wildfire risk. Risk factors in the Planning Area included older structures that have a higher risk of causing fires; pockets of vegetation between developed areas and in the hills within the eastern areas of the Planning Area, and a higher population of minors and seniors, who are associated with greater evacuation needs. Implementation of the CLUU was determined in the 2011 CLUU PEIR to have *less than significant* impacts relative to wildland fire safety since projected buildout would replace older facilities with new facilities that would comply with modern building code requirements, such as improvements as fire sprinkler systems and fire alarms. In addition, the Safety Element also included goals and policies concerning fire safety and evacuation, including policies that were intended to reduce risks from structural fire, fire-related emergencies, and maintaining sufficient fire response coverage and resources.

FGPU

The FGPU would increase the number of structures in the Planning Area through rezoning to encourage new, higher-density development. The Focus Area corridors are located in urbanized portions of the Planning Area, which are not located near any high-risk wildfire hazard areas. Similar to the CLUU, development under the FGPU would replace older facilities and reduce risks associated with fire and fire-emergencies. The FGPU would not result in any new significant or substantially increased adverse impacts beyond those previously identified in the 2011 CLUU PEIR.

8 PROJECT ALTERNATIVES

8.1 INTRODUCTION

To fully evaluate the environmental effects of projects, the California Environmental Quality Act (CEQA) mandates that alternatives to the project be analyzed. Section 15126.6 of the CEQA Guidelines requires the discussion of "a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects of the project" and the evaluation of the comparative merits of the alternatives. The alternatives discussion is intended to "focus on alternatives to the project or its location which are capable of avoiding or substantially lessening any significant effects of the project," even if these alternatives would impede to some degree the attainment of the project objectives.

For this Supplemental Environmental Impact Report (SPEIR), alternatives selected for consideration may include Alternatives Considered but Rejected; the No Project (Adopted General Plan) Alternative; the Alternate Project Location Alternative; and an Environmentally Superior Alternative. A comparison of the residential, commercial, and industrial square footage projected to be developed under each alternative is provided in Table 8.3-1. CEQA does not require an environmental impact report (EIR) to consider every conceivable alternative to a project; however, the Lead Agency must consider a reasonable range of potentially feasible alternatives.

8.2 ALTERNATIVES CONSIDERED BUT REJECTED

Various sites ("Study Areas," per Appendix 13.C.13) throughout the Planning Area were considered for inclusion in each Focus Area. The following subsections describe the nature of each site and reasons for rejection of each alternative Study Area.

8.2.1 TODO - Study Area 2: Hoover Avenue

Study Area 2 is a 26.3-acre area currently zoned as Light Industrial (IL) that generally includes the Southport Business Center. Under the adopted zoning, no residential uses are allowed and the maximum allowed height for development is three stories or 35 feet. Due to the proximity of this site to the 24th Street Transit Center and the recommendations of the 24th Street Transit Oriented Development Overlay (TODO) Study, Study Area 2 was evaluated for the application of a mixed-use overlay (24 dwelling units per acre) that would allow mixed-use development up to a height of five stories/65 feet.

Community members and environmental stakeholder organizations raised concerns regarding the creation of potential new land use incompatibilities by allowing the co-location of light industrial and residential uses. Due to this feedback, Study Area 2 was dropped from inclusion in the Focused General Plan Update (FGPU).

8.2.2 TODO - Study Area 3: Mile of Cars Way

Study Area 3 is an 11.3-acre area that includes a variety of automobile dealerships generally at the intersection of National City Boulevard and Mile of Cars Way. This area is currently zoned Commercial Automotive (CA), and no residential uses are allowed. The maximum allowed height is three stories or 50 feet. Study Area 3 was evaluated based on the recommendations of the TODO Study.

While Study Area 3 is near the 24th Street Transit Center, no changes are proposed at this time due to concerns with co-locating residential uses with existing automobile-oriented uses. Therefore, Study Area 3 was dropped from inclusion in the FGPU.

8.2.3 TODO - Study Area 4A: National City Boulevard (Sub-Area)

Study Area 4A is a 13.7-acre area that includes a variety of new and used car dealerships generally along National City Boulevard that is bounded by 18th Street, Roosevelt Avenue, 22nd Street, and A Avenue. This area is currently zoned Commercial Automotive (CA), and no residential uses are allowed. The maximum allowed height is three stories, or 50 feet. Study Area 4A was evaluated based on the recommendations of the TODO Study.

While Study Area 4A is near the 24th Street Transit Center, no changes are proposed at this time due to concerns with co-locating residential uses with existing automobile-oriented uses. Therefore, Study Area 4A was dropped from inclusion in the FGPU.

8.2.4 TODO - Study Area 4B: National City Boulevard (Sub-Area)

Study Area 4B is A 16.4-acre area that includes a variety of car dealerships, warehouses, and commercial uses that is generally bounded by 24th Street, National City Boulevard, and A Avenue. This area is currently zoned Light Industrial (IL) and Service Commercial (CS), and no residential uses are allowed. The maximum allowed height ranges between 35 and 50 feet, or three stories. Study Area 4B was evaluated based on the recommendations of the TODO Study.

While Study Area 4B is near the 24th Street Transit Center, no changes are proposed at this time due to concerns with co-locating residential uses with existing automobile-oriented uses. Therefore, Study Area 4B was dropped from inclusion in the FGPU.

8.2.5 TODO - Study Areas 5A and 5B: Highland Avenue

Study Areas 5A and 5B includes a variety of automobile-oriented, commercial, and residential uses generally along Highland Avenue. Sub-Area 5A (1.5 acres) is generally located at the intersection of 18th Street and Highland Avenue, and Sub-Area 5B (3.2 acres) is generally located at the intersection of 24th Street and Highland Avenue. This area is currently zoned Major Mixed Use Corridor(MXC-2), Minor Mixed Use Corridor (MXC-1), and Very High Density Multi-Unit Residential (RM-3), which allow for densities of up to 75, 48, and 75 dwelling units per acre, respectively. The maximum height ranges from three to nine stories and 65 to 95 feet. Study Areas 5A and 5B were evaluated based on the recommendations of the TODO Study.

Study Areas 5A and 5B are within a Transit Priority Area and nearby various services and amenities. The current zone and density, however, have the capacity to accommodate higher-intensity development. No changes are proposed at this time.

8.3 Alternatives Fully Analyzed

The No Project (Adopted General Plan) Alternative and the Alternate Project Location Alternative were fully analyzed for this Supplemental Environmental Impact Report (SPEIR). For purposes of this alternatives discussion, the FGPU will be referred to as the "Proposed Project." A comparison of the number of residential units, commercial development, and industrial development that would occur at buildout under each alternative and the Proposed Project is provided in Table 8.3-1. Table 8.3-2 also details buildout comparisons for the two alternatives above and beyond what is allowed in the Adopted General Plan.

As required under section 15126.6 (e)(2) of the CEQA Guidelines, an EIR must identify the Environmentally Superior Alternative. Pursuant to the CEQA Guidelines, if the No Project Alternative is determined to be the most environmentally superior project, then another alternative among the alternatives evaluated must be identified as the environmentally superior project. Section 8.5 addresses the Environmentally Superior Alternative selected for this SPEIR.

Table 8.3-1 Buildout Comparison – Totals

	Net New Projected Buildout 2050			
Alternative	**Population**	**Dwelling Units**	**Commercial (square feet)**	**Industrial (square feet)**
FGPU (Proposed Project)	74,872	23,325	13.3 million	5.8 million
No Project Alternative [(1)]	72,961	22,729	13.1 million	5.8 million
Alternate Project Location Alternative	75,251	23,425	13.2 million	5.8 million

Source: See Appendix 13.B.12 FGPU Buildout Projections.

