

5. Environmental Analysis

5.9 LAND USE AND PLANNING

This section of the Draft Environmental Impact Report (DEIR) evaluates the potential impacts to land use in the City of San Juan Capistrano from implementation of the proposed project. Land use impacts can either be direct or indirect. Direct impacts are those that result in land use incompatibilities, division of neighborhoods or communities, or interference with other land use plans, including habitat or wildlife conservation plans. This section focuses on direct land use impacts. Indirect impacts are secondary effects resulting from land use policy implementation, such as an increase in demand for public utilities or services, or increased traffic on roadways. Indirect impacts are addressed in other sections of this DEIR, including 5.11, *Public Services*, and 5.12, *Transportation and Traffic*.

The proposed project is evaluated in this section for its consistency with adopted regulating plans and programs, including the San Juan Capistrano General Plan, San Juan Capistrano Zoning Ordinance, and Los Rios Specific Plan. The proposed project's consistency with other applicable regional plans and programs, such as the South Coast Air Quality Management District's Air Quality Management Plan, is addressed in Section 5.2, *Air Quality*, and 5.5, *Greenhouse Gas Emissions*. It should be noted that project entitlements include amendments to the City's General Plan and the Los Rios Specific Plan to ensure compatibility with the project as proposed and applicable City land use regulatory documents.

5.9.1 Environmental Setting

5.9.1.1 REGULATORY BACKGROUND

Regional and local laws, regulations, plans, or guidelines that are potentially applicable to the proposed project are summarized below. The project site is covered by several adopted local plans and programs that have varying degrees of regulation over the development and use of the site. The City of San Juan Capistrano (City) has preeminent authority over deciding the land use(s) of the project site. The adopted plans and programs regulating land use within and around the project site are described below.

Southern California Association of Governments

SCAG is a regional council of governments representing Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura counties, which encompass over 38,000 square miles. SCAG is the federally recognized metropolitan planning organization for this region and a forum for addressing regional issues concerning transportation, the economy, community development, and the environment. SCAG is also the regional clearinghouse for projects requiring environmental documentation under federal and state law. In this role, SCAG reviews proposed development and infrastructure projects to analyze their impacts on regional planning programs. As the southern California region's metropolitan planning organization, SCAG cooperates with the South Coast Air Quality Management District, the California Department of Transportation, and other agencies in preparing regional planning documents. SCAG has developed regional plans to achieve specific regional objectives, as discussed below.

The proposed project is considered a project of "regionwide significance" pursuant to the criteria in SCAG's *Intergovernmental Review Procedures Handbook* (November 1995) and Section 15206 of the CEQA Guidelines.

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Therefore, this section addresses the proposed project's consistency with the applicable SCAG regional planning guidelines and policies.

Regional Transportation Plan/Sustainable Communities Strategy

On April 7, 2016, SCAG adopted the 2016–2040 Regional Transportation Plan/Sustainable Communities Strategy (2016–2040 RTP/SCS), a long-range visioning plan that balances future mobility and housing needs with economic, environmental, and public health goals. The 2016 RTP/SCS includes a strong commitment to reduce emissions from transportation sources to comply with Senate Bill 375, improve public health, and meet the National Ambient Air Quality Standards. This long-range plan, required by the state of California and the federal government, is updated by SCAG every four years as demographic, economic, and policy circumstances change. The 2016 RTP/SCS is a living, evolving blueprint for the region's future (SCAG 2016).

San Juan Capistrano General Plan

The San Juan Capistrano General Plan, adopted in 1974 and most recently updated in 2002, is the community's blueprint for the future. The current General Plan has twelve elements: Land Use, Housing, Circulation, Safety, Conservation and Open Space, Noise, Cultural Resources, Community Design, Growth Management, Parks and Recreation, Public Services and Utilities, and Floodplain Management. The primary element that guides land use planning within the City and affects many of the issues addressed in the other General Plan elements is the Land Use Element. The Land Use Element and accompanying Land Use Map identify the type and proposed general distribution, location, and extent of land uses (both existing and future) within the City.

According to the City's current General Plan Land Use Map (San Juan Capistrano 2015), the land use designation of the project site is Specific Plan/Precise Plan (SP/PP), which are areas governed by a specific plan or precise plan adopted prior to development. As described below, the project site lies within the boundaries of and is governed by the Los Rios Specific Plan. As discussed in greater detail below, the project entitlements include proposed amendments to the City's General Plan.

