

3.9 Land Use, Housing, and Population

This section provides an evaluation of potential impacts to Carlsbad's land use pattern, housing development, and population as a result of the proposed General Plan.

Environmental Setting

PHYSICAL SETTING

Carlsbad occupies approximately 39 square miles of rolling hills, beaches and bluffs along the northern coast of San Diego County. The city is located about 30 miles north of San Diego and about 90 miles south of Los Angeles. In addition to the Pacific Ocean coastline along its western boundary, Carlsbad is surrounded by the city of Oceanside to the north, the city of Encinitas to the south, and the cities of Vista and San Marcos, and unincorporated areas of San Diego County to the east. Along Carlsbad's northern edge, urban development abuts Highway 78, with the highway and Buena Vista Lagoon acting as a boundary between Carlsbad and Oceanside. Batiquitos Lagoon along the city's southern edge acts as a boundary between Carlsbad and Encinitas. To the east, city boundaries are less clear, as a mix of hillsides and urban development are located adjacent to the cities of Vista and San Marcos and unincorporated county lands.

Existing Land Use and Housing

The geographically dominant land use in Carlsbad is single-family residential, with neighborhoods distributed throughout the city. Table 3.9-1 describes the extent of existing land uses; this data is based on information from the San Diego Association of Governments (SANDAG) and from the City of Carlsbad. Residential uses account for 27 percent of the city's existing land area, with the largest share attributable to single-family homes.

As of 2013 there are 45,522 housing units in the city (includes units not counted for purposes of the city's Growth Management Plan; see Growth Management discussion under the Regulatory Setting section), which consist of 31,650 single-family and two-family units (69.5 percent of the total residential units), 12,592 multi-family units (28 percent of total) and 1,280 mobile homes (2.8 percent of total). Figure 3.9-1 depicts the location of existing land uses.

Non-residential uses, including commercial, industrial and hotels, account for 8 percent of the city's land area. Commercial and industrial uses are primarily concentrated along Palomar Airport Road. There are 14.9 million square feet of industrial and research and development/flex space, 5.6 million square feet of office space, and 3.8 million square feet of retail uses in the city.

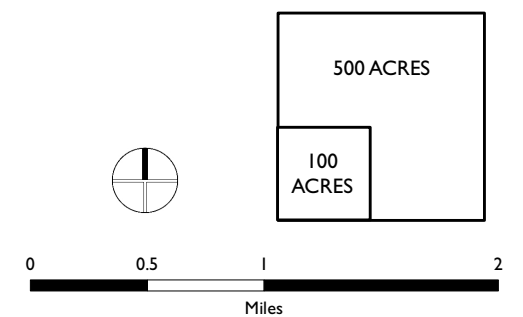
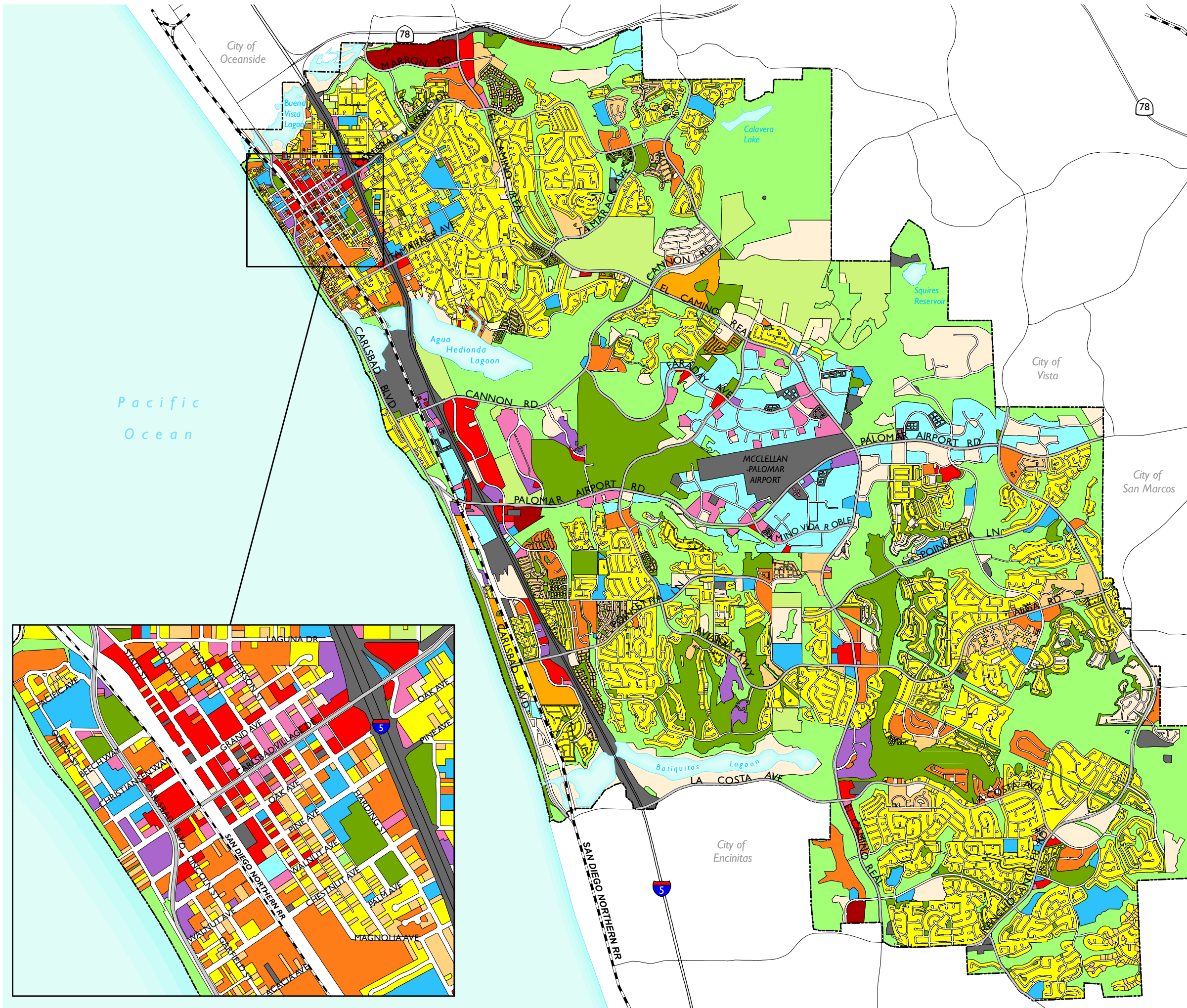
Hotels, which comprise 1 percent of Carlsbad's land area, are scattered throughout the city, taking advantage of freeway access, the airport and proximity to major activity and employment centers, including LEGOLAND, beaches, lagoons, golf courses, the Village, and business parks. Public and quasi-public uses, including city buildings and utilities, account for 6 percent of the city's total acreage.