Note:

(1) National City Comprehensive Land Use Update, Draft EIR, Table 3-2 Projected 2030 Buildout, 2011, https://www.nationalcityca.gov/home/showpublisheddocument/4460/636090627169130000; WSP extrapolated rates to determine a 2050 year equivalent.

Table 8.3-2 Buildout Comparison – Differences as Compared to No Project (Adopted Plan)

	Net New Projected Buildout			
Alternative	**Population**	**Dwelling Units**	**Commercial (square feet)**	**Industrial (square feet)**
FGPU (Proposed Project)	(+)1,911	(+)595	(+)198,688	(0)
Alternate Project Location Alternative	(+)2,291	(+)696	(+)110,983	(0)

Source: See Appendix 13.B.12 FGPU Buildout Projections. National City Comprehensive Land Use Update, Draft EIR, Table 3-2 Projected 2030 Buildout, 2011, https://www.nationalcityca.gov/home/showpublisheddocument/4460/636090627169130000; WSP extrapolated rates to determine a 2050 year equivalent.

8.3.1 No Project (Adopted Plan) Alternative

8.3.1.1 Description

The following discussion of the No Project Alternative (Adopted Plan) is based on the CEQA Guidelines section 15126.6(e)(3)(A) which states:

> *When the project is the revision of an existing land use or regulatory plan, policy or ongoing operation, an alternative will be the continuation of the existing plan, policy or operation into the future. Typically, this is a situation where other projects initiated under the existing plan will continue while the new plan is developed. Thus, the projected impacts of the proposed plan or alternative plans would be compared to the impacts that would occur under the existing plan.*

Consistent with CEQA Guidelines section 15126.6(e)(3)(A), the No Project Alternative represents the continued implementation of the adopted 2011 Comprehensive Land Use Update (CLUU), including all subsequent General Plan and zoning amendments, which would continue to guide development throughout the City through implementation of the policies and regulations. The Westside Specific Plan and Downtown Specific Plan would continue to be implemented through the policies of each. It is noted that the CLUU focused on reinvestment in existing neighborhoods and directing additional

development and redevelopment near transit stations, within urban and community centers, and along transit corridors. The existing zoning for the project areas is shown on Figure 8.3-1.

The new dwelling units, retail/office, and industrial facilities would replace existing buildings. Areas of change would occur mainly in the mixed-use zones, including those identified in the Westside Specific Plan and Downtown Specific Plan areas, as identified in the land use map in the 2011 CLUU Program Environmental Impact Report (PEIR). The 2011 CLUU PEIR describes substantial growth as a result of the CLUU being attributed predominantly to the change from single-use commercial to mixed-use with the addition of high-density residential use. Existing and proposed single-family residential areas are unlikely to be affected.

8.3.1.2 Objectives

The No Project Alternative would meet the following objectives of the Proposed Project:

- Encourage smart growth that is consistent with statewide and regional transportation and planning goals.
- Establish a universally accessible, safe, comprehensive, and integrated pedestrian and bicycle system.
- Create a framework for a mix of land uses, including residential, commercial, employment, service, agricultural, open space, and recreational uses that accommodate the needs of persons from all income groups and age levels.
- Encourage the development of complete neighborhoods that meet the community's needs for sustainable and high-quality living environments.
- Develop effective plans, codes, resolutions, ordinances, and zoning to implement the General Plan.
- Develop a safe and efficient system for the movement of goods that supports commerce while enhancing the livability of the community.

The No Project Alternative would not fully address the following objectives of the Proposed Project:

- Update the City's General Plan to integrate new State legislation and other regional and local regulatory changes into the City's policies and programs.
    - The No Project Alternative would not update the General Plan to integrate new State legislation that has been adopted since 2011.
- Develop a comprehensive circulation system that is safe and efficient for all modes of travel and that is coordinated with the regional system.
    - The No Project Alternative would not update the circulation system with the latest Regional Transportation Plan/Sustainable Communities Strategy update, 2021 San Diego Forward Regional Plan.
- Reduce greenhouse gas (GHG) emissions resulting from local government and community-wide activities within the City.
    - The No Project Alternative would reduce GHG emissions, but as it was developed in 2011, the current adopted Climate Action Plan (CAP) would not maintain consistency with the State legislation adopted since then, which sets new GHG reduction goals (see Table CAP-1 Regulatory Framework in the 2022 CAP).

8.3.2 Alternate Project Location Alternative

8.3.2.1 Description

The Alternative Project Location Alternative would include all the same components as the Proposed Project: updates to the Land Use, Transportation, and Safety Elements and CAP, along with code and Specific Plan amendments. The sole difference between this alternative and the Proposed Project pertains to one Focus Area: the exclusion of the 24th Street Transit Station. This alternative would relocate density from the 24th Street Transit Station to a set of parcels ("Alternative Site"), which would be rezoned to High Density Multi-Unit Residential (RM-2) (see Figure 8.3-1 and Figure 8.3-2, outlined in blue). The Alternative Site is composed of a set of parcels between A Avenue, E 26th Street, E 27th Street, and D Avenue. Under the Alternative Site Alternative, the City would net an additional 119 dwelling units as compared to the Proposed Project, but would see a reduction of 87,705 square feet of commercial space. This reduction would stem from this location being rezoned from commercial uses to RM-2, which is purely residential.

The Alternative Site was selected as a replacement for the 24th Street Transit Station Focus Area to reduce potential air quality and noise impacts to residential uses near the Interstate 5 (I-5) corridor. The Alternative Site is located approximately 2,400 feet (0.4 miles) from the I-5 corridor (as the crow flies), as compared to the 24th Street Transit Station Focus Area, which is approximately less than 200 feet from the edge of parcel to the nearest off-ramp (as the crow flies).

8.3.2.2 Objectives

The Alternate Location Alternative would meet all of the objectives of the Proposed Project, as the differences between the two are minor, as follows.

- Update the City's General Plan to integrate new State legislation and other regional and local regulatory changes into the City's policies and programs.
- Encourage smart growth that is consistent with statewide and regional transportation and planning goals.
- Create a framework for a mix of land uses, including residential, commercial, employment, service, agricultural, open space, and recreational uses that accommodate the needs of persons from all income groups and age levels.
- Encourage the development of complete neighborhoods that meet the community's needs for sustainable and high-quality living environments.
- Develop effective plans, codes, resolutions, ordinances, and zoning to implement the General Plan.
- Establish a universally accessible, safe, comprehensive, and integrated pedestrian and bicycle system.
- Develop a comprehensive circulation system that is safe and efficient for all modes of travel that is coordinated with the regional system.
- Provide and manage parking in a way that balances economic development, livable neighborhoods, environmental health, and public safety with a compact, multi-modal environment.
- Develop a safe and efficient system for the movement of goods that supports commerce while enhancing the livability of the community.
- Reduce GHG emissions resulting from local government and community-wide activities within the City.

