3 PROJECT DESCRIPTION

3.1 RELATIONSHIP TO THE NATIONAL CITY 2011 COMPREHENSIVE LAND USE UPDATE

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

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

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

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

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

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

3.2 CHANGES SINCE THE 2011 COMPREHENSIVE LAND USE UPDATE 3.2.1 State Housing Mandates and Legislation

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

ADUs

Senate Bill (SB) 13 (Wieckowski) - 2019

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

Assembly Bill (AB) 68 (Ting) - 2019

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

AB 587 (Friedman) - 2019

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

AB 670 (Friedman) - 2019

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

AB 671 (Friedman) - 2019

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

AB 881 (Bloom) - 2019

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

AB 3182 (Ting) - 2020

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

AB 345 (Quirk-Silva) - 2021

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

AB 1584 (Committee on Housing) - 2021

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

SB 897 (Wieckowski) - 2022

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

AB 2221 (Quirk-Silva) - 2022

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

Affordable Housing

SB 2 (Atkins) - 2017

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

SB 35 (Wiener) - 2017

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

AB 491 (Ward) - 2021

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

AB 721 (Bloom) - 2021

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

AB 1029 (Mullin) - 2021

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

AB 1043 (Bryan) - 2021

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

AB 1095 (Cooley) - 2021

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

Density Bonus Law

AB 2222 (Nazarian) - 2014

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

AB 2442 (Holden) - 2016

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

AB 2501 (Bloom) - 2016

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

AB 2556 (Nazarian) - 2016

AB 2556 clarifies the replacement requirements of affordable units as established by AB 2222.

AB 2372 (Gloria) - 2018

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

AB 101 (Committee on Budget) - 2019

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

AB 1763 (Chiu) - 2019

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

AB 2345 (Gonzales) - 2020

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

SB 290 (Skinner) - 2021

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

SB 728 (Hertzberg) - 2021

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

AB 571 (Mayes) - 2021

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

Development Requirements

SB 478 (Wiener) - 2021

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

SB 1226 (Bates) - 2018

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

Equity and Fair Housing

AB 686 (Santiago) – 2017

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

AB 1304 (Santiago) - 2021

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

AB 1466 (McCarty) - 2021

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

Planning Document Procedures

AB 1397 (Low) - 2017

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

AB 215 (Chiu) - 2021

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

AB 787 (Gabriel) - 2021

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

Project Approvals and Streamlining

SB 35 (Wiener) - 2017

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

AB 2162 (Chiu) - 2018

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

SB 330 (Skinner) - 2019

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

AB 101 (Committee on Budget) - 2019

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

SB 8 (Skinner) - 2021

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

SB 9 (Atkins) - 2021

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

AB 602 (Grayson) - 2021

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

AB 1174 (Grayson) - 2021

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

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

AB 2234 (Robert Rivas) - 2022

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

Reporting Requirements

AB 68 (Quirk-Silva) - 2021

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

Youth and Transitional Housing

AB 101 (Committee on Budget) - 2019

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

AB 139 (Quirk-Silva) - 2019

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

Zoning and Lot Division

SB 10 (Wiener) - 2021

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

AB 1398 (Bloom) - 2021

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

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

SB 6 (Atkins) - 2022

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

AB 2011 (Wicks) - 2022

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

AB 2097 (Friedman) - 2022

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

3.2.2 Local Plans, Programs, and Studies

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

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

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

SMART Foundations Plan (2014)

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

NCMT Optimization Study (2015)

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

Harbor Drive Multimodal Corridor Study (2017)

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

INTRAConnect Planning Study (2020)

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

Waterfront to Homefront Study (2020)

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

24th Street TODO study (2021)

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

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

San Diego Forward: The 2021 Regional Plan (2021)

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

Port Master Plan Update (2023)

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

National City Bayfront Balanced Plan (Balanced Plan) (2022)

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

Westside Specific Plan (2010) and Downtown Specific Plan (2017)

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

³ SANDAG, San Diego Forward 2021 Regional Plan_https://www.sdforward.com/mobility-planning/2021-regional-plan 4 Port of San Diego, Port Master Plan Update, https://www.portofsandiego.org/waterfront-development/port-master-plan-update 5 Port of San Diego Environment, Draft Environmental Impact Report, National City Bayfront Projects & Plan Amendments, https://pantheonstorage.blob.core.windows.net/ceqa/NationalCity_BayfrontProjectPlanAmendments_Vol_1_DEIR_September2021.pdf