San Juan Capistrano Zoning Ordinance

The City's Zoning Ordinance (Title 9 of the City's Municipal Code) is the primary implementation tool for the General Plan Land Use Element. Together, the City's Zoning Ordinance and zoning map identify specific types of land use, intensity of uses, and development and performance standards applicable to specific areas and parcels of land within the City. Per the City's zoning map, the zoning district of the project site is Specific Plan/Precise Plan. As described below, the project site lies within the boundaries of and is governed by the Los Rios Specific Plan, which outlines the zoning regulations (e.g., permitted land uses, development standards, design guidelines) applicable to development within the Specific Plan area.

Los Rios Specific Plan

The project site lies within the southern portion of the 40-acre area within the Los Rios Specific Plan (Specific Plan) (see Figure 3-3, *Aerial Photograph*). The Specific Plan—which encompasses the Los Rios Historic District and surrounding area—was originally adopted by the San Juan Capistrano City Council on

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February 15, 1978, (City Council Resolution No. Resolution No. 78-2-15-6) and has been amended several times since. The Specific Plan addresses the special planning needs identified by the community for the historic Los Rios District.

Historic preservation efforts, as well as permitted development activities and improvements within the Specific Plan area are guided and governed by four elements (Land Use Element, Circulation Element, Design Element, and Housing Element) and associated goal and policies; land use development standards and regulations; and architectural design guidelines contained in the Specific Plan. Per the Specific Plan, the project site is currently designated as Low Density Commercial (LDC), which allows land uses such as nurseries, open markets, and arts and crafts workshops, display and retail. As discussed in greater detail below, the project entitlements include proposed amendments to the Los Rios Specific Plan.

Historic Town Center Master Plan

On April 2012, the San Juan Capistrano City Council certified the Program EIR and adopted the Historic Town Center Master Plan (HTCMP) and accompanying Historic Town Center Form Based Code. The HTCMP covers an approximately 150-acre area bounded by Acjachema Street to the north, Interstate 5 to the east, Avenue La Paloma and existing retail to the south, and Paseo Adelanto to the west. Within the 150 acres, the HTCMP includes the Town Center Planning area (Revitalization: Historic Town Center, 44 acres) and its sub-areas (Repositioning: Del Obispo Downtown Expansion, 42 acres to the south and west; Connectivity: Town Center Neighborhoods, 64 acres to the north and west). The project site lies within the Connectivity subarea of the Historic Town Center Master Plan but is not otherwise regulated by or subject to the HTCMP and lies outside the boundaries governed by the adopted Form Based Code.

The HTCMP implements the City's strategic vision plan by providing guidance for redevelopment of the Town Center Planning area over time. No significant land use changes to the Connectivity or Repositioning subareas are envisioned or included in the HTCMP. However, selected improvements to the circulation system and public realm are recommended to enhance the connectivity between these subareas and the Town Center Planning area. The HTCMP advocates for a balanced transportation system in the Town Center Planning area that accommodates multiple travel modes. It encourages pedestrian connectivity, bicycle use, and transit ridership in the area.

5.9.1.2 EXISTING CONDITIONS

The project site operates as a commercial nursery with a sales office and associated sheds (see Figure 3-3, *Aerial Photograph*). Surrounding land uses include Zoomars Petting Zoo to the north across River Street; the Los Rios Historic District, which contains buildings dating back to the late 1700s to the northeast along Los Rios Street; the O'Neill Museum (San Juan Capistrano Historical Society headquarters), as well as a coffee shop and residential uses to the east; and office and commercial uses to the south adjacent to the southern site boundary.

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5.9.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- LU-1 Physically divide an established community.
- LU-2 Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.
- LU-3 Conflict with any applicable habitat conservation plan or natural community conservation plan.

No impacts relating to thresholds LU-1 and LU-3 were identified, as substantiated in Chapter 8, *Impacts Found Not to Be Significant*, of this DEIR. These impacts will not be addressed in the following analysis.

5.9.3 Environmental Impacts

5.9.3.1 METHODOLOGY

This analysis analyzes the proposed project's consistency with regional and local plans, policies and regulations for the purposes of avoiding or mitigating an environmental effect. Specifically, the proposed project was analyzed with respect to applicable regional planning guidelines and strategies of SCAG's RTP/SCS, and local plans: the City of San Juan Capistrano General Plan and Zoning Ordinance, Los Rios Specific Plan, and Historic Town Center Master Plan.

