

## LAND USE AND PLANNING

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This section of the Program Environmental Impact Report (PEIR) describes land use and planning in the SCAG region, discusses the potential impacts of the proposed 2016 Regional Transportation Plan/Sustainable Communities Strategy (“2016 RTP/SCS,” “Plan,” or “Project”) on land use and planning, identifies mitigation measures for the impacts, and evaluates the residual impacts. Land use and planning were evaluated in accordance with Appendix G the 2015 State California Environmental Quality Act (CEQA) Guidelines. Land use and planning within the SCAG region were evaluated at the programmatic level of detail, in relation to the General Plans of the six counties and the 191 cities within the SCAG region; the Management Plans for the four National Forest in the SCAG region, Angeles National Forest, San Bernardino National Forest, Los Padres National Forest, and Cleveland National Forest; a review of U.S. Fish and Wildlife Service and California Department of Fish and Wildlife data for Habitat Conservation Plans (HCPs) and Natural Community Conservation Plan (NCCPs); a review of related literature and data germane to the SCAG region including state parks; as well as a review of SCAG’s 2012 RTP/SCS.<sup>1</sup>

The SCAG region serves as the nation’s gateway for global trade.<sup>2</sup> The SCAG region is composed of six counties—Imperial, Orange, Los Angeles, Riverside, San Bernardino, and Ventura—and totals approximately 38,000 square miles in area (almost 25 million acres). The region stretches from the state borders with Nevada and Arizona to the Pacific Ocean and from the southernmost edge of the Central Valley to the Mexican border. The region includes the county with the largest area in the nation, San Bernardino County, as well as the county with the highest population in the nation, Los Angeles County. The SCAG region includes the second largest city in the nation, Los Angeles, and six additional cities that rank in the top 100 by population: Long Beach (36), Anaheim (56), Santa Ana (57), Riverside (59), Irvine (82), and San Bernardino (100). In addition to its numerous and diverse urban centers that serve as home for the approximately 19 million people, the vast area includes millions of acres of open space and recreational land as well as large amounts of farmland.<sup>3</sup>

### Definitions

**Community Plan:** A community plan addresses specific geographic areas of a jurisdiction, and contains detailed land use designations and community-specific policy recommendations. Community plans build upon the more general policies established in the General Plan with policy recommendations that apply at the community and neighborhood level. This structure allows Community plans to provide the level of information, policy framework, and community-specific detail that is needed in order to review and assess proposed public and private development projects.

**Habitat Conservation Plans (HCP):** An HCP is defined by the U.S. Fish and Wildlife Service (USFWS) as a

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<sup>1</sup> Southern California Association of Governments. April 2012. *Final Program Environmental Report: 2012-2035 Regional Transportation Plan/Sustainable Communities Strategy*. Available at: <http://rtpscs.scag.ca.gov/Pages/Final-2012-PEIR.aspx>

<sup>2</sup> Choi, Simon. Accessed 11 September 2015. *SCAG’s New Population Projection and Migration: What Are the Big Changes?* 26th USC-SCAG Annual Demographic Workshop, California Science Center. Available at: <https://www.scag.ca.gov/calendar/Documents/demo26/Panel1-SimonChoi.pdf>

<sup>3</sup> *City Mayor Statistics: The Largest Cities in the United States Ranked 1 to 100*. Accessed 11 September 2015. Available at: [http://www.citymayors.com/gratis/uscities\\_100.html](http://www.citymayors.com/gratis/uscities_100.html)

planning document that is normally required as part of an application for an incidental take permit for rare, threatened, or endangered species pursuant to Section 10(1) of the Federal Endangered Species Act. HCPs describe the anticipated effects of the proposed taking, how the impacts will be minimized and mitigated, and how the HCP is to be funded.

**Land Use Designation:** A land use classification with associated land use or management policies. Land use designations are applied to specific areas through the county land use planning processes and culminate in the adoption of a land use element to the General Plan. Some land use designations have been established through legislation (e.g., National Forest), while other designations such as Significant Ecological Areas have been established through policy or planning processes.

**Master Plan** A master plan is an evolving, long-term planning document that establishes the framework and key elements of a site or planning area reflecting a clean vision created and adopted in a process involving substantial public participation. A master plan provides form an organization for the community's aspirations for a project or planning area, and defines a realistic plan for implementation, including subsequent approvals by agencies.

**Land Use Element:** The land use element is one of seven mandatory elements of the General Plan required pursuant to General Land Use Law in California.

**Ordinance:** A law set forth by a governmental authority; a municipal regulation.

**Natural Community Conservation Plan:** An NCCP is defined by the Natural Community Conservation Planning Act of 1991, a plan prepared pursuant to a planning agreement entered into in accordance with the provisions of the Act. The plan is required to identify and provide for those measures necessary to conserve and manage natural biological diversity within the plan area while allowing compatible and appropriate economic development, growth, and other human uses.

**Specific Plan:** A specific plan is a tool for the systematic implementation of the general plan. It effectively establishes a link between implementing policies of the general plan and the individual development proposals in a defined area. A specific plan may be as general as setting forth broad policy concepts, or as detailed as providing direction to every facet of development from the type, location and intensity of uses to the design and capacity of infrastructure; from the resources used to finance public improvements to the design guidelines of a subdivision.

**Zoning Designation:** The regulation of the use of real property by local government, which restricts a particular territory to residential, commercial, industrial, or other uses. The local governing body considers the character of the property as well as its fitness for particular uses. It must enact the regulations in accordance with a well-considered and comprehensive plan intended to avoid arbitrary exercise of government power. A comprehensive plan is a general design to control the use of properties in the entire municipality, or at least in a large portion of it. Individual pieces of property should not be singled out for special treatment. For example, one or two lots may not be placed in a separate zone and subjected to restrictions that do not apply to similar adjoining lands.

### **3.11.1 REGULATORY FRAMEWORK**

#### **Federal**

##### *Wilderness Act of 1964*

The objective of the Wilderness Act of 1964 (Public Law 88-577), dated September 3, 1964, is the protection and preservation of wilderness areas and the establishment of the National Wilderness Preservation System. Under the Wilderness Act, the Secretaries of Agriculture and Interior, and their various land management agencies, shall be responsible for the preservation of the wilderness character of designated wilderness areas under the Act.

##### *Section 4(f) of the U.S. Department of Transportation Act*

Section 4(f) refers to the original section within the U.S. Department of Transportation Act of 1966 (49 U.S. Code [USC] § 303 and 23 USC § 138) that provided for consideration of park and recreation lands, wildlife and waterfowl refuges, and historic sites during transportation project development. The law, now codified in 49 USC §303 and 23 USC §138, applies only to the U.S. Department of Transportation (U.S. DOT) and is implemented by the FHWA and the Federal Transit Administration through the regulation 23 Code of Federal Regulations (CFR) 774. Section 4(f) only applies if the project has a federal nexus (i.e., requires a federal permit or receives federal funds).

##### *Federal Coastal Zone Management Act*

The Federal Coastal Zone Management Act (CZMA; 16 USC 1451–1464, Chapter 33; Public Law 92-583, October 27, 1972; 86 Stat. 1280), administered by the National Oceanic and Atmospheric Administration (NOAA), provides for the management of the nation’s coastal resources, including the Great Lakes. The goal is to “preserve, protect, develop, and where possible, to restore or enhance the resources of the nation’s coastal zone.” The CZMA outlines three national programs, the National Coastal Zone Management Program, the National Estuarine Research Reserve System, and the Coastal and Estuarine Land Conservation Program (CELCP). The National Coastal Zone Management Program aims to balance competing land and water issues through state and territorial coastal management programs, the reserves serve as field laboratories that provide a greater understanding of estuaries and how humans impact them, and CELCP provides matching funds to state and local governments to purchase threatened coastal and estuarine lands or obtain conservation easements.

##### *Endangered Species Act of 1973*

The federal ESA (16 USC 1531–1544, 87 Stat. 884) was established by Congress in order to “provide a means whereby the ecosystems upon which endangered species and threatened species depend may be conserved [and] to provide a program for the conservation of such ... species.” HCPs, established under Section 10(a)(1)(B) of the ESA, are planning documents that provide for partnerships with non-federal parties to conserve the ecosystems upon which listed (and candidate) species depend, ultimately contributing to their recovery. The USFWS requires HCPs as part of an application for an incidental take permit. HCPs describe the anticipated effects of the proposed taking, how those impacts will be minimized or mitigated, and how the HCP is to be funded.

The federal ESA and designates critical habitat for endangered species. The USFWS also manages the National Wildlife Refuges in the SCAG region. These include the Salton Sea National Wildlife Refuge (in Imperial County) and Hopper Mountain National Wildlife Refuge (in Ventura County).

The NPS manages national parks and wilderness areas. Two national parks and one wilderness area are located in the SCAG region: Joshua Tree National Park, a portion of Death Valley National Park, and the Santa Monica Mountains National Recreation Area.

HCPs may be prepared on a project level when projects will require the acquisition of an Incidental Take Permit. Regional HCPs may also be prepared in an effort to protect threatened and endangered species during the land use planning process.

### ***Federal Land Policy and Management Act (FLPMA) of 1976, as Amended***

The FLPMA (Public Law 94-579) governs how public lands administered by the Bureau of Land Management (BLM) are managed. FLPMA provides guiding principles for BLM land management including multiple use, sustained yield, and environmental protection. The intent of FLPMA is to ensure that the BLM manages public lands so that they are utilized in the combination that will best meet the present and future needs of the American people for renewable and non-renewable natural resources.

FLPMA addresses topics such as land use planning, land acquisition, fees and payments, administration of federal land, range management, and right-of-ways on federal land. FLPMA has specific objectives and time frames in which to accomplish these objectives, giving it more authority and eliminating the uncertainty surrounding the BLM's role in wilderness designation and management.

### ***Federal Highway Administration (FHWA) National Scenic Byways Program***

The FHWA National Scenic Byways Program, which was established in Title 23, Section 162 of the United States Code under the Intermodal Transportation Efficiency Act of 1991, is a grassroots collaborative effort that designates selected highways as "All American Road" (a roadway that is a destination unto itself), America's Byways or "National Scenic Byway" (a roadway that possesses outstanding qualities that exemplify regional characteristics).<sup>4</sup>

### ***United States Bureau of Land Management (BLM) Scenic Areas and Back Country Byways***

The BLM designates some of its holdings as Scenic Areas and some roadways in remote areas as Back Country Byways. The BLM Back Country Byways Program was established in 1989 and is a component of the National Scenic Byways Program.<sup>5</sup> The counties of San Bernardino, Riverside, and Imperial in the SCAG region include land with such BLM designations.

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<sup>4</sup> U.S. Department of Transportation, Federal Highway Administration. Accessed 11 May 2015. *National Scenic Byways Legislation*. Available at: [http://www.fhwa.dot.gov/hep/scenic\\_byways/us\\_code.cfm#program](http://www.fhwa.dot.gov/hep/scenic_byways/us_code.cfm#program)

<sup>5</sup> U.S. Department of the Interior Bureau of Land Management. Updated 30 January 2015. *BLM Byways Program*. Available at: [http://www.blm.gov/wo/st/en/prog/Recreation/recreation\\_national/byways.html](http://www.blm.gov/wo/st/en/prog/Recreation/recreation_national/byways.html)

### ***United States Forest Service (USFS) National Scenic Byways Program***

The USFS also has a National Scenic Byways Program, independent from the BLM program, which was established in 1995 under the Intermodal Transportation Efficiency Act of 1991 to indicate roadways of scenic importance that pass through national forests.<sup>6</sup> The SCAG region includes Forest Service Scenic Byways in the counties of San Bernardino, Ventura, Los Angeles, and Riverside.

## **State**

### ***California Coastal Act of 1976***

The California Coastal Act constitutes the California Coastal Management Program for the purposes of the Federal Coastal Zone Management Act (California Coastal Act of 1976, Public Resources Code [PRC] §30000 et seq.). The act established the California Coastal Commission (CCC), identified a designated California Coastal Zone, and established the CCC's responsibility to include the preparation and ongoing oversight of a Coastal Plan for the protection and management of the Coastal Zone. Each local jurisdictional authority (city or county) with lands within the coastal zone is required to develop, and comply with, a coastal management plan. The Coastal Act requires that any person or public agency proposing development within the Coastal Zone obtain a Coastal Development Permit (CDP) from either the CCC or the city or county having the jurisdictional authority to issue a CDP. New school construction in portions of the Central and South Los Angeles Unified School District (LAUSD) areas could require a CDP. Any construction within the Coastal Zone must conform to the requirements of the California Coastal Act generally, and Chapter 3, Section 6 (Development) specifically. On or near the shoreline, coastal-dependent developments have priority over those uses not dependent on a coastal location (PRC §30255). To comply with the Coastal Zone Management Act, localities develop Local Coastal Plans (LCPs).<sup>7</sup>

### ***Natural Community Conservation Planning Act of 1991, as Amended***

The Natural Community Conservation Planning Act of 1991, as amended in 2003 (California Fish and Game Code Section 2800-2835) established the Natural Community Conservation Planning program for the protection and perpetuation of the state's biological diversity. The CDFW established the program in order to conserve natural communities at the ecosystem level while accommodating compatible land use. An NCCP identifies and provides for the regional or area-wide protection of plants, animals, and their habitats, while allowing compatible and appropriate economic activity. The CDFW provides support, direction, and guidance to participants in order to ensure that NCCPs are consistent with the state ESA.

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<sup>6</sup> U.S. Forest Service. Accessed 11 May 2015. *National Forest Scenic Byways*. Available at: <http://www.fs.fed.us/recreation/programs/tourism/TourUS.pdf>

<sup>7</sup> California Coastal Commission. Laws, Regulations, and Legislative Information. Accessed 23 November 2014. Available at: <http://www.coastal.ca.gov/ccatc.html>.

### *Cortese-Knox-Hertzberg Local Government Reorganization Act of 2005*

In California, the establishment and revision of local government boundaries is governed by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2005 (Government Code 56133). The Act was a comprehensive revision of the Cortese-Knox Local Government Reorganization Act of 1985, which was itself a consolidation of three major laws governing boundary changes. The three laws that governed changes in the boundaries and organization of cities and special districts prior to 1986 were:

The Knox-Nisbet Act of 1963, which established local agency formation commissions (LAFCOs) with regulatory authority over local agency boundary changes. The District Reorganization Act of 1965 (DRA), which combined separate laws governing special district boundaries into a single law. The Municipal Organization Act of 1977 (MORGA), which consolidated various laws on city incorporation and annexation into one law.