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

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

3.3 DESCRIPTION OF PROJECT COMPONENTS

3.3.1 Need for Update

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

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

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

3.3.2 Components

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

3.3.2.1 Land Use Element

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

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

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

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

3.3.2.2 Transportation Element

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

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

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

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

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

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

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

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

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

3.3.2.3 Safety Element

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

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

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

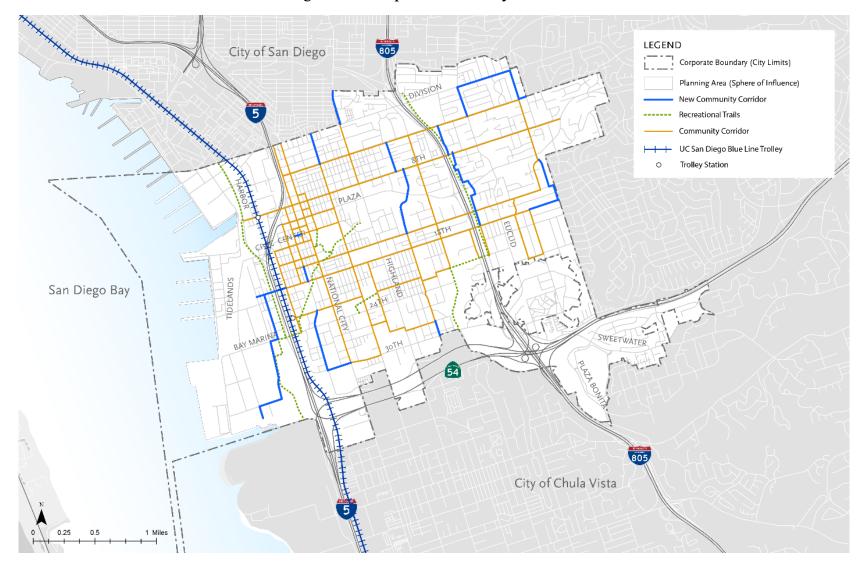


Figure 3.3-1 Proposed Community Corridors

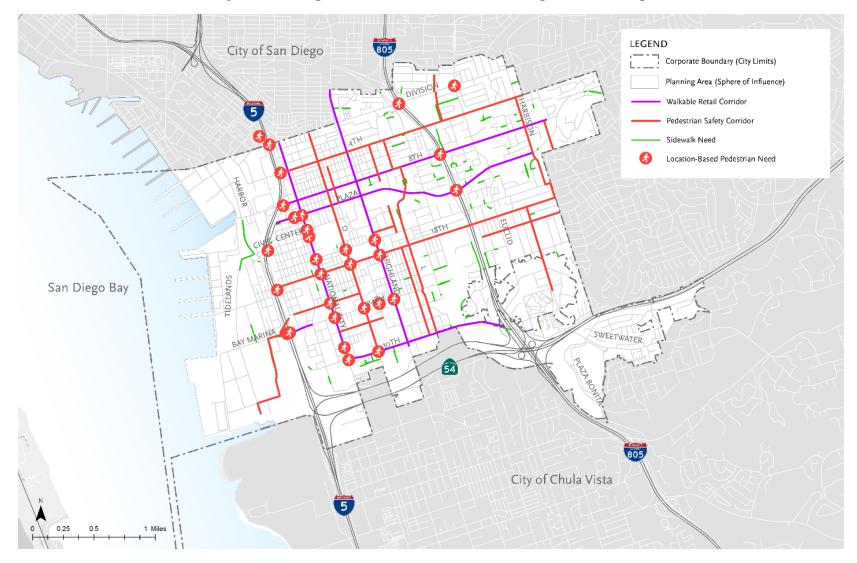


Figure 3.3-2 Proposed Pedestrian Corridors and Improvements Map

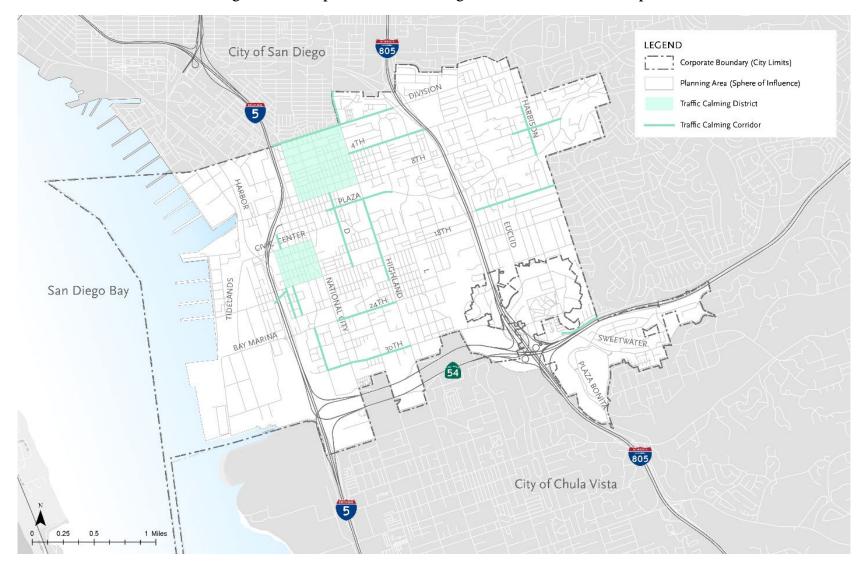


Figure 3.3-3 Proposed Traffic Calming Districts and Corridors Map

3.3.2.4 Specific Plan Amendments

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

Downtown Specific Plan

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

Westside Specific Plan

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

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

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

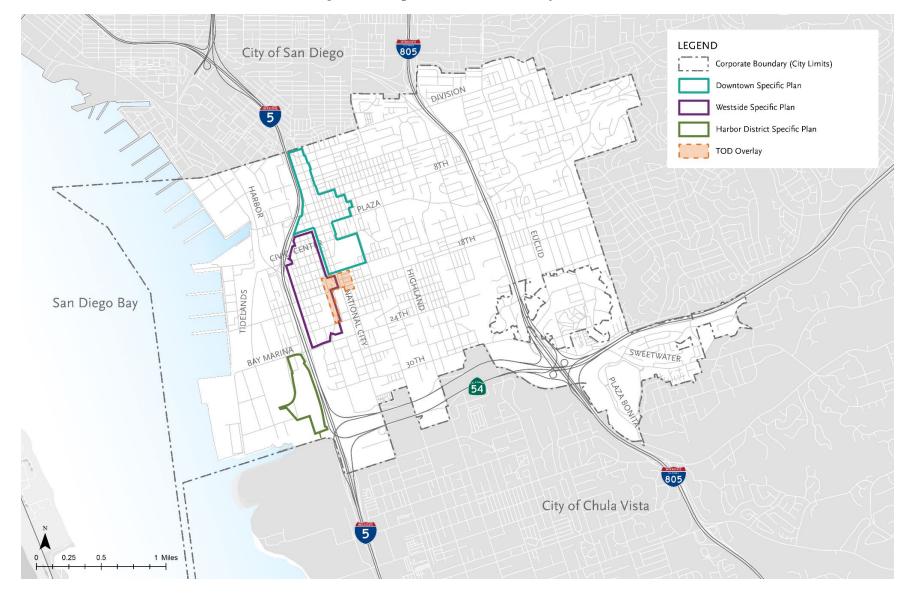


