



CITY OF SANTEE HOUSING ELEMENT UPDATE

Transportation Impact Study

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Prepared For
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- Appendix B Base Year and Proposed Project VMT Results
- Appendix C Project Alternatives VMT Results

1.0 Introduction

1.1 Purpose of the Report

This Transportation Impact Study (TIS) serves to identify and document potential transportation impacts related to the City of Santee Housing Element Update (the “Proposed Project”) and recommend mitigation measures, as appropriate.

The City of Santee, incorporated in 1980, is located in eastern San Diego County bordered by the City of San Diego to the west, the unincorporated community of Lakeside to the east and northeast, and the City El Cajon to the south. Santee is served by three state routes (SR 52, SR 125 and SR 67) and the Green Line Trolley.

Most of the City’s residentially zoned land has already been developed with a diversity of housing types, including single-family homes, mobile home parks, townhomes, condominiums, and apartments. However, several hundred acres within the Specific Plan District and the Town Center District remain undeveloped and available for future housing development.

Figure 1.1 displays the City of Santee location in the San Diego County Region.

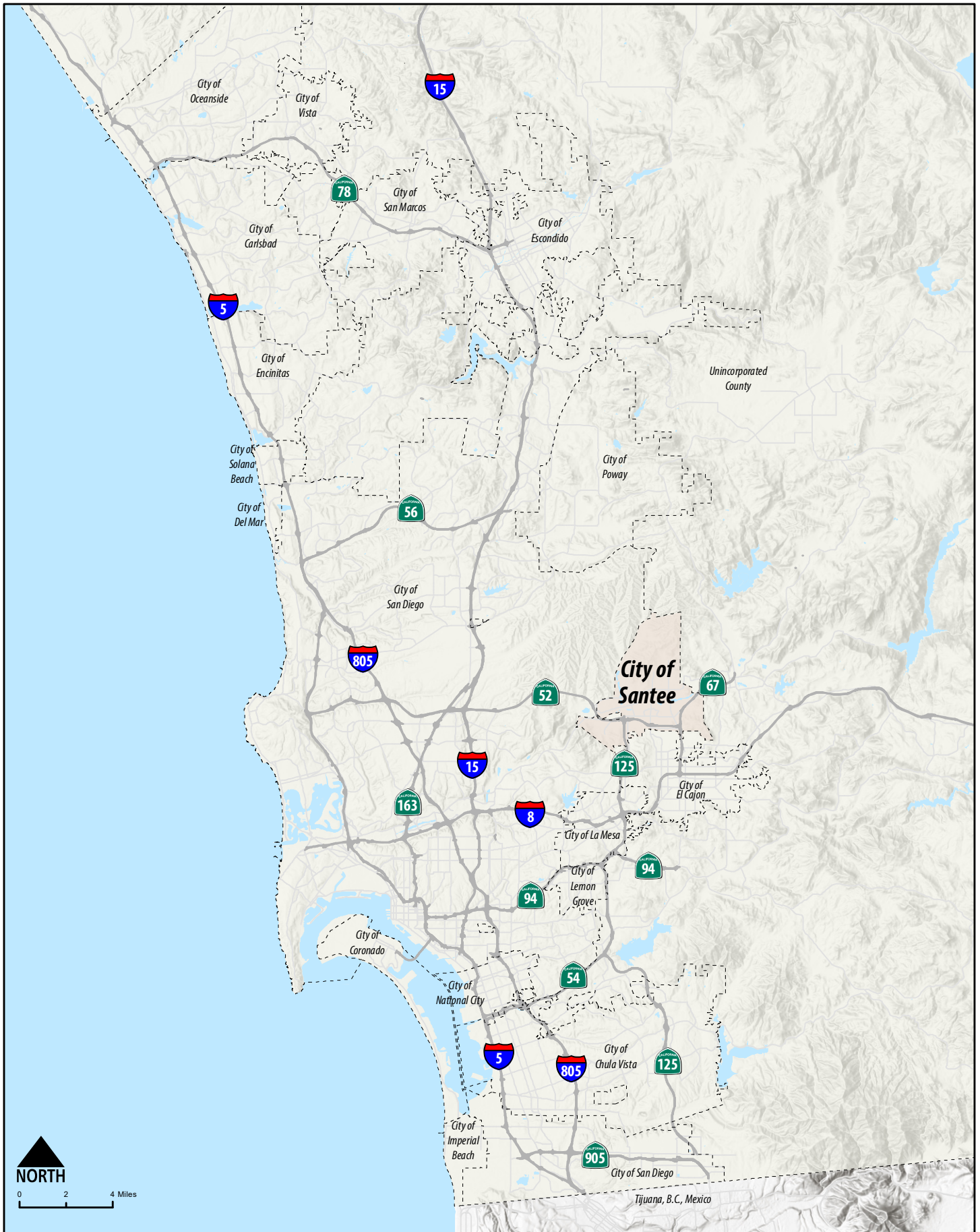
In December 2018, the California Resources Agency certified and adopted revised California Environmental Quality Act (CEQA) Guidelines, including the new section 15064.3. Under Section 15064.3, vehicle miles traveled (VMT), which includes the amount and distance of automobile traffic attributable to a project, is identified as the “most appropriate measure of transportation impacts.”