Figure 8.3-1 No Project Alternative Zoning Map

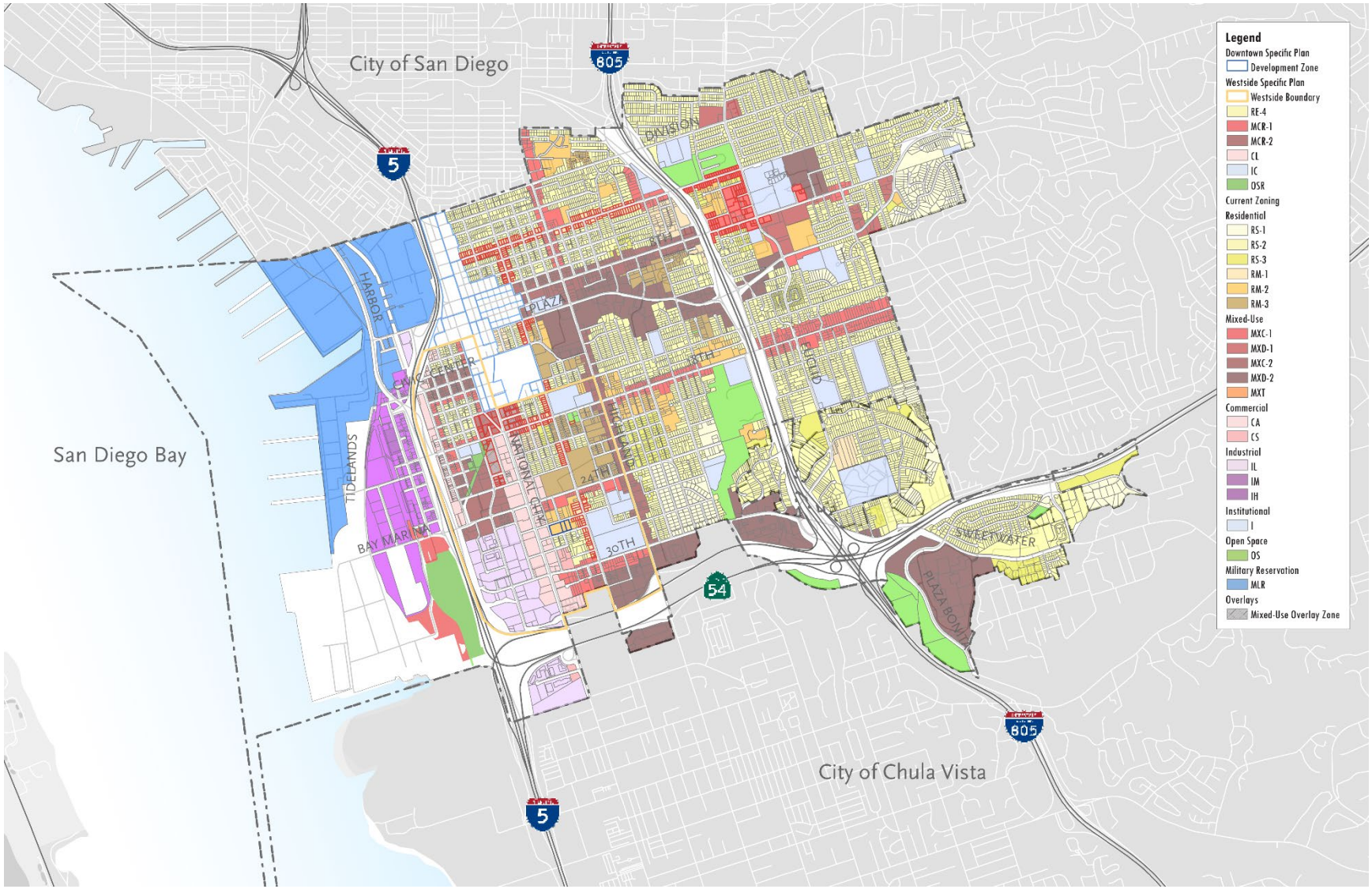
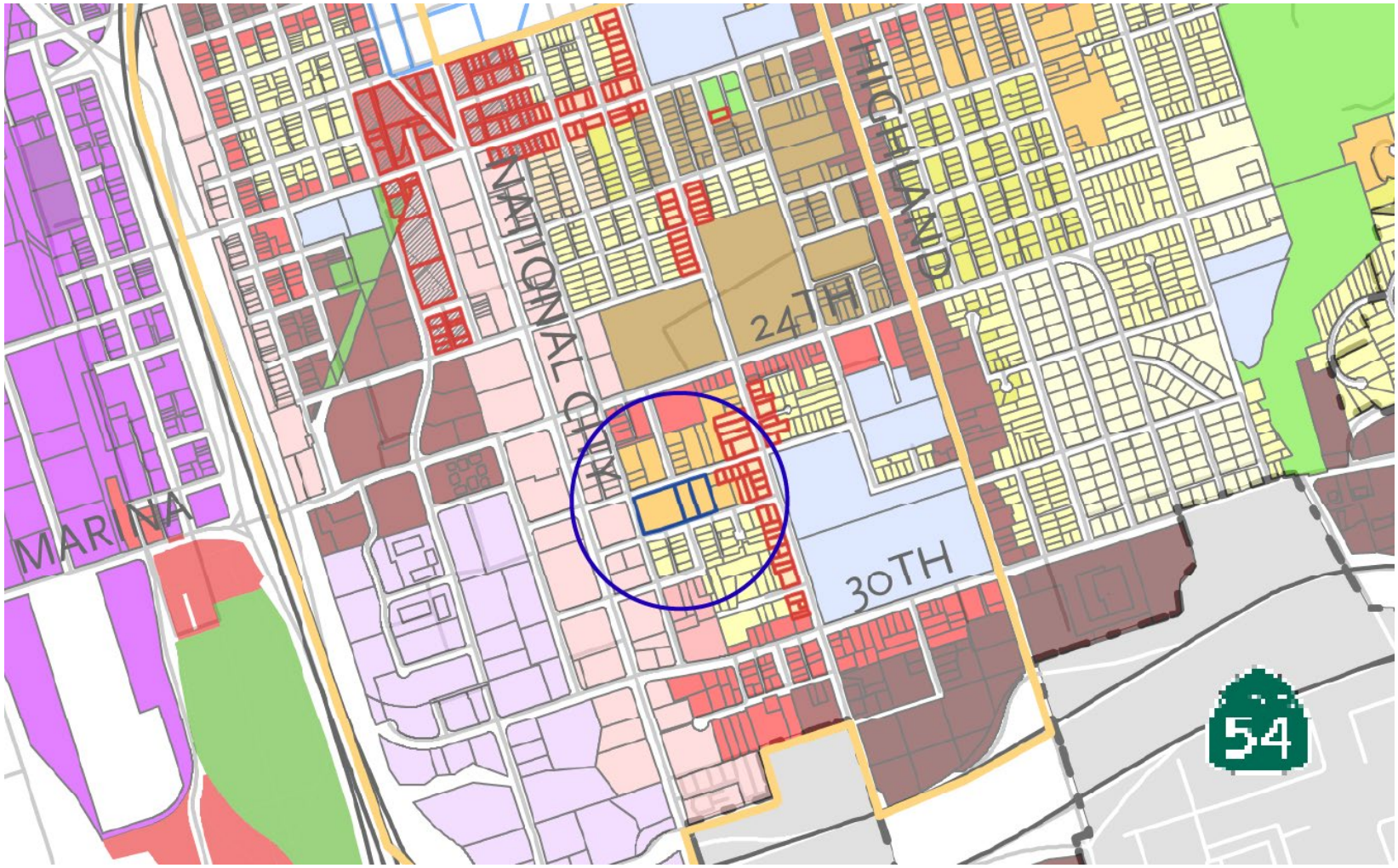


Figure 8.3-2 Alternate Project Location Alternative



8.4 Environmental Analysis

This section compares the significance conclusions of each major issue area assessed in this SPEIR for the Proposed Project and for the two alternatives. Table 8.4-1 shows a comparison of the significance conclusions associated with each alternative, with the differences indicated in bold.