5.9.3.2 IMPACT ANALYSIS

The following impact analysis addresses thresholds of significance for which there are potentially significant or less than significant impacts. Effects of the project determined to have no impact are identified and described in Chapter 8 of this DEIR. The applicable thresholds are identified in brackets after the impact statement.

Impact 5.9-1: Implementation of the proposed project would not conflict with applicable plans adopted for the purpose of avoiding or mitigating an environmental effect. [Threshold LU-2]

Impact Analysis: Upon clearing, the 5.86-acre project site would be developed with the River Street Marketplace Project (proposed project), a commercial and office development. The project site would be developed with 64,900 square feet of commercial and office space in five buildings: Marketplace, Mercantile, Greenhouse, Red Barn, and Farmstead. Table 3-1, *Land Use Summary*, provides a summary of the square footage of the proposed commercial and office uses that would occupy these buildings. The configuration of the proposed buildings and land uses within the site is shown in Figure 3-4, *Conceptual Site Plan*.

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Project implementation would involve redevelopment of the project site and require demolition of the existing structure and sheds onsite. Project approval and implementation requires City Council approval of a General Plan Amendment (GPA 18-002), Code Amendment (CA 16-003) to the Los Rios Specific Plan (SP 78-01), which is described in more detail below.

Below is an evaluation of the proposed project’s consistency with applicable City plans and programs that have been adopted for the purpose of avoiding or mitigating an environmental effect.

San Juan Capistrano General Plan

According to the City’s current General Plan Land Use Map (San Juan Capistrano 2015), the land use designation of the project site is Specific Plan/Precise Plan (SP/PP), which applies to areas governed by a specific plan or precise plan adopted prior to development. As described above, the project site lies within the boundaries of and is governed by the Los Rios Specific Plan. Upon the adoption of the Specific Plan, it was deemed consistent with the provisions of the General Plan.

Consistency with the applicable goals and policies of the City’s General Plan is evaluated in Table 5.9-1. Although the City’s General Plan contains numerous additional goals and policies beyond those discussed in the following table, those goals and policies are not closely related to the “purpose of avoiding or mitigating an environmental effect” and are therefore not analyzed in the table. Consistency with the City’s Circulation Element is provided in Section 5.12, *Transportation and Traffic*, of this DEIR.

Table 5.9-1 Project Consistency with the San Juan Capistrano General Plan

General Plan Goal and Policies	Project Compliance
Land Use Element	
Land Use Goal 4: Preserve major areas of open space and natural features.	
<p><i>Policy 4.1:</i> Preserve areas of natural hazards, such as landslides and floodplains, which would jeopardize the public health and safety.</p> <p><i>Policy 4.2:</i> Implement land and open space-rights acquisition programs to allow for the long-term preservation of open space resources.</p>	<p>Consistent: The project site is a commercial plant nursery and is designated by the Los Rios Specific Plan for commercial uses (not open space or agricultural uses). The project site does not contain natural topography or natural features that have functioned as public open space or would represent a natural hazard. Although the project site is within a 100-year flood plain, specific plan amendment includes a Water Quality Management Plan specifying that proposed buildings would be elevated above flood depths anticipated for the site (see Section 5.8, <i>Hydrology and Water Quality</i>, of this DEIR).</p>
<p><i>Policy 4.3:</i> Preserve designated ridgelines and the immediate adjacent area to maintain the open space character of the community.</p>	<p>Consistent: The project site consists of a commercial nursery operation and would not affect ridgelines or its immediate adjacent area.</p>
Safety Element	
Safety Goal 1: Reduce the risk to the community from hazards related to geologic conditions, seismic activity, wildfires, structural fires, and flooding.	
<p><i>Policy 1.1:</i> Reduce the risk of impacts from geologic and seismic hazards by applying proper development engineering, building construction, and retrofitting requirements.</p>	<p>Consistent: The proposed project would meet CBC requirements including seismic design parameters, and would not subject people or structures to substantial hazards from geologic or seismic hazards. Refer to Section 5.5, <i>Geology and Soils</i>, of this DEIR.</p>

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Table 5.9-1 Project Consistency with the San Juan Capistrano General Plan