Although the coastal portions of Carlsbad are largely developed, natural vegetation remains in and around the three coastal lagoons and on the higher, steeper-sloped, inland portions of the city. Eight percent of the city's land area is used for parks and recreation, 4 percent for agriculture, and 25 percent as other open space or natural areas. The remaining 9 percent of land is undeveloped or vacant. Although some of the vacant land is available for development, some sections may not be developable due to site constraints, such as steep slopes or natural habitat that is protected pursuant to the city's Habitat Management Plan.

Figure 3.9-1
PROPOSED GENERAL PLAN

Existing Land Use

- Spaced Rural Residential
 - Single Family Detached Residential
 - Single Family Attached Residential
 - Mobile Homes
 - Multi-Family Residential
 - Shopping Centers
 - Commercial
 - Hotel, Motel, Resort
 - Office
 - Education/Institutional
 - Transportation, Communication, Utilities
 - Industrial
 - Agriculture
 - Recreation
 - Open Space
 - Undeveloped
- Highways
 - Major Roads
 - Railroad
 - City Limits



Source: City of Carlsbad, 2009; SANDAG, 2008; Dyett & Bhatia, 2011.

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Table 3.9-1: Existing (2012) Land Uses

<i>Land Use</i>	<i>Acres</i>	<i>Share Of Subtotal</i>
Residential Total	6,797	27%
Rural Residential	87	<1%
Single Family Detached Residential	5,084	20%
Single Family Attached Residential	646	3%
Mobile Homes	180	<1%
Multi-Family Residential	800	3%
Commercial/Industrial Total	2,104	8%
Shopping Centers	131	<1%
Hotel, Motel, Resort	223	<1%
Commercial	326	1%
Office	270	1%
Industrial	1,154	5%
Public/Quasi-Public Total	1,415	6%
Transportation, Communication, Utilities	930	4%
Education/Institutional	485	2%
Agriculture/Open Space/Recreation	9,252	37%
Agriculture	935	4%
Open Space	6,243	25%
Recreation	2,074	8%
Others Total	5,453	22%
Undeveloped/Vacant	2,218	9%
Rights of Way	3,235	13%
Grand Total	25,021	100%

1. Percentages may not add up due to rounding.
2. Planned land uses, such as open space, may differ than existing land uses shown in this table. In addition, some “undeveloped/vacant” land may have been developed since the date of SANDAG’s data.

Source: SANDAG, 2008; City of Carlsbad Planning Department, 2011; Dyett & Bhatia, 2012

A more detailed discussion regarding existing land use patterns in the city is provided in *Envision Carlsbad Working Paper #6: Small Town Feel, Beach Community Character and Connectedness; Neighborhood Revitalization, Community Design and Livability*, available at www.carlsbadca.gov/envision.

Population

Since its incorporation in 1952, Carlsbad has grown steadily and substantially over the decades from a population of 9,253 in 1960. According to Census data, the city's population grew to 62,846 in 1990, 78,247 in 2000 and 105,185 in 2010. As of January 1, 2013, the California Department of Finance (DOF) estimated Carlsbad's population is 108,246. A more detailed discussion regarding population and demographic trends in the city is provided in *Envision Carlsbad Working Paper #2: The Local Economy, Business Diversity, and Tourism*, available at www.carlsbadca.gov/envision.

REGULATORY SETTING

State Regulations

California Coastal Act

The California Coastal Act (Public Resources Code Section 30000 et seq.) authorizes the State of California to regulate development within the Coastal Zone, defined as the area between the seaward limits of the state's jurisdiction and generally 1,000 yards landward from the mean high tide line of the sea. In Carlsbad, the Coastal Zone boundary generally encompasses the area east of the Pacific Ocean to El Camino Real.

The basic goals of the Coastal Act, per Public Resources Code Section 30001.5, are:

- (a) Protect, maintain, and, where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and artificial resources.
- (b) Assure orderly, balanced utilization and conservation of coastal zone resources taking into account the social and economic needs of the people of the state.
- (c) Maximize public access to and along the coast and maximize public recreational opportunities in the coastal zone consistent with sound resources conservation principles and constitutionally protected rights of private property owners.
- (d) Assure priority for coastal-dependent and coastal-related development over other development on the coast.
- (e) Encourage state and local initiatives and cooperation in preparing procedures to implement coordinated planning and development for mutually beneficial uses, including educational uses, in the coastal zone.

The Coastal Act's coastal resources planning and management policies cover six areas: public access, recreation, the marine environment, land resources, development, and industry. The policies articulate requirements for public access and for protection of marine resources and environmentally sensitive habitat areas. They lay out clear priorities for concentrating development in urbanized areas, preserving agriculture and open space, protecting fishing and coastal-dependent industry, promoting recreational use of the coast, and giving priority to visitor-serving commercial uses over general commercial or residential development.