1.2 Study Scenarios

Three (3) study scenarios were evaluated, including Base Year and two (2) future year alternatives, as follows:

- **Base Year (2016)** – establishes the baseline VMT within the project study area (City of Santee).
- **No Project (Adopted General Plan)** – represents buildout of the City of Santee’s currently adopted General Plan Land Use and Mobility Elements.
- **Proposed Project** – represents the buildout of the City and the proposed housing sites developed in collaboration by City staff and the project consultant team. The proposed sites override the sites identified in the City’s currently adopted General Plan. A summary of the proposed housing sites is provided in Chapter 2 of this report, while the location of the housing sites is displayed in **Figure 1.2**.

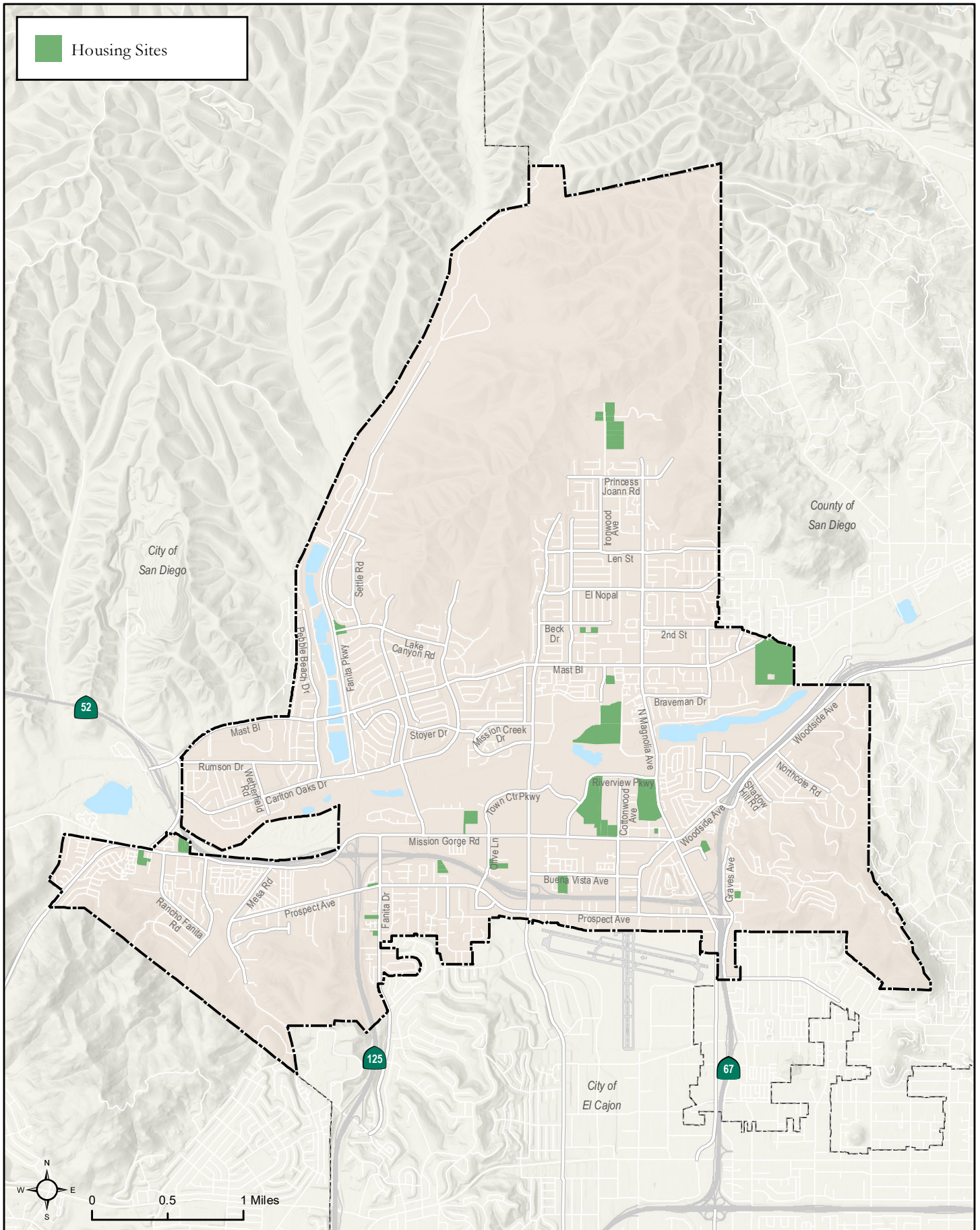
Information on the travel demand model forecasting process utilized to estimate the future resident VMT/Capita is provided in **Appendix A**.