Table 8.4-1 Alternative Significance Comparison

Resource	Project	Alternative	
	FGPU (Proposed Project)	No Project	Alternate Project Location Alternative
Aesthetics			
Visual Character and Visual Quality	Less than Significant	Same	Same
Air Quality			
Consistency with Air Quality Plans	Significant and Unavoidable	**Less**	Same
Air Quality Standards	Significant and Unavoidable	Same	Same
Sensitive Receptors	Significant and Unavoidable	**Less**	**Less**
Odors	Less than Significant	Same	Same
Cultural Resources			
Historic Resources	Significant and Mitigated	Same	Same
Archaeological Resources	Significant and Mitigated	Same	Same
Human Remains	Less than Significant	Same	Same
Tribal Cultural Resources	Less than Significant	Same	Same
Paleontological Resources	Significant and Mitigated	Same	Same
Hazards and Hazardous Materials			
Transport, use, and disposal	Less than Significant	Same	Same
Reasonably foreseeable upset and accident conditions	Less than Significant	Same	Same
Within ¼ mile of an existing or proposed school	Less than Significant	Same	Same
A site included on a list of hazardous materials sites	Significant	Same	Same

Resource	Project	Alternative	
	FGPU (Proposed Project)	No Project	Alternate Project Location Alternative
Land Use			
Conflict with land use plan, policy, regulations	Significant and Mitigated	**Greater**	**Less**
Noise			
Ambient Noise	Significant and Mitigated	Same	**Less**
Vibration	Significant and Mitigated	Same	Same
Transportation			
Conflict with program, plan, ordinance, policy	Less than significant	Same	Same
Inconsistency with Vehicle Miles Traveled	Less than significant	Same	Same
Geometric Design	Less than significant	Same	Same
Emergency Access	Less than significant	Same	Same
Greenhouse Gas Emissions			
GHG Emissions	Less than significant	**Greater**	Same
Conflict with Plan	Less than significant	**Greater**	Same

8.4.1 Environmental Analysis for the No Project (Adopted Plan) Alternative

8.4.1.1 Aesthetics

Visual Character and Visual Quality

Impacts related to visual character and quality from buildout of the No Project Alternative would be similar to the those associated with the Proposed Project since future infill development in the Planning Area would not significantly impact visual character and visual quality. Future development under the No Project Alternative would be required to be reviewed on a site-specific basis for consistency with zoning and regulations guiding development. This would ensure visual character consistency within the Planning Area.

8.4.1.2 Air Quality

Consistency with Air Quality Plans

Existing regional air plans are based on the existing City forecasts and therefore, the No Project Alternative, which is based on the Adopted General Plan, would be consistent with the Regional Air Quality Standards (RAQS). Therefore, the No Project Alternative would result in **less** impact than the Proposed Project, which would conflict with the RAQS, as the RAQS are based on the City's 2011 Adopted General Plan projections.

Air Quality Standards
The No Project Alternative also has the potential to exceed San Diego Air Pollution Control District (SDAPCD) significance thresholds, as it cannot be known at this time if several projects would be constructed concurrently as buildout occurs under the Adopted General Plan. Therefore, the No Project Alternative would result in the same level of construction impacts as the Proposed Project at the program level.

Sensitive Receptors
The development of any new facilities (i.e., stationary sources) would be subject to the same rigor of health risk assessment and health risk reduction planning under both the Adopted General Plan and the Proposed Project. Future development under both the No Project Alternative and the Proposed Project may result in the exposure of sensitive receptors to substantial diesel particulate matter concentrations from mobile sources due to the potential for future infill development within 500 feet of I-5. However, under the No Project Alternative, fewer additional sensitive receptors would be placed in this location than under the Proposed Project. Therefore, the No Project Alternative would result in incrementally **less** impact than the Proposed Project at the program level.

Odors
The No Project Alternative would not introduce land uses known to generate substantial odors, and any construction-related odors from diesel-powered equipment would dissipate quickly, similar to the Proposed Project. Therefore, impacts would be similar.

8.4.1.3 Cultural Resources

Historic Resources
Impacts related to historic resources from buildout of the No Project Alternative would be similar to those of the Proposed Project since all future development and its associated construction activities have the potential to result in direct or indirect impacts to subsurface archaeological resources and to historical resources (structures) during grading and/or construction activities. Impacts would be potentially significant under all alternatives because no site-specific projects are being assessed at this time.

Archaeological Resources
Similar to the historic resources analysis above, while a majority of the Planning Area is largely built out with limited vacant and undeveloped land, construction activities from future development under the No Project Alternative, such as grading and excavation, has the potential to result in the accidental destruction or disturbance of previously unidentified archaeological sites on infill sites. Therefore, the No Project Alternative would have impacts to archaeological resources similar to those of the Proposed Project.

Human Remains
Impacts related to human remains from buildout of the No Project Alternative would be similar to those of the Proposed Project since the Planning Area is urbanized and a majority of infill sites have been previously developed. Therefore, the likelihood of discovery of human remains during construction is low.

Tribal Cultural Resources
As development under the No Project Alternative would primarily be infill on previously disturbed parcels, the likelihood of disturbing Tribal Cultural Resources is low. All future development activities would be required to comply with applicable federal and State statutes that are meant to protect Tribal Cultural Resources. Discretionary development projects would also be required to undergo environmental review pursuant to CEQA, which would include an assessment of impacts to the expanded definition of Tribal Cultural Resources and consultation with local tribes pursuant to

Assembly Bill 52. Therefore, the No Project Alternative would have impacts to Tribal Cultural Resources similar to those of the Proposed Project.

8.4.1.4 Paleontological

The No Project Alternative would have impacts to paleontological resources similar to those of the Proposed Project, due to the potential for inadvertent discovery of a paleontological resource to occur during construction.

8.4.1.5 Hazards and Hazardous Materials

Transport, Use, and Disposal

The No Project Alternative would result in an impact similar to that of the Proposed Project, as the routine use, transportation, and disposal of hazardous material and waste within and through National City would result from existing and future land use regardless of the intensity of development. Adoption of the No Project Alternative or Proposed Project would not result in a substantially greater volume of use or transport of hazardous materials than that presently occurring within the Planning Area.

Reasonably Foreseeable Upset and Accident Conditions

The No Project Alternative would have impacts similar to those of the Proposed Project in terms of reasonably foreseeable upset and accident conditions, as accidental release of hazardous materials—either known or unknown—could occur during excavation and construction of future infill development. Sites proposed for development with known contamination would be subject to further environmental review and conditions. Neither the Proposed Project nor the No Project Alternative would result in a substantially greater likelihood of foreseeable upset and accident conditions.

Within ¼ Mile of an Existing or Proposed School

The No Project Alternative would result in an impact similar to that of the Proposed Project, as neither would allow land uses that would emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste, such as industrial facilities handling chemical wastes, near existing schools. No new schools are proposed under the No Project Alternative or under the Proposed Project.

Included on a List of Hazardous Materials Sites

Since the No Project Alternative would also have the potential for infill development on a site included on a list of sites with known contamination, impacts would be similar to those of the Proposed Project. Redevelopment of contaminated sites, or adjacent sites, with existing soil or groundwater contamination could potentially pose a significant hazard to the public or the environment through releases of hazardous materials into the environment. Both the No Project Alternative and the Proposed Project would require mitigation to be completed prior to ground disturbance.

Airports

The programmatic impacts of the No Project Alternative as it relates to public airport-related safety and excessive noise impacts would be the same as those associated with the Proposed Project, as the Planning Area is not located within any Airport Influence Area (AIA) safety review zones or noise contours and does not involve any actual development and, thus, does not impact any airspace protection boundaries. However, future structures proposed under both alternatives would need to receive a Determination of No Hazard to Air Navigation from the Federal Aviation Administration (FAA). Future residential development within the Naval Air Station North Island (NASNI) AIA would also be required to submit an overflight notification per the NASNI Airport Land Use Compatibility Plan.