The Coastal Act requires that individual jurisdictions adopt local coastal programs (LCP) to implement the Coastal Act. Carlsbad's LCP consists of a land use plan document (separate from the General Plan) containing land use policies and an implementing ordinance—the city's Zoning Ordinance is the LCP implementing ordinance. Development in the city's Coastal Zone must comply with the LCP in addition to the General Plan.

General Plan Consistency with Airport Land Use Compatibility Plans

Public Utilities Code Section 21675 requires each airport land use commission to formulate an airport land use compatibility plan. California Government Code Section 65302.3 further requires that general plans be consistent with airport land use compatibility plans. In addition, general plans and applicable specific plans must be amended to reflect amendments to the airport land use compatibility plan. The McClellan-Palomar Airport Comprehensive Airport Land Use Compatibility Plan is discussed further below.

Department of Housing and Community Development

The State of California Department of Housing and Community Development (HCD) is responsible for determining the regional housing need for all jurisdictions in California and ensuring the availability of affordable housing for all income groups.

Local Regulations

1994 General Plan

The current General Plan was last comprehensively updated in 1994, though individual elements have been amended at various times since then. The General Plan contains the seven required elements, as well as a Parks and Recreation Element and an Arts Element. Goals, objectives and implementing policies and programs are provided for each element. The current General Plan land use designations paint a picture similar to what is on the ground: neighborhoods of low density residential homes and open space, the community bisected by the planned industrial area around the airport and commercial uses along I-5, Palomar Airport Road, in the Village and in pockets along El Camino Real and Rancho Santa Fe Road. Higher density residential areas are designated near the Village but also in dispersed locations throughout the city.

City of Carlsbad Growth Management Plan (Proposition E)

In the mid-1980s, the city was experiencing an era of rapid growth, which raised community concerns about how growth would affect quality of life—the community's "small town" identity, open space, natural habitat, and the adequacy of public facilities to serve new growth. In July 1986, to address these concerns, the city adopted the Growth Management Plan, which was ratified by voter approval of Proposition E in November 1986.

The Growth Management Plan requires adequate public facilities be provided concurrent with new growth. To ensure this, the Growth Management Plan identifies performance standards for 11 public facilities – city administration, library, wastewater treatment, parks, drainage, circulation, fire, open space, schools, sewer collection, and water distribution. The facility

performance standards were based on the city’s residential dwelling unit capacity (existing and future units), which in 1986 was estimated to be 54,599 dwelling units.

Through Proposition E, voters limited the number of dwelling units in the city to the 54,599 dwelling unit estimate. As shown in Table 3.9-2, Proposition E established a maximum number of dwelling units that could be built after November 4, 1986 in each of the city’s four quadrants, which are located along El Camino Real and Palomar Airport Road. Table 3.9-2 also shows the estimated number of dwelling units that existed in November 1986 and the estimated total units allowed in each quadrant and citywide.

Table 3.9-2: Proposition E – Growth Management

<i>Quadrant</i>	<i>Estimated existing units in Nov. 1986</i>	<i>Prop. E max. units allowed after Nov. 4, 1986</i>	<i>Growth management dwelling unit cap estimate¹</i>	<i>Estimated dwelling units at proposed General Plan capacity¹</i>
Northwest	9,526	5,844	15,370	15,097
Northeast	2,876	6,166	9,042	9,042 ²
Southwest	2,192	10,677	12,859	11,512
Southeast	6,527	10,801	17,328	16,669
CITYWIDE	21,121	33,478	54,599	52,320

¹ Excludes second dwelling units and commercial living units, which are not counted for purposes of the city’s Growth Management dwelling unit limitations, as described above.

² The proposed new residential sites shown on the Land Use Map in the northeast quadrant would result in a higher residential unit capacity than the Growth Management dwelling unit cap for that quadrant. During the city’s public hearing process to adopt the proposed General Plan, residential land use designation changes proposed in the northeast quadrant will need to be modified (reduced by a minimum of 327 units) to ensure that the Growth Management dwelling unit cap is not exceeded. In no case will the adopted General Plan have a dwelling unit capacity that exceeds the Growth Management dwelling unit caps; therefore, this table indicates that the estimated capacity for the northeast quadrant, as well as the other quadrants, is no more than the Growth Management dwelling unit cap.

Pursuant to Proposition E, the city cannot approve any General Plan amendment, zone change, subdivision map or other discretionary permit that could result in residential development that exceeds the dwelling unit limit in each quadrant. To increase the Proposition E dwelling unit limit in any city quadrant requires approval by Carlsbad voters. Table 3.9-2 shows the dwelling units by city quadrant that will result from the proposed General Plan.

Pursuant to state law and city regulations, second dwelling units and commercial living units are not counted as dwellings for the purposes of Growth Management. California Government Code Section 65852.2 states that second dwelling units shall not be considered in the application of any local ordinance, policy, or program that limits residential growth. In regard to commercial living units (e.g., professional care facilities, hotels, and time-shares), Carlsbad Municipal Code Section 21.04.093 states that such units are not considered dwelling units due to the assistance/services provided in conjunction with the living unit and/or the use of the living unit for temporary lodging. In addition, pursuant to the city’s Citywide Facilities and Improvements Plan, hotels, time-shares, and units that are not defined as a dwelling unit in the building code are not counted

as dwelling units for purposes of Growth Management. As of 2013, there are 44,440 dwelling units existing in the city that count toward the Growth Management dwelling limitations.

Without growth management, the city estimated in 1986 that, at buildout¹, total housing units and population would have exceeded 100,000 units and 200,000 residents. If the number of dwelling units in the city were to reach the maximum of 54,599, total population is projected to reach approximately 120,000.