City of Santee Housing Element Update
 Transportation Impact Study



Figure 1.1
 Regional Location



City of Santee Housing Element Update
 Transportation Impact Study

Figure 1.2
 Existing Housing Sites



1.3 Report Organization

The remainder of this report is organized into the following chapters:

- 2.0 *Project Description* – This chapter summarizes land use assumptions for Base Year (2016) and future year alternatives including the Adopted General Plan (No Project) and the Proposed Project.
- 3.0 *Analysis Methodology* – This chapter describes the methodologies and thresholds utilized to evaluate potential VMT impacts for each of the future alternatives. Note that as of July 1, 2020, VMT is the preferred metric (rather than Level of Service) for CEQA transportation-related impact evaluation.
- 4.0 *Project Impacts* – This chapter discusses the VMT analysis and identifies potential transportation impacts of the Proposed Project. Mitigation measures to reduce the identified VMT impacts, as necessary, are also discussed.
- 5.0 *Alternative Analysis* – This chapter discusses the VMT analysis and potential transportation impacts of the No Project alternative.
- 6.0 *Summary* – This chapter summarizes the findings of the VMT analysis.

2.0 Project Description

The Proposed Project would implement housing projects necessary to achieve the City's Regional Housing Needs Assessment (RHNA). A summary of the Housing Element is provided below.

Housing Element

The Housing Element of the General Plan is designed to provide the City with a coordinated and comprehensive strategy for promoting the production of safe, decent, and affordable housing within the community. Per State law, the Housing Element has two main purposes:

- To provide an assessment of both current and future housing needs and constraints in meeting these needs; and
- To provide a strategy that establishes housing goals, policies, and programs.

The Housing Element is an eight-year plan for the 2021-2029 period, and it serves as an integrated part of the General Plan but is updated more frequently to ensure its relevancy and accuracy. The Housing Element identifies strategies and programs that focus on:

- Matching housing supply with need
- Maximizing housing choice throughout the community
- Assisting in the provision of affordable housing
- Removing governmental and other constraints to housing investment
- Promoting fair and equal housing opportunities

The Housing Element consists of the following major components:

- A profile and analysis of the City's demographics, housing characteristics, and existing and future housing needs.
- A review of the constraints to housing production and preservation. Constraints include potential market, governmental, policy, and environmental limitations to meeting the City's identified housing needs.
- An assessment of resources available to meet the City's objectives regarding housing production and preservation. Resources include land available for new construction and redevelopment, as well as financial and administrative resources available.
- A statement of the Housing Plan to address the City's identified housing needs, including housing goals, policies and programs.

A critical measure of compliance with the State Housing Element Law is the ability of a jurisdiction to accommodate its share of the regional housing needs –RHNA.

The RHNA is based, in part, upon the growth that SANDAG has estimated for the City of Santee in its 2050 Regional Growth Forecast. This forecast was adopted in 2013 and is based on current adopted land use plans and policies. SANDAG forecasts that Santee will grow to 66,313 residents and 23,996 housing units by 2050.