These three laws contained many parallel and duplicative provisions. However, similar procedures varied slightly from one law to another, and the procedures necessary for one type of boundary change were found in different sections of the three laws. Although at the time of its passage MORGA was the most current revision of city annexation statutes, many cities in the state were still required to use DRA so that areas being annexed could be simultaneously detached from special districts. All three laws contained application and hearing procedures for LAFCOs, but there were inconsistencies among them. This made city and district boundary changes unnecessarily confusing and complicated for local agencies and LAFCOs, as well as for residents and property owners.<sup>8</sup> LAFCO jurisdiction does not extend to redevelopment agencies, community facilities or Mello-Roos districts, school or college districts, county boundaries, bridge and highway districts, transit or rapid transit districts, improvement districts, or flood or conservation districts.

### *Sustainable Communities and Climate Protection Act of 2008*

The Sustainable Communities Act of 2008 (Senate Bill [SB] 375, Chapter 728, Statutes of 2008) provides a means for achieving greenhouse gas (GHG) emissions goals through the reduction in greenhouse gas emissions of cars and light duty trucks. SB 375 built on the foundation of the California Global Warming Solutions Act of 2006, also known as Assembly Bill (AB) 32, signed into law by Governor Arnold Schwarzenegger. AB 32 focused on reducing GHG emissions in California and requires the California Air Resources Board (CARB) to adopt rules and regulations that would achieve GHG emissions equivalent to statewide levels in 1990 by 2020. SB 375 seeks to coordinate land use decisions made at the local (city and county) level with regional transportation planning. By coordinating these efforts, it is envisioned that vehicle congestion and travel can be reduced resulting in a corresponding reduction in emissions. SB 375 directed CARB to set regional targets to reduce emissions and regional plans are required to identify in their regional transportation plan/sustainable communities strategy how they will meet these targets.

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<sup>8</sup> California State Assembly Committee and Local Government. November 2011. Website. Available at: [http://calafco.org/docs/CKH/2011\\_CKH\\_Guide.pdf](http://calafco.org/docs/CKH/2011_CKH_Guide.pdf)

SB 375 has three major components:

- Using the regional transportation planning process to achieve reductions in emissions consistent with AB 32's goals.
- Offering California Environmental Quality Act (CEQA) incentives to encourage projects that are consistent with a regional plan that achieves emissions reductions.
- Coordinating the Regional Housing Needs Allocation Assessment (RHNA) process with the regional transportation process while maintaining local authority over land use decisions.

An SCS is a required component of the RTP. The SCS is an emissions reduction strategy for the region which, in combination with transportation policies and programs, strives to reduce emissions and, if feasible, helps meet CARB's targets for the region. An alternative planning strategy (APS) must be prepared if the SCS is unable to reduce emissions and achieve the emissions reduction targets established by CARB.

Certain transportation planning and programming activities must be consistent with the SCS; however, SB 375 expressly provides that the SCS does not regulate the use of land, and further provides that local land use plans and policies (e.g., general plan) are not required to be consistent with either the RTP or SCS. CARB set the following reduction targets for SCAG: reduce per capita emissions 8 percent below 2005 levels by 2020 and 13 percent below 2005 levels by 2035.

### *Enhanced Infrastructure Financing Districts*

Enacted on September 29, 2014, the new state law, Enhanced Infrastructure Financing Districts (SB 628; Chapter 2.99 [commencing with Section 53398.50] to Part 1 of Division 2 of Title 5 of the Government Code) allows the legislative body of a city or a county, defined to include a city and county, to establish an infrastructure financing district, adopt an infrastructure financing plan, and issue bonds to finance public facilities upon approval by two-thirds of a jurisdiction's voters. Additionally, a city or county is authorized to issue bonds upon approval by 55 percent of the voters, for which only the district is liable; to finance public capital facilities or other specified projects of communitywide significance, including, but not limited to, brownfield restoration and other environmental mitigation; the development of projects on a former military base; the repayment of the transfer of funds to a military base reuse authority; the acquisition, construction, or rehabilitation of housing for persons of low and moderate income for rent or purchase; the acquisition, construction, or repair of industrial structures for private use; transit priority projects; and projects to implement a sustainable communities strategy. The bill would also authorize an enhanced infrastructure financing district to utilize any powers under the Polanco Redevelopment Act.

## **Local**

### *County and City General Plans, Community Plans, Specific Plans, and Master Plans*

The most comprehensive land use planning for the SCAG region is provided by city and county general plans, which local governments are required by state law to prepare as a guide for future development per requirements of state planning and zoning law (Government Code Sections 65000 et seq.). General plans contain goals and policies concerning topics that are mandated by state law or that the jurisdiction

has chosen to include. Required topics are land use, circulation, housing, conservation, open space, noise, and safety. Other topics that local governments frequently choose to address include public facilities, parks and recreation, community design, and growth management, among others. City and county general plans must be consistent with each other. County general plans must cover areas not included by city general plans (i.e., unincorporated areas).

### *Community Plans, Specific Plans, and Master Plans*

A city or county may also provide land use planning by developing community or specific plans for smaller, more specific areas within their jurisdiction. These more localized plans provide for focused guidance for developing a specific area, with development standards tailored to the area, as well as systematic implementation of the general plan. Counties, cities, and private developers may also choose to partner in the development of a master plan that shows an overall development concept that includes urban design, landscaping, infrastructure, service provision, circulation, present and future land use and built form. It consists of three dimensional images, texts, diagrams, statistics, reports, maps and aerial photos that describe how a specific location will be developed. It provides a structured approach and creates a clear framework for developing an area.

### *Zoning*

City and county zoning codes are the set of detailed requirements that implement the general plan policies at the level of the individual parcel. The zoning code presents standards for different uses and identifies which uses are allowed in the various zoning districts of the jurisdiction. Since 1971, state law has required the city or county zoning code to be consistent with the jurisdiction's general plan.

## **3.11.2 EXISTING CONDITIONS**

The SCAG region stretches from the state borders with Nevada and Arizona to the Pacific Ocean and from the southernmost edge of the Central Valley to the Mexican border. The region includes the county with the largest area in the nation, San Bernardino County, as well as the county with the highest population in the nation, Los Angeles County (**Figure 3.11.2-1, SCAG Region**). This vast area includes millions of acres of open space and recreational lands as well as large amounts of farmland and rangeland and a population of approximately 19 million people.<sup>9</sup> The SCAG region is composed of a complex patterns of land uses including residential, commercial/office, industrial, institutional, agricultural, and open space land uses (**Figure 3.11.2-2, Existing Land Uses**). The four largest cities, which provide housing and employment for over half of the population in the SCAG region, are located in the coastal basins that are favored by moderate climate: Los Angeles, Long Beach, Santa Ana, and Anaheim.

While the SCAG region houses nearly half of the state's population, of the 24,616,833 acres, or 38,464 square miles, nearly 15,897,824 acres (65 percent) are in public ownership, primarily federal (**Figure 3.11.2-3, Public and Private Land Ownership**).

As a whole, vacant lands account for more than 20 million of the 25 million acres in the SCAG region. Vacant lands include areas that have not been developed with man-made structures and contain no

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<sup>9</sup> SCAG projections for 2020 indicate a population total of 19,390,870.

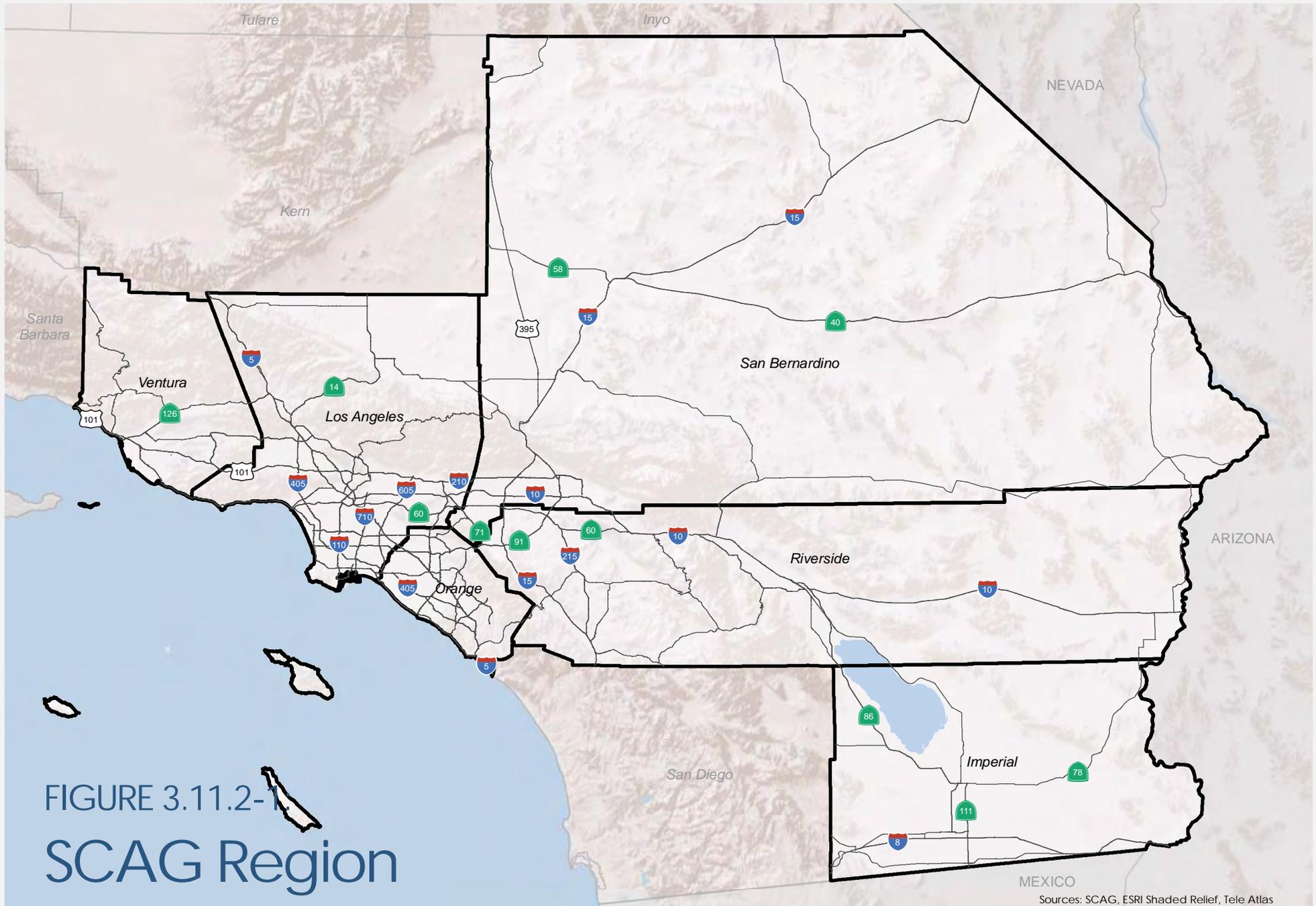
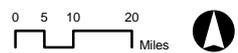


FIGURE 3.11.2-1  
**SCAG Region**

Sources: SCAG, ESRI Shaded Relief, Tele Atlas



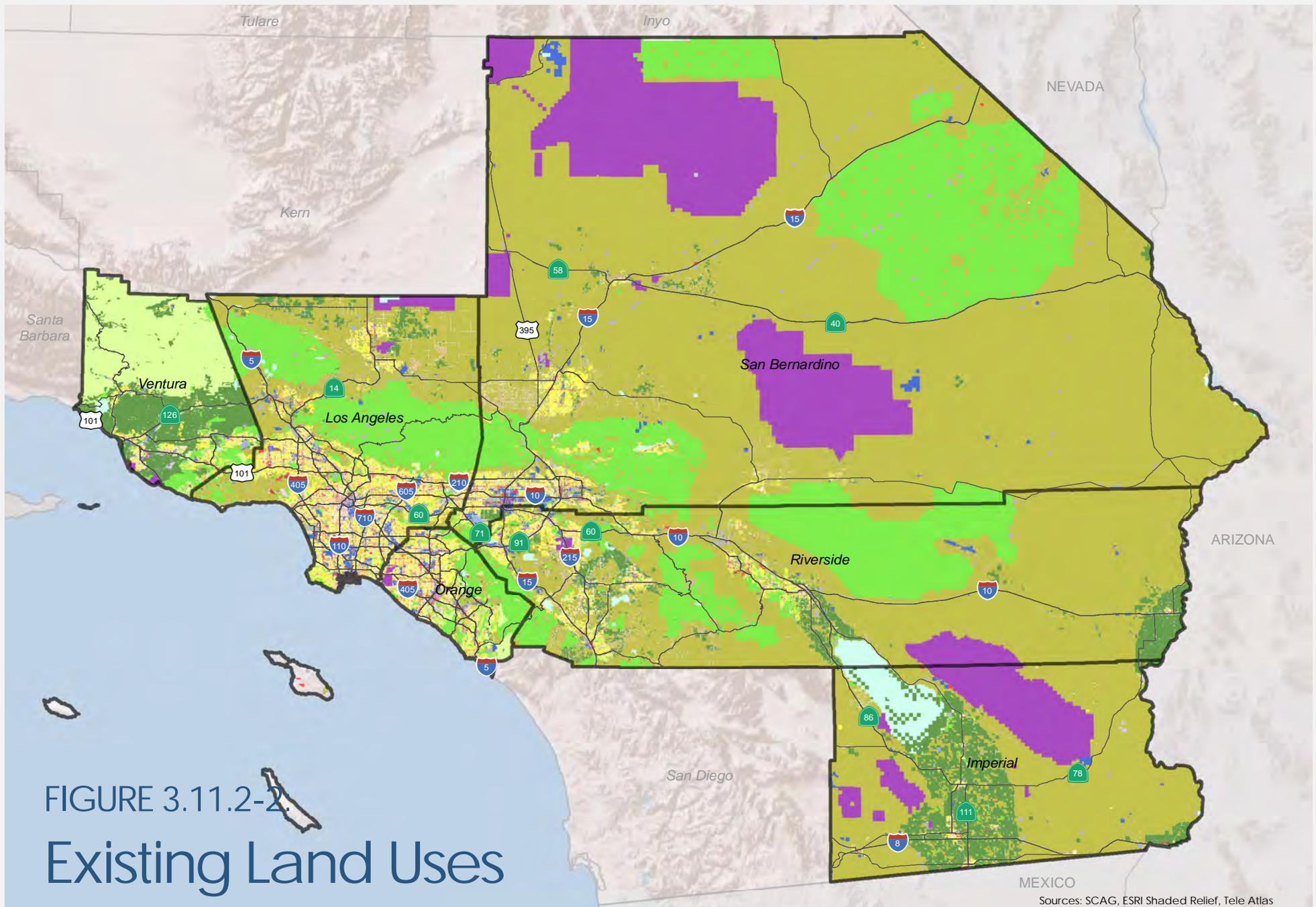
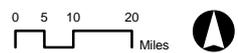