Figure 3.3-4 Specific Plan and Overlay Zone

3.3.2.5 Climate Action Plan

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

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

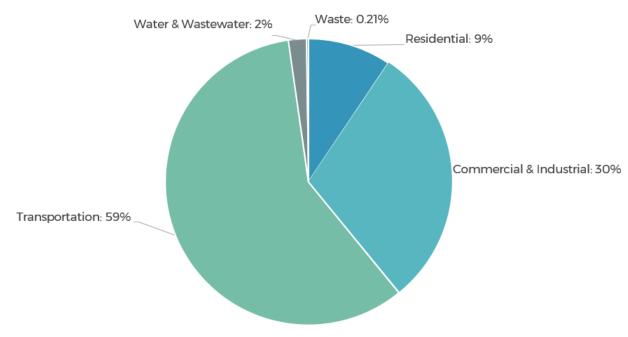


Figure 3.3-5 Community-Wide Emissions Inventory (2018)

Source: National City, 2022 CAP Update

3.3.2.6 Municipal Code Updates

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

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

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

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

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

3.3.2.7 Objective Design Standards

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

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

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

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

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

Best Practices for Environmental Impact Mitigation by Design

Specifically, the objective design standards include proposed regulations that would directly mitigate environmental impacts through design. These include:

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

3.3.2.8 Housing Strategic Plan

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

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

3.3.2.9 House National City

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

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

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

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

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

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

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

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

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

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

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

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

Tier 4 would include the following zones:

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

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

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

3.3.2.10 Bicycle Master Plan Updates

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

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

3.3.2.11 Zoning Map Amendments

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

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

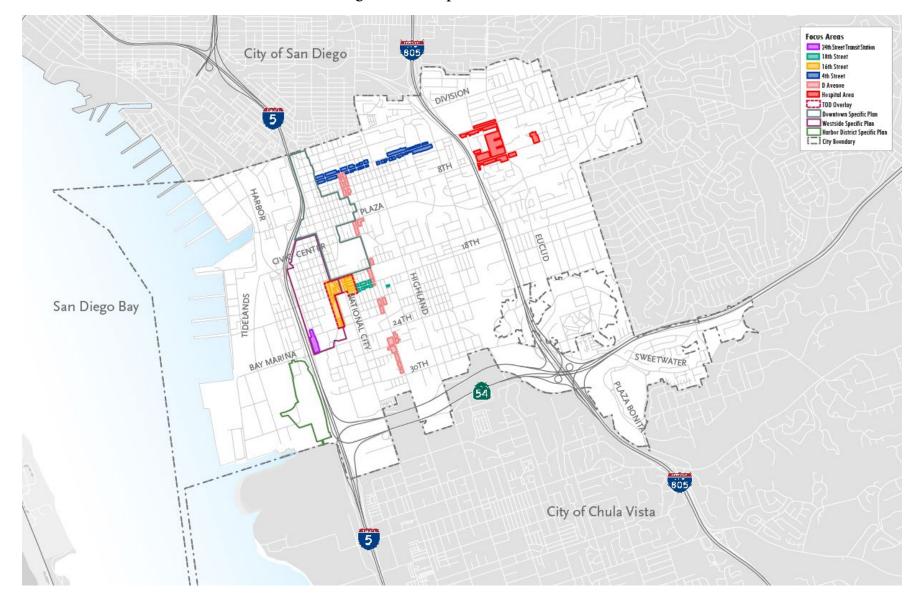


Figure 3.3-6 Proposed Focus Areas

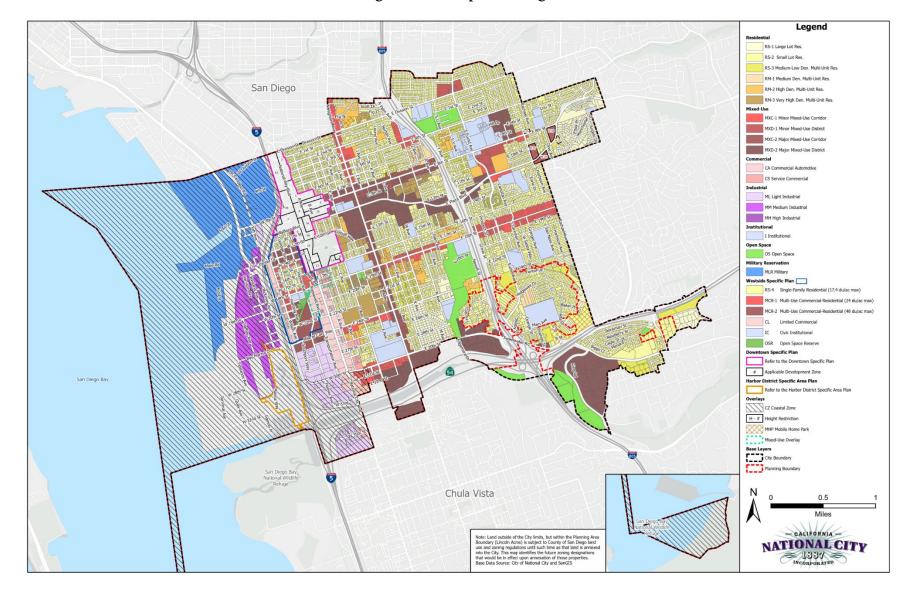


Figure 3.3-7 Adopted Zoning

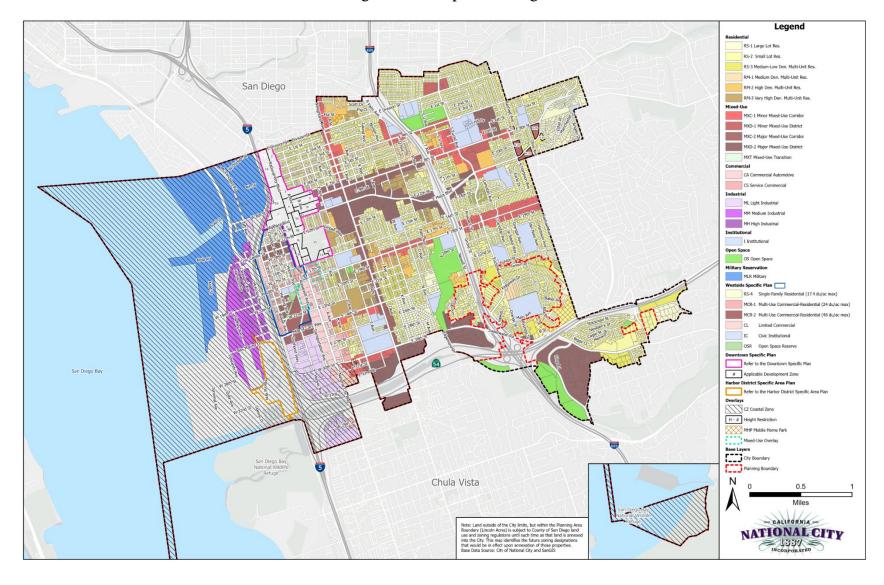


Figure 3.3-8 Proposed Zoning

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

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

Table 3.3-1 Focus Area Proposed Rezonings

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

24th Street