SANDAG developed a RHNA based on the California Department of Housing and Community Development (HCD) determination for the region’s “fair share” of statewide forecasted growth through April 15, 2029. Overall, the region needs to plan for an additional 171,685 units. Santee’s share of the regional housing need for the 2021-2029 RHNA period is allocated by SANDAG based on a number of factors, including recent growth trends, income distribution, and capacity for future growth.

Santee was assigned a future housing need of 1,219 units for the 2021-2029 RHNA period, representing 0.7 percent of the total regional housing need. Of the 1,219 units allocated to Santee, the City must plan for units affordable to all income levels, specifically: 203 extremely low income, 203 very low income, 200 low income, 188 moderate income, and 425 above-moderate income units.

Table 2.1 RHNA Housing Needs for 2021-2029

Income Category (% of County AMI)	Number of Units	Percent
Extremely Low (30% or less)	203	16.7%
Very Low (31-50%)	203	16.7%
Low (51-80% AMI)	200	16.4%
Moderate (81%-120% AMI)	188	15.4%
Above Moderate (>120% AMI)	425	34.9%
Total	1,219	100.0%

Source: City of Santee Draft Housing Element 2021-2029.

Note:

AMI = Average Median Income

3.0 Analysis Methodology

On September 27, 2013, Governor Edmund G. Brown, Jr. signed SB-743 into law, starting a process that fundamentally changes the way transportation impact analysis is conducted under CEQA. Related revisions to the State’s CEQA Guidelines include elimination of auto delay, level of service (LOS), and similar measurements of vehicular roadway capacity and traffic congestion as the basis for determining significant impacts, and replacement with Vehicle Miles Traveled (VMT) as the preferred CEQA transportation metric.

This chapter describes the methodologies and thresholds utilized to evaluate potential VMT impacts for future alternatives.

3.1 Determination of VMT Significant Impacts

VMT is positively correlated with growth and as the region is expected to grow, VMT is also expected to increase. However, where the growth occurs plays a significant role to determine how much the VMT will increase. Growth in areas with access to high-quality transit, a complete active transportation network, and/or complementary land use mixes are projected to be more VMT efficient.

In City of Santee VMT Analysis Guidelines (Adopted on April 27, 2022), the City required the use of VMT metrics when analyzing land use projects and plans. For residential uses, the recommended efficiency metric is Resident VMT per Capita.

The following definitions describe how VMT is referred to, calculated, and accounted for in this programmatic CEQA impact analysis:

- Resident VMT/Capita** includes, for all City of Santee residents, all vehicle-based resident travel grouped and summed to the home location of the individual. It includes all resident vehicle travel: home-based and non-home-based. The VMT for each individual is then summed for all individuals residing in a particular census tract and divided by the population of that census tract to arrive at Resident VMT/Capita.

The City of Santee VMT Analysis Guidelines stated that VMT/capita results should be compared to the 85th percentile of City’s average for that land use type – in this case, the City of Santee’s average VMT/Capita was used. The citywide average VMT is determined using SANDAG’s Series 14 Base Year (2016), and the citywide average resident VMT per Capita is 20.5 miles. Excerpts from the regional transportation model are provided in **Appendix B**.

Consistent with the City’s VMT Analysis Guidelines, the significance thresholds are shown in **Table 3.1**.

Table 3.1 Transportation VMT Thresholds of Significance by Land Use Type

Land Use Type	Threshold for Determination of a Significant Transportation VMT Impact
Residential	15% Below Citywide Average Resident VMT/Capita

Source: City of Santee

For the purpose of the transportation impact study, a Plan-to-Ground analysis was conducted by comparing the Proposed Project and the No Project alternatives to Base Year (2016), which is representative of the baseline conditions.

4.0 Impact Analysis – Proposed Project

This chapter focuses on whether the Proposed Project would have a significant impact and if the proposed new residential land uses would in aggregate exceed the VMT/Capita threshold identified in Table 3.1.

4.1 VMT Impact Analysis

To establish a baseline understanding, **Table 4.1** displays and the City of Santee’s resident VMT efficiency metrics for the Base Year (2016) conditions.

Table 4.1 Santee Base Year VMT Metrics for Transportation Impact Analysis

VMT Metric	Base Year (2016)
	Santee
Resident VMT/Capita	20.5

Source: SANDAG

Table 4.2 presents the Santee average resident for the Proposed Project.