FIGURE 3.11.2-2  
Existing Land Uses

Sources: SCAG, ESRI Shaded Relief, Tele Atlas



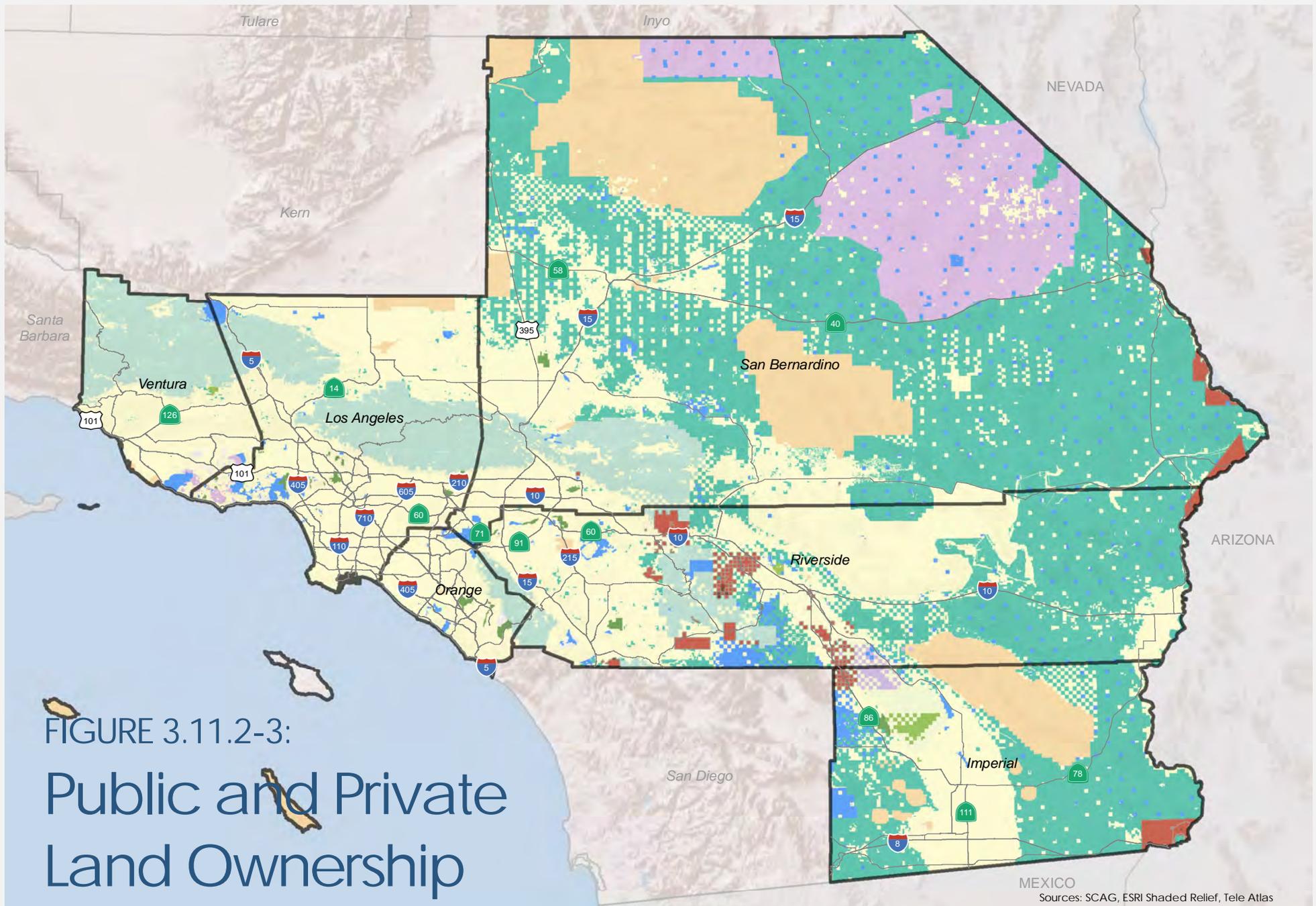


FIGURE 3.11.2-3:  
Public and Private  
Land Ownership

- Tribal Land
  - State
  - Military
  - USDA Forest Service
- Bureau of Land Management
  - Local
  - US Fish and Wildlife Service
  - Private/ Unclassified
- Other Federal

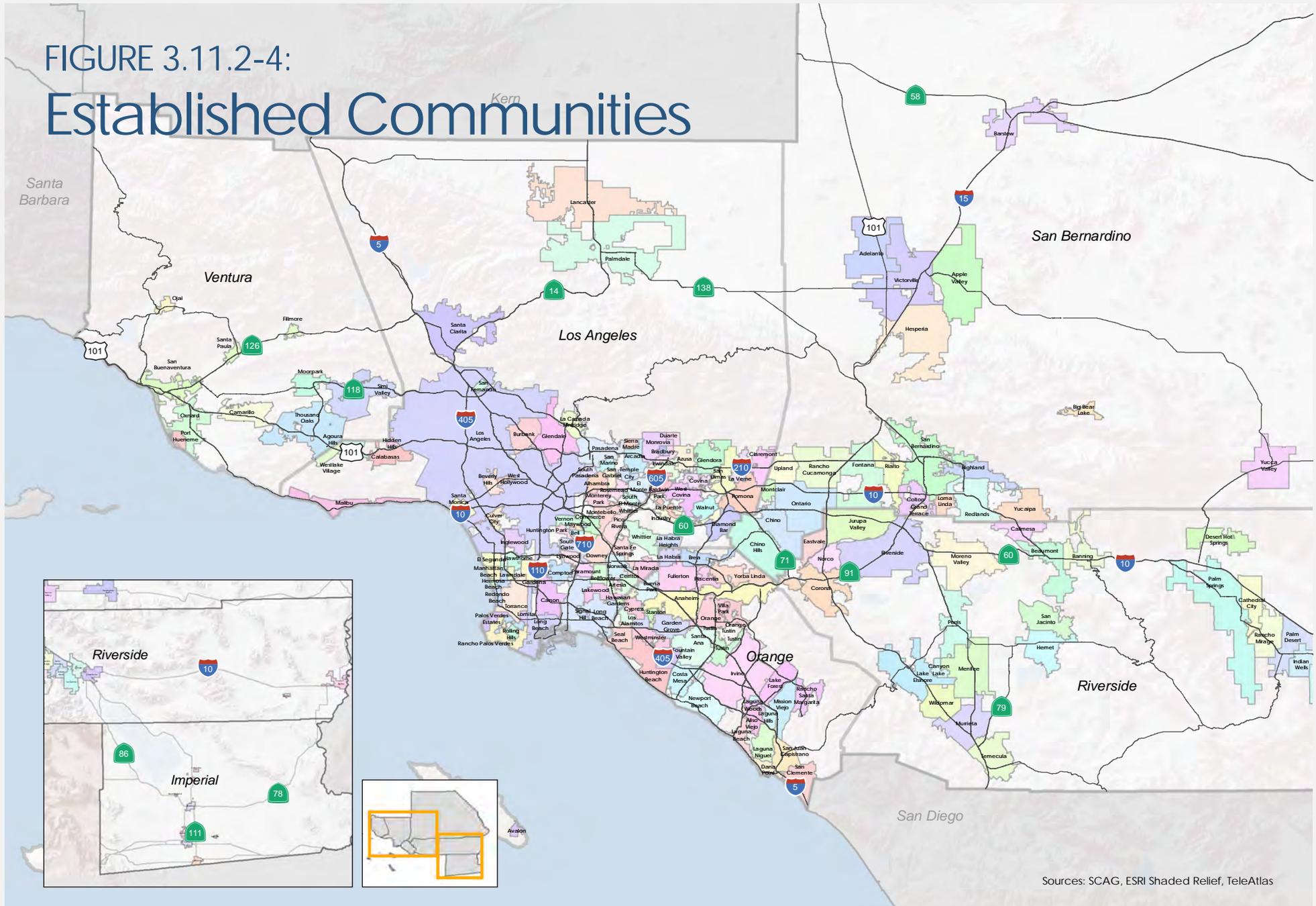
agricultural uses or water bodies. Generally, these areas are open, and contain natural or disturbed natural vegetation. Rangeland is included in this category. Undeveloped areas of parks are also included. Most vacant land is in an undeveloped state, containing native or non-native vegetation such as grasses, herbaceous plants, shrubs, and trees. Vacant lands outside of urban areas may also provide habitat for biological resources. No or few structures or improvements are present. Rangeland may be open land or fenced over large areas. Rangeland vegetation may be no different than open vacant land, or may contain grassland for grazing livestock. Additionally, vacant lands include abandoned orchards and vineyards, beaches, and vacant land with limited improvements. Vacant lands with limited improvements include areas where streets have been laid in a subdivision pattern, but no further building or improvements have occurred over time. Lastly, vacant lands include open undeveloped land within urban areas that are not associated with a particular facility. Typically these areas are vacant lots. They normally contain no structures but may have such improvements as curbs and sidewalks. The land may be in a graded condition showing little or no vegetation, or may be in a successional vegetated state, with numerous shrubs and grasses, in a nonuniform, unkempt condition. Examples of vacant lands in the SCAG include but are not limited to the region's national forests, state parks, national parks and monuments, lands administered by the BLM, other public lands, and various private holdings. Some examples of the larger areas of vacant land in the SCAG region include the Los Padres National Forest, Angeles National Forest, Cleveland National Forest, San Bernardino National Forest, Joshua Tree National Park, Death Valley National Park, the East Mojave Preserve, and Anza Borrego Desert State Park. Military lands are included in a separate category and include, but are not limited to, Barstow Marine Corps Logistics Base, Edwards Air Force Base, El Centro Naval Air Facility, Fort Irwin, Los Angeles Air Force Base, March Air Reserve Base, Naval Warfare Assessment Station Corona, Naval Weapons Station Seal Beach, Point Mugu Naval Air Weapons Station, Twentynine Palms Marine Corps Combat Center, and Chocolate Mountains Aerial Gunnery Range. With limited exceptions, the military lands are not open to the public.

Farmlands and certain ranch operations account for more than 1 million acres; this excludes large areas of rangelands that are encompassed in the "vacant undifferentiated" category. Approximately 2.1 million acres in the region are developed, including approximately 100,000 acres used for transportation facilities.

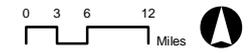
## **Established Communities**

As of December 2014, the SCAG region consists of six counties, 191 cities, and 16 tribal reservations (**Figure 3.11.2-4, *Established Communities***). The population in the unincorporated territories of the counties and the member cities ranges widely by area, by the newest and oldest based on the date of incorporation, and by 2015 population for each county (**Table 3.11.2-1, *Summary of Established Communities in the SCAG Region***).

FIGURE 3.11.2-4:  
Established Communities



Sources: SCAG, ESRI Shaded Relief, TeleAtlas



**TABLE 3.11.2-1  
SUMMARY OF ESTABLISHED COMMUNITIES IN THE SCAG REGION**

	County					
	Imperial	Los Angeles	Orange	Riverside	San Bernardino	Ventura
Total county square miles	39	1,436	520	894	872	194
Total 2015 county population	180,672	10,041,797	3,113,991	2,279,967	2,085,669	842,967
Oldest city date of incorporation	City of Imperial – 1904	Los Angeles – 1850	Anaheim – 1876	Riverside – 1883	San Bernardino – 1869	San Buenaventura – 1866
Newest city date of incorporation	City of Westmorland – 1934	Malibu – 1991	Aliso Viejo – 2001	Jurupa Valley – 2011	Yucca Valley – 1991	Moorpark – 1983
Largest city by population	El Centro – 44,847	Los Angeles – 3,957,022	Anaheim – 351,433	Riverside – 317,307	San Bernardino – 213,933	Oxnard – 197,899
Smallest city by population	Westmorland – 2,333	Vernon – 123	Villa Park – 5,960	Indian Wells – 5,195	Needles – 4,940	Ojai – 7,461
Largest city by square Miles	El Centro – 11	Los Angeles – 469	Irvine – 66	Palm Springs – 94	Hesperia – 73	Thousand Oaks – 55
Smallest city by square miles	Westmorland – 0.59	Hawaii Gardens – 0.95	La Palma – 1.83	Canyon Lake – 4	Grand Terrace – 4	Filmore – 3

**SOURCE:**

Southern California Association of Governments. Accessed 25 August 2015. Community profiles for Ventura, Los Angeles, San Bernardino, Orange, Riverside, and Imperial Counties. Available at: <https://scag.ca.gov/DataAndTools/Pages/LocalProfiles.aspx>  
California Department of Finance. Accessed 25 August 2015. Website. Available at: <http://www.dof.ca.gov/Research/demographic/reports/estimates/e-1/view.php>

*Counties*

The SCAG region is composed of six counties: Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura. Much of the development in San Bernardino and Riverside Counties has been on unincorporated county land. Areas that were rural in the late 20th century have become increasingly suburban in the early twenty-first century. Riverside County adopted the county general plan that strives to create a high-quality, balanced, and sustainable environment for the citizens of Riverside County and to make Riverside County’s communities great places to live, work, and play. Ventura County and cities within the county have developed policies seeking to maintain a balance of protecting agricultural land while providing jobs and housing within a heavily used transportation network. The approach has been to provide urban growth boundaries as a way of channeling development and preserving farmland. These plans and initiatives affect how land is used in the future. Development in Los Angeles, Ventura, and Orange, and Imperial Counties has continued as a result of population growth pressures.

## Cities

There are 191 cities in the six-county area, including Los Angeles, which is the second largest city in the nation and the largest city in California, and Long Beach, which is among the 50 largest cities in the nation and the seventh largest city in California. Urban centers in the SCAG region exist in the form of clusters, linked by freeways and commercial corridors interspersed with identifiable activity centers (**Figure 3.11.2-4**). Most existing urban development is found along the coastal plains of Los Angeles, Orange, and Ventura Counties, as well as in adjoining valleys that extend inland from the coastal areas. Urban development also has moved into the inland valleys such as the Antelope, San Bernardino, Yucca, Moreno, Hemet–San Jacinto, Coachella, and Imperial Valleys.

Downtown Los Angeles is the largest urbanized center within the SCAG region. Other urbanized areas in Los Angeles County include Long Beach, Burbank, Glendale, Pasadena, and Pomona. Office-core centers have emerged in Woodland Hills, Universal City, Westwood, around Los Angeles International Airport (LAX), and Century City. In the other five counties within the SCAG region, urban centers exist in the cities of Riverside, San Bernardino, Santa Ana, Anaheim, Irvine, Oxnard, and Ventura. Development centers in desert areas include the Lancaster-Palmdale corridor in the Antelope Valley (Los Angeles County); the Hesperia-Victorville corridor in Yucca Valley (San Bernardino County); and the Palm Springs–Palm Desert–Indio corridor in the Coachella Valley (Riverside County). El Centro is the county seat and focal point of activity in Imperial County. There is also substantial activity occurring in Imperial County at the three ports of entry along the border with Mexico.