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

18th Street

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

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

4th Street

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

D Avenue

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

Hospital Area

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

16th Street

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

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

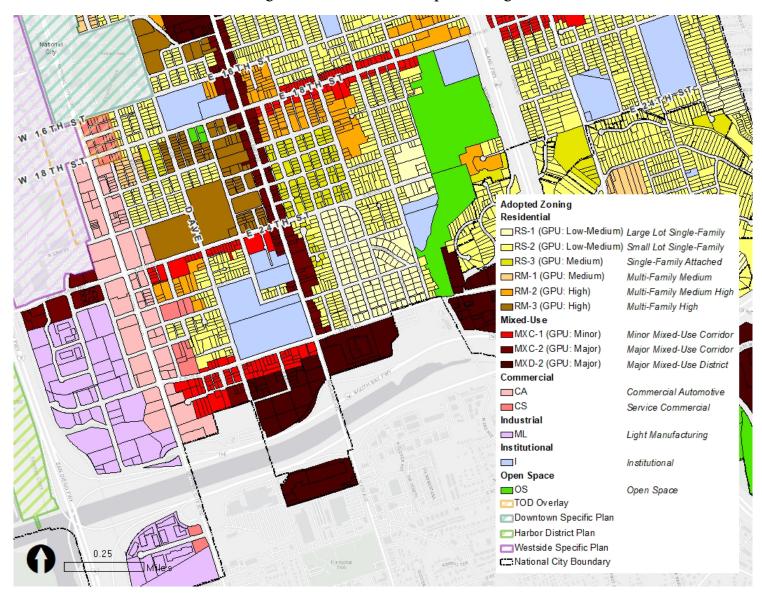


Figure 3.3-9 24th Street Adopted Zoning

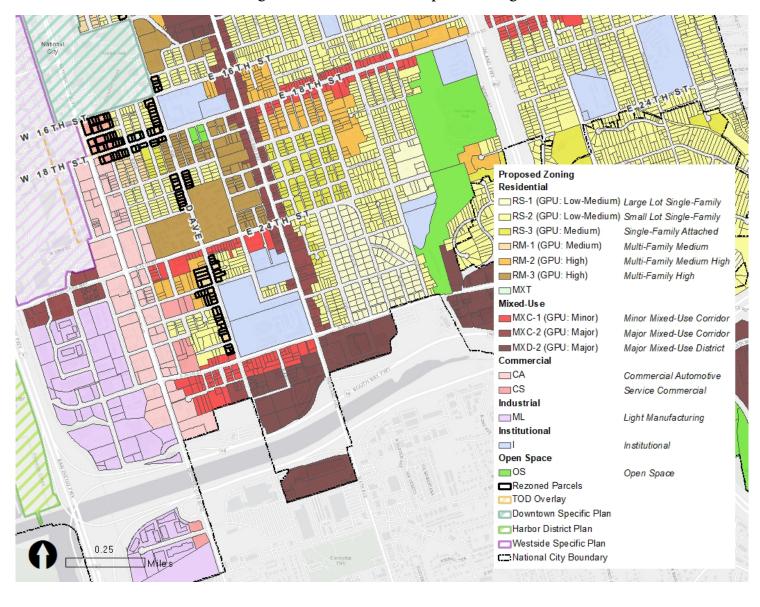


Figure 3.3-10 24th Street Proposed Zoning



Figure 3.3-11 18th Street Adopted Zoning



Figure 3.3-12 18th Street Proposed Zoning

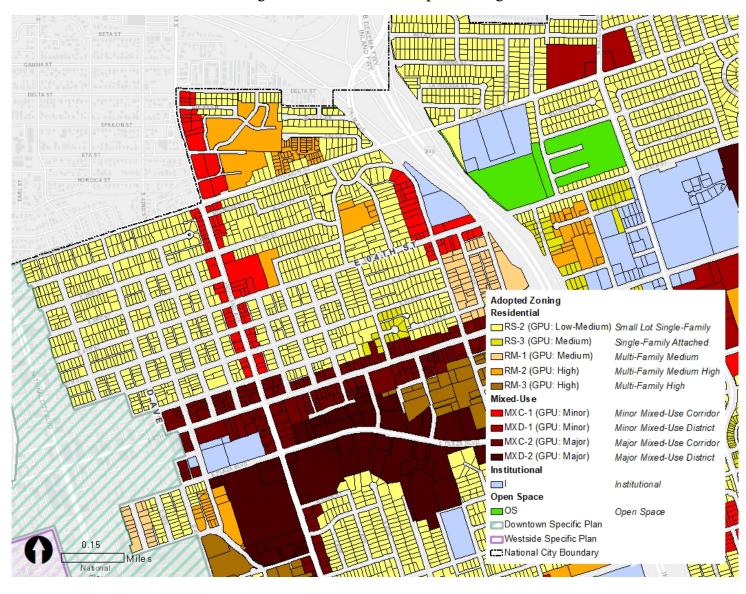


Figure 3.3-13 4th Street Adopted Zoning

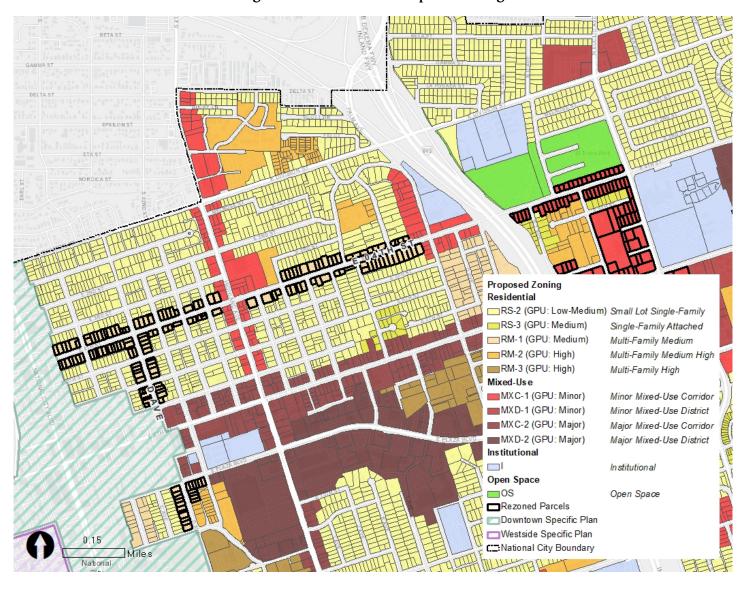


Figure 3.3-14 4th Street Proposed Zoning