Table 4.2 Santee with Proposed Project VMT Efficiency Metrics for Transportation Impact Analysis of Residential Uses

VMT Metric	Santee	% of Citywide Base Year	Significant Impact?
Resident VMT / Capita	18.7	91.2% (> 85%)	Yes

Source: SANDAG

As shown in Table 4.2, with the implementation of the Proposed Project housing sites, including buildout of the City’s General Plan land use and transportation network, the average resident VMT/capita of Santee is reduced to 18.7 (from 20.5 under base year).

Residential Land Uses Impact?

As shown in the table above, Santee is projected to have an average Resident VMT per Capita at 18.7, which is 91.2 percent of the base year citywide average. VMT associated with residential land uses would exceed the 85 percent threshold at buildout of the Proposed Project. Therefore, impacts related to VMT for residential land uses would be deemed as significant.

4.2 Mitigation Measures

As described in the Land Use Element of the General Plan, the City’s goal for residential land uses is to allow for the development of a wide range of housing types. This includes the development of higher density residential developments in areas close to multi-modal transportation facilities, transit stations, and along major corridors where transit and other convenience services and accommodating land uses are available. Additionally, new residential developments should provide adequate open space, recreational facilities, schools, interior circulation patterns and other amenities and facilities. By bringing in varied and complementary uses and a mobility network that supports and encourages walking, biking

and taking transit, the Proposed Project could contribute to a more VMT efficient and sustainable future for the community.

Residential Land Uses

As shown in Table 4.2, impacts associated with the Proposed Project are considered *significant*, therefore, feasible mitigation measures must be considered. Overall, the proposed HEU is a planning document intended to guide future development throughout Santee. It provides detailed policies and implementation guidance that would be applicable for future developments. Due to the programmatic nature of the proposed HEU, it does not propose any specific development projects, and thus, cannot adequately anticipate specific project-level mitigation requirements at this time. To reduce residential VMT impacts, future developments under this proposed HEU would need to be mitigated on a project-by-project basis. This could be accomplished through a citywide VMT reduction ordinance that would require development projects to reduce their VMT per capita to the extent feasible by providing on-site VMT reducing infrastructure such as those found in the *SANDAG Mobility Management VMT Reduction Calculator Tool*, the California Air Pollution Control Officers Association (CAPCOA)'s *Quantifying Greenhouse Gas Mitigation Measures*, or other sources that have been vetted through peer-review research; or pay a fee that would fund active transportation infrastructure and transit improvements to reduce citywide VMT.

Mitigation Measure MM-TR-1: Continuation of the implementation of Mobility Element Policies 1.1 through 1.5, 2.1 through 2.3, 2.6 through 2.9, 3.1, 6.1 through 6.7, 7.1 through 7.5, 8.1, through 8.11, 9.1 through 9.5, and 10.1 would reduce VMT throughout the City. Specifically, the City should ensure that future projects are compliant with Mobility Element Policies 9.1 through 9.5, which encourage the use of Transportation Demand Management (TDM) strategies, such as ride sharing programs, flexible work schedule programs, and incentives for employees to use transit. Additionally, alternative transportation modes, such as walking, cycling and public transit are encouraged to reduce peak hour vehicular trips, save energy, and improve air quality. Since TDM are typically applied at the project-level, a list of potential TDM is provided below:

- Increase mixed-use development
- Increase transit accessibility
- Provide pedestrian network improvement along project frontage
- Provide bicycle network improvement along project frontage
- Provide bicycle parking and bike lockers
- Implement subsidized or discounted transit passes
- Provide ride-sharing programs
- Implement commute trip reduction marketing
- Implement school pool program
- Implement bike-sharing or micro mobility program
- Provide local shuttle to connect visitors to different attractions throughout the City

Additional measures can be found in the *CAPCOA Quantifying Greenhouse Gas Mitigation Measures* report (<http://www.aqmd.gov/docs/default-source/ceqa/handbook/capcoa-quantifying-greenhouse-gas-mitigation-measures.pdf>). Mitigation measures should be consistent with the City's Active Transportation Plan.

Implementation of the TDM above would potentially reduce each project’s VMT. However, since TDM level of effectiveness varies from project to project, this Programmatic EIR cannot ensure that the TDMs would reduce the citywide VMT to below 85% of baseline conditions. Therefore, this mitigation while potentially feasible, is not implementable at this time. Therefore, the VMT impact is considered *significant and unavoidable*.