## LAND USE PLANNING

The U.S. Environmental Protection Agency (EPA) advocates the important role that land use planning plays in both mitigating greenhouse gases (GHGs) and adapting to a changing climate. Many of the key strategies for coping with climate change are linked to land use planning:

- Growth of vehicle-related GHG emissions are influenced by transportation infrastructure.
- Compact development protects ecologically valuable open space and requires less energy and materials to build and operate.
- Reducing GHG emissions from deforestation requires policies to protect woodlands and other valuable carbon sinks.
- Land use planning is critical in enabling communities to adapt to sea level rise, more frequent extreme weather conditions, and other climate-related hazards.<sup>10</sup>

“Smart growth” is a term that covers a range of development and conservation strategies that help protect the natural environment and make communities more attractive, economically stronger, and more socially diverse. Land use planning is an essential part of any smart growth strategy, and it is especially important when efforts to mitigate GHG emissions and adapt to climate change are needed.

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<sup>10</sup> U.S. Environmental Protection Agency. Accessed 11 September 2015. *State and Local Climate and Energy Program: Land use and climate change*. Available at: <http://www.epa.gov/statelocalclimate/local/topics/land.html>

## *SCAG Roles and Responsibilities*

In addition to the federal designation as an MPO, SCAG is designated under California state law as the Multicounty Designated Transportation Planning Agency and Council of Governments (COG) for the six-county region. Founded in 1965, SCAG is a Joint Powers Authority, established as a voluntary association of local governments and agencies.

SCAG serves as the regional forum for cooperative decision making by local government elected officials and its primary responsibilities in fulfillment of federal and state requirements include the development of the RTP/SCS, required by SB 375; the Federal Transportation Improvement Program (FTIP); the annual Overall Work Program; and transportation-related portions of local air quality management plans. SCAG's other major functions include determining the regional transportation plans and programs are in conformity with state air quality plans; periodic preparation of an RHNA; and intergovernmental review of regionally significant projects.

## *Regional Cooperation and Subregions*

SCAG places great importance on local input in the regional planning process. SCAG seeks feedback from local elected officials and their staff through 15 subregional organizations that have been recognized by the Regional Council as partners in the regional policy planning process. The subregional organizations represent various parts of the SCAG region that have identified themselves as having common interests and concerns. The subregions vary according to geographical size, number of local member jurisdictions, staffing, decision-making structure, and legal status.

SCAG provides opportunities to participate in regional planning through collaboration and participation in regional programs and dialogs. Standing committees at SCAG include the Executive/Administration Committee, the Transportation Committee, the Community, Economic & Human Development Committee, the Energy & Environmental Committee, and Legislative/Communication & Membership Committee. In addition to the standing committees, there are various subcommittees, technical advisory committees, working groups, and task forces that report to the standing committees, while other groups are established on an ad hoc basis to assist with specific projects or address specific regional policy. The Regional Council is SCAG's governing body. It consists of 86 elected officials, representing cities, counties, county transportation commissions, transportation corridor agencies, tribal governments, and air districts in the region. The Regional Council has general authority to conduct the affairs of SCAG and directs the actions of the agency throughout the year. Additionally, the Regional Council implements the policy direction provided at the annual General Assembly of the membership, acts upon policy recommendations from SCAG's standing policy committees and external agencies, and appoints subcommittees to study specific programs or issues.

## *County and City General Plans*

Comprehensive land use planning for the SCAG region is provided by county and city general plans, which local governments are required by state law to prepare as a guide for future development (**Figure 3.11.2-4**). General plans contain goals and policies concerning topics that are mandated by state law or that the jurisdiction has chosen to include. Required topics are land use, circulation, housing, conservation, open space, noise, and safety. Other topics that local governments frequently choose to address include sustainability, public facilities, parks and recreation, community design, and growth

management, among others. City and county general plans must be consistent with each other. Cities and counties implement their general plans through zoning ordinances. Zoning ordinances provide a much greater level of detail including the general plan land use designations and such information as permitted uses, yard setbacks, and uses that would require a conditional use permit (**Figure 3.11.2-5, General Plan Land Use Designations**, shows the combined land use designations for the six SCAG member counties and 191 cities in the SCAG region).

The land use elements of the county and city general plans within the SCAG region generally classify lands in to 20 land use categories (**Table 3.11.2-2, SCAG Region General Land Use Categories**).

**TABLE 3.11.2-2  
SCAG REGION GENERAL LAND USE CATEGORIES**

General Land Use Category	Land Use Category
Residential	Single Family Residential
	Multi-Family Residential
	Mobile Homes and Trailer Parks
	Mixed Residential
	Rural Residential
Specific Plan	Specific Plan
Mixed Residential and Commercial	Mixed Residential and Commercial
Commercial	General Office
	Commercial and Services
Mixed Commercial and Industrial	Mixed Commercial and Industrial
Industrial	Industrial
Infrastructure and Institutional Land Uses	Facilities
	Education
	Military Installations
	Transportation, Communications, and Utilities
Open Space, Agriculture, and Vacant Land Uses	Open Space and Recreation
	Agriculture
	Vacant
	Water
	Undevelopable or Protected Land
<b>SOURCE:</b> Southern California Association of Governments. March 2012. <i>Program Environmental Impact Report for the 2012-2035 Regional Transportation Plan/Sustainable Communities Strategy</i> . State Clearinghouse # 2011051018. Section 3.8. Land Use and Agriculture.	

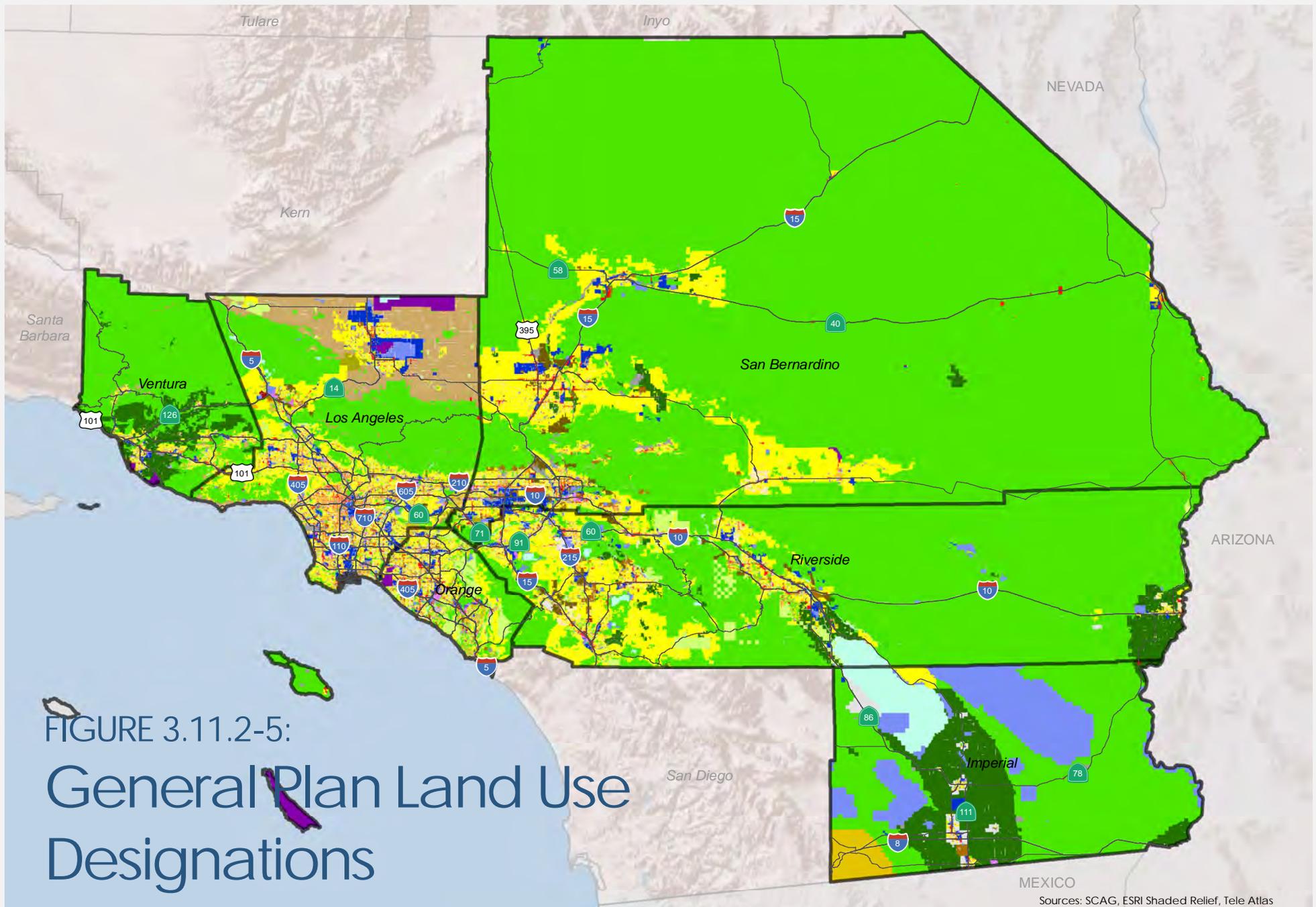
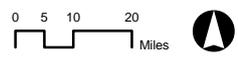


FIGURE 3.11.2-5:  
**General Plan Land Use  
 Designations**

Sources: SCAG, ESRI Shaded Relief, Tele Atlas

- |                                |                         |   |                                  |                                 |
|--------------------------------|-------------------------|---|----------------------------------|---------------------------------|
| Single Family Residential      | Rural Residential       | Military Installations                        | Mixed Residential and Commercial | Specific Plan                   |
| Multi-Family Residential       | General Office          | Industrial                                    | Open Space and Recreation        | Undevelopable or Protected Land |
| Mobile Homes and Trailer Parks | Commercial and Services | Transportation, Communications, and Utilities | Agriculture                      | Unknown                         |
| Mixed Residential              | Facilities              | Mixed Commercial and Industrial               | Vacant                           |                                 |
| Education                      | Education               | Mixed Commercial and Industrial               | Water                            |                                 |



## Residential Land Uses

The residential pattern of the SCAG region is largely shaped by topography. Most residents live in southern parts of Ventura, Los Angeles, and San Bernardino Counties, with the urban form limited by national forests and mountains. In Orange County, residents live near the coast and west of the Cleveland National Forest. Residents also have moved inland to the high desert in northern Los Angeles and San Bernardino Counties and the low desert in the Coachella and Imperial Valleys.

The majority of medium- and high-density housing in the region is found in the urban core of the region, in Downtown Los Angeles, East Los Angeles, and the “West Side” of Los Angeles. Large cities, such as Long Beach, Santa Ana, Glendale, Oxnard, and Pasadena, also have concentrations of high-density development in their downtown areas. Several beach communities, such as the Cities of Santa Monica, Manhattan Beach, Hermosa Beach, Redondo Beach, Huntington Beach, and Newport Beach, have high density close to the ocean.

Surrounding suburbs are predominantly low-density housing tracts. Low-density housing expands west into Ventura County, east through southeast Los Angeles County, throughout much of Orange County, and through the western Inland Empire. The resort communities and cities of the Coachella Valley in Riverside County also are built primarily on a low-density scale.

The developing land on the urban fringe, such as the Antelope Valley of Los Angeles County and the Victorville-Hesperia area, Lucerne Valley, and Yucca Valley of San Bernardino County, also are primarily low-density residential. The Imperial Valley in Imperial County is primarily an agricultural region with a growing, yet still regionally small, population that lives in primarily low-density developments. The SCAG region also contains mixed residential and commercial land uses.

## Commercial Land Uses

Across the region, commercial development typically follows transportation corridors. Office development generally locates at the terminals of major transportation features, particularly airports and train stations, or at the intersection of major freeways. Downtown Los Angeles is the historical center of jobs in the region. Los Angeles International Airport (LAX) and John Wayne Airport have considerable office clusters around them. Office buildings tend to cluster around major intersections, including areas such as the “El Toro Y” (intersection of the I-5 and the I-405) and the “Orange Crush” (intersection of I-5, SR-22, and SR-57) in Orange County. The SCAG region also contains some mixed commercial and industrial land uses (**Figure 3.11.2-6, Commercial Land Uses in the SCAG Region**).