General Plan Goal and Policies	Project Compliance
<p><i>Policy 1.2:</i> Protect the community from flooding hazards by providing and maintaining flood control facilities and limiting development within the floodplain.</p>	<p>Consistent: Although the project site is within a 100-year flood plain, the proposed project includes a Water Quality Management Plan specifying that proposed buildings would be elevated above flood depths anticipated for the site (see Section 5.8, <i>Hydrology and Water Quality</i>, of this DEIR).</p>
<p><i>Policy 1.3:</i> Reduce the risk of wildfire hazards by requiring fire retardant landscaping and project design for development located in areas of high wildfire risk.</p> <p><i>Policy 1.4:</i> Reduce the risk of fire to the community by coordinating with the Orange County Fire Authority.</p>	<p>Consistent: The project site is not within a fire hazard severity zone.</p> <p>The specific plan describes that fire protection, prevention, investigation, rescue, hazardous materials response, safety education, paramedic, and ambulance transport services are provided to the project site through a contract with Orange County Fire Authority. Analysis of fire services was based on consultation with the Orange County Fire Authority (OCFA). The proposed project would not have a significant impact on OCFA's ability to provide fire services (see Section 5.11.1, <i>Fire Protection and Emergency Services</i>, of this DEIR)</p>
<p>Conservation and Open Space Element</p>	
<p>Conservation and Open Space Goal 1: Preserve and enhance open space resources.</p>	
<p><i>Policy 1.1:</i> Identify remaining areas which should be preserved and enhanced as open space resources.</p>	<p>Consistent: The project site has been in commercial use for several decades and is designated for Low Density Commercial in the Los Rios Specific Plan. The General Plan and Zoning Ordinance defer to the Specific Plan in regards to appropriate land uses.</p>
<p>Conservation and Open Space Goal 2: Protect and preserve important ecological and biological resources.</p>	
<p><i>Policy 2.1:</i> Use proper land use planning to reduce the impact of urban development on important ecological and biological resources.</p> <p><i>Policy 2.2:</i> Preserve important ecological and biological resources as open space.</p> <p><i>Policy 2.3:</i> Develop open space uses in an ecologically sensitive manner.</p> <p><i>Policy 2.4:</i> Continue to designate the City as a bird sanctuary to preserve and protect the populations of all migratory birds which serve as a prime resource to the character and history of the community.</p>	<p>Consistent: The project site does not contain important ecological resources outside of ornamental landscaping. As discussed in Section 5.3, <i>Biological Resources</i>, of this DEIR, the proposed project would involve the removal of trees and shrubs that could be used for nesting by birds. However, impacts related to tree removal and migratory birds would be less than significant after compliance with the Migratory Bird Treaty Act and implementation of Mitigation Measure BIO-1. Implementation of the proposed project would involve planting 158 trees including 39 specimen trees. Oak trees to be grown onsite could be used for future nesting by Cooper's hawks.</p>
<p>Conservation and Open Space Goal 3: Preserve existing agricultural activity.</p>	
<p><i>Policy 3.1:</i> Implement economic programs that promote the long-term viability of designated agricultural parcels within the City.</p> <p><i>Policy 3.2:</i> Reduce the negative impacts resulting from urban uses and neighboring agricultural uses in close proximity.</p>	<p>Consistent: The project site is not designated for agricultural uses. Furthermore, the project site is surrounded by urban land uses such as shopping centers and housing. Implementation of the proposed project would not affect agricultural uses in the nearby vicinity.</p>
<p>Conservation and Open Space Goal 4: Prevent incompatible development in areas which should be preserved for scenic, historic, conservation or public safety purposes.</p>	
<p><i>Policy 4.1:</i> Assure incompatible development is avoided in those areas which are designated to be preserved for scenic, historic, conservation or public safety purposes.</p>	<p>Consistent: As discussed throughout this DEIR, the project site is located in the Los Rios Specific Plan Area, which identifies much of the surrounding area as having substantial local historic and cultural value. As described in Section 5.1, <i>Aesthetics</i>, the</p>

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Table 5.9-1 Project Consistency with the San Juan Capistrano General Plan