4.3 Level of Significance After Mitigation

Should MM-TR-1 be adopted by City Council, and implemented, VMT would be reduced by individual projects that may be permitted and constructed under the proposed HEU. The effectiveness of the VMT reducing measures would need to be context-sensitive and would vary depending on the individual project site such as the location, access to transit, etc. For this reason, and because it is uncertain if, or when such measures would become effective, MM-TR-1 would not fully mitigate the VMT impact for residential land uses. Thus, transportation impacts due to the Proposed Project’s would remain significant and unavoidable.

5.0 Alternatives Analysis

This chapter discusses potential VMT impacts under the No Project alternative. The No Project alternative is identical to the currently adopted General Plan. The VMT analysis results for alternative residential land uses are included in **Appendix C**.

5.1 No Project Alternative (Adopted General Plan)

The purpose of evaluating the No Project alternative is to allow decision makers to compare the outcomes by approving the Proposed Project vs. maintaining the currently adopted Plan. Future developments under the No Project alternative would result in 1,219 fewer dwelling units in the City.

Table 5.1 presents the Santee average resident VMT per capita under the No Project alternative.

Table 5.1 Santee No Project Alternative
VMT Efficiency Metrics for Transportation Impact Analysis of Residential and Employment Uses

VMT Metric	Santee	% of Citywide Base Year	Significant Impact?
Resident VMT / Capita	18.7	91.2% (> 85%)	Yes

Source: SANDAG

As shown in Table 5.1, the No Project VMT/Capita also exceeds 85% of the citywide average. The No Project alternative would also result in a significant VMT impact.

Mitigation measures discussed in Section 4.2 should be taken into consideration to reduce VMT/Capita to the extent feasible. However, similar to the Proposed Project, the VMT impact would remain significant and unavoidable.

6.0 Summary

As shown in this report, both the Proposed Project and No Project alternative would have a resident VMT/capita exceeding 85% of the citywide average. Therefore, mitigation measures to reduce VMT/capita shall be taken into consideration (as described in Section 4.2) with either alternative. Implementation of TDM measures would potentially reduce VMT at a project-level. However, since TDM level of effectiveness varies from project to project, the Programmatic Environmental Impact Reports cannot ensure that the TDM programs would reduce the project VMT/capita to below impact threshold (85% of the citywide VMT/capita). Therefore, the mitigation measure recommended in this TIS while potentially feasible, is not implementable at this time. Therefore, VMT impacts identified for both alternatives are considered *significant and unavoidable*.



Appendix A
Model Manual Adjustments

Travel Demand Forecast Model Development

This Chapter summarizes the travel demand model forecasting process utilized to estimate the future resident VMT/Capita within the region as well as the City of Santee.

Model Validation and Inputs

The model validation process included verification of land use inputs, as well as additional adjustments of roadway, transit, active transportation networks including but not limited to roadway speeds, number of lanes, and centroid loadings for each of the study alternatives.

Future Development

The model was validated to ensure future planned commercial developments assumed in the City’s General Plan are accounted for. The comparison found the SANDAG Series 13 Model accounts for these commercial land uses in the regional growth assumptions, or accounts for greater intensity than the City’s General Plan.

The validation includes but not limited to the land use assumption for Site 16A, 20B, Graves Avenue Commercial (APN 38105081) and Graves Avenue Commercial 2 (APN 38706112). Since the traffic analysis zone for these sites already contain similar or greater commercial intensity, the land use input was not modified.

Adjustment of Model Outputs

The two future scenarios were modeled using the validated SANDAG’s Series 13 Model and the results were adjusted to estimate Series 14 Model results based on the methodology described in the white paper *“Use of ABM 1 and ABM 2 for SB 743 Related VMT Analysis in the Interim Until ABM 2+ is Completed”* to be consistent with the Federal Regional Transportation Plan (RTP) 2019. The future scenarios were not modeled using Series 14 because this model (ABM 2) cannot be run/used for projects that require land use overrides to produce VMT information because the necessary scripts/procedures were not developed due to time, cost, competing work efforts including development of ABM 2+ and the Regional Plan Update, staff capacity, etc. The ABM 2+ model will be available in November 2021, after adoption of the 2021 Regional Plan.