## Infrastructure and Institutional Land Uses

Institutional land uses, which include large government and private operations, such as military bases, airports, and universities, encompass a considerable footprint in the region. Military operations consume a substantial quantity of land. The 10 active duty military facilities in the SCAG region are listed below:

- El Centro Naval Air Facility
- Los Angeles Air Force Base
- Joint Forces Training Base, Los Alamitos

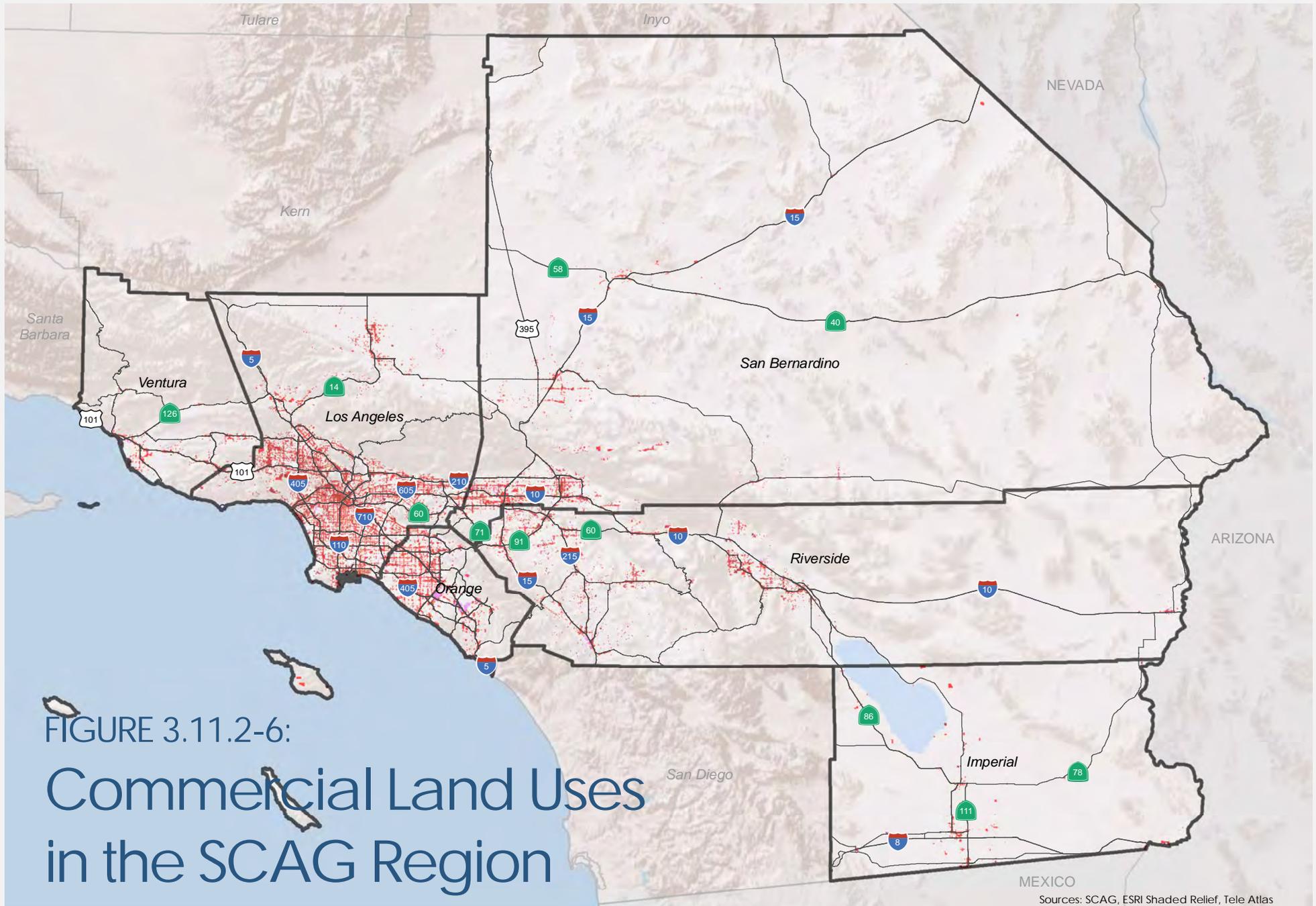
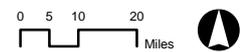


FIGURE 3.11.2-6:  
**Commercial Land Uses**  
 in the SCAG Region

Sources: SCAG, ESRI Shaded Relief, Tele Atlas

- General Office
- Commercial and Services
- Mixed Commercial and Industrial
- Mixed Residential and Commercial



- Naval Weapons Station, Seal Beach
- Naval Warfare Assessment Station, Corona
- March Air Reserve Base
- Barstow Marine Corps Logistics Base
- Fort Irwin
- Twentynine Palms Marine Corps Combat Center
- Naval Base Ventura County

In addition, land controlled by Edwards Air Force Base, based in Kern County, extends into Los Angeles and San Bernardino Counties. The Chocolate Mountains Aerial Gunnery Range in Imperial and Riverside Counties is also an institutional use that is off-limits to the public.

A substantial quantity of land is dedicated to airports in Los Angeles County. In the Antelope Valley, a large portion of land is dedicated to airport uses at Palmdale Airport. LAX is another major institutional land use. Bob Hope Airport and Long Beach Airport are the other commercial airports in Los Angeles County. Airports in other parts of the region include Ontario International Airport, Southern California Logistics Airport, and San Bernardino International Airport in San Bernardino County, Palm Springs International Airport and March Inland Port in Riverside County, John Wayne Airport in Orange County, and numerous general aviation airports scattered across the SCAG region.

University and college campuses are located in every county of the SCAG region. The largest are universities in the University of California system (Irvine, Los Angeles, and Riverside) and the California State University system (Channel Islands, Dominguez Hills, Fullerton, Long Beach, Los Angeles, Northridge, San Bernardino, and San Diego-Imperial Valley Campus). California Polytechnic University at Pomona and the University of Southern California are the other large universities in the region. There are numerous smaller universities and colleges in the region, both public and private, as well as an extensive community college system that spans the SCAG region.

## Industrial Land Uses

The focal points of industrial activity in the region are the Ports of Los Angeles and Long Beach. Put together, these adjacent ports handle approximately 37 percent of the volume imported into the country and container trade at these two ports increased by nearly 61 percent between 2000 and 2011.<sup>11</sup> The industrial activity spreads north from the ports along the Alameda Corridor to Downtown Los Angeles and extends east through the City of Industry and the City of Commerce toward San Bernardino County.

Many manufacturing industries, distribution centers, and warehouses have established businesses in Riverside and San Bernardino Counties. This activity has made the Inland Empire a distribution center for the region, state, and nation. Adding to the goods coming by highway and rail through San Bernardino County are goods coming to the county by air through several airports that cater to air cargo, primarily Ontario International Airport. Industrial uses tend to cluster around cargo-handling airports to take advantage of transportation options.

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<sup>11</sup> U.S. Department of Transportation, Bureau of Transportation Statistics. January 2014. *Freight Facts and Figures 2013*. Available at: <http://aapa.files.cms-plus.com/Statistics/Freight%20Facts%20and%20Figures%202013.pdf>

Significant air cargo and associated industrial land uses also are located around LAX. A third port in the region, located in Port Hueneme in Ventura County, is also surrounded with industrial activity. Along the Mexican border, the three ports of entry in Imperial County have large amounts of commerce going back and forth between the two countries.

Extraction activities in the region focus on oil and minerals. Ventura County has extensive extraction activities in the far southwestern part of the county and along Route 126. These activities extend into Los Angeles County to the area around the City of Santa Clarita. Oil wells and oil refineries remain across southern Los Angeles County. Oil drilling and refining also takes place in Orange County, near Huntington Beach and Newport Beach. Significant mining operations take place in the eastern portion of Imperial County. Wind energy generation facilities are located in the San Geronio Pass between Banning and Palm Springs.

## Open Space, Agriculture, Vacant, Land Uses

There are vast areas of open space, recreation, and agricultural land uses throughout the SCAG region (**Figure 3.11.2-7, SCAG Region Open Space, Recreation, and Agricultural Land Uses**). Open spaces vary in size and location and generally include but are not limited to public parks, recreational facilities, national forests, national parks, national monuments, military reservations, and other areas planned for such uses. Some open spaces are comprised of lands that have been acquired by public agencies or private institutions for long-term management as open space. Other open space is comprised of land designated for passive and active recreation. In addition, there are vast areas in the SCAG region that, although designated for land uses other than open space or recreation, were undeveloped in 2015 at the time of preparation of the 2016 RTP/SCS and this PEIR. Undeveloped lands are considered in the 2016 RTP/SCS as “natural lands” and include “biologically diverse landscapes such as forested and mountainous areas, shrub lands, deserts and other ecosystems which contain habitat that supports wildlife and vegetation.” Generally, the RTP/SCS consideration of natural lands excludes areas used for agriculture, rangeland, seasonal grazing, or other working lands where native plant communities are no longer extant due to anthropogenic activities. Agriculture is normally included in open space, although it may range from open grasslands and rangelands used for livestock grazing to areas supporting row and tree crops. In yet other instances, lands may be designated or zoned as open space but still allow for development of a single-family home. Lands evaluated as “natural lands” in the 2016 RTP/SCS are generally evaluated as habitat in **Section 3.4, Biological Resources**.

Farmlands and rangelands are agricultural lands that are part of the region’s open landscape and entail various types and degrees of modifications to natural lands. Also discussed in **Section 3.2, Agriculture and Forestry Resources**, farmlands include irrigated and nonirrigated crop production. Rangelands include any expanse of natural land that is not fertilized, irrigated, or cultivated and is predominately used for grazing by livestock and wildlife.

The distribution of farmlands and rangelands in the SCAG region and vicinity is based primarily on data provided by the California Department of Conservation (CDC). It also provides a summary of existing plans and programs in the region to conserve agricultural lands, plus a summary of growth management plans in other states that include provisions for conserving agricultural lands.

Based on 2012 data from the CDC verified by SCAG, and SCAG member jurisdictions, there are approximately 2,626,907 acres of agricultural lands in the SCAG region consisting of 1,481,607 million



acres of grazing land and 1,145,300 million acres of farmland including Farmland of Statewide Importance, Prime Farmland, Unique Farmland, and Farmland of Local Importance as identified by the CDC and SCAG. Additionally, these acreages also include farmlands of 10 acres or less.

There is substantially more farmland than rangeland in Ventura, Riverside, and Imperial Counties and the reverse in Los Angeles, Orange, and San Bernardino Counties. By comparison, Kern County has more farmland than the six SCAG counties combined and also has more total acres of rangeland.

Historically, development patterns in the region have been tied as much to the conversion of agricultural lands as to the consumption of natural lands for urban uses. A key issue in the region today is whether the high rate of farmland conversion in recent years can be slowed to prevent irreversible losses. An estimated 230,000 acres of farmland and grazing land were converted to nonagricultural uses and/or applied for development entitlements between 1996 and 2004.<sup>12</sup> If this trend continues unabated, the existing inventory of agricultural lands could be reduced by 700,000 acres before 2030.

## Tribal Lands

Approximately 266,110 acres, or 416 square miles, of the SCAG region consist of tribal lands from 16 different tribal affiliations (**Table 3.11.2-3, Tribal Lands within the SCAG Region**, lists the name, county, and acreage of tribal lands within the SCAG region; and **Figure 3.11.2-8, Tribal Lands in SCAG Region**, shows where tribal lands are located within the SCAG region). Indian Trust Assets (ITAs) include land, natural resources, money, or other assets held by the federal government in trust or that are restricted against alienation for Indian tribes or individuals. The Department of Interior Order No. 3175 requires all its bureaus and offices to explicitly address anticipated effects on ITAs in planning, decision, and operation documents. The Bureau of Indian Affairs (BIA) develops inventories of ITAs for all Indian tribes. Tribes must conduct soil and range inventories, land evaluations and range utilization; collect data about soil productivity, erosion, stability problems, and other physical land factors for program development, conservation planning, and water rights claims settlements. In addition, tribes are required to develop land management plans.<sup>13</sup> Sixteen tribal lands and their respective governments are in the SCAG region, including the Agua Caliente Band of Cahuilla Indians, Augustine Band of Mission Indians, Cabazon Band of Mission Indians, Cahuilla Band of Mission Indians, Chemehuevi Reservation, Colorado River Reservation, Fort Mojave Indian Tribe, Fort Yuma Reservation, Morongo Band of Mission Indians, Pechanga Band of Luiseno Indians, Ramona Band of Mission Indians, San Manuel Band of Mission Indians, Santa Rosa Band of Mission Indians, Soboba Band of Luiseno Indians, Torres-Martinez Desert Cahuilla Indians, and Twentynine Palms Band of Mission Indians.

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<sup>12</sup> SCAG Sustainability Program. Accessed 8 May 2015. Available at: <http://sustain.scag.ca.gov/Lists/Details/DispForm.aspx?ID=43>

<sup>13</sup> Bureau of Indian Affairs, Branch of Agriculture and Rangeland Development. Accessed 30 June 2015. Website. Available at: <http://www.bia.gov/WhoWeAre/BIA/OTS/NaturalResources/AgrRngeDev/index.htm>.

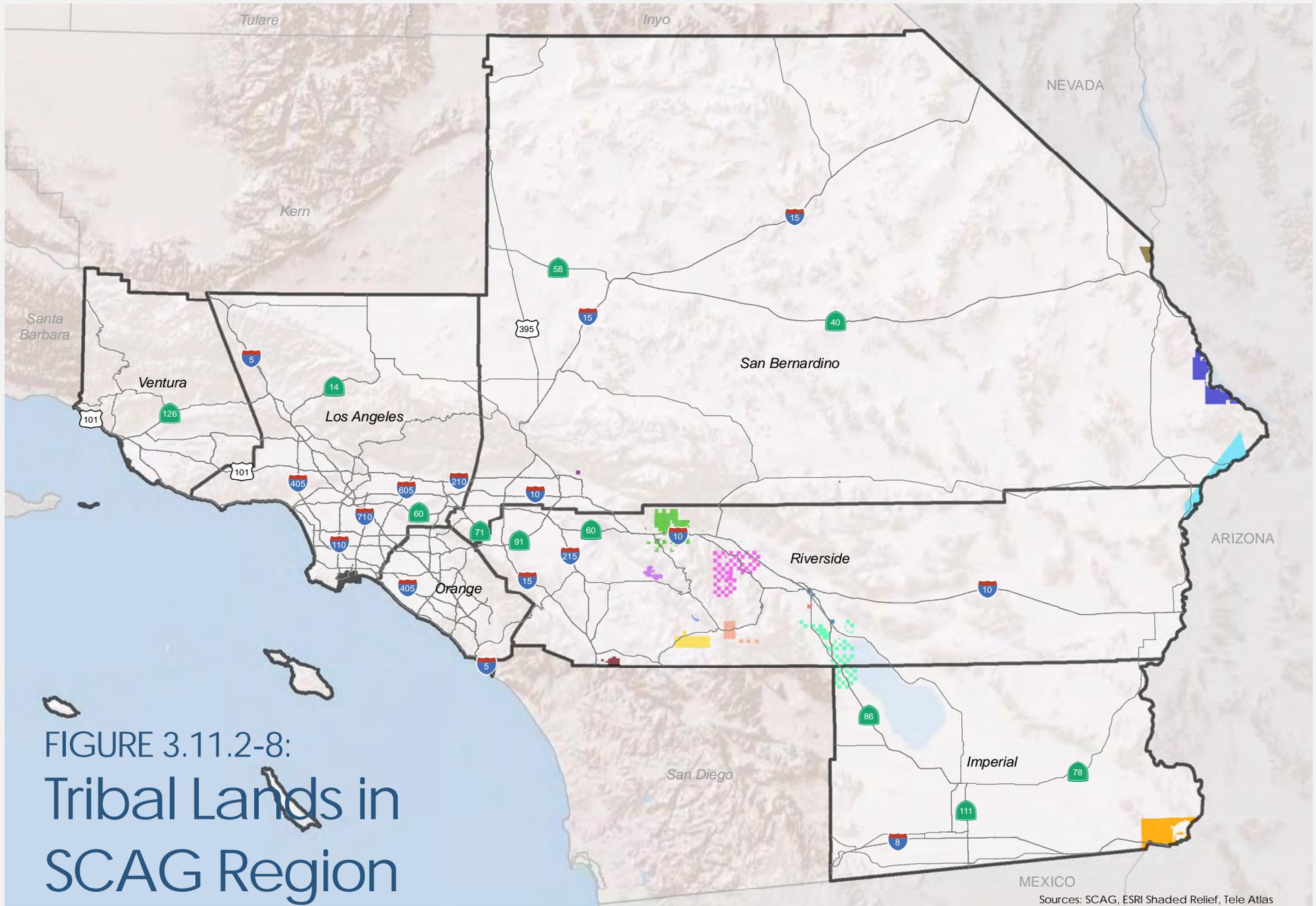


FIGURE 3.11.2-8:  
Tribal Lands in  
SCAG Region

Sources: SCAG, ESRI Shaded Relief, Tele Atlas

- |               |            |                |          |            |                   |
|---------------|------------|----------------|----------|------------|-------------------|
| Agua Caliente | Cahuilla   | Colorado River | Pechanga | San Manuel | Torres-Martinez   |
| Augustine     | Chemehuevi | Fort Mojave    | Quechan  | Santa Rosa | Twenty-Nine Palms |
| Cabazon       | Cocopah    | Morongo        | Ramona   | Soboba     |                   |