General Plan Goal and Policies	Project Compliance
	proposed project has been designed to be physically and visually compatible with the surrounding architectural style of the Los Rios Historic District.
Conservation and Open Space Goal 5: Shape and guide development in order to achieve efficient growth and maintain community scale and identity.	
<i>Policy 5.3:</i> Ensure that no buildings will encroach upon any ridgeline designated for preservation.	Consistent: The proposed project is on a site that is largely flat; no impacts to ridgelines would occur.
Conservation and Open Space Goal 6: Improve air quality.	
<i>Policy 6.1:</i> Cooperate with the South Coast Air Quality Management District and Southern California Association of Governments in their efforts to implement the regional air quality management plan.	Consistent: The proposed project is consistent with the air quality management plan (see Section 5.2, <i>Air Quality</i> , of this DEIR).
<i>Policy 6.2:</i> Cooperate and participate in regional air quality management planning, programs, and enforcement measures.	
<i>Policy 6.4:</i> Achieve a greater balance between jobs and housing in San Juan Capistrano.	
Consistent: The proposed project would generate additional jobs in an area of Orange County that is housing-rich.	
Conservation and Open Space Goal 7: Protect water quality.	
<i>Policy 7.1:</i> Coordinate water quality and supply programs with the responsible water agencies.	Consistent: The proposed project would implement best management practices required as part of its storm water pollution prevention plan during construction and water quality management plan during operation. No significant impacts to water quality or supply would occur. See analysis in Sections 5.8, <i>Hydrology and Water Quality</i> and 5.14, <i>Utilities and Service Systems</i> , of this DEIR.
<i>Policy 7.2:</i> Encourage the production and use of recycled water.	
<i>Policy 7.3:</i> Conserve and protect watershed areas.	
Community Design Element	
Community Design Goal 3: Preserve and enhance natural features.	
<i>Policy 3.1:</i> Limit Development of important natural characteristics such as ridgelines, unique hillside features and creeks	Not applicable: The project site, while vacant, is located in a urban setting; it does not feature landforms such as ridgelines, hillsides, or creeks. Trabuco Creek is located across Paseo Adelanto and the Trabuco Creek trail, west of the proposed project site. The proposed project would not affect the design or character of Trabuco Creek. See analysis in Sections 5.1, <i>Aesthetics</i> , and 5.8, <i>Hydrology and Water Quality</i> , of this DEIR for more information.
<i>Policy 3.2:</i> Encourage the recreational use of natural features, such as hillsides and creeks.	
<i>Policy 3.3:</i> Preserve and enhance scenic transportation corridors, including Interstate 5 and the railroad.	
<i>Policy 3.4:</i> Preserve important viewsheds.	
Consistent: The proposed project would not affect views from I-5 or impede views up and down the rail corridor. Although the project would further diminish some distant views of ridgelines and hillsides, these views are fragmented under existing conditions and are not protected panoramic views. See Section 5.1, <i>Aesthetics</i> , of this DEIR for additional analysis related to scenic views.	
Floodplain Management Element	
Floodplain Management Goal 1: Protect life and property from floodwaters.	
<i>Policy 1.1:</i> Limit development within the floodplain to minimize risks to life and property and satisfy the flood insurance and other requirements of the Federal Emergency Management Agency (FEMA).	Consistent: Although the project site is within a 100-year flood plain, the five proposed buildings would be elevated above flood depths anticipated for the site (see Section 5.8, <i>Hydrology and Water Quality</i> , of this DEIR).
<i>Policy 1.2:</i> Prevent the placement of unauthorized fill material in creeks and floodplains in order to avoid alteration of flow	

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Table 5.9-1 Project Consistency with the San Juan Capistrano General Plan

General Plan Goal and Policies	Project Compliance
characteristics and bridge scour. <i>Policy 1.3:</i> Construct new flood protection improvements where determined necessary by the City, County and Army Corps of Engineers. <i>Policy 1.4:</i> Improve existing bridges to improve the flow of the associated streams.	
Floodplain Management Goal 2: Preserve and enhance the natural character of the creeks and their floodplains.	
<i>Policy 2.1:</i> Use Environmentally sensitive treatments where creek improvements are necessary to preserve wetlands. <i>Policy 2.2:</i> Enhance and/or restore the creeks and their floodplains as part of private development projects and public works projects. <i>Policy 2.3:</i> Flood protection improvement for stream banks are encouraged to use linings such as soil, cement, "armorflex", earth covered rip rap, or other environmentally sensitive treatments that provide effective and durable flood protection.	Not Applicable: The proposed project would not affect the design or character of nearby Trabuco Creek. Although the project site is within a 100-year flood plain, the five proposed buildings would be elevated above flood depths anticipated for the site (see Section 5.8, <i>Hydrology and Water Quality</i> , of this DEIR).
Sources: San Juan Capistrano 2002.	