Table 4.1 displays the Series 13 and Series 14 results, as well as the adjusted values utilized for the analysis.

Table 4.1 Series 13 vs. Series 14 Model Results

VMT Type	Resident VMT/Capita						
	Series 13 (2012)	Series 14 (2016)	% Increase from Series 13 to Series 14	No Project Unadjusted	Proposed Project Unadjusted	No Project Adjusted	Proposed Project Adjusted
Regional	17.6	19.0	7.95%	14.7	14.7	15.9	15.9
Santee	-	20.5	-	17.3	17.3	18.7	18.7

Source: SANDAG

As shown, Series 14 (2016) resident VMT/Capita values are 7.95 percent higher than Series 13 (2012). Therefore, this growth was applied to both regional and city (Santee) resident VMT/Capita of the No Project and Proposed Project unadjusted values to adjust them to Series 14 values.



Appendix B
Base Year and Proposed Project VMT Results



Find address or place



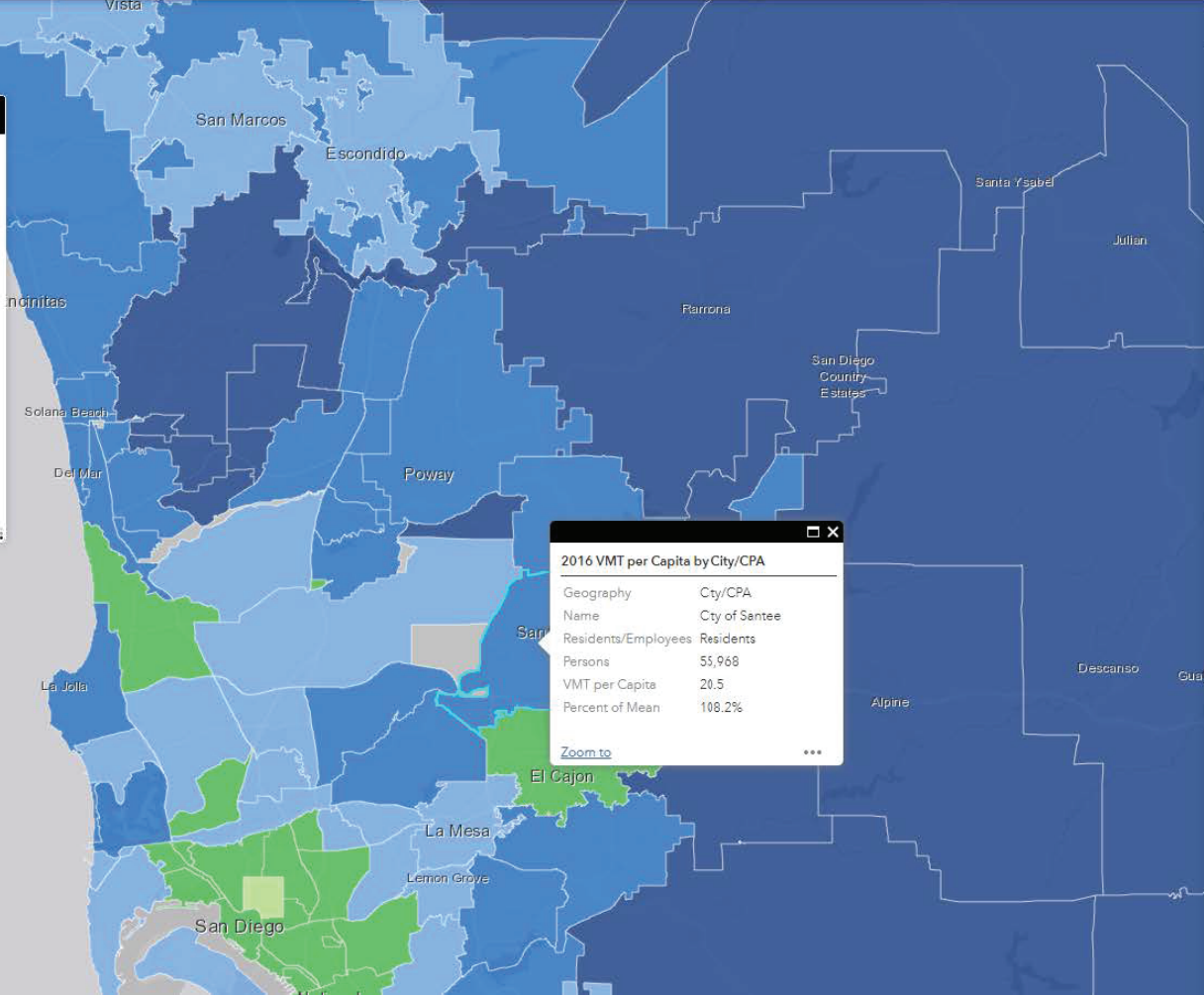
Select Layer

Select a layer to view and click apply

San Diego Region SB743 VMT Maps

2016 VMT per Capita by City/CPA

Apply Reset



2016 VMT per Capita by City/CPA

Geography	Cty/CPA
Name	City of Santee
Residents/Employees	Residents
Persons	55,968
VMT per Capita	20.5
Percent of Mean	108.2%

Zoom to

Map Legend / Disclaimer

Map Legend

Percent of Mean

- More than 125% of Regional Mean
- 100% to 125% of Regional Mean
- 85% to 100% of Regional Mean
- 50% to 85% of Regional Mean
- Less than 50% of Regional Mean
- No VMT

Current Data

2016 - Series 14 (Scenario ID 434)

Regional Mean = 19.0 VMT per Resident
Regional Mean = 27.2 VMT per Employee

Archived Data

2012 - Series 13 (Scenario ID 720)

Regional Mean = 17.6 VMT per Resident
Regional Mean = 25.9 VMT per Employee

Disclaimer

The maps provided by SANDAG are an interpretation of the Senate Bill 743 Technical Advisory guidelines published by the California Office of Planning and Research and are provided as a resource to the jurisdictions in the San Diego region to use as they see fit. Users of the data should exercise