Specific and Master Plans

The city uses specific plans and master plans extensively to coordinate development and infrastructure improvements on large sites or series of parcels. Specific plans and master plans must be consistent with the general plan, and are typically used to establish development plans and standards to achieve the design and development objectives for a particular area. Much of the residential areas in the southern and northeastern portions of the Carlsbad were developed as part of a master plan (e.g., Aviara, Bressi Ranch, Calavera Hills, Rancho Carrillo, Robertson Ranch, and Villages of La Costa). In addition to the large residential master plan areas, the city has several smaller residential specific plans and specific plans for commercial and industrial areas. The Village Master Plan was recently amended in 2012 and will continue to guide development in that area. There are also many older specific plans and master plans that have been fully implemented.

Open Space Conservation Resource Management Plan

The City of Carlsbad's Open Space Conservation Resource Management Plan (OSCRMP) (1992) defines a program for implementation of an integrated open space system incorporating all types of General Plan open space, including natural habitats and trails. The OSCRMP served to support the city's Growth Management Plan by making recommendations on the types of open space to be provided within each Local Facilities Management Zone (LFMZ). Another purpose of the OSCRMP was to plan a conceptual trail system and propose future trail alignments. The OSCRMP continues to be consulted to plan for improvements to the city's trail network.

City of Carlsbad Habitat Management Plan

The Carlsbad Habitat Management Plan (HMP) is a long-range plan for conserving wildlife habitat in the City. The HMP is an adopted subarea plan within the proposed North County Multiple Habitat Conservation Plan. The Carlsbad HMP outlines specific conservation, management, facility siting, land use, and other measures that the city will take to preserve the diversity of the habitat and protect sensitive biological resources in the city while also allowing for additional development and growth under the city's General Plan. The city's HMP preserve contains natural habitats that are necessary to sustain threatened, listed or sensitive species, and to maintain biological value. According to U.S. Fish and Wildlife Service and California Department of Fish and Wildlife requirements, the HMP is required to establish a preserve of 6,478 acres of natural habitat (within the city's jurisdictional boundary), as well as an additional 308 acres of "core area" habitat for the coastal California gnatcatcher (outside of the city's

¹ Likely development under the General Plan is referred to as buildout.

jurisdiction). See Section 3.3, Biological Resources for a more detailed discussion of biological resources and the HMP.

City of Carlsbad Development Codes

Carlsbad's codes governing development include the Zoning Ordinance, Environment Ordinance, Subdivisions Ordinance, Grading and Drainage Ordinances, Fire Prevention Code, and California Building Code. These codes regulate development as described below.

Zoning Ordinance (Carlsbad Municipal Code, Title 21)

This ordinance implements the General Plan by regulating the distribution and intensity of land uses in such categories as residential, commercial, and industrial. Regulations establish standards for minimum lot size; building height and setback limits; fence heights; parking; and other development parameters within each land use. In the event of an inconsistency between the Zoning Ordinance and the General Plan, the General Plan shall prevail.

Environment Ordinance (Carlsbad Municipal Code, Title 19)

This ordinance provides for enhancement and protection of the environment within the city by establishing principles, criteria, and procedures for evaluating the environmental impacts of development, consistent with the General Plan, and ensures compliance with the California Environmental Quality Act (CEQA).

Subdivisions Ordinance (Carlsbad Municipal Code, Title 20)

This ordinance implements Title 7, Division 2 of the California Government Code (Subdivision Map Act), and sets procedures to regulate the division of land. Both the General Plan and the Carlsbad Subdivision Ordinance govern the design of the subdivision, the size of its lots, and the types of improvements that will be required as conditions of approval.

Grading and Drainage Ordinances (Carlsbad Municipal Code, Title 15).

The purposes of the grading ordinance are to: establish minimum requirements for grading, including clearing and grubbing of vegetation, in a manner intended to protect life and property and promote the general welfare; enhance and improve the physical environment of the community; and preserve, subject to economic feasibility, the natural scenic character of the city. The purposes of the drainage ordinance are to: ensure the timely completion of planned local storm drainage, flood control and water pollution control improvements; and protect and enhance the water quality of the city's receiving waters and wetlands in a manner pursuant to and consistent with the Clean Water Act and municipal permit.

Fire Prevention Code (Carlsbad Municipal Code Title 17).

The purpose of this code is to establish the minimum requirements consistent with nationally recognized good practices to safeguard the public health, safety and general welfare from the hazards of fire, explosion or dangerous conditions in new and existing buildings, structures and premises, and to provide safety and assistance to fire fighters and emergency responders during

emergency operations. This code incorporates by reference the California Fire Code, which is developed and updated every three years by the California Building Standards Commission. The city's Fire Prevention Code also incorporates a number of local amendments necessary to respond to local climatic, geographical, or topographic conditions.

California Building Code (Carlsbad Municipal Code, Title 18)

The purpose of this code is to provide standards to safeguard health, property and public welfare by regulating the design, construction, occupancy, and location of buildings within the city. This code is developed by the California Building Standards Commission based on the latest edition of the model codes promulgated by the International Code Council. The State of California also publishes a California Plumbing, Electrical, Mechanical and Energy Code. These California codes for construction are adopted by local jurisdictions throughout California. All residential, industrial and commercial development in the City of Carlsbad must conform to the provisions of these codes.

McClellan-Palomar Airport Land Use Compatibility Plan (ALUCP)

The McClellan-Palomar ALUCP was prepared by the San Diego County Regional Airport Authority. ALUCPs are intended to promote compatibility between airports and the land uses that surround them by addressing noise, overflight, safety, and airspace protection concerns. Each ALUCP prevents exposure to excessive noise and safety hazards within an airport influence area. The McClellan-Palomar ALUCP provides for the orderly growth of the airport and the area surrounding the airport and safeguards the general welfare of the inhabitants within the vicinity of the airport and the public in general.²

Impact Analysis

SIGNIFICANCE CRITERIA

For the purposes of this Program EIR, a significant land use impact would occur with full implementation of the proposed General Plan if it would do one or more of the following:

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

² SDCRAA (San Diego County Regional Airport Authority). 2010. "McClellan-Palomar Airport Land Use Compatibility Plan." Adopted January 25, 2010. Amended March 4, 2010.

- Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure) in excess of the Growth Management Plan;
- Displace substantial numbers of existing housing or people, necessitating the construction of replacement housing elsewhere (see Impact Summary);

Changes in land use are not, in and of themselves, environmental impacts. Land use changes are impacts only relative to the surrounding usage and character (i.e. division of an established community) or the prior use of the site (e.g. displacement of homes).

METHODOLOGY AND ASSUMPTIONS

This Program EIR analysis considered current and proposed General Plan policies and goals, existing and proposed land use conditions within the Carlsbad, and applicable regulations and guidelines.

The impact analysis considered the full buildout of the proposed General Plan. Though the proposed new residential sites shown on the Land Use Map in the city's northeast quadrant would result in a higher residential unit capacity than the Growth Management dwelling unit cap for that quadrant, these excess units are not included in this analysis. During the city's public hearing process to adopt the proposed General Plan, residential land use designation changes proposed in the northeast quadrant will need to be modified (reduced by a minimum of 327 units) to ensure that the Growth Management dwelling unit cap is not exceeded. In no case will the adopted General Plan have a dwelling unit capacity that exceeds the Growth Management dwelling unit caps. Therefore, the housing unit and population projections used for the following analyses limit buildout of the northeast quadrant to the dwelling unit cap for that quadrant as shown in Table 3.9-2.

The proposed General Plan has a year 2035 horizon; however, the proposed General Plan does not specify or anticipate when buildout will occur, as long-range demographic and economic trends are difficult to predict. The designation within the proposed General Plan of a site for a certain use does not necessarily mean that the site will be developed or redeveloped with that use during the planning period, as most development will depend on property owner initiative.

IMPACT SUMMARY

The intent of the proposed General Plan is to create a city in which planned land uses exist and function without imposing a nuisance, hazard, or unhealthy condition upon an adjacent use. Uses within areas designated for mixed-use development are expected to be compatible with one another because proposed General Plan policies establish requirements for compatible development. Implementation of the proposed General Plan will create specific regulatory standards and review procedures to ensure compatible land uses; therefore there is no adverse impact resulting in incompatible land uses.

The proposed General Plan does not physically divide any established community. Rather, by improving connectivity within and between existing and proposed neighborhoods, the proposed General Plan provides more linkages within the city and the surrounding area. The proposed General Plan Mobility Element focuses on mobility and connectivity of the city's transportation system, and describes specific improvements in street connectivity, bicycling, walking and transit. New street connectivity improvements are planned on College Boulevard, Poinsettia Lane, and Camino Junipero. Bicycle, pedestrian and transit modes have been prioritized on a variety of street typologies. In addition to streets that have been prioritized for bicycling, walking, and transit, the city has a series of off-street trails and pathways that also serve the mobility needs of bicyclist and pedestrians.

The proposed General Plan does not directly displace any housing units, businesses, or people. Redevelopment of existing uses will likely occur; however, such development will take place over time as the market allows. Overall, the proposed General Plan projects that the existing inventory of 44,440 housing units (as of 2013) that count toward the city's Growth Management dwelling unit limitations is expected to increase by 7,880 (18 percent) to a total of 52,320 through the General Plan horizon. Commercial, industrial and hotel development is projected to increase in higher proportions (56 percent, 31 percent, and 66 percent respectively), while office development is expected to increase more modestly (14 percent); at buildout, Carlsbad is projected to have approximately 6.0 million square feet of commercial space, 6.4 million square feet of office space, 19.5 million square feet of industrial space, and 5,960 hotel rooms. Given that the proposed General Plan does not displace housing units, businesses, or people there is no adverse impact on housing. Proposed General Plan policies seek to preserve existing neighborhoods and retain and attract businesses. Therefore, this impact is not evaluated further.

Residential land uses identified on the proposed General Plan Land Use Map could result in 327 dwellings above the Growth Management Plan dwelling limit for the city's northeast quadrant. However, as stated in the proposed General Plan, the draft Land Use Map is to be modified by reducing the potential dwellings in the northeast quadrant by a minimum of 327 units at the time of adoption of the proposed General Plan. Pursuant to Proposition E, adoption of the proposed General Plan could not occur unless the necessary reduction takes place. Thus, in no case will the adopted General Plan have a dwelling unit capacity that exceeds the Growth Management dwelling unit caps.

At buildout, Carlsbad's population is projected to increase by approximately 22,906 to 131,152, for an annual growth rate of 0.9 percent. Carlsbad's share of the county population is expected to increase slightly, from 3.4 percent in 2013 to 3.6 percent in 2035. This population growth corresponds to an estimated total of 52,320 housing units under the proposed General Plan, which is below the 54,599 housing unit limit set by the Growth Management Plan.

The proposed General Plan will be the guiding document for land use in Carlsbad. Adopted plans, regulations, and other implementing tools will be amended to conform to the proposed General Plan. The proposed General Plan does not contain provisions that conflict with federal, state, regional or other local agency plans, regulations or policies.

IMPACTS

Impact 3.9-1 The proposed General Plan would not physically divide an established community and would increase connectivity locally and regionally. (Beneficial)

The proposed General Plan does not physically divide any established community. Rather, by improving connectivity within and between existing neighborhoods, the proposed General Plan provides more linkages within the city and the region. Therefore, the potential impact is expected to be beneficial.