**TABLE 3.11.2-3  
TRIBAL LANDS WITHIN THE SCAG REGION**

Name	County	Acres
Agua Caliente	Riverside	31,521
Augustine	Riverside	645
Cabazon	Riverside	1,936
Cahuilla	Riverside	18,485
Chemehuevi	San Bernardino	30,823
Colorado River	Riverside	19,409
Colorado River	San Bernardino	28,598
Fort Mojave	San Bernardino	6,193
Fort Yuma	Imperial	42,737
Morongo	Riverside	31,439
Pechanga	Riverside	4,454
Ramona	Riverside	548
San Manuel	San Bernardino	673
Santa Rosa	Riverside	10,916
Soboba	Riverside	5,818
Torres-Martinez	Imperial	10,243
Torres-Martinez	Riverside	21,286
Twenty-Nine Palms	Riverside	227
Twenty-Nine Palms	San Bernardino	161

**SOURCE:**

Southern California Association of Governments. June 2011. *Tribal Reservations in the SCAG Region*. Available at: <http://www.scag.ca.gov/Documents/scagTribalRegions.pdf>

## Coastal Programs

The Coastal Program in the SCAG region consists of approximately 350,956 acres, or 548 square miles, and includes the islands off of the Southern California coast. The Coastal Program affects Ventura, Los Angeles, and Orange Counties in addition to 28 incorporated cities (**Table 3.11.2-4, *Cities in the SCAG Region with Coastal Zone Jurisdiction*; Figure 3.11.2-9, *SCAG Region Coastal Zone Jurisdiction***). Each local jurisdictional authority (city or county) with lands within the coastal zone is required to develop, and comply with, a coastal management plan. The Coastal Act requires that any person or public agency proposing development within the Coastal Zone obtain a CDP from either the CCC or the city or county having the jurisdictional authority to issue a CDP. To comply with the Coastal Zone Management Act, localities develop Local Coastal Plans (LCPs).<sup>14</sup>

<sup>14</sup> California Coastal Commission. Accessed 23 November 2014. *Laws, regulations, and legislative information*. Available at: <http://www.coastal.ca.gov/ccatc.html>

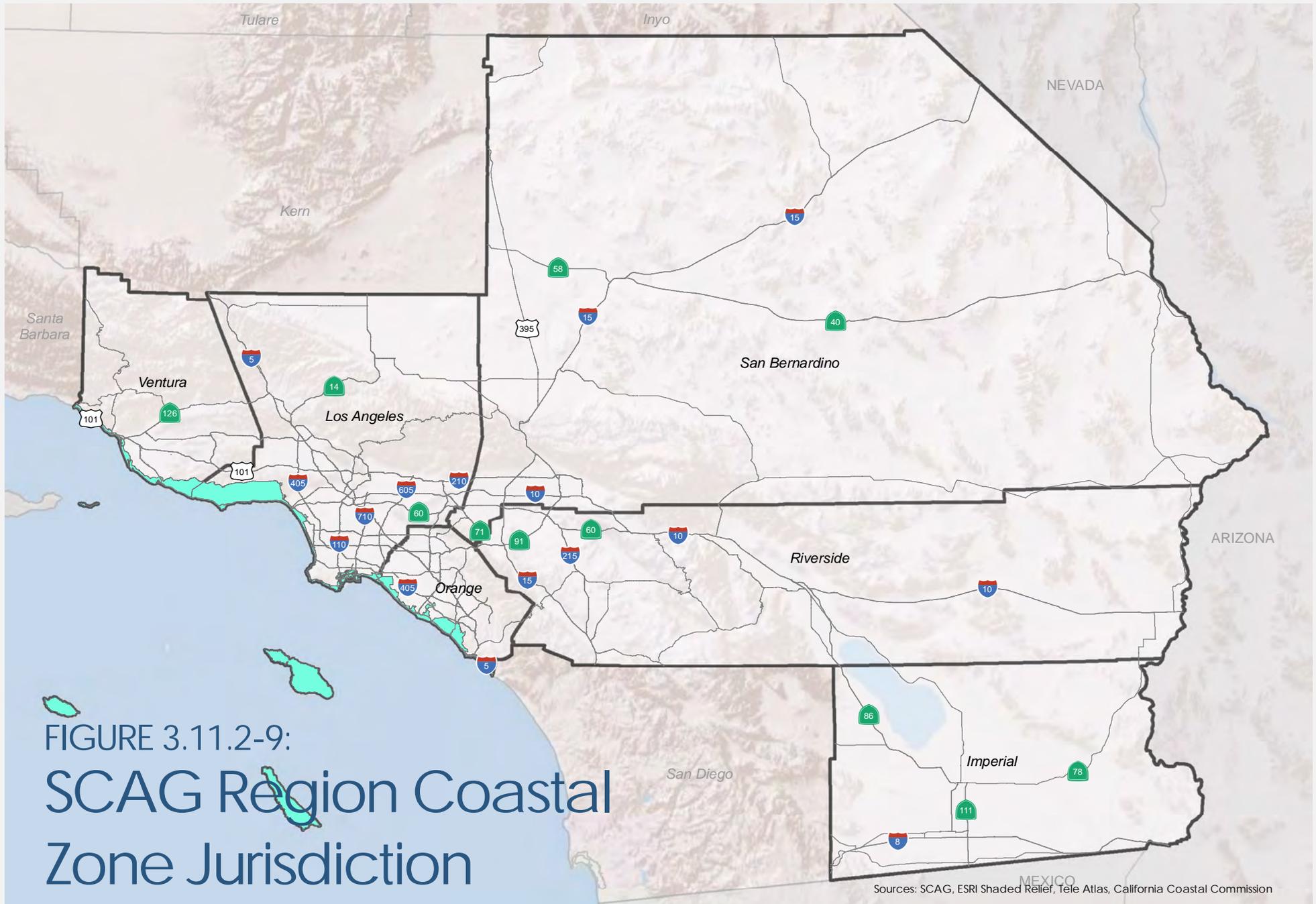
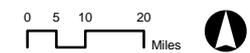


FIGURE 3.11.2-9:  
**SCAG Region Coastal  
 Zone Jurisdiction**

Sources: SCAG, ESRI Shaded Relief, Tele Atlas, California Coastal Commission

 Coastal Zone



**TABLE 3.11.2-4  
CITIES IN THE SCAG REGION WITH COASTAL ZONE JURISDICTION**

<b>Name</b>	<b>County</b>
Calabasas	Los Angeles
El Segundo	Los Angeles
Hermosa Beach	Los Angeles
Long Beach	Los Angeles
Los Angeles	Los Angeles
Malibu	Los Angeles
Manhattan Beach	Los Angeles
Palos Verdes Estates	Los Angeles
Rancho Palos Verdes	Los Angeles
Redondo Beach	Los Angeles
Santa Monica	Los Angeles
Torrance	Los Angeles
Aliso Viejo	Orange
Costa Mesa	Orange
Dana Point	Orange
Huntington Beach	Orange
Irvine	Orange
Laguna Beach	Orange
Laguna Niguel	Orange
Newport Beach	Orange
San Clemente	Orange
San Juan Capistrano	Orange
Seal Beach	Orange
Westminster	Orange
Oxnard	Ventura
Port Hueneme	Ventura
Ventura	Ventura

**SOURCE:**

California Coastal Commission. Accessed 19 July 2015. Statewide map of CCA regions. Available at:  
[http://www.coastal.ca.gov/nps/Web/cca\\_statemap.htm](http://www.coastal.ca.gov/nps/Web/cca_statemap.htm)

**Regional Habitat Conservation Plans and Multi-Species Habitat Conservation Plans**

There are 13 HCPs and NCCPs within the SCAG region (see **Table 3.4.2-12, HCPs and NCCPs Relevant to the SCAG Region**, in **Section 3.4, Biological Resources**). Of the nearly 23 million acres of land classified as “open space” within the SCAG region, approximately 20,560,501.94 acres are afforded long-term protection and conservation under the terms of an HCP or NCCP.

## *Western Riverside County Multiple Species Habitat Conservation Plan (MSHCP)*

Western Riverside County Multiple Species Habitat Conservation Plan (MSHCP) is part of a comprehensive planning effort to address species conservation, land use, and transportation. This rapidly growing area of California is expected to increase in population from 1.5 to 3 million by 2020. The integration of thoughtful conservation planning with urban development and transportation is providing a more efficient, streamlined, cost-effective way of planning for the future. Approximately \$2.2 billion has been spent on 25 large transportation projects within the Western Riverside County MSHCP. Through the streamlined permitting process, it is estimated that federal and state agencies, and other non-federal landowners saved between \$126 and \$278 million on these important infrastructure projects.

### *Lower Colorado River MSHCP*

On April 4, 2005, the Secretary of the Interior and representatives from agencies within Arizona, California, and Nevada implemented the Lower Colorado River Multi-Species Conservation Program (LCR MSCP). The LCR MSCP was created to balance the use of the Colorado River water resources with the conservation of native species and their habitats. The program area extends over 400 miles of the lower Colorado River from Lake Mead to the southernmost border with Mexico. The HCP calls for the creation of over 8,100 acres of habitat for fish and wildlife species and the production of over 1.2 million native fish to augment existing populations. The Bureau of Reclamation is the implementing agency for the LCR MSCP.<sup>15</sup>

### *Orange County Southern Subregion HCP*

The Orange County Southern Subregion HCP was approved in 2007 for a 75-year permit. This HCP is a program that established a permanent habitat reserve and perpetual land management program. This regional HCP covers large tracts of land in the County of Orange and the family-held Rancho Mission Viejo. Benefits provided by this HCP include the creation of a subregion habitat reserve program including conservation of coastal California gnatcatcher habitat.

### *Orange County Central-Coastal HCP/NCCP*

In the 18 years since the Orange County Central-Coastal HCP/NCCP was completed, numerous regional HCPs have been approved or are in development throughout California. The NCCP program has also expanded to address a broad range of important natural habitats throughout the state.

### *Coachella Valley MSHCP*

The Coachella Valley MSHCP was adopted in 2008 and preserves over 240,000 acres of natural habitat in the Coachella Valley. This MSHCP protects 27 sensitive plant and animal species. This plan is managed by the Coachella Valley Conservation Commission.

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<sup>15</sup> Lower Colorado River Multi-Species Conservation Program. 2015. Website. Available at: <http://www.lcrmscp.gov/index.html>

### ***Desert Renewable Energy Conservation Plan (DRECP)***

The DRECP was undertaken due to statewide and national concerns regarding habitat fragmentation and loss of habitat for listed and candidate species. The DRECP is currently in the process of being prepared as a joint federal and state effort involving the BLM, USFWS, the California Energy Commission, and the California Department of Fish and Wildlife (CDFW). The CEQA Notice of Preparation was released on July 28, 2011. The draft EIR was released on September 26, 2014. The DRECP is a proposed multispecies HCP intended to conserve threatened and endangered species and natural communities in the Mojave and Colorado Desert regions of Southern California, while also facilitating the timely permitting of renewable energy projects to help meet the state's goal of providing at least 33 percent of electricity generation through renewable energy by 2020, and the federal government's goal of increasing renewable energy generation on public land. As planned, the approved DRECP and associated permits would provide renewable energy developers and entities undertaking DRECP conservation efforts with authorization for the incidental take of certain endangered, threatened, and special-status plant and animal species for covered activities (as defined in the DRECP). Such authorizations would be granted by agencies that are formal participants in the DRECP.<sup>16</sup>

### ***California Desert Conservation Area Plan***

The California Desert Conservation Area Plan is used to manage BLM-controlled areas. The BLM also implements biological resource management policies through its designation of Areas of Critical Environmental Concern.

### ***West Mojave Plan***

The West Mojave Plan is an amendment to the Bureau of Land Management's (BLM) California Desert Conservation Area Plan. The West Mojave Plan also has a proposed HCP component that, if and when finalized, would provide a program for complying with the federal ESA on private lands within the West Mojave Plan area. Together, the West Mojave Plan and the proposed HCP component would cover over 9 million acres north of the Los Angeles metropolitan area with a purpose of creating a comprehensive strategy to conserve and protect almost 100 sensitive desert species and natural communities.

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<sup>16</sup> California Energy Commission. Accessed 1 May 2015. Website. Available at:  
<http://www.energy.ca.gov/2011publications/DRECP-1000-2011-001/DRECP-1000-2011-001.pdf>

### 3.11.3 THRESHOLDS OF SIGNIFICANCE

The potential for the 2016 RTP/SCS to result in impacts related to land use and planning was analyzed in relation to the questions contained in Appendix G of the State CEQA Guidelines. The Plan would result in significant impacts if it would:

- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.
- Physically divide an established community.
- Conflict with any applicable habitat conservation plan or natural community conservation plan.

### Methodology

The methodology for determining the significance of land use impacts compares the existing conditions to future (2040) conditions, as required in CEQA Section 15126.2(a). The 2016 RTP/SCS consists of a combination of transportation investments integrated with proposed land use strategies that are intended to guide the land use development pattern in the SCAG region. **Section 2.0, Project Description**, describes the Plan's vision, goals, guiding policies, performance measures, and land use and transportation strategies. A geographic information system (GIS) was used to analyze where major transportation (e.g., freeway, rail, and transit) projects would intersect areas used for residential development and business uses. A 500-foot potential impact zone was drawn around the freeway, rail, and transit projects in the 2016 RTP/SCS to compute the number of acres that could potentially be affected by the construction and operation of transportation projects included in the 2016 RTP/SCS. **Table 3.11.3-1, Land Uses Located within 500 feet of 2016 RTP/SCS Major Transportation Projects**,<sup>17</sup> shows the current land uses that are located within 500 feet of either side of Plan transportation projects. The 2040 population, households, and employment growth projections for each alternative are held constant at the regional and jurisdictional levels, but differ from one another based on the land use development patterns under different regional growth and land use strategies anticipated for each alternative.