their professional judgment in reviewing, evaluating and analyzing VMT reduction estimate results from the tool. Each agency should consult with CEQA experts and legal counsel regarding their own CEQA practices and updates to local policies. Refer to full disclaimer and additional information relating to the use of the SB 743 VMT Map Web Application.

4mi

Vehicle Miles of Travel Report

Scenario ID 1299

SanteeHEU - 2050B - City of Santee

Aggregate VMT

Gross VMT		VMT
Regionwide		96,990,490
Clip 1	SANTEE	
Clip 2		0

Distribution VMT				
Query	Type	Description		VMT
1	Zone		0	
2	0		0	-
3	0		0	-
4	0		0	-

SB-743 VMT

VMT per Resident

Geography	Scenario ID	Residents	Total Trips	Person Miles of Travel	Vehicle Miles of Travel	VMT per Resident
Regionwide	1299	4,082,566	14,564,147	86,484,050	60,213,028	14.7
Jurisdiction	SANTEE	80,200	297,529	1,884,760	1,388,427	17.3

VMT per Employee

Geography	Scenario ID	Employees	Total Trips	Person Miles of Travel	Vehicle Miles of Travel	VMT per Employee
Regionwide	1299	1,715,620	5,613,659	43,776,517	37,834,811	22.1
Jurisdiction	SANTEE	19,591	71,527	478,691	402,660	20.6

Report Generated: 04/21/21





Appendix C Project Alternatives VMT Results

Vehicle Miles of Travel Report

Scenario ID 1330

SanteeHEU - 2050A - City of Santee

Aggregate VMT

Geography		Gross VMT	VMT
Regionwide			96,895,240
Clip 1	SANTEE		
Clip 2		0	

Query		Type	Description	VMT
1		Zone		0
2		0		0
3		0		0
4		0		0

SB-743 VMT

VMT per Resident

Geography	Scenario ID	Residents	Total Trips	Person Miles of Travel	Vehicle Miles of Travel	VMT per Resident
Regionwide	1300	4,076,712	14,539,940	86,335,971	60,111,369	14.7
Jurisdiction	SANTEE	74,346	274,986	1,758,521	1,289,538	17.3

VMT per Employee

Geography	Scenario ID	Employees	Total Trips	Person Miles of Travel	Vehicle Miles of Travel	VMT per Employee
Regionwide	1300	1,713,116	5,603,405	43,684,403	37,763,066	22.0
Jurisdiction	SANTEE	18,604	67,790	462,104	386,297	20.8

Report Generated: 04/21/21