Proposed General Plan Policies that Increase Connectivity

The following proposed General Plan policies seek to increase the connectivity within and between existing neighborhoods in Carlsbad:

Land Use and Community Design Element Policies

- 2-P.53** Integrate disparate master planned communities and neighborhoods into a cohesive whole, by establishing streetscape schemes along key connector streets and arterials.

Mobility Element Goals

- 3-G.2** Improve connectivity for residents, visitors and businesses.

Mobility Element Policies

- 3-P.6** Utilize transportation demand management strategies, non-automotive enhancements (bicycle, pedestrian, transit, train, trails, and connectivity), and traffic signal management techniques as long-term transportation solutions and traffic mitigation measures to carry out the Carlsbad Community Vision.
- 3-P.12** Design new streets, and explore funding opportunities for existing streets, to minimize traffic volumes and/or speed, as appropriate, within residential neighborhoods without compromising connectivity for emergency first responders, bicycles, and pedestrians consistent with the city's Carlsbad Active Transportation Strategies. This should be accomplished through management and implementation of livable streets strategies and such programs like the Carlsbad Residential Traffic Management Plan.
- 3-P.13** Consider innovative design and program solutions to improve the mobility, efficiency, connectivity, and safety of the transportation system. Innovative design solutions include, but are not limited to, traffic calming devices, roundabouts, traffic circles, curb extensions, separated bicycle infrastructure, pedestrian scramble intersections, high visibility pedestrian treatments and infrastructure, and traffic signal coordination. Innovative program solutions include, but are not limited to, webpages with travel demand and traffic signal management information, car and bike share programs, active transportation campaigns, and intergenerational programs around schools to enhance safe routes to schools.

Other innovative solutions include bicycle friendly business districts, electric and solar power energy transportation systems, intelligent transportation systems, semi-or full autonomous vehicles, trams, and shuttles.

- 3-P.15** Encourage Caltrans, SANDAG, NCTD, and adjacent cities to improve regional connectivity and service consistent with regional planning efforts. This includes expansion of Interstate-5 with two HOV lanes in each direction and associated enhancements, a Bus Rapid Transit (BRT) route along Palomar Airport Road, shuttle bus services from COASTER stations, and other enhancements to improve services in the area.
- 3-P.16** Engage Caltrans, the Public Utilities Commission, transit agencies, the Coastal Commission, and railroad agency(s) regarding opportunities for improved connections within the city, including:
- Improved connections across the railroad tracks at Chestnut Avenue and other locations
 - Completion and enhancements to the Coastal Rail Trail and/or equivalent trail along the coastline
 - Improved connectivity along Carlsbad Boulevard for pedestrians and bicyclists, such as a trail
 - Improved access to the beach and coastal recreational opportunities
 - Improved crossings for pedestrians across and along Carlsbad Boulevard.
- 3-P.17** Implement connections and improvements identified in this Mobility Element, including those identified in policy 3-P.15, as well as:
- Extension of College Boulevard from Cannon Road to El Camino Real
 - Completion of the Poinsettia Lane connection near El Camino Real (Reach E)
 - Extension of Camino Junipero to the eastern city boundary
 - A bicycle/pedestrian trail/pathway connecting the eastern terminus of Marron Road to the east
 - A bicycle/pedestrian trail/pathway connecting the eastern terminus of Cannon Road to the east, and coordination with adjacent agencies to appropriately link to their facilities.
- 3-P.24** Improve and enhance parking, connectivity, access, and utilization for pedestrians and bicycles to COASTER stations, utility corridors, and open spaces consistent with city planning documents.
- 3-P.28** Require developers to improve pedestrian and bicycle connectivity consistent with the city's bicycle and pedestrian master plans and trails master planning efforts. In addition, new residential developments should demonstrate that a safe route to

school and transit is provided to nearby schools and transit stations within a half-mile walking distance.

- 3-P.29 Work with existing neighborhoods and businesses to improve pedestrian and bicycle connectivity and safety consistent with the city's pedestrian and bicycle master plans and trails master planning efforts.
- 3-P.30 Actively pursue grant programs such as SANDAG's Active Transportation Grant Program and Smart Growth Incentive Program to improve non-automotive connectivity throughout the city. The emphasis of grant-funded projects shall be on implementation, which includes planning documents that guide and prioritize implementation, programs that encourage the use of active transportation modes, education for the use of active transportation modes, or physical improvements themselves.
- 3-P.31 Partner with other agencies and/or developers to improve transit connectivity within Carlsbad. As part of a comprehensive transportation demand management (TDM) strategy and/or with transit oriented development (TOD), a shuttle system could be established that connects destinations and employment centers like LEGOLAND, hotels, the Village, McClellan-Palomar Airport, business parks, the COASTER and Breeze transit stations, and key destinations along the coast. The system could incorporate shuttle service in adjacent cities to maximize connectivity.

Mitigation Measures

None required.

Impact 3.9-2 The proposed General Plan would not conflict with an applicable land use plan, policy, or regulation of an agency with jurisdiction over projects in Carlsbad (including, but not limited to, a general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect. (Less than Significant)

Since the update to a General Plan involves changes to existing and new policies and land use designations for future development, by its nature it can be inconsistent with existing local regulations, such as the Local Coastal Program (LCP) and Zoning Ordinance. These existing regulations will need to be updated to be consistent with and/or effectively implement the new General Plan. Amendments to the General Plan may also be needed from time to time to conform to state or federal law passed since adoption of the General Plan, and to eliminate or modify policies that may become obsolete or unrealistic due to changed conditions. For example, the city's Zoning Ordinance will translate the proposed General Plan policies into specific use regulations, development standards and performance criteria that will govern development on individual properties. The Zoning Ordinance will ultimately prescribe standards, rules, and procedures for development and the Zoning Map will provide more detail than the proposed General Plan Land Use Map.