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<sup>17</sup> Major Transportation Projects include but are not limited to projects that involve ground disturbing activities and projects outside of existing rights-of-way such as projects that require new rights-of-way, adding traffic lanes, and grade separation.

**TABLE 3.11.3-1  
LAND USES LOCATED WITHIN 500 FEET OF 2016 RTP/SCS  
MAJOR TRANSPORTATION PROJECTS**

Land Use	County						Total Acres
	Imperial	Los Angeles	Orange	Riverside	San Bernardino	Ventura	
Agriculture	1,262	2,317	437	2,688	179	414	7,296
Commercial and Services	89	5,382	4,049	2,912	1,657	516	14,605
Education	38	1,073	366	383	138	28	2,026
Facilities	15	1,947	1,054	411	279	45	3,751
General Office	12	1,990	777	460	321	119	3,680
Industrial	7	6,703	1,639	1,383	1,256	189	11,177
Military Installations	0	86	362	311	212	4	974
Mixed Commercial and Industrial	0	68	135	12	15	6	235
Mixed Residential	0	241	44	17	3	7	311
Mixed Residential and Commercial	0	124	19	31	16	3	193
Mobile Homes and Trailer Parks	21	2,017	429	331	165	49	3,012
Multi-Family Residential	24	3,260	1,894	617	400	97	6,292
Open Space and Recreation	8	6,649	1,424	564	1,010	335	9,991
Rural Residential	0	455	0	344	233	0	1,033
Single Family Residential	152	8,397	3,543	2,090	1,770	270	16,222
Transportation, Communications, and Utilities	8	5,131	557	1,428	1,003	115	8,241
Under Construction	0	79	43	201	47	7	377
Undevelopable	0	0	461	0	0	34	495
Vacant	357	15,805	928	5,822	11,147	207	34,267
Water	0	436	213	110	0	0	760
<b>Total Acres</b>	<b>1,993</b>	<b>62,161</b>	<b>18,374</b>	<b>20,114</b>	<b>19,851</b>	<b>2,447</b>	<b>124,940</b>

**SOURCE:**

Sapphos Environmental, Inc. GIS analysis, 2015.

### 3.11.4 IMPACT ANALYSIS

**IMPACT LU-1: Potential to conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.**

#### ***Significant Impact***

The implementation of major transportation projects and land use strategies included in the 2016 RTP/SCS has the potential to conflict with applicable land use plans, policies, and regulations, constituting a significant impact. SCAG has developed a policy growth forecast and associated land use distribution pattern based on anticipated growth and land use strategies included in the SCS portion of the 2016 RTP/SCS. The SCS demonstrates the region's ability to attain and exceed the GHG emission reduction targets set forth by the CARB. The SCS provides a plan for integrating the transportation network and related strategies with an overall land use pattern that responds to projected growth, housing needs, changing demographics, and transportation demands. The SCS focuses the majority of new housing and job growth in high-quality transit areas (HQTAs) and other opportunity areas in existing main streets, downtowns, and commercial corridors, resulting in an improved jobs-housing balance and more opportunity for transit-oriented development. This overall land use development pattern supports and compliments the proposed transportation investments that emphasizes system preservation, active transportation, and transportation demand management measures. As part of this regional transportation-planning effort, SCAG has included an extensive public outreach effort with low-income and minority communities that is reflected in this 2016 RTP/SCS with the goal of providing an equitable distribution of land use and transportation planning benefits and associated public health benefits, and not a disproportionate share of the burdens associated with the Plan.

Development patterns encouraged and facilitated by the 2016 RTP/SCS, where implemented by local jurisdictions, would influence the distribution of growth in existing urbanized areas or suburban town centers and opportunity areas such in the HQTAs, including livable corridors and neighborhood mobility areas. As described in **Section 2.0, Project Description**, by 2040, the SCAG region is anticipated to add 3.8 million people with or without the 2016 Plan. To accommodate the growth, the 2016 RTP/SCS includes a set of regional land use policies and strategies that are intended to encourage higher densities in some areas such as existing urban areas (e.g., HQTAs) and suburban town centers and to help increase transportation mode choice, mobility, walking and biking, and other benefits. In some other opportunity areas, the land use policies and strategies in the Plan would encourage use of opportunity areas that may be underutilized urban land. These anticipated development patterns, which would be supported by transportation investments that emphasize system preservation and enhancement, active transportation, and land use integration, are consistent with some local land use plans, goals, and policies in urban areas calling for higher density and more compact, mixed-use development served by high-quality transit and bicycle and pedestrian improvements. The 2016 RTP/SCS's focus on development in HQTAs in existing urban areas is also consistent with the planning strategies for the region's areas that are outside the HQTAs and urban (including opportunity) areas or suburban town centers because the Plan would support maintaining a less compact character for such areas if expressed in local land use plans.

The 2016 RTP/SCS contains transportation projects and land use strategies to help more strategically distribute anticipated population, households, and employment growth in the region by 2040. Many of the proposed land use strategies that support the region's transportation strategies were developed as a result of SCAG's bottom-up planning process outlined in the SCS. This process involved extensive outreach to and input from local jurisdictions, including counties, subregions, and local city planners. As such, the resulting jurisdictional level policy growth forecast was built primarily from local general plans and input from local governments. The policy growth forecast establishes population, employment, households, and housing units forecasts in the region and quantifies jurisdiction-level growth projections from each city and county in the region. As described in **Section 2.0, Project Description**, this policy growth forecast is the basis for developing the land use assumptions at the regional level and serves as the foundation of the SCS.

As a result of this comprehensive and bottom-up planning approach and process, the transportation projects and land use strategies included in the 2016 RTP/SCS are generally compatible with the county and regional level general plan data available to SCAG. However, note that SCAG has no authority to adopt, approve, implement, or otherwise regulate local land use plans or projects that will implement the SCS. SB 375 specifically provides that nothing in SB 375 supersedes the land use authority of cities and counties. In addition, cities and counties are not required to change their land use plans and policies, including general plans, to be consistent with an RTP/SCS. Rather, SB 375 is intended to provide a regional land use strategy and recommended policies to reduce GHG emissions. Local governments reserve their land use authority and may incorporate as appropriate the recommended land use strategies, guiding principles, and policies.

Although the transportation projects and land use strategies included in the 2016 RTP/SCS are generally compatible with county- and regional-level general plan data, local general plans are not updated on a consistent basis and are not required to be consistent with the RTP/SCS. This means some jurisdictions may have not updated their general plans since SCAG's last adopted 2012 RTP/SCS as they are not required to do so under SB 375, as explained in the preceding paragraph. In addition, the 2016 RTP/SCS 2040 planning horizon year is beyond the timeline of many of the most recent general plans. It is likely that over the period of the 2016 RTP/SCS, transportation projects and land use strategies have a potential to result in changes in the land use patterns in the region, and the improved accessibility from the 2016 Plan could help facilitate changes in areas. Therefore, there would be a potential for inconsistencies with general plans and potentially significant effects. However, it is important to recognize that inconsistencies may still exist without the 2016 RTP/SCS as the region grows over the next 25 years. The 2016 RTP/SCS includes region-wide growth and land use policies that are aimed to move the region forward in a direction that would help achieve a broad range of economic, transportation, environmental, sustainability and public health benefits.

In addition, transportation network projects included in the 2016 RTP/SCS such as the high speed rail projects would require new rights-of-way in highly developed areas with high-density housing along transportation corridors, resulting in potential to conflict with an applicable land use plan, policy, or regulation of an agency, constituting a potentially significant impact requiring the consideration of mitigation measures.

The future alignments and engineering designs for these rail projects have not yet been determined, but are likely to be located to the extent feasible within existing public rights-of-way such as along existing freeways, roadways, and rail corridors in order to minimize costs associated with property acquisition

and impacts to owners of private property, including businesses and residents. As a result, these high speed rail improvements would generally not conflict with land use portions of adopted plans. However, at this time, it cannot be guaranteed that all segments of future high speed rail projects would have alignments and design features that would avoid land use conflicts with adopted plans. Individual transportation network projects including the high speed rail improvements would undergo separate environmental review subject to CEQA and NEPA where applicable. The corresponding project-specific environmental documentation would identify significant impacts with regard to conflicts with land use portions of adopted plans, if any, and identify mitigation measures to avoid or lessen physical impacts to the environment resulting from any conflicts. Nevertheless, it cannot be concluded at this time that all project-level conflicts with land use portions of adopted plans associated with high speed rail projects would be avoided or substantially lessened. Therefore, transportation projects listed in the Plan would have a potential to conflict with land use portions of adopted general plans or other applicable land use plans, including specific plans and community plans, constituting the potential for a significant impact.

Overall, the implementation of major transportation projects and land use strategies included in the 2016 RTP/SCS has the potential to conflict with applicable land use plans, policies, and regulations, constituting a significant impact requiring the consideration of mitigation measures.

## **IMPACT LU-2: Potential to physically divide an established community.**

### ***Significant Impact***

The construction and operation of the major transportation projects included in the 2016 RTP/SCS, and related and coordinated land use strategies and anticipated community development, have the potential to physically divide established communities as a result of creating real or perceived barriers to pedestrians, bicyclists, and motorists, constituting a significant impact.

New transit facilities are often planned in areas that are within existing communities. Although these facilities have positive effects (such as often creating a community benefit by reducing congestion in the area; connecting to other communities; providing a new mode of travel; offering facilities such as regional and local bikeway networks to increase active transportation opportunities; or relieving overcrowding on an existing mode of travel), new transit track and expanded transit facilities for light rail, high speed rail, heavy rail, or commuter rail, all have the potential to disrupt or divide established communities. Additionally, the addition of new lanes to existing freeway routes also has the potential to divide existing communities. As freeway routes are widened, it can also create a real or perceived barrier to pedestrians, bicyclists, and motorists. New freeway segments that occur in rural areas such as the High Desert Corridor would have the least potential to divide established communities as rural areas do not typically have the same degree of established communities as urban areas. However, the potential for impacts still exists.

Although the 2016 RTP/SCS includes major highway projects that are intended to reduce travel delay by adding capacity or lanes to highways and arterials, and create complete streets such that vehicles and non-motorized transit can both use the streets simultaneously, construction and implementation of new transportation facilities or expansion of existing facilities could disrupt or divide established communities. For example, such impacts could occur as a result of the implementation of the 710 Freeway mixed flow project in Los Angeles County or the 405 Freeway mixed flow project in Orange County.

These impacts normally occur as a result of right-of-way acquisition or development that crosses an existing path of travel used by motorists, cyclists, or pedestrians, resulting in a need to reroute trips on a short-term basis during construction, or permanently. These types of impacts are greatest for pedestrians due to the time required to reroute a walking path, but comparable and normally of shorter duration for cyclists, and motorists. Short-term construction impacts would include physical barriers that limit access to a community or restrict movement within a community. Additional short-term construction-related impacts could result from disturbances due to construction equipment. These impacts are discussed under other CEQA impact categories such as Noise, Aesthetics, and Air Quality of this PEIR. Long-term impacts could result from the construction of new or expanded roadways or transit facilities in existing communities. For example, the widening of a roadway could be perceived as too great a distance to cross by a pedestrian, thereby dividing a community. An elevated grade crossing may create a physical barrier in some locations. Where such impacts occur in close proximity to schools, special consideration is due in light of the Safe Routes to School component of SCAG's Active Transportation Plan.

The potential for community disruption was assessed by evaluating the location of proposed major transportation projects in relation to surrounding land uses and community development. Highway, transit, rail extensions, and major interchange projects were assumed to have a higher potential to disrupt or divide existing communities since they would involve the creation of new roadways and acquisition of new rights-of-way. Highway widening and other projects along established transportation rights-of-way were assumed to have a lower potential to divide or disrupt existing communities and neighborhoods.

Implementation of the 2016 RTP/SCS would affect land use patterns and the consumption of currently vacant and open space lands. Anticipated significant impacts include substantial land use density increase in areas of the region adjacent to transit within HQTAs, rights-of-way acquisitions that could separate residences from community facilities and services, and conversion of vacant lands, including agricultural lands, to transportation infrastructure and residential and commercial development. Both short-term construction-related impacts as well as off-site impacts from new transportation facilities would occur as a result of implementation of the 2016 RTP/SCS. Indirect impacts from changes in land use patterns and urban density increases are expected to occur as a result of the 2016 RTP/SCS's transportation investments and land use strategies.

Through its local input and bottom-up planning process, SCAG has developed a land use distribution pattern supported by land use strategies that are included in the SCS portion of the 2016 RTP/SCS. The SCS outlines a plan for integrating the transportation network and related strategies with an overall land use pattern that responds to projected growth, housing needs, changing demographics, and transportation demands. The SCS focuses the majority of new housing and job growth in HQTAs and other opportunity areas in existing urbanized areas and suburban town centers and opportunity areas, resulting in an improved jobs-housing balance and more opportunity for infill, mixed-used, and/or transit-oriented development. This overall land use development pattern supports and compliments the proposed transportation network that emphasizes system preservation, active transportation, and transportation demand management measures.

A GIS analysis was performed to determine where major transportation projects (e.g., freeway, rail, and transit projects) in the 2016-2040 RTP/SCS intersected residential areas. For purposes of identifying potential land use incompatibility, a 500-foot potential impact zone buffer was used around the 2016 RTP/SCS major transportation projects to identify the number of acres potentially affected (**Table 3.11.3-1**). Based on the jurisdictional level local input to the Projected Growth Forecast, the analysis shows that 27,064 acres of residential land uses would be located within the 500-foot buffer of major projects included in the 2016 RTP/SCS.

The analysis performed is regional and programmatic in nature. It is intended to serve as a regional cumulative analysis for local jurisdictions in the preparation of project-specific environmental documentation and to provide a framework for mitigation measures to be implemented on both a programmatic, regional basis, and at a project level when individual transportation projects are evaluated by individual lead agency jurisdictions.

The construction and operation of the major transportation improvements included in the 2016 RTP/SCS and anticipated growth patterns and community development have the potential to physically divide established communities, constituting a significant impact requiring the consideration of mitigation measures.

### **IMPACT LU-3: Potential to conflict with any applicable habitat conservation plan or natural community conservation plan.**

#### ***Significant Impact***

The transportation projects included in the 2016 RTP/SCS would result in conflicts with the provisions of applicable adopted HCPs and NCCPs due to proposed transportation project development in lands that are protected under these HCPs and NCCPs.