8.4.1.6 Land Use

Conflict with Land Use Plan, Policy, Regulations

The No Project Alternative would result in minor differences in consistency with existing plans and policies compared to the Proposed Project. The No Project Alternative would not directly propose residential development within 500 feet of the centerline of a freeway (e.g., the 24th Street Transit Center Focus Area of the Proposed Project) and therefore would be consistent with existing Policy HEJ-2.3:

> *Avoid siting new sensitive land uses within 500 feet from the centerline of a freeway, unless such development contributes to smart growth, open space, or transit-oriented goals, in which case the development shall include feasible measures such as separation/setbacks, landscaping, barriers, ventilation systems, air filters/cleaners, and/or other effective measures to minimize potential impacts from air pollution.*

Although the intention of the 24th Street Transit Station Focus Area under the Proposed Project is to contribute smart growth and transit-oriented goals, the No Project Alternative would ultimately remove the proposal to site residential uses within this distance from the freeway.

The No Project Alternative would not update the General Plan elements and CAP to be in compliance with recent State and local legislation and plans to reduce GHG emissions and achieve sufficient new local housing supply.

Therefore, the No Project Alternative would ultimately result in a **greater** impact than that of the Proposed Project.

8.4.1.7 Noise

Ambient Noise

The No Project Alternative would also result in potentially substantial temporary increases in ambient noise levels at noise-sensitive receivers due to proximity to construction noise from subsequent development projects. Operationally, development under the No Project Alternative would be subject to the same common noise sources as the Proposed Project and would not generate vehicular traffic in volumes that would increase ambient noise levels substantially beyond those associated with the Proposed Project. However, the No Project Alternative would not propose residential development within 500 feet of the centerline of a freeway (e.g., the 24th Street Transit Station Focus Area) and, therefore, would have an incremental reduction in ambient noise impacts to sensitive receptors compared to the Proposed Project. Freeways are sources of sustained vehicular noise that contributes to the ambient noise environment. Therefore, impacts would be incrementally **less** than those associated with the Proposed Project.

Vibration

Future development under the No Project Alternative may require pile driving during construction and, therefore, has the potential for vibration impacts similar to those of the Proposed Project.

8.4.1.8 Transportation

Conflict with Program, Plan, Ordinance, Policy

The No Project Alternative would not necessarily conflict with local programs, plans, ordinances, or policies related to transportation but would not include the full suite of improvements of the Proposed Project that would help the City to further its transportation goals. Despite this, no conflicts would occur, and impacts would be the same under both the No Project Alternative and the Proposed Project.

Inconsistency with Vehicle Miles Traveled

VMT per capita for the No Project Alternative was modeled (see Appendix 13.C.1 for the Traffic Impact Assessment) and was determined to be slightly greater per capita than that of the Proposed Project (a delta of approximately 0.12 resident VMT per capita). Despite this, both are substantially lower than

the regional average of 14.72 resident VMT per capita, and therefore, impacts would be similar under both.

Geometric Design
The No Project Alternative would result in impacts similar to those associated with the Proposed Project since development would be required to conform with applicable State and City design criteria to minimize potential geometric design hazards on roadways.

Emergency Access
The No Project Alternative would result in impacts similar to those of the Proposed Project since development would be required to conform with applicable State and City design criteria to minimize potential impacts to emergency access.

8.4.1.9 Greenhouse Gas Emissions

GHG Emissions
The No Project Alternative would result in **greater** impacts than the Proposed Project since it does not include greater connections to transit from higher-density development within a 0.5-mile radius of high-quality transit (and associated VMT reductions) and would not include updated CAP strategies that aim to reduce emissions from all sectors (energy, transportation, water, solid waste, etc.).

Conflict with Plan
The No Project Alternative would result in **greater** impacts than those of the Proposed Project since it does not include the GHG reduction strategies included in the 2022 California Air Resources Board (CARB) Scoping Plan. Therefore, it would not be consistent with the GHG reduction goals of the 2022 CARB Scoping Plan.

8.4.2 Environmental Analysis for the Alternate Project Location Alternative

As the Alternate Project Location Alternative is identical to the Proposed Project in all ways, with the exception of the replacement of the 24th Street Transit Station with the Alternative Site, all impacts would be similar to those of the Proposed Project, with the exception of the issue analysis under Air Quality related to sensitive receptors, as detailed below.

8.4.2.1 Aesthetics

Visual Character and Visual Quality
Impacts related to visual character and quality from buildout of the Alternate Project Location Alternative would be similar to those of the Proposed Project since the only difference between the two would be the 24th Street Transit Station Focus Area and the Alternative Site. The overall visual character and visual quality of the Planning Area would not be significantly impacted by this difference as future development under both alternatives would be on infill sites and would be subject to the same regulations and site plan review.

8.4.2.2 Air Quality

Consistency with Air Quality Plans
The Alternate Project Location Alternative would be identical to the Proposed Project except for one Focus Area location; therefore, it would result impacts similar to those of the Proposed Project, relating to consistency with air quality plans. Since the RAQS are based on the City's 2011 Adopted General Plan projections, both the Alternative Project Location Alternative and the Proposed Project would conflict with the RAQS. Therefore, this is an inherent conflict until such time as the RAQS are updated.

Air Quality Standards
The Alternate Project Location Alternative has the potential to exceed SDAPCD significance thresholds, as it cannot be known at this time if several projects would be constructed concurrently as buildout

occurs. Therefore, the Alternate Project Location Alternative and the Proposed Project would result in similar impacts related to construction, at the program level.

Sensitive Receptors
As detailed above, the Alternative Project Location Alternative would replace the proposed 24th Street Transit Station Focus Area mixed-use residential units out of the vicinity of the I-5 freeway and therefore would reduce air quality impacts to sensitive receptors as compared to the Proposed Project. Proximity to the busy I-5 corridor has the potential to expose sensitive receptors to emissions from stationary or mobile sources in the vicinity. As detailed in Chapter 4.2 Air Quality, Section 4.2.7.2 Mobile Sources, sensitive receptors within 500 feet of I-5 are likely to be subject to substantial diesel particulate matter concentrations from mobile sources. Therefore, as the Alternative Site is outside of the range of this distance, the Alternate Project Location Alternative would result in **less** impact than the Proposed Project.

Odors
The Alternative Project Location Alternative would not introduce land uses known to generate substantial odors, and any construction-related odors from diesel-powered equipment would dissipate quickly, similar to the Proposed Project. Therefore, impacts would be similar.

8.4.2.3 Cultural Resources

Historic Resources
Impacts related to historic resources from buildout of the Alternative Project Location Alternative would be similar to those of the Proposed Project as future site-specific infill development would be unknown. The potential for impacts to historic resources would be similar under both this alternative and the Proposed Project.

Archaeological Resources
Similar to the historic resources analysis above, while a majority of the Planning Area is largely built out with limited vacant and undeveloped land, construction activities from future development under the Alternative Project Location Alternative, such as grading and excavation, have the potential to result in the accidental destruction or disturbance of previously unidentified archaeological sites on infill sites. Therefore, the Alternative Project Location Alternative and Proposed Project would have similar impacts to archaeological resources.

Human Remains
Impacts related to human remains from buildout of the Alternative Project Location Alternative would be similar to those of the Proposed Project as the entire Planning Area is urbanized and largely developed, and so the likelihood of discovery of human remains is low.