In addition to its General Plan, the City of Carlsbad maintains specific and master plans for some areas within the city to tailor appropriate development standards and policies to individual neighborhoods, as described in the Regulatory Setting section above. By state law, specific plans must be consistent with the General Plan. The proposed General Plan Land Use Map includes changes to land use designations within the boundaries of various master and specific plans to ensure that land use designations throughout the city will be harmonious and consistent.

The Planning Division has primary responsibility for administering the laws, regulations and requirements that pertain to the physical development of the city. Specific duties relating to implementation of the proposed General Plan would include preparing zoning and subdivision ordinance amendments, reviewing development applications, conducting investigations and making reports and recommendations on planning and land use, zoning, subdivisions, development plans, and environmental regulations.

In terms of regional plans and areas within the city with special planning considerations, the proposed General Plan is consistent with those plans. To ensure consistency between the General Plan and LCP, amendments to the LCP land use map are being processed concurrent with the General Plan update; also, an update of the LCP Land Use Plan is underway and will be submitted to the California Coastal Commission for certification following City Council approval of the updated LCP. Within the Coastal Zone, no discretionary permit shall be issued by the city unless found to be consistent with the General Plan and the LCP. In the event of conflict between the provisions of the General Plan and the LCP Land Use Plan, the terms of the LCP Land Use Plan shall prevail. The General Plan is also consistent with the city's HMP, including the 6,478 acres within the city's jurisdictional boundaries conserved for habitats. The General Plan is also consistent with the McClellan-Palomar ALUCP.

Under the city's Growth Management Plan, established by Proposition E in 1986, the maximum number of housing units citywide is set at 54,599. The Growth Management Plan also sets maximum dwelling units by quadrant in the city. Projected housing units under the proposed General Plan are within Growth Management Plan limits in the northwest, southwest, and southeast quadrants. In the northeast quadrant, the proposed General Plan Land Use Map identifies potential residential sites that could result in 327 dwelling units above the maximum number of dwelling units allowed in that quadrant (9,042 dwellings). During the city's public hearing process to adopt the proposed General Plan, these sites will be modified as to reduce the northeast quadrant's residential capacity by a minimum of 327 units, based on the Growth Management Control Point density, to ensure that the Growth Management dwelling unit limitation is not exceeded. Pursuant to Proposition E, adoption of the proposed General Plan could not occur unless the necessary reduction takes place. Thus, in no case will the adopted General Plan have a dwelling unit capacity that exceeds the Growth Management dwelling unit caps.

Given that (1) the proposed General Plan does not conflict with any other agencies' applicable land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect, and (2) the preparation of amendments to other city policies and regulations where required is detailed in the proposed General Plan, conflicts with existing local and regional plans and the Zoning Ordinance are expected to have a less than significant impact.

Proposed General Plan Policies that Reduce the Impact

Land Use and Community Design Element Policies

- 2-P.2** Update the city’s Local Coastal Program (LCP) to be consistent with the General Plan. Work with the California Coastal Commission to gain permitting authority for all areas of the city in the Coastal Zone.
- 2-P.35** Require new development located in the Airport Influence Area (AIA) to comply with applicable land use compatibility provisions of the McClellan-Palomar Airport Land Use Compatibility Plan (ALUCP) through review and approval of a site development plan, or other development permit. Unless otherwise approved by City Council, development proposals must be consistent or conditionally consistent with applicable land use compatibility policies with respect to noise, safety, airspace protection, and overflight notification, as contained in the McClellan-Palomar ALUCP. Additionally, development proposals must meet Federal Aviation Administration (FAA) requirements with respect to building height as well as the provision of obstruction lighting when appurtenances are permitted to penetrate the transitional surface (a 7:1 slope from the runway primary surface). Consider San Diego County Airport Land Use Commission recommendations in the review of development proposals.
- 2-P.43** Evaluate each discretionary application for development of property with regard to the following specific criteria [specifically subsections d, g, j and k]:
- ...
 - d. Site and/or building design features that will reduce greenhouse gas emissions over the life of the project, as outlined in the Climate Action Plan.
 - ...
 - g. Compliance with the performance standards of the Growth Management Plan.
 - ...
 - j. Policies and programs outlined in Local Coastal Programs where applicable.
 - k. Consistency with applicable provisions of the Airport Land Use Compatibility Plan for McClellan-Palomar Airport.
- 2-P.55** Ensure the dwelling unit limitations of the Growth Management Plan are adhered to when approving any residential General Plan amendment, zone change, tentative subdivision map or other discretionary permit

- 2-P.56** Require compliance with Growth Management Plan public facility performance standards, as specified in the Citywide Facilities and Improvements Plan, to ensure that adequate public facilities are provided prior to or concurrent with development.

Open Space, Conservation and Recreation Element Policies

- 4-P.5** Require compliance with the Growth Management Plan open space performance standard specified in the Citywide Facilities and Improvements Plan, and maintain appropriate criteria, standards, and classifications. The following open space areas shall not be utilized to meet the open space performance standard:

- a. Schools, except public school playgrounds, athletic fields and courts for which the city has joint use agreements with the school districts.
- b. Parks, public or private; however, credit may be granted for private parks if the granting of the open space credit will not adversely impact the city's ability to obtain all of the applicable open space priorities identified for the local facilities management zone (LFMZ) by the Open Space and Conservation Resource Management Plan (OSCRMP).
- c. Open space that is not available to the public, unless it is an open space priority identified by the OSCRMP and the granting of the open space credit will not adversely impact the city's ability to obtain all of the open space priorities identified for the LFMZ by the OSCRMP.
- d. Powerline easements, except where the land within the easement is identified by the OSCRMP as an open space priority, such as a trail or greenway, and the granting of the open space credit will not adversely impact the city's ability to achieve all of the open space priorities identified for the LFMZ by the OSCRMP. Major powerline easements that provide key links to the Carlsbad trail system shall receive credit toward the open space performance standard.
- e. Golf courses, except those portions of golf courses identified by the OSCRMP as an open space priority, such as a trail or greenway. Credit may be granted for other areas of a golf course if the granting of the open space credit for this area will not adversely impact the city's ability to achieve all of the open space priorities identified for the LFMZ by the OSCRMP.