Major transportation projects included in the 2016 RTP/SCS are determined to have the potential to impact land within five of the 13 HCPs/NCCPs in the SCAG region (see **Table 3.4.4-10** in **Section 3.4, Biological Resources**). The development of transportation improvement projects, particularly projects involving large-scale ground disturbance during construction such as grade separation projects, mixed flow lane projects, and rail projects, within the SCAG region may result in significant impacts to lands protected by HCPs and NCCPs. It is anticipated that no impacts related to conflicts with HCPs and/or NCCPs would occur where transportation improvement projects are limited to improvements to existing features and do not expand beyond existing road limits. These potential impacts would include direct impacts to lands protected under these HCPs and NCCPs as well as potential direct and indirect impacts to plant and animal species and their habitats afforded protection under these HCPs and NCCPs through conversion of habitat and introduction of lighting and noise during construction and operation. Four of the five HCPs and NCCPs located within the SCAG region contain provisions for the construction of transportation projects as part of plan-covered activities, acknowledging that such project normally constitute significant impacts, and specifying the requirement for mitigation measures.

Portions of 2016 RTP/SCS major transportation projects in Imperial, Los Angeles, Riverside, and San Bernardino Counties are within the Desert Renewable Energy Conservation Plan (DRECP). The DRECP is a proposed multispecies HCP intended to conserve threatened and endangered species and natural communities in the Mojave and Colorado Desert regions of Southern California. However, the DRECP

only applies to the development of renewable energy projects, including wind and solar energy projects. Therefore, 2016 RTP/SCS transportation projects would not conflict with the DRECP because these projects are not facilitating the development of renewable energy projects. The remaining four HCP/NCCPs (Coachella Valley MSHCP, Orange County Transportation Authority NCCP/HCP, West Mojave HCP, and Western Riverside County MSHCP) include considerations for the development of transportation projects as part of plan-covered activities.

The development of transportation projects, particularly projects involving large-scale ground disturbance during construction such as grade separation projects, mixed flow lane projects, and rail projects, within the SCAG region may result in significant impacts to lands protected by HCPs and NCCPs. It is anticipated that no impacts related to conflicts with HCPs and/or NCCPs would occur where transportation projects are limited to improvements to existing features and do not expand beyond existing road limits. These potential impacts would include direct impacts to lands protected under these HCPs and NCCPs as well as potential direct and indirect impacts to plant and animal species and their habitats afforded protection under these HCPs and NCCPs through conversion of habitat and introduction of lighting and noise during construction and operation.

Overall, the 2016 RTP/SCS would be expected to result in significant impacts related to conflicts with the provisions of adopted HCPs and NCCPs applicable to the SCAG region, requiring the consideration of mitigation measures.

### **3.11.5 CUMULATIVE IMPACTS**

**IMPACT LU-1: Potential to conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.**

#### ***Significant Cumulative Impact***

Implementation of the transportation projects included in the 2016 RTP/SCS, when taken into consideration with related development and infrastructure projects within the SCAG region and surrounding areas, would have a potential to conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect, thus constituting a significant cumulative impact. Implementation of the 2016 RTP/SCS would result in an increase in density and land use development over the planning horizon between 2016 and 2040. By 2040, the SCAG region is anticipated to add an additional approximately 3 million people (17 percent increase over baseline conditions) with or without the 2016 RTP/SCS. The land use strategies in the 2016 RTP/SCS identify new growth distribution and anticipated land use development patterns to accommodate growth projections, but may in some instances require higher density land use patterns than those envisioned by currently adopted county and city general plans. Although a similar level of socioeconomic growth and development is anticipated even without the 2016 RTP/SCS, this Plan includes regional level strategies that would influence growth, including distribution patterns, and change land use patterns in the region. Other infrastructure improvements in

the SCAG region related to agricultural, residential, commercial, manufacturing, and institutional land uses may further exacerbate the conflicts with adopted city and county general plan land use goals and policies, and in some instances may warrant consideration of amendments of such plans. Therefore, the Plan would have the potential to conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect, thus constituting a significant cumulative impact requiring the consideration of mitigation measures.

## **IMPACT LU-2: Potential to physically divide an established community.**

### ***Significant Cumulative Impact***

The construction and operation of the major transportation projects included in the 2016 RTP/SCS, and related and coordinated land use strategies and anticipated community development, when taken into consideration with other land use development projects and infrastructure improvements in the SCAG region and surrounding counties, have the potential to physically divide established communities as a result of barriers to pedestrians, bicyclists, and motorists, constituting a significant cumulative impact. The development of transportation projects, particularly projects involving large-scale ground disturbance during construction such as grade separation projects, mixed flow lane projects, and at-grade transit and rail projects within the SCAG region have the potential to result in significant impacts to land use by creating a physical barrier that divide established communities. These impacts when combined with comparable impacts from development of agricultural, residential, commercial, manufacturing, and institutional land uses may contribute to cumulative impacts to land use by contributing to the total number of areas where established communities are divided. Therefore, the Plan would have the potential to physically divide an established community, requiring the consideration of mitigation measures.

## **IMPACT LU-3: Potential to conflict with any applicable habitat conservation plan or natural community conservation plan.**

### ***Significant Cumulative Impact***

The 2016 RTP/SCS would not be expected to contribute incrementally with related projects in the SCAG region with regard to conflicting with HCPs and/or NCCPs because all covered transportation projects located within the HCPs and/or NCCPs would be required to comply with the provisions of the respective conservation plans. Although development is anticipated to occur within cities and counties even without the 2016 RTP/SCS, the Plan includes regional policies that could influence growth, including distribution patterns, throughout the region. To address this, the analysis in the PEIR considers overall regional impacts of transportation investments and land development strategies described in the 2016 RTP/SCS. Overall, the impacts to biological resources as a result of transportation projects and investment and land use strategies included in the 2016 RTP/SCS would increase habitat fragmentation and would be expected to incrementally contribute to indirect cumulative impacts to biological resources, in combination with other projects in the SCAG region, requiring the consideration of mitigation measures.

### 3.11.6 MITIGATION MEASURES

Mitigation measures as they pertain to each CEQA question related to land use and planning are described below. Mitigation measures are categorized into two categories: SCAG mitigation and project-level mitigation measures. SCAG mitigation measures shall be implemented by SCAG over the lifetime of the 2016 RTP/SCS. Project-level mitigation measures can and should be implemented by Lead Agencies for transportation and development projects, as applicable and feasible.

**IMPACT LU-1: Potential to conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.**

#### *SCAG Mitigation Measures*

**MM-LU-1(a)(1):** SCAG shall encourage cities and counties in the region to provide SCAG with electronic versions of their most recent general plan (and associated environmental document) and any updates as they are produced.

**MM-LU-1(a)(2):** SCAG shall continue to provide targeted technical services such as GIS and data support for cities and counties to update their general plans at least every ten years, as recommended by the Governor’s Office of Planning and Research.

**MM-LU-1(a)(3):** SCAG shall work with its member cities and counties to encourage that transportation projects and growth are consistent with the RTP/SCSs.

**MM-LU-1(a)(4):** SCAG shall coordinate with member cities and counties to encourage that general plans consider and reflect as appropriate RTP/SCS policies and strategies. SCAG will work to encourage consistency between general plans and RTP/SCS policies.

**MM-LU-1(a)(5):** SCAG shall provide technical assistance and regional leadership to encourage implementation of the RTP/SCS goals and strategies that integrate growth and land use planning with the existing and planned transportation network.

**MM-LU-1(a)(6):** SCAG shall provide planning services to local jurisdictions through sustainability planning programs including the Sustainability Program, and the Green Region initiative, and “Toolbox Tuesday” workshops. These projects will provide assistance to local jurisdictions to:

- Update General Plans to address sustainable communities strategies to better integrate land use and transportation planning.
- Develop specific plans, zoning overlays and other planning tools to enable and stimulate desired land use changes that are consistent with the future land development pattern in the 2016 RTP/SCS
- Complete the economic analysis and community involvement efforts that will ensure that the planned changes are market feasible and responsible to stakeholder concerns.

- Visualize potential changes, through innovative graphics and mapping technology to inform the dialogue about growth, development and transportation at the local and regional level.

**MM-LU-1(a)(7):** SCAG shall continue with a public relations strategy that emphasizes the benefits and implications of implementing sustainable growth strategies and builds a sense of common interests among Southern California communities.

**MM-LU-1(a)(8):** SCAG shall continue to use its Intergovernmental Review Process to provide comments to lead agencies on regionally significant projects, that may be considered for determining consistency with the RTP/SCS .

### *Project-Level Mitigation Measures*

**MM-LU-1(b):** Consistent with the provisions of Section 15091 of the State CEQA Guidelines, SCAG has identified mitigation measures capable of avoiding or reducing the significant effects regarding the potential to conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project that are within the jurisdiction and responsibility of local jurisdictions and Lead Agencies. Where the Lead Agency has identified that a project has the potential for significant effects, the Lead Agency can and should consider mitigation measures to ensure compliance with the goals and policies established within the applicable adopted county and city general plans within the SCAG region to avoid conflicts with zoning and ordinance codes, general plans, land use plan, policy, or regulation of an agency with jurisdiction over the project, as applicable and feasible. Such measures may include the following, or other comparable measures identified by the Lead Agency:

- Where an inconsistency with the adopted general plan is identified at the proposed project location, determine if the environmental, social, economic, and engineering benefits of the project warrant a variance from adopted zoning or an amendment to the general plan.

### **IMPACT LU-2: Potential to physically divide an established community.**

#### *SCAG Mitigation Measures*

**MM-LU-2(a):** SCAG shall consult with Lead Agencies such as county and city planning departments to facilitate minimizing impacts to the physical division of an established community. This shall be accomplished through cooperation and information sharing regarding specific alignments and rights-of-way planning for Plan projects, and regional program development as part of SCAG's ongoing regional planning efforts. These include but are not limited to web-based planning tools and sustainability programs for local government such as:

- CA LOTS, and other GIS tools and data services, including but not limited to:
  - Map Gallery.
  - GIS library and GIS applications.
- Direct technical assistance efforts such as Toolbox Tuesday Training series and sharing of associated online training materials.

- Sustainability Planning Grant (formerly known as Compass Blueprint Grant Program).
- Green Region initiative.
- Assistance with economic analysis and community involvement efforts that will ensure that the planned changes are market feasible and responsible to stakeholder concerns.
- Assistance with visualization services, through innovative graphics and mapping technology to inform the dialogue about growth, development, and transportation at the local and regional level.
- Planning services for General Plan updates to assist with implementing sustainable communities strategies that integrate land use and transportation planning.

### *Project-Level Mitigation Measures*

**MM-LU-2(b):** Consistent with the provisions of Section 15091 of the State CEQA Guidelines, SCAG has identified mitigation measures capable of avoiding or reducing the significant effects related to the physical division of an established community in a project area within the jurisdiction and responsibility of local jurisdictions and Lead Agencies. Where the Lead Agency has identified that a project has the potential for significant effects, the Lead Agency can and should consider mitigation measures to ensure compliance with the goals and policies established within the applicable adopted county and city general plans within the SCAG region to avoid the creation of barriers that physically divide such communities, as applicable and feasible. Such measures may include the following, or other comparable measures identified by the Lead Agency:

- Consider alignments within or adjacent to existing public rights-of-way.
- Consider designs to include sections above- or below-grade to maintain viable vehicular, cycling, and pedestrian connections between portions of communities where existing connections are disrupted by the transportation project.
- Wherever feasible incorporate direct crossings, overcrossings, or undercrossings at regular intervals for multiple modes of travel (e.g., pedestrians, bicyclists, vehicles).
- Consider realigning roadway or interchange improvements to avoid the affected area of residential communities or cohesive neighborhoods.
- Where it has been determined that it is infeasible to avoid creating a barrier in an established community, consider other measures to reduce impacts, including but not limited to:
  - Alignment shifts to minimize the area affected.
  - Reduction of the proposed right-of-way take to minimize the overall area of impact.
  - Provisions for bicycle, pedestrian, and vehicle access across improved roadways.
- Design new transportation facilities that consider access to existing community facilities. Identify and consider during the design phase of the project, community amenities and facilities in the design of the project.
- Design roadway improvements that minimize barriers to pedestrians and bicyclists. Determine during the design phase, pedestrian and bicycle routes that permit connections to nearby community facilities.

**IMPACT LU-3: Potential to conflict with any applicable habitat conservation plan or natural community conservation plan.**

*SCAG Mitigation Measures*

See **MM-BIO-1(a)(1)** and **MM-BIO-1(a)(2)**.

*Project-Level Mitigation Measures*

See **MM-BIO-1(b)**, **MM-BIO-2(b)**, **MM-BIO-3(b)**, **MM-BIO-4(b)**, **MM-BIO-5(b)**, and **MM-BIO-6(b)**.

**3.11.7 LEVEL OF SIGNIFICANCE AFTER MITIGATION**

**IMPACT LU-1: Potential to conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.**

It is likely that in some instances currently adopted general plans and other adopted plans will not be consistent with the 2016 RTP/SCS policies and land use strategies, and they are not required to be consistent for purposes of the SCS pursuant to SB 375. Implementation of mitigation measures **MM-LU-1(a)(1)**, **MM-LU-1(a)(2)**, **MM-LU-1(a)(3)**, **MM-LU-1(a)(4)**, **MM-LU-1(a)(5)**, **MM-LU-1(a)(6)**, **MM-LU-1(a)(7)**, **MM-LU-1(a)(8)**, and **MM-LU-1(b)** would reduce some of these impacts. However, direct, indirect, and cumulative impacts would remain significant and unavoidable.

**IMPACT LU-2: Potential to physically divide an established community.**

The 2016 RTP/SCS includes transportation projects that have the potential to disrupt or divide communities through transportation investments and development patterns that would influence the pattern of urbanization in the region. As a result of the scale and number of these projects, even with mitigation, it is likely that in some cases impacts would not be mitigated to a less than significant level. Therefore, after the implementation of Mitigation Measures **MM-LU-2(a)** and **MM-LU-2(b)**, direct, indirect, and cumulative impacts would remain significant and unavoidable.

**IMPACT LU-3: Potential to conflict with any applicable habitat conservation plan or natural community conservation plan.**

The implementation of mitigation measures **MM-BIO-1(a)(1)**, **MM-BIO-1(a)(2)**, **MM-BIO-1(b)**, **MM-BIO-2(b)**, **MM-BIO-3(b)**, **MM-BIO-4(b)**, **MM-BIO-5(b)**, and **MM-BIO-6(b)** would avoid or impacts related to conflicts with the provisions of adopted HCPs and NCCPs applicable to the 2016 RTP/SCS to below the level of significance. Any transportation projects proposed for development within these HCPs and/or NCCPs would be required to comply with the provisions and policies of the respective plan. Therefore, it is expected that compliance with these provisions would be sufficient to prevent direct, indirect, and cumulative impacts related to conflicts with HCPs and NCCPs.