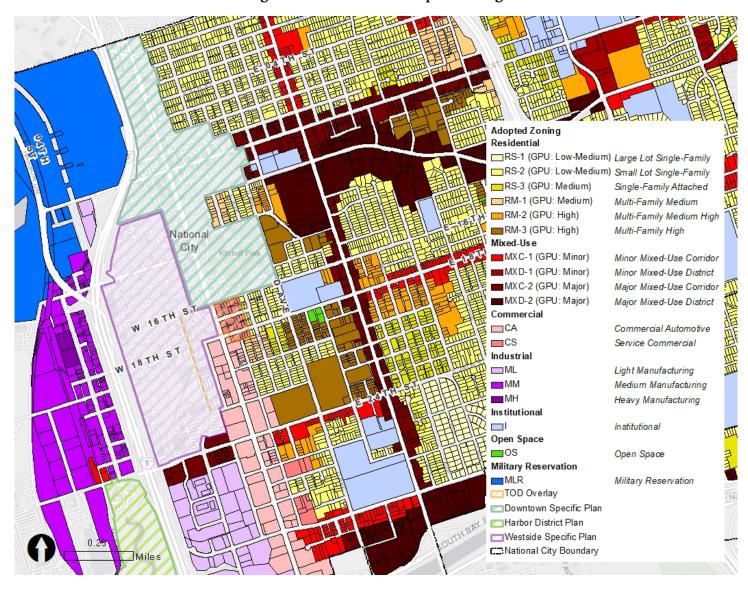


Figure 3.3-15 D Avenue Adopted Zoning

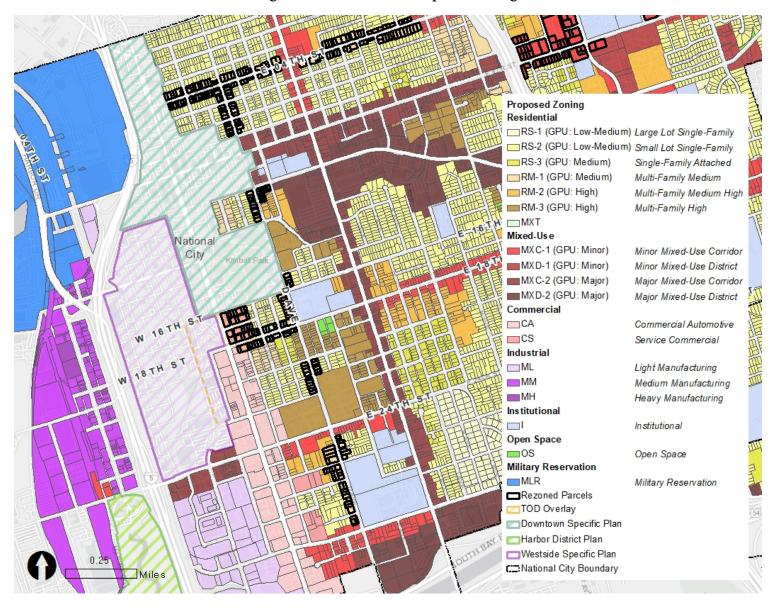


Figure 3.3-16 D Avenue Proposed Zoning

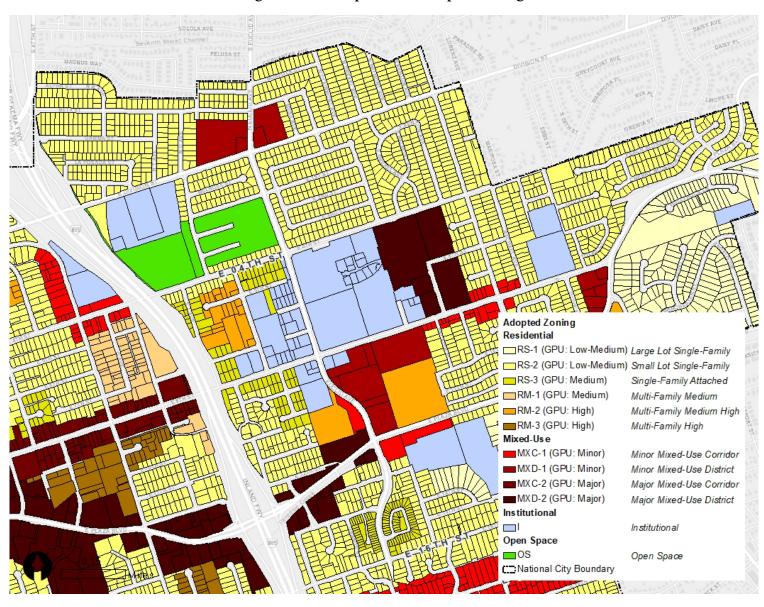


Figure 3.3-17 Hospital Area Adopted Zoning

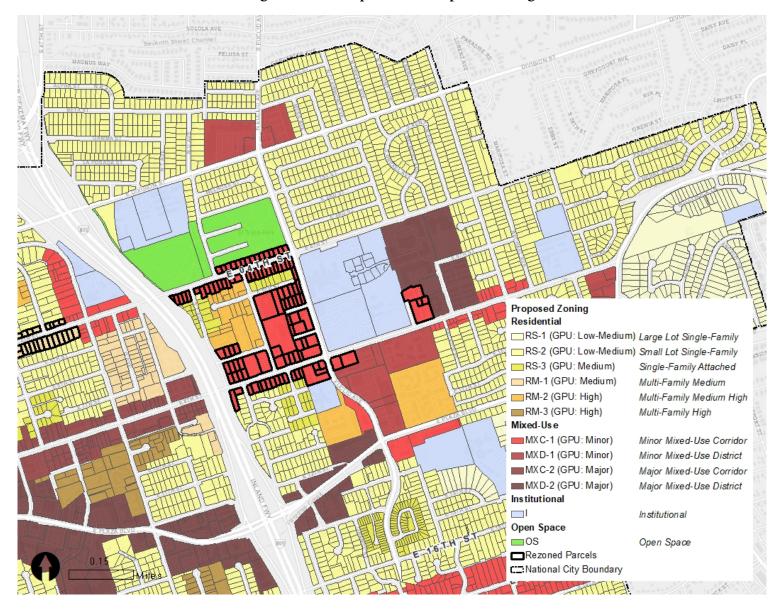


Figure 3.3-18 Hospital Area Proposed Zoning

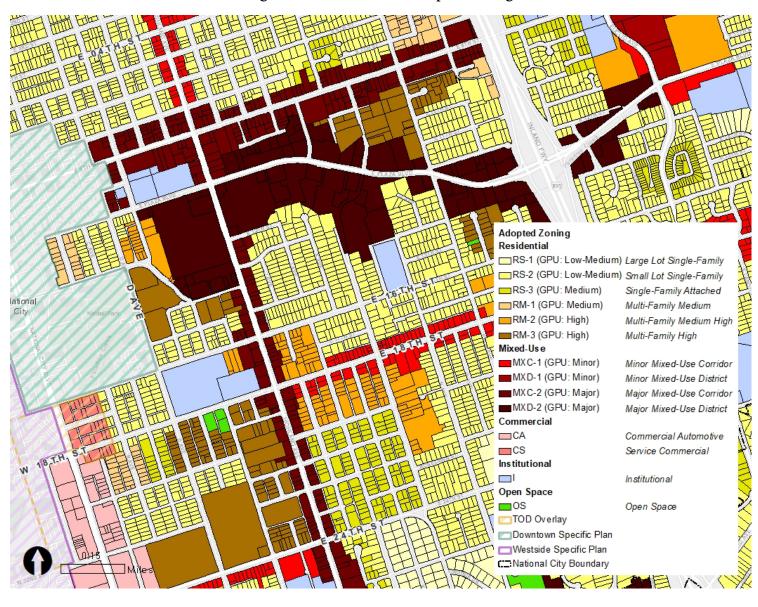


Figure 3.3-19 16th Street Adopted Zoning

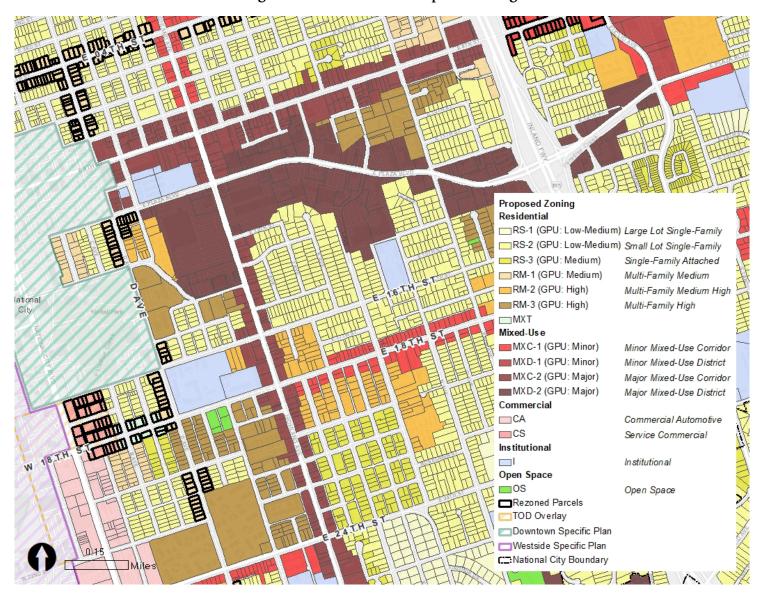


Figure 3.3-20 16th Street Proposed Zoning

3.4 FOCUSED GENERAL PLAN UPDATE BUILDOUT

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

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

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

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

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

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

3.5 FOCUSED GENERAL PLAN UPDATE PUBLIC ENGAGEMENT **PROCESS**

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

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

3.6 Project Objectives

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

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

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

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

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

3.7 ASSOCIATED ACTIONS

3.7.1 Discretionary Actions

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

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

3.8 FUTURE DEVELOPMENT

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

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

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

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

See Appendix B: Review Authority and Allowed Use Tables of the 6th Cycle 2021-2029 Housing Element⁸ for more detailed information on the ministerial and discretionary review process for housing projects.

3.8.1 CEQA Streamlining Mechanisms

3.8.1.1 CEQA Guidelines Section 15168

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

3.8.1.2 Special Situations and EIRs

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

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

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

Housing/neighborhood commercial facilities (15181)

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

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

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

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

3.8.1.3 Exemptions

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

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