As demonstrated in Table 5.9-1, development of the proposed project would not result in a conflict with the City's General Plan. A general plan amendment being processed to ensure consistency of the proposed project with both the City's General Plan and the Los Rios Specific Plan, as amended. Proposed General Plan text amendments include:

- Cleaning up references to the Los Rios Specific Plan and the proposed Commercial Core Planning Area.
- Revising Table LU-4, Development Capacity, to include the 5.86 acre Commercial Core Planning Area, with a floor area ratio of 0.25 and 64,900 square feet.
- Adding policies to General Plan Circulation Goal 4 to allow on-street parking along Paseo Adelanto and to transition River Street from an existing asphalt street to a decomposed granite pedestrian access only.

With adoption of the proposed general plan amendments, the proposed project would be consistent with the City's General Plan.

San Juan Capistrano Zoning Ordinance

Specific plans act as a bridge between general plans and individual development proposals, which outside of specific plan areas are regulated solely by provisions of the Zoning Ordinance. As discussed above, the zoning district of the project site is Specific Plan/Precise Plan. The project site lies within the boundaries of and is governed by the Los Rios Specific Plan, which outlines the zoning regulations (e.g., permitted land uses, development standards, and design guidelines) applicable to development within the Specific Plan area.

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The proposed project requires a Code Amendment (CA 16-003) to amend various sections of the specific plan (as discussed below), ensuring that the proposed project would be consistent with zoning regulations applicable to the project site.

Los Rios Specific Plan

Goals and policies in the Los Rios Specific Plan are generally related to land use compatibility, circulation improvements, and urban design; very few appear to have been adopted “for the purpose of avoiding or mitigating an environmental effect.” Therefore, an analysis of consistency between these goals and policies is not necessary to evaluate the proposed project under Threshold LU-2. For an evaluation of the proposed project’s consistency with applicable land use and design-related goals and policies, see Sections 5.1, *Aesthetics*, and 5.4, *Cultural Resources*, of this DEIR. Consistency with circulation-related goals and policies are provided in Section 5.12, *Transportation and Traffic*.

Approval of a Specific Plan Amendment is required to add the Commercial Core Planning Area, change the development standards and policy statements contained within the Los Rios Specific Plan, and add Appendix A to regulate land uses on the project site. This would allow the precise mix of uses and buildings proposed by the project. Approval of this Los Rios Specific Plan Amendment represents approval of the River Street Marketplace Project and no further discretionary approvals will be necessary or required; Municipal Code requirements for subsequent permits such as tree removal permits, flood plain permits, and similar types of permits would be instead replaced with the requirements contained in the Specific Plan Amendment (see Section 3.5 of the Specific Plan Amendment). Proposed changes to the specific plan are summarized below.

- The Specific Plan would be amended to include a fourth planning area: the “Commercial Core” area, which would be comprised of the project site. The area would be intended to serve as “the commercial hub of the Specific Plan” and be a “comprehensively designed project that highlights the agrarian history of the area.”
- The Low Density Commercial designation would be redefined to reflect the proposed project.
- Phase 1 of the Specific Plan circulation element would be modified to better manage access to River Street from Los Rios Street.
- The Specific Plan would be amended to allow continued street parking along Paseo Adelanto in addition to off-street parking proposed for the project site.
- Permitted uses, development standards, and design guidelines for the Low Density Commercial District (the project site) would be moved to Appendix A of the Los Rios Specific Plan. This appendix includes conceptual renderings for the proposed project, a lighting plan, master sign program, detailed development standards, and design guidelines (including a plant palette).

With adoption of the proposed specific plan amendments, the proposed project would be consistent with the Los Rios Specific Plan.

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Historic Town Center Master Plan

As discussed above under Section 5.9.1.1, the project site lies within the Connectivity subarea of the HTCMP. However this area is not governed by the any aspect of the HTCMP or related Form Based Code and is only discussed as a larger “study area” for purposes of discussing connectivity between the Historic Town Center and adjacent neighborhoods. Overall, the proposed project helps implement the type of connectivity envisioned by the HTCMP by creating an enhanced pedestrian connection between Los Rios Street and the River Street. The proposed project would also add parking near the Historic Town Center and would broaden the range of retail offerings near transit attracting visitors to central San Juan Capistrano, as advocated for in the HTCMP. Implementation of the proposed project would be consistent with the HTCMP.