Tribal Cultural Resources
Impacts related to Tribal Cultural Resources from buildout of the Alternative Project Location Alternative would be similar to those of the Proposed Project as all future development activities would be required to comply with applicable federal and State statutes, as detailed above, that are meant to protect Tribal Cultural Resources.

8.4.2.4 Paleontological

Impacts of the Alternative Project Location Alternative and Proposed Project would be similar because no site-specific projects are being assessed at this time, and therefore, the potential for impacts would be possible and significant due to the potential for inadvertent discovery of a paleontological resource during construction. Both would implement the required mitigation framework to reduce impact significance in the event of inadvertent discovery.

8.4.2.5 Hazards and Hazardous Materials

Transport, Use, and Disposal

The Alternative Project Location Alternative would result in an impact similar to that of the Proposed Project as the routine use, transportation, and disposal of hazardous material and waste within and through National City would result from existing and future land use regardless of the intensity of development. Adoption of the Alternative Project Location Alternative or Proposed Project would not result in a substantially greater volume of use or transport of hazardous materials than that presently occurring within the Planning Area.

Reasonably Foreseeable Upset and Accident Conditions

The Alternative Project Location Alternative would have impacts similar to those under the Proposed Project as accidental release of hazardous materials—either known or unknown—could occur during excavation and construction of future infill development. Sites proposed for development with known contamination would be subject to further environmental review and conditions. Neither the Proposed Project nor the Alternative Project Location Alternative would result in a substantially greater likelihood of foreseeable upset and accident conditions with its implementation.

Within ¼ Mile of an Existing or Proposed School

The Alternative Project Location Alternative would result in an impact similar to that of the Proposed Project as neither would allow land uses that would emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste, such as industrial facilities handling chemical wastes, near existing schools. No new schools are proposed under the Alternative Project Location Alternative or under the Proposed Project.

A Site Included on a List of Hazardous Materials Sites

Since the Alternative Project Location Alternative would have the potential for infill development on a site included on a list of sites with known contamination, impacts would be similar to those of the Proposed Project. Redevelopment of contaminated sites, or adjacent sites, with existing soil or groundwater contamination could potentially pose a significant hazard to the public or the environment through releases of hazardous materials into the environment. Both the Alternative Project Location Alternative and Proposed Project would require mitigation to be completed prior to ground disturbance.

Airport

The Alternate Project Location Alternative would have impacts similar to those of the Proposed Project as it relates to safety and excessive noise from a public airport since the Planning Area is not within safety review areas or noise contours. Future development under the Alternate Project Location Alternative would be subject to NASNI notification requirements as applicable and be required to receive a Determination of No Hazard to Air Navigation from the FAA.

8.4.2.6 Land Use

Conflict with Land Use Plan, Policy, Regulations

The Alternative Project Location Alternative would result in incrementally **less** impact relating to consistency with local policies since it would not propose residential development within 500 feet of the centerline of a freeway (e.g., the 24th Street Transit Center Focus Area of the Proposed Project), and therefore consistent with Adopted General Plan Policy HEJ-2.3:

> *Avoid siting new sensitive land uses within 500 feet from the centerline of a freeway, unless such development contributes to smart growth, open space, or transit-oriented goals, in which case the development shall include feasible measures such as separation/setbacks, landscaping, barriers, ventilation systems, air filters/cleaners, and/or other effective measures to minimize potential impacts from air pollution.*

Although the intention of the 24th Street Transit Station Focus Area under the Proposed Project is to contribute smart growth and transit-oriented goals, the Alternative Project Location Alternative would ultimately remove the proposal to site residential uses within this distance from the freeway.

8.4.2.7 Noise

Ambient Noise

The Alternative Project Location Alternative would also result in potential temporary increases in ambient noise levels at noise-sensitive receivers due to proximity to construction noise from subsequent development projects. Operationally, development under the Alternative Project Location Alternative would be subject to the same common noise sources as the Proposed Project and would not generate vehicular traffic in volumes that would increase ambient noise levels substantially beyond those of the Proposed Project. However, the Alternative Project Location Alternative would remove the proposal for development within 500 feet of the centerline of a freeway (e.g., the 24th Street Transit Station Focus Area) and, therefore, would have an incremental reduction in ambient noise impacts to sensitive receptors compared to the Proposed Project. Freeways are sources of sustained vehicular noise that contributes to the ambient noise environment. Therefore, impacts would be incrementally **less** than those of the Proposed Project.

Vibration

Future development under the Alternative Project Location Alternative may require pile driving during construction and therefore has the potential for vibration impacts similar to those of the Proposed Project.

8.4.2.8 Transportation

Conflict with Program, Plan, Ordinance, Policy

The Alternative Project Location Alternative would result in impacts to similar those of the Proposed Project as the difference in one Focus Area would not change the significance of impacts as noted in the analysis for the Proposed Project in Chapter 4.8 Transportation and Circulation.

Inconsistency with VMT

VMT per capita was not modelled for the Alternative Project Location Alternative, but can be reasonably assumed to not differ substantially from the Proposed Project as only one Focus Area, with similar development potentials, was changed between the two alternatives. Therefore, impacts of both alternatives would be similar.

Geometric Design

The Alternative Project Location Alternative would result in impacts similar to those of the Proposed Project since development would be required to conform with applicable State and City design criteria to minimize potential geometric design hazards on roadways.

Emergency Access

The Alternative Project Location Alternative would result in impacts similar to those of the Proposed Project since development would be required to conform with applicable State and City design criteria to minimize potential impacts to emergency access.

8.4.2.9 Greenhouse Gas Emissions

GHG Emissions

VMT per capita was not modelled for the Alternative Project Location Alternative, and therefore GHG emissions were not modelled as they rely on VMT data but can be reasonably assumed to not differ substantially from the Proposed Project as only one Focus Area, with similar development potential, was changed between the two alternatives. Therefore, impacts of this alternative would be similar to those of the Proposed Project.

Conflict with Plan
The difference in one Focus Area between the Alternative Project Location Alternative and the Proposed Project would not cause the alternative to conflict with the 2022 CARB Scoping Plan. The Alternative Project Location Alternative would also include GHG reduction strategies, similar to the Proposed Project. Therefore, impacts of this alternative would be similar to those of the Proposed Project.

8.5 Environmentally Superior Alternative

As required under Section 15126.6 (e)(2) of the CEQA Guidelines, an EIR must identify the Environmentally Superior Alternative. Pursuant to the CEQA Guidelines, if the No Project Alternative is determined to be the most environmentally superior option, then another alternative among the alternatives evaluated must be identified as the environmentally superior project.

In the case of this SPEIR, the Alternate Project Location is considered the Environmentally Superior Alternative because, due to the exclusion of the 24th Street Transit Center Focus Area, it would incrementally reduce significant impacts associated with air quality emissions on sensitive receptors compared to the Proposed Project. This alternative would comply with the CARB Scoping Plan and Sustainable Communities Strategy since it would assist in regional efforts to reduce VMT by providing opportunities for higher-density residential land uses in proximity to transit. The Alternative Project Location Alternative would meet all the project's objectives (although not to the same degree as the Proposed Project due to the removal of the 24th Street Transit Station Focus Area which would reduce the Planning Area's transit oriented developments). In conclusion, the Alternate Project Location Alternative is considered the Environmentally Superior Alternative because it would result in fewer impacts than the Proposed Project and would still meet the project's objectives.

9 MITIGATION MONITORING AND REPORTING PROGRAM

California Environmental Quality Act Section 21081.6, requires that a mitigation monitoring and reporting program be adopted upon certification of an environmental impact report to ensure that the mitigation measures are implemented for significant or potentially significant impacts. The mitigation monitoring and reporting program specifies what the mitigation is, the entity responsible for monitoring the program, and when in the process it should be accomplished.