- 4-P.8** Maintain and implement the city's Habitat Management Plan (HMP), including the requirement that all development projects comply with the HMP and related documents. Require assessments of biological resources prior to approval of any development on sites with sensitive habitat, as depicted in Figure 4-3 [of the proposed General Plan].

- 4-P.56** Work with the stakeholders in the community and region, such as but not limited to the San Diego Regional Water Quality Control Board (RWQCB), California Fish and Wildlife, US Fish and Wildlife, Coastal Commission, Army Corps of

Engineers, Environmental Protection Agency, neighboring cities, counties, businesses, residents, and non-profit groups, to comply with applicable federal, state and local regulations related to water quality in our region, consistent with the city's current NPDES Municipal Storm Water Permit issued by the RWQCB or other related regulations. Prepare and implement any applicable plans such as a Water Quality Improvement Plan, Integrated Regional Water Management Plan, Load Reduction Plan or others as needed to comply with applicable regulations.

Noise Element Policies

- 5-P.9** Continue to enforce the California Motor Vehicle Code as it applies to excessive noise. The Carlsbad Police Department should continue to reduce the number of excessively noisy vehicles on city streets and deter persons from operating their motor vehicles in a noisy manner.
- 5-P.12** Use the noise policies in the McClellan-Palomar Airport Land Use Compatibility Plan (ALUCP) to determine acceptability of a land use within the airport's influence area (AIA) as depicted in the ALUCP. Additional disclosure actions for new development in the AIA, such as avigation easements, deed restrictions, recorded notice, etc., are required of developers/sellers of noise impacted residential units.

Public Safety Element

- 6-P.1** Enforce the Cobey-Alquist Floodplain Management Act and the city's Floodplain Management Regulations to prohibit construction of structures in a designated floodway where such development would endanger life or significantly restrict the carrying capacity of the designated floodway; and to regulate development within other areas of special flood hazard, flood related erosion hazard and mudslide hazard to ensure such development does not adversely affect public health and safety due to water and erosion hazards, or result in damaging increases in erosion, flood height or velocities.
- 6-P.2** Continue to implement and pursue flood control programs that reduce flood hazards, such as the city's Grading Ordinance and the Floodplain Management Regulations.
- 6-P.6** Enforce the requirements of Titles 18, 20, and 21 pertaining to drainage and flood control when reviewing applications for building permits and subdivisions.
- 6-P.7** Comply with all requirements of the California Department of Water Resources' Division of Safety of Dams to ensure adequate flood control.
- 6-P.8** Comply with Federal Emergency Management Agency (FEMA) requirements to identify flood hazard areas and control

- 6-P.15** In accordance with the California Subdivision Map Act, deny subdivision maps if a project site is not physically suitable for either the type or density of a proposed development because of geologic, seismic, or other hazards.
- 6-P.20** Coordinate with the County of San Diego and use the San Diego County Multi-Jurisdictional Hazard Mitigation Plan as a guide for implementing actions to reduce hazardous waste impacts.
- 6-P.28** Ensure Fire Department facilities and service are provided consistent with the minimum performance standards of the city's Growth Management Plan.
- 6-P.33** Enforce the Uniform Building and Fire codes, adopted by the city, to provide fire protection standards for all existing and proposed structures.

Sustainability Element

- 9-P.1** Use the Climate Action Plan as the city's policy and action guide to reduce Carlsbad's contribution to climate change.

Mitigation Measures

None required.

Impact 3.9-3 The proposed General Plan would not induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure) in excess of the Growth Management Plan (Less than Significant)

As discussed above in Impact 3.9-2, the proposed General Plan Land Use Map identifies potential residential sites that could result in 327 dwelling units above the Growth Management dwelling unit limitation for the city's northeast quadrant of 9,042 units. During the city's public hearing process to adopt the proposed General Plan, these sites will be modified as to reduce the northeast quadrant's residential capacity by a minimum of 327 units, based on the Growth Management Control Point density. This process will ensure that population growth resulting from the proposed General Plan is consistent with the Growth Management Plan.

Pursuant to Proposition E, adoption of the proposed General Plan could not occur unless the necessary reduction takes place. Thus, in no case will the adopted General Plan have a dwelling unit capacity that exceeds the Growth Management dwelling unit caps.

With the anticipated reduction in residential unit capacity in the northeast quadrant, buildout of the proposed General Plan would increase Carlsbad's population by approximately 22,906 to 131,152, for an annual growth rate of 0.9 percent. Carlsbad's share of the county population is expected to increase slightly, from 3.4 percent in 2013 to 3.6 percent in 2035. This population growth corresponds to an estimated total of 52,320 housing units under the proposed General Plan, which is below the 54,599 housing unit limit set by the Growth Management Plan. Thus, the estimated population growth resulting from the proposed General Plan will be consistent with or

below the growth assumptions of the city's Growth Management Plan for all city quadrants; therefore, the impact would be less than significant.

Proposed General Plan Policies that Reduce the Impact

2-P.55 Ensure the dwelling unit limitations of the Growth Management Plan are adhered to when approving any residential General Plan amendment, zone change, tentative subdivision map or other discretionary permit

2-P.56 Require compliance with Growth Management Plan public facility performance standards, as specified in the Citywide Facilities and Improvements Plan, to ensure that adequate public facilities are provided prior to or concurrent with development.

Mitigation Measures

None required.