Regional Transportation Plan/Sustainable Communities Strategy

Table 5.9-2 provides an assessment of the proposed project’s relationship to pertinent 2016–2040 SCAG RTP/SCS goals. The RTP/SCS goals are directed toward transit, transportation and mobility, and protection of the environment and health of residents. The consistency analysis below focuses on the broad, policy-oriented goals of the 2016–2040 RTP/SCS to determine consistency between the two plans.

Table 5.9-2 Consistency with SCAG’s 2016–2040 RTP/SCS Goals

RTP/SCS Goal	Project Compliance with Goal
RTP/SCS G1: Align the plan investments and policies with improving regional economic development and competitiveness.	Not Applicable: This is not a project-specific goal and is therefore not applicable.
RTP/SCS G2: Maximize mobility and accessibility for all people and goods in the region.	<p>Consistent: Project implementation would ensure that mobility, accessibility, travel safety, and reliability for people and goods would be maximized. The vehicular and pedestrian improvements called for in the Specific Plan Amendment would be implemented and maintained to meet the needs of employees and patrons. Improvements are expected to increase pedestrian connectivity and visual experience; increase cyclist safety; and enhance site access.</p> <p>All modes of public and commercial transit throughout the project site would be required to follow safety standards set by state, regional, and local regulatory documents. The proposed project includes a number of elements necessary for pedestrian safety, including lighting and signage guidelines.</p> <p>The proposed project recognizes the importance of the San Juan Capistrano Metrolink Station northeast of the project site. The project will enhance pedestrian connectivity at the project site, improving access to and from the station.</p> <p>A traffic impact analysis report was prepared for the proposed project and is included in its entirety in Appendix J1 of this DEIR. The findings, conclusions, and recommendations of the analysis are provided in Section 5.12, <i>Transportation and Traffic</i>.</p>
RTP/SCS G3: Ensure travel safety and reliability for all people and goods in the region.	
RTP/SCS G4: Preserve and ensure a sustainable regional transportation system.	
RTP/SCS G5: Maximize the productivity of our transportation system.	

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Table 5.9-2 Consistency with SCAG's 2016–2040 RTP/SCS Goals

RTP/SCS Goal	Project Compliance with Goal
<p>RTP/SCS G6: Protect the environment and health of our residents by improving air quality and encouraging active transportation (non-motorized transportation, such as bicycling and walking).</p>	<p>Consistent: The CEQA process ensures that non-exempt projects at all levels of government in California consider all potential environmental impacts. Air quality impacts are addressed in Section 5.2 of this DEIR. The reduction of energy use, improvement of air quality, and promotion of more environmentally sustainable development would be encouraged through the existing and proposed alternative transportation modes, sustainable building and landscaping design techniques, and other best management practices for structures and non-structures.</p> <p>An enhanced pedestrian entrance to the project site would be provided from Los Rios Street, connecting to the current River Street. Historical depiction boards would also be located in this area, providing a logical pedestrian transition from the O'Neill Museum, which abuts the eastern site boundary. As part of the project, vehicular traffic along River Street would be prohibited by the use of split-rail fencing just east of the intersection with Paseo Adelanto as well as retractable bollards in the northeast where River Street intersects Los Rios Street. River Street would be transitioned from the existing asphalt-paved street to a decomposed-granite path. An enhanced pedestrian path to the proposed common area and buildings would be provided between the Farmstead and Red Barn—the path would connect to the path of the former River Street.</p> <p>Patrons would also be able to safely and conveniently walk from the parking areas to the common area and buildings via the decorative aggregate paving of the parking areas. Additionally, a new public sidewalk would be constructed along Paseo Adelanto. Parking and access pathways throughout the site would comply with the Americans With Disabilities Act (ADA).</p> <p>Project implementation would also maximize the protection of the environment and potential improvement of air quality by encouraging the use of the region's public transportation system by creating retail and office opportunities for employment within a transit priority area within a quarter mile of the San Juan Capistrano Metrolink Station. A traffic impact analysis report was prepared for the proposed project and is included in its entirety in Appendix J1 of this DEIR. The findings, conclusions, and recommendations of the analysis are provided in Section 5.12, <i>Transportation and Traffic</i>.</p>
<p>RTP/SCS G7: Actively encourage and create incentives for energy efficiency, where possible.</p>	<p>Consistent: Energy-saving and sustainable design features and operational programs would be incorporated into the proposed project, including those required by the California Green Building Standards Code (CALGreen; CCR, Title 24, Part 11). The project would also incorporate design features and attributes promoting energy efficiency and sustainability:</p> <ul style="list-style-type: none"> • Redevelopment and revitalization of the project site promotes efficient use of scarce real property. Further, redevelopment and reuse of the site supports sustainable and efficient use of resources by taking advantage of currently available utilities and public services. <p>To reduce water demands and associated energy use, the project uses would be required to implement a water conservation strategy and demonstrate a minimum 20 percent reduction in indoor water usage when compared to baseline water demand (total expected water</p>