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
Air Quality				
MM-AQ-1 Conflicts with Air Quality Plans: Within six months of the certification of the Final Supplemental Program Environmental Impact Report, the City of National City shall provide a revised land use map and housing and employment forecast for the Planning Area to the San Diego National Association of Governments to ensure that any revisions to the population and employment projections used by the San Diego Air Pollution Control District in updating the Regional Air Quality Standards and State Implementation Plan will accurately reflect anticipated growth due to the proposed project.	City	Revised land use map and housing and employment forecast for the Planning Area		
MM-AQ-2A Air Quality Standards - Project-specific Construction Air Quality Impact Analysis: Proposed development projects that are subject to the California Environmental Quality Act (CEQA) and larger than the hypothetical 1.87-acre mixed-use scenario contained herein shall have construction-related air quality impacts analyzed using the latest available CalEEMod model, or other analytical method determined in conjunction with the City of National City. The results of the construction-related air quality impacts analysis shall be included in the development project's CEQA documentation. If such analyses identify potentially significant regional or local air quality impacts based on the City's emissions thresholds, the City shall require the incorporation of appropriate mitigation to reduce such impacts.	Project Applicant	Construction-related air quality impacts analysis		

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
Examples of potential mitigation measures are provided in MM-AQ-2B, below.				
MM-AQ-2B Air Quality Standards - Construction Emissions Reduction Measures: For individual construction projects greater than 5 acres that exceed the daily emissions thresholds established by the City of National City, best available control measures/technology shall be incorporated to reduce construction emissions to the extent feasible. Best available control measures/technology shall include, but not be limited to, the following: a) Minimizing simultaneous operation of multiple pieces of construction equipment; b) Use of more efficient, or low pollutant emitting equipment, e.g., Tier III or Tier IV rated equipment; c) Use of alternative fueled construction equipment; d) Dust control measures for construction sites to minimize fugitive dust such as: i) Contractor(s) shall implement paving, chip sealing, or chemical stabilization of internal roadways after completion of grading. ii) Dirt storage piles shall be stabilized by chemical binders, tarps, fencing, or other erosion control. iii) A 15-mile per hour (mph) speed limit shall be enforced on unpaved surfaces. iv) On dry days, dirt and debris spilled onto paved surfaces shall be swept up	Project Applicant	Conditions of Approval?		

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
immediately to reduce resuspension of particulate matter caused by vehicle movement. Approach routes to construction sites shall be cleaned daily of construction-related dirt in dry weather. v) Haul trucks hauling dirt, sand, soil, or other loose materials shall be covered, or 2 feet of freeboard shall be maintained. vi) Disturbed areas shall be hydroseeded, landscaped, or developed as quickly as possible and as directed by the County of San Diego and/or San Diego Air Pollution Control District to reduce dust generation. vii) Grading shall be terminated if winds exceed 25 mph. viii) Any blasting areas shall be wetted down prior to initiating the blast. e) Minimizing idling time by construction vehicles.				
MM-AQ-3 Air Quality Standards - Project-specific Operational Air Quality Impact Analysis: Proposed development projects that are subject to the California Environmental Quality Act (CEQA) (non-ministerial) shall have long-term operational-related air quality impacts analyzed using the latest available CalEEMod model, or other analytical method determined in conjunction with the City of National City. The results of the operational-related air quality impacts analysis shall be included in the development project's CEQA documentation. If such analyses identify potentially significant regional or local air quality	Project Applicant	Long-term operational-related air quality impact analysis		

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
impacts based on the City's thresholds, the City shall require the incorporation of appropriate mitigation to reduce such impacts. Examples of potential measures shall include, but not be limited to, the following: • Install electric vehicle charging stations; • Improve walkability design and pedestrian network; • Increase transit accessibility and frequency by incorporating Bus Rapid Transit routes; • included in the San Diego Association of Governments Regional Plan; and/or • Limit parking supply and unbundle parking costs. Lower parking supply below Institute of Traffic Engineers rates and separate parking costs from property costs.				
MM-AQ-4A Sensitive Receptors - Health Risk Assessment: Prior to the issuance of building permits for any facility within 500 feet of Interstate 5, a health risk assessment shall be prepared that demonstrates that health risks would be below the level of significance.	Project Applicant	Health risk assessment		
MM-AQ-4B Sensitive Receptors – Enhanced Construction: Where a project consistent with the Focused General Plan Update would place sensitive receptors within 500 feet of Interstate 5, the City of National City shall require that buildings be equipped with ventilation systems that are rated at Minimum Efficiency Reporting Value of "MERV13" or better for enhanced particulate removal	Project Applicant, City Building Inspector	Approved plans		

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
efficiency. The City Building Inspector shall verify the aforementioned requirements are included on plans submitted for approval of any Land Use and Building permits and shall verify compliance on site prior to occupancy clearance.				
Cultural Resources and Tribal Cultural Resources				
MM-CUL-1 Historic Properties Application Review: Applications for future development shall be reviewed by the building official or designee for non-discretionary building or demolition permits to determine if they involve any structure identified on the list of historic properties, per National City Title 18 Zoning Chapter 18.12.160 Historic Properties, (c) Review of Ministerial Permits, or if a structure is known to be 45 years or older. If a property proposed for demolition or significant alteration or conversion is determined to be on the historic properties list, the application must be reviewed in accordance with Municipal Code Title 15 Buildings and Construction Chapter 15.34 Historical Buildings, which addresses regulations governing the enlargement, alteration, repair, moving, removal, demolition, converging, occupancy, use, and maintenance of all historical buildings and/or structure. All discretionary permits involving a historic resource, or a structure known to be 45 years or older shall be reviewed in compliance with the California Environmental Quality Act (CEQA). For any building/structure having its original structural integrity intact and potentially eligible for the National Register of Historic Places or the	Building official or designee	Reviewed development proposal		

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
California Register of Historic Resources, a qualified professional architectural historian may be required to determine whether the affected building/structure is historically significant. The evaluation of historic architectural resources shall be based on criteria such as age, location, context, association with an important person or event, uniqueness, or structural integrity, as indicated in CEQA Guidelines section 15064.5. A historical resource report shall be submitted by the project applicant to the City of National City and shall include the methods used to determine the presence or absence of historical resources, identify potential impacts from the proposed project, evaluate the significance of any historical resources, and identify mitigation measures to protect the resource from loss of a characteristic designating it as historic.				
MM-CUL-2 Ground Disturbance Monitoring: Applications for future development located on a vacant/undeveloped site or on a site with proposed excavation into native soils, wherein the Planning Department has determined a potential for impacts to subsurface archaeological resources, shall be required to comply with the following mitigation framework: An archaeological and/or Native American monitor shall be present during construction activities that involve subsurface grading and/or excavation involving the disturbance of native soils more than 3 feet in depth. The monitor(s) would ensure that important subsurface archaeological sites, which could underlie a	Archaeological and/or Native American monitor	Monitor contract		

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
redevelopment area, are not damaged or destroyed.				
MM-CUL-3 Archaeological Survey and Report: Applications for future development located on a vacant/undeveloped project site, wherein the Planning Department has determined a potential for impacts to archaeological resources, shall be required to comply with the following mitigation framework: As applicable by recommendation by the Planning Department, an archaeological field survey of the project site and a report summarizing the findings of the survey shall be completed by a qualified archaeologist. An archaeological resource report detailing the results of the record search and the field survey of the project area shall be submitted by the project applicant to the City of National City. The archaeological resources report would be required prior to issuance of a permit to ensure that any resources are identified and mitigated prior to grading and construction.	Qualified archaeologist	Archaeological field survey		
MM-CUL-4 Unanticipated Discovery of Archaeological Resources: In the event of an unanticipated discovery during construction, construction should stop on the site until a qualified archaeologist can survey the resource and determine potential impacts and preservation measures. Any archaeological resources that are found on an undeveloped project site would be identified, adequately	Qualified archaeologist	Work Plan		