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Table 5.9-2 Consistency with SCAG's 2016–2040 RTP/SCS Goals

RTP/SCS Goal	Project Compliance with Goal
	demand without implementation of the water conservation strategy). Project uses would also be required to implement: <ul style="list-style-type: none"> • A landscaping palette emphasizing drought-tolerant plants consistent with provisions of the State Model Water Efficient Landscape Ordinance and/or City requirements. • Water-efficient irrigation techniques consistent with City requirements. • US Environmental Protection Agency (EPA) Certified WaterSense or equivalent faucets, toilets, and other plumbing fixtures.
RTP/SCS G8: Encourage land use and growth patterns that facilitate transit and active transportation.	Consistent: See responses to RTP/SCS Goals G2 through G5.
RTP/SCS G9: Maximize the security of the regional transportation system through improved system monitoring, rapid recovery planning, and coordination with other security agencies.	Not Applicable: This is not a project-specific goal and is therefore not applicable.

Source: SCAG 2016.

As demonstrated above, the proposed project is consistent with the goals identified in SCAG's 2016-2040 RTP/SCS.

Conclusion

For the reasons outlined above, implementation of the proposed project would not conflict with a land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.

Level of Significance before Mitigation: With implementation of the general plan, code, and specific plan amendments contained within the proposed project, Impact 5.9-1 would be less than significant.

5.9.4 Cumulative Impacts

As shown in Section 4.4, *Assumptions Regarding Cumulative Impacts*, a number of development projects are under construction, have been approved, or are under review in San Juan Capistrano. However, most of these projects are not located near the project site; most are west of Trabuco Creek or east of Camino Capistrano. None are located adjacent to the project site or near enough to the site to generate adverse land use impacts when combined with the proposed project. As with the proposed project, cumulative projects would be subject to compliance with the regional and local plans discussed in this section, including provisions of the City's General Plan, Los Rios Specific Plan and HTCMP. Therefore, implementation of cumulative development in accordance with the proposed project would not combine with the proposed project to result in cumulatively considerable land use impacts.

Level of Significance before Mitigation: Cumulative land use impacts would be less than significant.

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5.9.5 Existing Regulations and Standard Conditions

This analysis assumes compliance with all applicable laws. The following codes, rules, and regulations pertain to land use and planning and were described in detail in Section 5.9.1.1 of this DEIR and are listed below

- San Juan Capistrano General Plan
- San Juan Capistrano Zoning Ordinance
- Los Rios Specific Plan

5.9.6 Level of Significance Before Mitigation

Upon implementation of regulatory requirements, the following impacts would be less than significant: 5.9-1.

5.9.7 Mitigation Measures

No mitigation measures are required.

5.9.8 Level of Significance After Mitigation

Impacts would be less than significant.

5.9.9 References

- San Juan Capistrano, City of (San Juan Capistrano). 1978 (as amended). Los Rios Specific Plan.
<http://sanjuancapistrano.org/Portals/0/Documents/Development%20Services/Los%20Rios%20Specific%20Plan.pdf>.
- . 1999. City of San Juan Capistrano General Plan.
<http://sanjuancapistrano.org/Departments/Development-Services/Planning-Zoning/General-Plan>.
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- . 2015. General Plan Land Use Map.
<http://sanjuancapistrano.org/Portals/0/Documents/Development%20Services/General%20Plan%20Land%20Use%20Map.pdf>.
- . 2018, February. City of San Juan Capistrano Municipal Code.
<http://www.qcode.us/codes/sanjuancapistrano/>.

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