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
documented in the field, and/or preserved, as recommended by a qualified archaeologist.				
Paleontology				
MM-PALEO-1 Monitoring: All proposed site-specific projects under the Focused General Plan (FGPU) shall be screened by the Planning Department for the potential to result in impacts to paleontological resources. A project may result in impacts to paleontological resources if it: (a) Is situated above any area of moderate to high paleontological sensitivity (as defined in the 2022 FGPU Supplemental Program Environmental Impact Report Chapter 4.4 Paleontology); (b) Would result in greater than 1,000 cubic yards of excavation at 10 feet or greater of depth in an area of high sensitivity; or (c) Would result in greater than 2,000 cubic yards of excavation at 10 feet or greater depth in an area of moderate sensitivity. Projects meeting the above criteria shall be subject to implementation of the following mitigation framework: (a) A qualified paleontological monitor shall be present during ground disturbance. The monitor shall have the authority to stop and/or divert grading, trenching, or excavating within an appropriate radius of the find if a paleontological resource is encountered.	Planning Department, Qualified paleontological monitor	Reviewed site plan; Contract with qualified paleontological monitor; Excavation Plan		

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
(b) An excavation plan shall be implemented to mitigate the discovery. Excavation shall include the salvage of the fossil remains (simple excavation or plaster-jacketing of larger and/or fragile specimens); recording of stratigraphic and geologic data; and transport of fossil remains to laboratory for processing and curation.				
Hazards and Hazardous Materials				
MM-HAZ-1 Environmental Site Assessment: Applications for site-specific developments under the Focused General Plan Update (FGPU) where the Planning Department has determined a potential impact to a site listed in a hazardous materials database, or to sites with potential but unknown hazardous material impacts, shall be required to comply with the following mitigation framework: a) Projects shall be required to identify potential conditions that require further regulatory oversight and demonstrate compliance based on the following measures prior to issuance of any permits. A Phase I Environmental Site Assessment (ESA) shall be completed in accordance with ASTM International Standards. If hazardous materials are identified that require remediation, a Phase II ESA and remediation effort shall be conducted in conformance with federal, state, and local regulations. b) If the Phase II ESA identifies the need for remediation, then the following shall occur prior to the issuance of grading permits:	Project Applicant	Phase I Environmental Site Assessment (ESA) Phase II ESA, as applicable		

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
1) The applicant shall retain a qualified environmental engineer to develop a soil and/or groundwater management plan to address the notification, monitoring, sampling, testing, handling, storage, and disposal of contaminated media or substances (soil, groundwater). The qualified environmental consultant shall monitor excavations and grading activities in accordance with the plan. The groundwater management and monitoring plans shall be approved by the City of National City prior to development of the site. 2) The applicant shall submit documentation showing that contaminated soil and/or groundwater on proposed development parcels has been avoided or remediated to meet cleanup requirements established by appropriate local regulatory agencies (Regional Water Quality Control Board [RWQCB]/California Department of Toxic Substances Control [DTSC]/Department of Environmental Health [DEH]) based on the future planned land use of the specific area within the boundaries of the site (i.e., commercial, residential), and that the risk to human health of future occupants of these areas therefore has been reduced to below a level of significance. 3) The applicant shall obtain written authorization from the appropriate regulatory agency (RWQCB/DTSC/DEH) confirming the completion of remediation.				

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
A copy of the authorization shall be submitted to the City to confirm that all appropriate remediation has been completed and that the proposed development parcel has been cleaned up to the satisfaction of the regulatory agency. In the even that previous contamination has occurred on a site that has a previously closed case or on a site included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5, the DEH shall be notified of the proposed land use. All cleanup activities shall be performed in accordance with all applicable federal, state, and local laws and regulations, and required permits shall be secured prior to commencement of construction to the satisfaction of the City and compliance with applicable regulatory agencies such as but not limited to the National City Municipal Code.				
Noise				
MM-NOI-1 Prior to the issuance of a permit to construct land uses associated with noise-sensitive receptors consistent with the Focused General Plan Update within 112 feet of a noise-sensitive receptors, including, but not limited to, residential dwelling units, transient lodging, hospitals, nursing homes, facilities for long-term medical care, educational facilities, libraries, or churches, a Construction Noise Control Plan shall be submitted to the City of National City's Community Development Department for review and approval.	Project Applicant	Conditions of Approval	Prior to the issuance of a permit to construct	

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
The plan shall demonstrate that all construction activity will not expose noise-sensitive land uses such as residences to noise levels that exceed 75 dBA L_{eq}. The construction noise control plan can include, but is not limited to, the following: • Ensure that construction equipment is properly muffled according to industry standards and is in good working condition. • Place noise-generating stationary equipment and construction staging areas away from sensitive uses, where feasible. • Implement noise attenuation measures to the extent feasible, which may include, but are not limited to, temporary noise barriers or noise blankets around stationary construction noise sources. • Use electric air compressors and similar power tools rather than diesel-powered equipment, where feasible. • Construction-related equipment, including heavy-duty equipment, motor vehicles, and portable equipment, shall be turned off when not in use for more than 5 minutes. • Project developers shall require by contract specifications that heavily loaded trucks used during construction be routed away from residential streets to the extent feasible. Contract specifications shall be included in construction documents, which shall be reviewed by the City prior to issuance of a grading permit. Prior to commencement of construction activities, at least one sign shall be installed near the project				

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
site entrance stating the allowable construction hours and workdays, as well as the phone number of the job superintendent. The sign shall be clearly conspicuous and legible from the public right-of-way and shall remain in place throughout construction. If the City or the job superintendent receives a complaint, the superintendent shall investigate, take appropriate corrective action, and report the action taken to the reporting party.				
MM-NOI-2 Prior to the issuance of a permit to construct developments consistent with the Focused General Plan Update that would include outdoor mechanical equipment, the Planning Department shall require appropriate noise attenuation measures for heating, ventilation, and air conditioning (HVAC) equipment, including, but not limited to, (1) set back at least 30 feet from the nearest property line, (2) surrounded by walls or parapet walls that obstruct the line-of-sight to adjacent land uses, or (3) placed within a mechanical equipment room. Where it may be demonstrated that other measures would reduce HVAC noise to levels below the limits specified in the Municipal Code, such measures may be substituted.	Project Applicant	Construction Noise Control Plan	Prior to the issuance of a permit to construct	
MM-NOI-3 Noise and Vibration Impact Analysis: Prior to the issuance of a permit to construct projects that are in the Planning Area and would include pile driving, the Planning Department shall require that a Noise and Vibration Impact Analysis be prepared. The Noise and Vibration Impact Analysis shall be prepared by a qualified professional. Wherein a potential impact-related	Project Applicant	Noise and Vibration Impact Analysis	Prior to the issuance of a permit to construct	

Environmental Issue	Responsible Party	Deliverable	Complete by	Date Completed
groundborne noise or vibration is identified, the Planning Department shall require that the reduction measures be incorporated into project design.				

10 REFERENCES

1.0 INTRODUCTION

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2.0 ENVIRONMENTAL SETTING

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11 INDIVIDUALS AND AGENCIES CONSULTED

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Native American Heritage Commission (NAHC)

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